

AVIATION ROADMAP AND DEVELOPMENT OF AIRPORTS IN NIGERIA

Salisu Ojonemi PAUL

salisu.paul@faan.gov.ng;

Department of Research & Development,
Federal Airports Authority of Nigeria,
Ikeja-Lagos, Nigeria.

&

Prof. Chikelue Ofuebe, PhD

chike.ofuebe@unn.edu.ng

Department of Public Administration and Local Government Studies,
University of Nigeria, Nsukka.

Abstract

The Nigerian airports require international standards where all facilities would work and are totally devoid of touting and pilfering in accordance with the stipulation of the ICAO criteria because the aviation industry impacts all sectors of the economy. Therefore with descriptive research and exploration of the documentary analysis of qualitative data, the paper noted that the Nigerian airports' development is surrounded by the history of policy reversals and infrastructural decay. Against this backdrop, the study revealed that massive infrastructural development through Aviation Roadmap has developed the airports in many areas. It has led to the airport's infrastructural development though, airports employees were not assigned roles in the implementation due to lack of autonomy. The research recommended an investment in human resource training and development programmes, granting of autonomy to FAAN through amendment of extant laws, and the government regular consultation with relevant stakeholders on aviation policy issues.

Key Words: Airport Remodelling, Aviation Roadmap, Civil Aviation, Infrastructural Development, Policy Framework

1. Introduction

Every country recognises the important role which transport plays in fostering economic growth and development. Thus, air transportation is a critical aspect of man's life as it creates an avenue for travellers to move fast and comfortably around the globe. Therefore, the extension of yearly flights made civil aviation business in Nigeria to become quite considerable, creating the need for aerodromes development after its emergence in Kano in 1923. In pursuance to this, Norton (2003), in Crouch (2004:34) encouraged policy formulation and experimentation to tackle institutional hydra-headed challenges which include but not limited to infrastructural decay, poor services, inefficiency, and ineffectiveness. According to Ibrahim (1984:6); Oshiomole (2005:3); Odua (2012:21) in Nweke (2013:10); Umar (2014:53) and Dunoma (2015:8), transportation develops all the other sectors of the economy, and the fundamental goal of the transport sector through Jonathan's administration Transformation Agenda is to develop a safe, adequate, and efficient integrated transport structure in the framework of a competitive local and international economy.

There have been serious issues in the management of Nigerian civil aviation until 1999 when the Federal Airports Authority of Nigeria (FAAN) was created to develop, provide, and maintain airports' necessary services and facilities for safety, orderliness, and prompt economic benefit (Ehije & Nwosu, 1990:12; FAAN's Annual Report, 2014:13). Given the foregoing, the paper will assess the

implementation of Aviation Roadmap (as an air transport development policy) and the extent at which it has led to infrastructural development in Nigerian airports.

2. Statement of the Problem

Though airports are major drivers of socio-economic and national pride of any nation, Jonathan administration in Nigeria inherited overall airports network that were built in the late 1970s and early 1980s which have seen no significant investment in overhaul upgrading of airport terminal and service infrastructures despite significant and continuous growth in traffic (Odua, 2013:23; Olowo, 2013:6; Nwakasi, 2015:9; Eri & Akinro, 2015:3). This is consequent upon the fact that Nigeria's civil aviation sector is troubled with a lack of sound policy, bureaucratic manipulation, and bad application of business principles (Akpoghomeh 1999:1; Agagu, 2001:4; Obasanjo, 1999-2003 cited in Oton, 2009:31; Wills, 2014:59). As a result, the Nigerian airport system had been left to decay, offering obsolescent infrastructure and facilities as well as very poor services to Nigerians and their visitors (Transformation Progress Report, 2013). Unlike, other sector such as power, manufacturing and agricultural industries, Filani (2013:69) argued that in spite of all that was done during Obasanjo's administration, the transport sector did not achieve much and notwithstanding the various projects that were planned and executed together with the various reforms that were put in place, there were still problems.

To this end, Wilson (1973:12); Olowu (2002:124-125) both asserted that in recent years attention has been focused on the possibilities of institutional failures in the public sector. Therefore, the deficit in public infrastructures and the rendering of poor quality services have been long-standing problems in Nigerian airports and which became worse from the 1990s to date. Hence, the "airports" infrastructural report of Nigeria unlike South Africa, Ethiopia, Algeria, Egypt, Rwanda, and Kenya, from the view of Oyedele (2012:3); *Thisday Editorial* (2010:4); Ore & Mahownu (2014:13) is nothing to write home about.

Specifically, the poor standards of airports hinder effective international trade in any country. In the same vein, Wills (2014:56) described the absence of international cargo airports (in major cities in Nigeria like Enugu, Port Harcourt, Asaba, Maiduguri, and Minna) as one of the factors that have made it difficult for local producers and manufacturers to unlock the potential of export opportunities. Infrastructures and airport development in Nigeria is still characterised with high levels of failure when compared to other parts of the world, resulting in poor quality attainment of the global best practice and standard (Anako, 2013:49).

Besides, past experiences as Ogbeidi (2006:4) pointed to, confirmed that the benefits of development initiatives in the aviation sector have not translated into improvements in Nigerian airport infrastructures and global operational practices for the majority of air travellers. On this note, the study is guided by the following research questions.

- a. How has the implementation of Aviation Roadmap ensured airport infrastructural development in Nigeria?
- b. How has the role of FAAN staff affected the implementation of the Aviation Roadmap?
- c. In what ways have the operational relationships of the overseeing Ministry and FAAN developed the Nigerian airports?

3. Significance of the Study

Theoretically, this study will contribute to the existing knowledge in the field of aviation development policy studies, identify inherent inhibitors and encourage government and critical stakeholders to consider essential projects and investments in the Aviation Roadmap in the face of economic realities in Nigeria from a global context.

The choice of Top-down Theory and its application in this research work is to be treasured in the light of its attribute which states that it is to identify the use of specialised and technical management provided by external resources that formulate, execute, and assess infrastructural development programmes. This is to disable airports infrastructural decay, create an enabling environment that enables air transport development to thrive through the provision of infrastructure which helps people to interconnect better in both trade and services. This is targeted at investment in airport development projects through technical policy design and implementation, fostering of cross-sectoral partnerships for development, and the use of aviation professionals to deliver development projects. The theory in this perspective constitutes an addition to the body of knowledge in Public Administration and Social Science research from which other scholars will find relevance. This is because the Aviation Roadmap highlights the importance of aviation financing which stresses the sustainability of financing mechanisms through Public-Private Partnership (PPP).

Empirically, the study justifies the overwhelming achievements through the implementation of Aviation Roadmap particularly the remodelling of all the twenty-two (22) federal owned airports and building of sixteen (16) Nigerian Cargo Airports close to the nation's food baskets and designed to transport perishable goods for the first time in three (3) decades. These will align airports to the demands of the global aviation industry through effective policy communication, sustainability and value addition (Unana–Nemile, 2015:10). Therefore, the research empirically advances the continuous participation of governments, organisations, and individuals, in shaping and implementing the Nigerian airport development strategy.

4.1 Review of Relevant Literature

4.1.1 Policy Implementation and Airports Infrastructural Development

Policy implementation assessment has generated debate among scholars of social science extraction since the 1970s when the subject assumed prominence (Pressman & Wildavsky, 1973 cited by Paudel, 2009:36). Consequently, several studies have repeatedly identified the lack of infrastructures in significant sectors of the economy as a major setback to growth in many developing countries (Agénor, 2010:1; Filani, 2013:63). Hence, the significance of planning and development of critical infrastructures in developing countries is obvious (Onah (2006:39; Ibietan & Oghator, 2013:302; Vela, Koprenneka & Petanaj, 2013:361). Similarly, policy introduction, delivery and implementation as Mazmanian & Sabatier (1983:20); Azelama (1997:185) and Oshionebo (2004:13) posited remains the essential mechanisms of problem-solving and attainment of development objectives in modern states. Therefore, public policy implementation takes the shape of necessary government orders to adequately deal with governance and the inevitable developmental process needs of the individuals and society. Hence, Dror (1970-71:22-24) cited in Oshionebo (2004:17) identified the goals of transformation to comprise a reduction in perceived weakness, changing the main component of the system so as to meet some ideal image and accelerated modernisation.

Based on the above assertion, Nigerian Aviation Quarterly (2012:11) conceived that the early days of Nigerian civil aviation witnessed the control of civil aviation by the Public Works Director with the British Air Navigation Order (BANO) as the regulatory mechanism and which grew with the creation of the Civil Aviation Sector in the Federal Ministry of Transport, 1965. It was in charge of all aeronautical and non-aeronautical matters before the Federal Civil Aviation Authority (FCAA) was created in 1990 (NCAP, 2013:2).

Furthermore, there was a crucial reform in 1995 that realigned the functions of FCAA, NAA, and the Ministry of Aviation (Eri & Akinro, 2015:3). They explained that this repositioning resulted in the creation of “the Directorate of Safety Regulation and Monitoring (DSRAM), and the Directorate of Economic Regulation and Monitoring (DERAM) in the Ministry, and the Federal Airports Authority of Nigeria (FAAN) as a parastatal of the Ministry”. However, Olowo (2013:15); Nwakasi (2015:16) contended that this system became different from other international civil aviation policy. As Olowo

added, growths in the local and global “aviation such as the increasing activities of Handling Companies, Cargo Consolidators, Tour Operators and the implementation of a new Africa Air Transport Policy (Yamoussoukro Declaration) further *generated* the need for the review of the 1989 Civil Aviation Policy in 1998”. According to Vela, Koprenncka & Petanaj (2013:361), effective implementation is the factor required to achieve any policy targets.

Therefore, the absence of trust in the implementation of public policies and facilitation of a holistic execution of government programmes among successive governments in Nigeria could partly be ascribed to institutional systems that are not functioning properly (Kpakpenso, 2015:30; Beugelsdijk & Schaik, 2001:56; Slangen, 2005:45). Thus, the Nigerian civil aviation in the past has been ridiculed due to poor infrastructure (Demuren, 2012:4). Succinctly, the policy of Aviation Roadmap was formulated to formidably re-invent Nigerian aviation sector. However, Chinedu (2013:4) and Yeguda (2013:12) argued that though the aviation roadmap is achieving much in airports transformation, Nigerian airports cannot compete with many others in Africa.

Conversely, Anako (2013:47); Unyogba (2014:33) and Metu (2015:10) in their separate findings articulated Jonathan’s transformation policy of Aviation Roadmap to have given a life to Nigerian air transport. In addition, there was aviation policy review, twenty-two airports remodelling (with distinguished five international airports) and better customer service (Dunoma, 2015:15). In the same vein as Ugwaja (2015:17) enunciated, one cannot but talk about the period of 2011–2013 which reflected a renewed focus on the aviation policy framework, infrastructural development, rehabilitation, and upgrade.

From the foregoing, the major challenges in the aviation industry in Nigeria hangs on the excessive political interference, inconsistent aviation policy, lack of political will to policy implementation and policy somersault. Accordingly, Nigerian airports cannot develop outside the provision of a sustainable policy framework.

4.1.2 The Aviation Roadmap and Nigerian Airports Development

In the submission of Dodson (2005:25); Filani (2013:64) and Unana–Nemile (2015:10), a well-developed transport system is an indispensable infrastructure that facilitates economic activities between locations. Accordingly, Vela, Koprenncka & Petanaj (2013:361) wrote that the development policy in the transport sector is geared towards the improvement of socio-economic gains and reduces environmental-related costs. This accounted for a situation that made Odutola (2015:7) to challenge the government in order to support the aviation sector by releasing funds so as to create a conducive environment for growth. The Aviation Roadmap is a strategy that inculcates a comprehensive focus on aviation operating and funding model, re-designing of airports (General Aviation, Cargo, International, and Domestic Terminals) with emphasis on location, economy and opportunities, “aerotropolis concept”, route marketing and the creation of special economic zones. It emphasised on the policy, legal, and enabling environment creation roles of the government in civil aviation (Agbakoba, 2015:3). The thrust of the Aviation Roadmap includes:

Adoption of strategies that will encourage dynamic growth; Enhancement of safety oversight through collaborative mechanisms; Prudent management of Airports and Aviation Security; Efficient airspace management; Human resources development; Infrastructural development; Increased participation of the private sector; Establishment of a private sector driven national carrier; Development of a hub for passenger and cargo operations, and Development of aerotropolis (airport cities) in strategic cities in Nigeria.

Therefore, the Aviation Roadmap is created to pave a way for the expansion and international competition of Nigerian civil aviation industry including a new trend in providing customers with the right services. According to Oghojafor & Alaneme (2014:145) and Dunoma (2015:14), the economic boom of the 1970s created a greater demand for air travel and it became evident to policymakers to develop airports. Premised upon the foregoing the Jonathan administration initiated the Aviation Roadmap.

The government's primary objective is to assist in the economic growth and development through civil aviation policy and other subsequent plans for the coming decades (Malta Civil Aviation Policy, 2010-2014). As a corollary to this, Dunoma (2015:14) pointed out that the administration of Goodluck Jonathan 2011 – 2015 embarked on civil aviation reform in 2011 as part of the Transformation Agenda in order to turn around the Nigerian airports. This is consequent upon the fact that Nigerian airports, being public assets prior to the Aviation Roadmap experienced poor performance and were remarkably unable to respond to the challenge of service excellence.

The initiation of Aviation Roadmap was the result of IATA (2008:3) letter to President Obama that "...in order to build a sustainable future, aviation needs the same management tools that other businesses take for granted: market access and access to capital..." *Punch Editorial* (2015:24) depicted aviation as a big, but a delicate business which demands firm regulation. Essentially, Obasanjo (2006), in Fadugba (2012:20) argued that it is only an irresponsible government that would fail to recognise the need to rectify the ailments of the Nigerian aviation industry.

In the assessment of Omo-Osagie (2015:10), through the implementation of Aviation Roadmap, the sector has brought the Instruments Landing Systems; building and remodelling of 16 Cargo terminals to transport perishable goods; and the attainment of US Category 1 air Certification that has ensured direct flight between Nigeria and the United States. It can be observed that aviation was a tough and capital intensive business. This is why globally, public-private partnership is what is trending in the financing of airports today (NCAP, 2013:15). Basically, the airports infrastructural management suffers due to financial burdens on the government as a result of competing priorities.

Remarkably, before the launch of Aviation Roadmap, it is observed that high rate of funds and policy efforts have been released into the Nigerian aviation industry. Obitayo (1998:4); Chinedu (2013:3) said, ₦800 million was meant for the purchase and installation of equipment. It provided an independent situation for the development and maintenance of airports outside the presiding Ministry of Transport and Aviation.

4.1.3 The Nigerian Civil Aviation, Safety and Security

Aviation as argued by Adebayo (2003: x); Intervistas (2014:30); Eri (2014:3) and Omisore, Eri & PAUL (2014:194) remain technologically driven business worldwide. Its regulatory principles and practices are flat even before the veracity of commercialisation. For example, regulations against international ownership of US airlines emerged in the 1926 with Air Commerce Act, 25 years earlier (EU-US, 2015:1).

Though Cockbain & Port (1994:78) established that all sections of the aviation business in Sub-Saharan Africa witnessed development in the early 1990s with a remarkable speed in the growth of domestic, international, and intercontinental traffic, Oshin (1992:73-74); Oghojafor & Alaneme (2014:138) concluded in their study that civil aviation was introduced in Nigeria to facilitate colonialism in Africa since the country was the base of the British government, although several other methods of transportation existed. However, Harlow (1969:209); Olasiji (1992:73), cited by Ogbeidi (2006:131) maintained that despite the fact that motor cars, bicycles, and rail system became instruments of elite differentiation in the early period of transportation system, air travelling was a

“latecomer to the scene”. As stated above, Diepriye & Ndi-Okereke (1997:15) contended that aviation surfaced as a system of transportation in the British wartime operations.

Along this development, Nigerian civil aviation was borne out of the need to facilitate modern transport development structure. Up till the early 1980s, Ejuka (1987:22) spotted the antiquity of aviation to basically that of Nigerian Airways Limited. According to Dunoma (2015:33), the country possessed 22 Airports, Heliports, and Airstrips; 20 local functioning airlines; 560 Qualified Captains; 915 Certified Engineers and 1700 Cabin Employees and 22 International Carriers. He stated further that these have made Nigeria to currently possess:

Bilateral Air *Service* Agreements with over 78 countries *in which* air travellers can fly directly to many of the world's business centres such as London, Paris, Frankfurt, New York, Johannesburg, Atlanta, Amsterdam, Dubai and Jeddah to mention a few. With the attainment of America's Federal Aviation Administration (FAA), International Aviation Safety Assessment (IASA), Category One Certification, and Nigerian registered carriers can now fly directly into the United States of America (USA).

Like the rest of the developing nations of the world, the importance and strategic nature of the aviation sector to Nigeria cannot be overemphasised as it fastened international carriage of people and cargo (NCAP, 2013:5). Therefore, the challenge of security and safety has bedevilled air travellers which was the Presidency directed the restructuring of civil aviation framework in 2011 in order to “expand and promote safety oversight, surveillance and human capital development in the industry”. Through the Aviation Roadmap, the nation’s aviation sector to have functional and equipped control towers (Chidoka, 2015:6).

Adebayo (2003) and Anukwa (2014:23) described aviation safety as a complex term that deals with the principles and practice of flight examination and accident prevention through regulation and training. Airport safety status informs and encourages the public concerning air travel. It is on this principle that Obadofin (2013:15) gave the improving public perception of safety, as well as restoring public confidence in the system to remain the sure foundation for the growth of the Nigerian aviation industry.

According to Oni (2013:34), civil aviation remains the highly regulated industry worldwide because of its peculiar nature. This informed the reason why certification of all elements involved in aviation business need certification by both local and international Civil Aviation Authorities. The operation of aviation businesses are standardised and recommended.

Aviation, all over the world, is a safety and security driven sector. Therefore, some individuals and stakeholders in the industry cannot afford to handle safety or safety-related issues with levity. In comparative research done by Sobieralski (2013:19), it was discovered that the costs associated with “general aviation accidents in the United States...costs...\$1.64 billion and \$4.64 billion” in addition to wastage of human capital respectively. Without an exemption, a lot of safety-related challenges in the Nigerian aviation industry as measured in the *News Herald* (2013:10) have been in the news broadcast. To this end, Bankole (2013:5) concisely put forward that safety surpasses is the beginning of every business.

In the same development, Aviation Security (AVSEC) ensures the provision of the oversight security function of checking the transportation of dangerous goods and hijackers. Zimbabwe Civil Aviation Policy (2013:22) identified two major functions of AVSEC to include the direct surveillance and safety of airports personnel, passengers, aircrafts, and airports infrastructures so as to prevent criminal acts. Security and Safety have no are the pillars of aviation sector in any sphere (Ndudinachi, 2012:2; Ugwaja, 2015:11). Thus, it cannot be any different in Nigeria. In examining the position of Nigeria airports in these terms, Ugwaja recounted that the government through Aviation Roadmap has:

“...invested several billions of naira to purchase navigational aids equipment which have been installed and are operational in all international airports and several domestic terminals in the country. The TRADOC radar system has been put in place and is also operational for several years which has ensured and enhanced appropriate air traffic guidance and control that guarantee aircraft safety in airspace”.

However, there is a challenge of increased professionalism and legal support that has not been given to FAAN to exercise unfettered security, safety, operations practices in airports.

5. Gap in Literature

Most writers on this subject matter have written on the failures of the Nigerian aviation sector, the problems facing the aviation industry in Nigeria, and the role of aviation industry to national development. No known study has been carried out on how the implementation of Aviation Roadmap has ensured airports infrastructural development, the role of FAAN staff as it affected the implementation of the Aviation Roadmap and operational relationship between the overseeing Ministry in policy formulation and implementation. This is the gap that the study filled.

6. Theoretical Framework and Application

The Top-down Theory of policy implementation is adopted for this study. The model has an important history of theory and practice following the bottom-up approach. The proponents of the theory include classical top-down scholars like Pressman & Wildavsky (1973); Van Meter & Van Horn (1975), Bardach (1977); Nakamura & Smallwood (1980); Mazmanian & Sabatier (1983); Sabatier (1986). It is also known as what Pülzl & Treib (2007:89) called “black box model of the policy process inspired by systems analysis”. They believed that public policy intentions and execution are bureaucratically and centrally directed. According to Macdonald (1995:34); Larrison (1999:70) and Birkland (2007:52), literatures on policy implementation argued for top-down governance model as a prerequisite for professional leadership analyses of implementation outcomes, and large-scale infrastructural development interventions. Their primary focus is the corresponding outcomes with initial set out objectives of policy decisions.

Consequently, the suitability of this theory is necessary owing to the fact that aviation is a highly regulated industry. It is the government that provides aviation policy, implementation framework, funding, administration, and regulatory functions. The Monroe Doctrine, Marshall Plan, and National Development and Rolling Plans in Nigeria are all examples of significant policies that adopted the approach.

Precisely, Matland (1995:10); Mazmanian & Sabatier (1983:21); Sabatier (1986:22); John (2013:50) posited that developmental programmes were structured in conformity with the model during early development history. They presented “tractability of the problem, ability of statute to structure implementation, and non-statutory variables affecting implementation” as three general sets of factors. Similarly, the top-down model consists of observable variable elements such as hierarchy and structure, which are also considered by many social-scientists as the most important elements in policy implementation. Table 1 below shows the convergence between Top-down and Aviation Roadmap implementation perspectives.

Table 1: Convergence between Top-down and Aviation Roadmap Implementation Outlook

S/No	Variables	Top-down perspectives	Aviation Roadmap
i.	Policy decision	Policymakers	Federal Executive Council/National Assembly
ii.	Starting point	Statutory language	Technical planning
iii.	Structure	Formal	Bureaucratic
v.	Process	Purely administrative Networking	Bi-lateral agreement
vi.	Output/Outcomes	Prescriptive	Rigid implementation
vii.	Discretion	Top-level bureaucrats	Federal Ministry of Aviation/Agencies

Source: Paudel (2009:40) and revised by the Researcher.

The implication of implementation of Aviation Roadmap implementation centres on , the creation of sufficient bureaucratic processes for possible execution. Agencies like FAAN, NCAA, NAMA, NCAT, AIB and NiMET were involved in the control, supervision, and the implementation actions.

Empowering these agencies becomes necessary because Pressman & Wildavsky (1973: xv); Elmore (1978:185); Winter (1990:28); Matland (1995:146); Headey & Jensen (2005:20) wrote that implementation of public programmes cannot co-exist with excessive bureaucratic tendencies of “clearance points.” The adoption of top-down theory will enable the implementation of Aviation Roadmap to be made up of a process that is legally structured from the government to various aviation agencies including FAAN and other aviation major stakeholders in order to enhance compliance with ICAO, IATA, and ACI standard.

7. Research Methodology

The descriptive research design is used in this study. The sources of data were from secondary sources. The research explored the documentary analysis to describe and analyse data and information. Onwuegzuzie, Leech & Collins (2012:30) argued that secondary literature and qualitative research methodology is significant to contemporary intellectual exploration. Through these assessments, it is observed that the validity of journals, periodicals and idea presentation qualified the research for academic consumption.

8. The Findings

8.1 The Provision of Infrastructures in Nigerian Airports.

Successful implementation of an infrastructural development programme, according to Hill & Hupe (2006:75) requires conformity “with statutes’ directives and goals; achievement of specific success indicators; and improvement in the political climate around a programme”. Subsequently, since the approval of Aviation Roadmap in 2011, the government embarked on an accelerated airport infrastructure improvement and renewal programme which is called the Airport Remodelling Projects (ARP). According to NCAP (2013), “Murtala Mohammed Local and International Airport Terminal Lagos; Nnamdi Azikiwe International Airport Abuja (International Terminal; Nnamdi Azikiwe International Airport Abuja (Domestic Terminal); Kaduna Airport Terminal; Margaret Ekpo International Airport Terminal, Calabar; Benin Airport Terminal; Akanu Ibiam International Airport Terminal, Enugu; Sam Mbakwe Airport Terminal, Owerri; Port Harcourt International Airport Terminal; Yola Airport Terminal; and Yakubu Gowon Airport, Jos” have been upgraded (see Appendix I – III).

Following the modernisation (seen in Appendix II), Jonathan’s administration through the Policy has developed Cargo Division towards the realisation of the set objectives in order to make the airports viable and self-sustaining through aviation liberalisation. This is because the civil aviation business in Nigeria emerged from “back bench” in passenger and aircraft movements (see Appendix IV). For

instance, in the South Africa Development Community (SADC), Schlumberger (2010:45) study revealed that the liberalisation of “air services within the region *have resulted* in a substantial increase in employment and economic activity. The study estimated that more than 500,000 additional foreign tourists arrive by air and spend more than \$500 million”. Consequently, air transport has become an indispensable factor in the development of the tourism industry in Nigeria because 50% of earning from tourism emanates air travellers (Blanke, 2007).

In a study conducted by the Zimbabwe Aviation Reports (2013:2) discovered that Addis Ababa, Nairobi, and Johannesburg seem to be acting as continental gateways. This guarantees the self-sustainability of airports in the zones which has manifested in the on-going construction of new major terminal buildings in Lagos, Abuja, Kano, Enugu, and Port Harcourt International Airports (see Appendix III). Also, Nigerian airports attained US Category 1 Air Certification that has ensured direct flight between Nigeria and the United States since January 2013, and building of 16 Cargo Airports to transport perishable goods.

The implementation of the policy resulted in attraction of investors to the sector. Examples are the Aviation Services Limited (ASL), Clean Serve Oil, etc. To this end, Schwartz (2002:15) observed that airport is a business seed. If the previous administrations before Jonathan had done “the needful”, the aviation sector’s self-sustenance with global standards would have been established for its users which is about eleven million, two hundred thousand (11,200,000) (Aviation Sector Transformation Progress Report, 2013:23; Onuora, 2014:10; Air Traffic Control (2014:40).(see Appendix IV).

Another important factor of the transformation is the improvement in electricity supply in Lagos airport in exchange of the airport’s standby power supply system for the first time since the airport was commissioned in March 1979.

Table 2: Airport Power Project

PROJECT TITLE	SITUATION BEFORE AVIATION ROADMAP	PRESENT STATUS	THE IMPACT ON AIRPORTS
Airport Power Project	Constant power outage in all the airports and this constituted a considerable hazard to flight and terminal operations.	A significant development in the rate at which power is supplied to all facilities that include the terminals, taxiways, runways and aprons. There is now a marginal reduction in the power outage.	Better service delivery in airport terminals and airside. Increased security and safety in accordance with ICAO recommended operational standards and best practices.

Source: Aviation Sector Transformation Progress Report (2013:24)

The power supply development project has changed the archaic Six (6) old 2.25 MVA Diesel Power Generator bought in 1979, in replacement with 4.85MVA generators, of which only Two (2) will carry the electricity needs of the entire airport precinct at any time, leaving out Two (2) redundant, plus another that are too redundant. Table 2 stated that all these came with a brand new, ultra-modern powerhouse and Switchboard Master Panels for the airport (see Appendix V).

Table 3: Fire and Water Tenders

S/No	PROJECT TITLE	SITUATION BEFORE AVIATION ROADMAP	PRESENT STATUS	THE IMPACT ON AIRPORTS
1.	Development of Fire cover	Presence of unserviceable and old fire tenders at the local airports.	Fire tenders that stand the test of times were bought for airports as a prerequisite by NCAA and ICAO.	There is chest-beating assurance over the Fire Cover at all airports in line with international best practice. They are better guaranteed The rate at which the Aerodrome Fire Fighters and Rescuers can perform has been seriously guaranteed.
2.	Water improvement	Unserviceable water hydrants	Most of the Fire hydrants have been rehabilitated and entirely new ones installed.	Status of water supply at airports, has substantially improved with a consistent supply of water for all the terminal facilities.

Source: Aviation Sector Transformation Progress Report (2013:24)

Table 3 shows the fire and water state of the local airports. They have unserviceable and old fire tenders that have adversely affected the status of the fire cover as recommended by the International Civil Aviation Organisation (ICAO). Most water hydrants at the airports have become unserviceable. This has affected regular water supply to terminals and hydrants for fire fighting. However, through the intervention of the Aviation Roadmap, there is now a reduction in the likelihood of water shortage during fire fighting operations.

Table 4: Airport Special Sanitation

PROJECT TITLE	SITUATION BEFORE AVIATION ROADMAP	PRESENT STATUS	THE IMPACT ON AIRPORTS
Removal of abandoned aircraft	There are unused aircraft that occupied space in Nigerian airports for a decade which in itself constitutes safety and security risk.	There are no more abandoned aircraft in Lagos airport.	Guaranteed safety and security at airports and besides, there is now dignifying landscape in accordance with recommended international standards.

Source: Aviation Sector Transformation Progress Report (2013:25)

Abandoned aircraft littered the airports for over 10 years and constituted security/safety risk, apart from being an eyesore (FAAN's Annual Report, 2014:89). This was majorly peculiar to Murtala Muhammed Airports, Ikeja – Lagos. However, the evacuation of these aircraft have enhanced safety and security at airports and presented a venerable landscape at airports, in line with international standards. Several scholars have supported the “Big Push” view of Rosenstein Rodan (1943) as cited in Agénor (2010:2) that infrastructural services promotes effect and impact.

It becomes obvious from our analysis above that a lot has been done to give a face-lift to the Nigerian airports within the period under study. This occurred as a as result of the policy made during this period and the frantic effort which has accompanied the policy towards bringing it into fruition.

8.2 The Capacity for the Implementation of Aviation Roadmap.

The absence of requisite skills is identified as the challenge hindering the total implementation of the Aviation Roadmap. “Stripped of all technicalities, implementation problem in most developing nations is the problem of a widened gap between intentions and results” (Makinde, 2005:64). Training and human resource development is paramount to public policy implementation because, there is complexity in the nature of politics, governance, and intersection with public policy. According to Dunoma (2014:12), the performance of aviation policy as managed by FAAN in Nigeria do not reflect any improvement in remuneration packages for skilled staff compared to similar organisations in Sub-Saharan Africa. Successive programme planning, staff training, and development in order to keep the authority’s workforce informed with the developments in the international civil aviation cannot be relegated to the background.

It is observed that the policy does not cover the expansions of training programmes for the over five thousand staff of FAAN in order to enable them play a significant role (FAAN DHR, 2015). Therefore, expertise is required by the airports’ management workforce in order to participate in the implementation of Aviation Roadmap. The action portends negativity for global operational practices.

Precisely, in the Portfolio Committee on Public Service & Administration (2003:1), training is necessary for public policy implementation because there is;

- i. new discourse and significant impulses that impact on the nature of the state – realisation that transposing, imposing or importing are no longer attainable,
- ii. redefinition of the role of public-private sector partnership,
- iii. new technologies to re-define work processes and options available,
- iv. new labour market challenges,
- v. contradictory pressures on the nation-state, and
- vi. Public sector reform, budget reform, managing for results, accountability, monitoring and evaluation that are far reaching for universal prevalence and convergence across countries.

The aspect that is lacking involved airport management skills like airport operations inspection, airport engineering and design, aeronautical information services, aviation security, safety and other critical airside services, effective landside services, airport fire fighting, rescue services, and marketing. It is a very welcomed development from the government to improve the infrastructural facilities in the various airports in Nigeria, in order to meet up with the increasing demands of passengers for world-class services but to a reasonable extent, the infrastructural facilities have been provided, but the expertise that will manage some of the facilities are lacking. For the time being, foreign experts are recruited to perform some installations and repairs of some facilities.

8.3 Autonomy and the Implementation of Aviation Roadmap.

The absence of autonomy for FAAN remains one of the challenges hindering the complete implementation of Aviation Roadmap. It is bedevilled with the choice of an inappropriate organisational framework for implementation. In Nigeria, the needed executive capacity to implement Aviation Roadmap programme as Akinyele (2015:34) posited is lacking on an international scale. FAAN is not well-funded and professionally allowed her independence in accordance with the aviation industry standard. Although FAAN has a Board of Directors, Managing Director/Chief Executive Officer and Directors, all her activities from the top to the bottom are subject to Ministerial approval. Following this development, the Federal Ministry of Aviation often fails to embark on the consultation which results in domination and interference.

In the view of Egonmwan (2002) cited by Ejere (2011:226), policies are products of the political class assumption with due consultation from the stakeholders. The federal government does not consult aviation agencies and other major stakeholders before any strategic action is taken. This undermines

wholesome participation as an essential part of the public policy development and implementation process (Ajulor, 2013:242).

Lack of autonomy has brought about the non-competitiveness of Nigerian airports ranging from full ownership, public-private partnership, and outright sale to the franchise. This has not enhanced its viability and capital investment. This is due to the observation that Lagos, Abuja, Port Harcourt, and Kano airports are said to have 75 percent of the nation's passenger traffic, while 90 percent of FAAN's revenue comes from Lagos and Abuja airports. This discourages investment and economic expansion.

The absence of independence has also manifested in the conduct of a non-thorough and biased assessment of Nigerian airports. The various limitations to the achievement of the set-out goals of FAAN have been enumerated above and it becomes difficult for FAAN to completely achieve its mandate with the various bureaucratic bottlenecks. Hence, the operational relationship between the government and FAAN – the implementing agency of Aviation Roadmap in the airport segment has affected the effective implementation of Aviation Roadmap.

9. Conclusion and Recommendations

In developing countries, infrastructural development remains one of the major ways of evaluating the achievements of democratic leadership. Obviously, since the National Aviation Transformation Roadmap came into existence in 2011 under the leadership of Goodluck Jonathan, the Federal Ministry of Aviation through the Federal Airports Authority of Nigeria (FAAN) embarked on an accelerated airport infrastructural upgrade and renewal programme which is the well-known Airport Remodelling Projects (ARP).

The literature revealed that prior to the initiation of the Aviation Roadmap, the poor state of the Nigerian airports lent itself as a major *raison deter* for the initiation of Aviation Roadmap in the Transformation Agenda. This intense shift was made possible by Jonathan's administration 2011 – 2015 programme tagged, the "Aviation Roadmap", which among others is designed to institutionalise "world-class safety and security standards, develop infrastructure", and increase professionalism. Indicatively, the airport remodelling project has made major positive implications for the Nigerian aviation sector. Since the inauguration, Enugu, Makurdi, Jalingo, Yola, Jos, Katsina, and Ilorin have been given a facelift and designated as perishable cargo airports.

From the foregoing analyses, many countries in the world are diversifying their source of income and if Nigeria is to rebuild its economic status and tourism industry like other world nations, it is therefore recommended that:

- i. There should be an investment in manpower development which should focus on airport management skills like airport operations inspection, airport engineering and design, aeronautical information services, aviation security, safety and other critical airside services, effective landside services, airport fire fighting, rescue services, and marketing.
- ii. The federal government should grant autonomy to FAAN by amending the extant laws that created it.
- iii. The Authority should be empowered by the International Aviation Regulatory Agencies like ICAO, FAA, IATA, ACI, etc. in order to manage Nigerian airports with the aim of making them operate on global standards.
- iv. The federal government should call for the input of relevant stakeholders and private airline operators in the formulation and implementation of airports development programmes.
- v. Government and stakeholders should always consider the enhancement of airport competitiveness.

- vi. There should be sustained improvements in aviation security, safety, airside and landside facilities.

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APPENDIX I: Remodelled Terminals in Murtala Muhammed Airport, Lagos; Mallam Aminu Kano International, Airports, Kano; and Nnamdi Azikiwe International Airport Abuja.



Source: Field Survey, 2016

APPENDIX I *continued...*



Source: Field Survey, 2016

APPENDIX II: The Construction of New Terminals in MMIA and NAIA, Lagos and Abuja



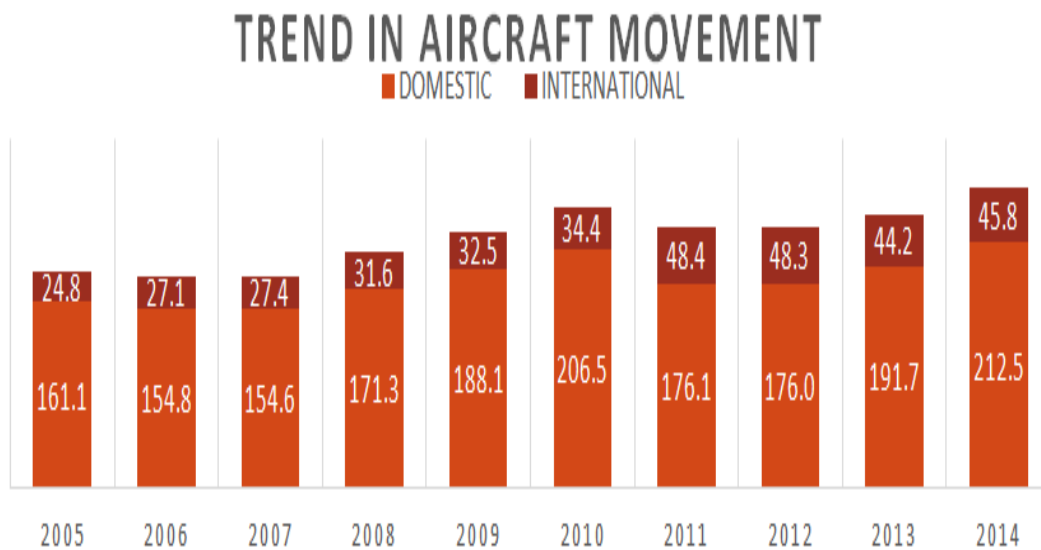
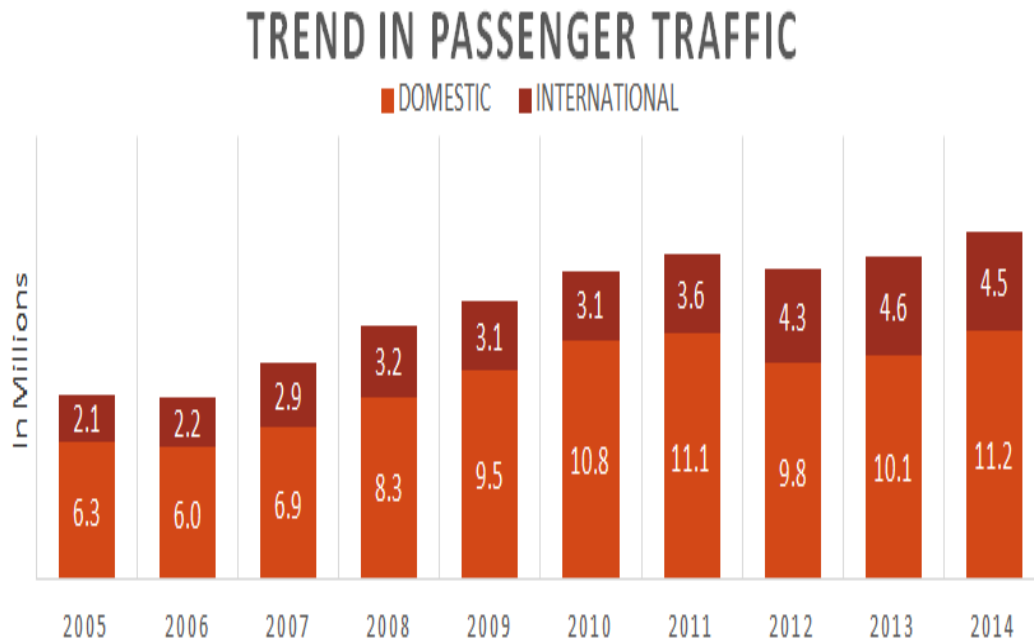
Source: Field Survey, 2016

APPENDIX III: The Completed New Terminals in MMIA Lagos.



Source: Field Survey, 2016

APPENDIX IV: Analysis of Passenger and Aircraft Traffic



Source: FAAN 2015 Annual Report

APPENDIX V: Six New 4.85MVA Generators in Murtala Muhammed International Airport, Lagos



Source: Mechanical Engineering Department of FAAN (2015).