AN ANALYSIS OF THE PLANNING AND IMPLEMENTATION OF THE "WATERFRONT SETTLEMENTS REDEVELOPMENT SCHEME" IN PORT HARCOURT

M.Sc. (U.R.P.) THESIS

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DECLARATION

I, Ezekiel Ovuokerie Gunn do solemnly declare that this Thesis has been composed by myself and that it is a record of my research work. All the sources of materials consulted and/or included are duly acknowledged by means of references.

Signature: .....

CERTIFICATION

This Thesis entitled: An Analysis of the Planning and Implementation of the "Waterfront Settlements Redevelopment Scheme" in Port Harcourt by Gunn, Ezekiel Ovuokerie meets the regulations governing the award of the degree of Master of Science (M.Sc.) Urban and Regional Planning of Ahmadu Bello University, Zaria, and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

Dedicated to my younger brothers and sisters - Philip, Meshack, Victoria, Emamomo and Ewobor; and my Cousins - Emamuzo and Samson Smart Obi.

ACKNOWLEDGEMENT

It is a great pleasure to acknowledge all persons who have contributed directly and indirectly towards the success of this work. I am particularly grateful to my supervisors, Mr. S.U. Okotie and Dr. Y.K.S. Wiredu for their cooperation despite frequent crisis during the academic session. Mention must also be made of Dr. J.B. Kaltho and other members of staff of the Department who at various times helped me with their books, taught me the profession, and constructively criticised and contributed ideas to my work. I am also grateful for the fatherly concern of the Head of Department, Mallam I.D. Suleiman.

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I am happy to be associated with the worldwide brotherhood of Jehovah's Witnesses. Above all, I wish to express my gratitude to Jehovah for his blessings.

E.O. Gunn.

"If to do were as easy as to know what were good to do, Chapels had been Churches, and poor men's Cottages Princes' Palaces". (Merchant of Venice, Act I, Scene II)

ABSTRACT

Squatter settlements in cities is a phenomenon in most countries experiencing urbanisation. Efforts have been made to eliminate them through housing policies which include urban renewal schemes. Urban renewal schemes have been in the form of conservation, rehabilitation, upgrading and site and services, and redevelopment. The adoption of any of these strategies depends on the degree of degeneration, the purpose and available resources.

The redevelopment strategy has been used without a considerable rate of success in Nigeria. Such low level of success has been recorded in the Port Harcourt's waterfront redevelopment scheme. The resultant problems have motivated this study.

The aim was to investigate the problems with the planning and implementation of the Port Harcourt's Waterfront Settlements redevelopment Scheme and the explanatory factors.

The scheme was examined by administering questionnaire to the beneficiaries of the redeveloped settlements and residents of existing squatter settlements using the probability and a 'simplified' non-probability sampling techniques respectively. The *key* informant approach and personal observation were also used in collecting data about the planning and implementation process, and the environmental condition. Relevant literature were also consulted.

Problems identified were basically that of unconventional process of planning and implementation of the scheme; inadequate administrative machinery and finance; lack of public participation; and the absence of an enabling legislation. Resistance to the further implementation of the scheme by residents of the slum settlements is due to the insufficient number of dwelling units provided and the limitations in the procedure of allocating the dwelling units.

As the first step towards the success of the redevelopment scheme, recommendations were made for adequate legislation. The proposals also include rehabilitative measures aimed at improving the redeveloped settlements; and preventive measures directed at discouraging the proliferation of slum-squatter settlements. The specific roles of the public and private sectors towards the effective implementation of the scheme were identified. Recommendations were also made to re-orient the beneficiaries and strengthen the local institutional capacity for a sustained renewal of the settlements.

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CHAPTER 1

INTRODUCTION

Cities in Less Developed Countries (LDCs) are experiencing a disconcerting rate of growth due to the social, economic or political opportunities they offer (Breese (ed.), 1972 p.15; Kirby, 1979 p.7). In no sector is the effect of this phenomenon more manifest than in the housing sector. Nigeria, for example, is faced with a total shelter need in the 1990s of some 14 million units - 7.4 million for rural settlements and 6.6 million for urban centres - (United Nations, 1991). The housing sector in cities is characterised by acute shortages, overcrowding, excalating rent levels and an endemic invasion of vacant urban land.

Outstanding, two residential areas in the city have the greatest share of the problems. First, "the zone of transition" which Ernest W. Burgess, in his Concentric Zone Theory of Urban spatial structure, described as next to the central business district. The initial major residential area that used to be quite wealthy but, as the city expanded with influx of population, became filled with low-income families and eventually, turns into a residential slum.

Second, the "Provisional Squatter Settlements" which Turner (in Breese (ed.) 1972 p. 519) describes as illegal uncontrolled developments with little or no investment in permanent construction or installations. These two areas

have the hardest hit of over-crowding, structural deterioration, lack of proper sanitation and housing facilities, etc. They are slums and are inhabited mostly by the urban poor and outcasts (Bollens and Schmandt, 1965 p. 253).

The plethora of slum associated problems have awakened governments and individuals to seeking for a panacea. Government Housing Policies have introduced several measures which include rent control, direct construction of residential houses (e.g. in Port Harcourt), legalising title to land for squatter settlements in good condition (such as the Bogota's pirate settlements), and the National Housing Fund Scheme in Nigeria, to mention a few. Existing deteriorating dwellings and environment have been tackled using urban renewal schemes which are usually in the form of redevelopment, rehabilitation, conservation, and upgrading and site and services strategies.

Government's intervention have achieved a measure of success and failures with challenges. Such challenges form an integral part of the planner's job.

1.1 THE RESEARCH PROBLEM AND JUSTIFICATION:

Port-Harcourt, like any other city in the Less Developed Countries, has physical development problems. In the past, illegal "Temporary Occupation Licence" (TOL) was issued to developers who erected temporary residential

structures at the waterfront in Port-Harcourt. This was associated with the acute housing shortfall as evidenced by the rapidly rising population and rentals in the city.

The housing structures in the waterfront settlements are constructed in total disregard of planning and building standards. On the housing and environmental conditions of the waterfront communities, the Rivers State Governor (1991 p.1) notes:

> ...the temporary building materials made the slums of the waterfront communities very susceptable (sic) to fire breakouts which have indeed resulted in loss of lives and property. The congestion renders these communities potential epidemic time-bombs, and fertile grounds for crime and juvenile delinquency. The communities do not therefore, create the desired environments imbued with safety and general welfare.

The Rivers State Government had to intervene in cleansing th squalid environment by setting up a scheme to redevelop the waterfront settlements for low income housing. The scheme involves comprehensive clearance and redevelopment. The houses were then allocated for purchase by balloting.

In 1988, the houses in Ndoki Waterfront Housing Estate were completed and allocated. The Marine Base Phase I was completed in 1989 and, the Aggrey Road Waterfront Estate in 1991. All these phases of the scheme were implemented amidst strong opposition from the residents and threat to the Town Planning Officers. This fact is confirmed in a memo from the Honourable Commissioner of Lands and Housing (dated 3rd June, 1991 p.2). to the Rivers State Deputy

Governor:

> Ogu and Okujagu Waterfront Communities were served Quit Notices since 25th February, 1991; and since then, we have made frantic efforts to remove these people, so that the area will be built but, they have resisted moving out of the area. The Urban and Regional Planning Department, has not entered into any dialogue whatsoever, with the residents of Ogu and Okujagu waterside settlements. They rebuffed our efforts with the police to remove them. We have now applied for soldiers to provide security, to enable us demolish the shanty structures. The request for soldiers has been granted. We can only stop action to demolish the area if Government so directs.

Residents of Gbundu waterfront settlement which would be within the next phase of development now constitute themselves into a formidable force against the implementation of the scheme. The Government's intention in providing "better housing" seems to be frustrated but, the waterfront need to be developed, considering the benefits of a better housing and environment.

So far, the Government has not given attention to knowing the reasons for the conflict. The previous phases of the scheme implemented by using "the barrel of the gun" was a violation of fundamental human rights.

Investigations have not been sufficiently done to resolve the issues emanating from the scheme. Ikejiaku (1989) studied only the Ndoki Waterfront Housing Estate which was in existence. He however, focused on the acceptability of the scheme's products as adequate housing. He did not look at the scheme's planning and implementation which may serve as a means to resolving the problems

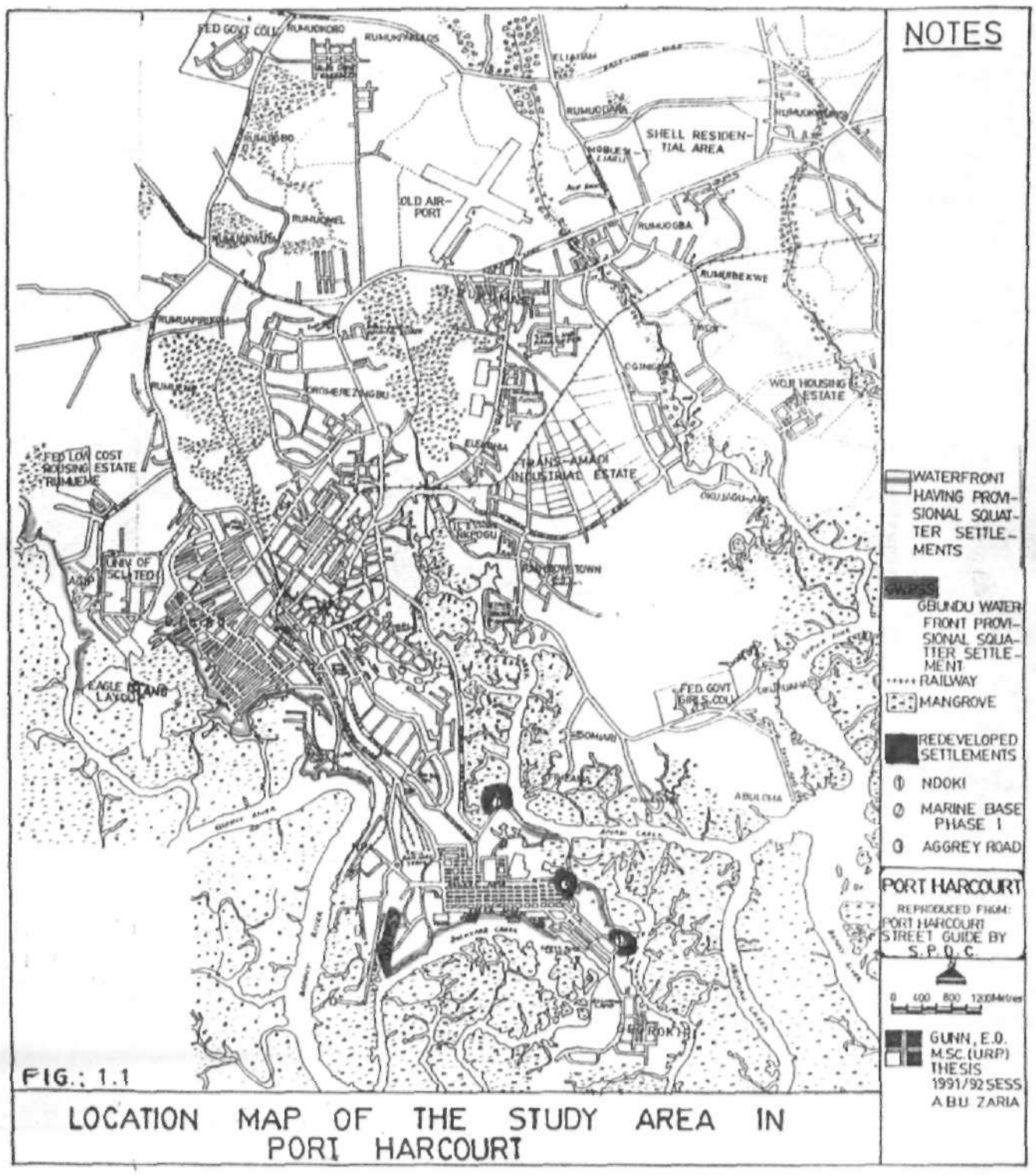


FIG.: 1.1

LOCATION MAP OF THE STUDY AREA IN PORT HARCOURT

peculiar to the scheme.

The Comprehensive Redevelopment strategy of urban renewal has, hitherto, been a failure in Nigeria. The cases of Central Lagos Slum Clearance Scheme of 1955 (Adeniyi, 1978); Kaduna Slum Clearance Project of 1977; and the Maroko Slum Clearance Scheme of 1990 (Nwogu, 1990) substantiate this fact. Besides looking for a solution to the hitches of the waterfront renewal scheme in Port-Harcourt, there is the stronger need to examine the conventional approach to urban renewal for the appropriateness in different renewal scheme circumstances. A work of this nature is therefore necessary for the planning and implementation of renewal schemes.

1.2 RESEARCH QUESTIONS:

The main question that is answered in the research is: Why has the implementation of the scheme not been sustained at its latter stages?

The following sub-questions are answered in relation to the main research question:

1. What motivated the government to undertake the scheme?
2. How successful has the scheme been?
3. What are the problems prevalent in the scheme and the explanatory factors?
4. How can the planning and implementation of the scheme be effectively improved for better results on a sustained basis?

1.3 AIM AND OBJECTIVES:

The research is aimed at investigating the constraints in the planning and implementation of Port-Harcourt's "Waterfront Settlements Redevelopment Scheme" as a basis for making recommendations towards the success of such schemes.

The objectives pursued are as follows:

(1) To review the concept and strategies of urban renewal and identify the various determinants of successful planning and implementation of urban renewal schemes.

(2) To examine the planning and implementation of Port-Harcourt's waterfront redevelopment scheme.

(3) To identify and explain the problems of planning and implementation of the scheme.

(4) To propose a strategic plan and policies for improving the planning and implementation of the scheme.

1.4 SCOPE AND LIMITATION:

The analysis in this study covers the appropriateness and adequacy of the objectives and components of the scheme and their relationship with the planning and implementation. A detailed analysis of the physical design of the site and buildings is not emphasised but highlighted where necessary.

1.5 DATA COLLECTION AND ANALYSIS METHODS:

Two important aspects of the data collection for this study are: Sampling technique and the instruments utilised.

1.5.1 Sampling Technique:

In this research the target population include all residents of waterfront settlements in Port-Harcourt. Data were collected from the redeveloped and existing waterfront slum settlements.

From the three redeveloped waterfront settlements of Ndoki, Marine Base Phase I and Aggrey Road, a simple random sample of 81 heads of households which is a sample size of 21.42 per cent out of 378 heads of households were selected (for interview) using the lottery method. The distribution of number of households interviewed in each of the estates is given in Table 1.1 below.

Table 1.1 Number of Sampled Heads of Households

Name of Estate Sampled	Number of Dwelling Units	N u m b e r
Ndoki	155	33
Marine Base Phase I	103	22
Aggrey Road	120	26
	378	81

For an insight into the problems of waterfront settlements in Port-Harcourt, a simplified non-probability sampling was used whereby the Gbundu slum settlement was divided into squares of 50m. by 50m. using imaginary lines

and two or three respondents were chosen from each square. 108 heads of households were interviewed out of 4,784[1]* to confirm some of the results of previous works.

1.5.2 Survey Instruments:

As planning research cannot be completely scientific, data was collected using questionnaire, interview method, visual aids, documents and personal observations.

(i) Questionnaire Design:

Two sets of questionnaire were designed, one for Gbundu slum settlement and the other for the redeveloped waterfront settlements. The survey in Gbundu settlement covered the socio-economic characteristics, housing condition, land use characteristics and problems, environmental conditions and general level of user satisfaction. The data collected from the redeveloped settlements covered the planning and implementation of the scheme; neighbourhood and housing quality; facilities, utilities and services; and the socio-economic condition of residents.

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[1]*The number 4,784 heads of households, was derived from a total population of 28,704 based on 6 persons per household. The population figure was projected from 1985 population of Gbundu waterfront settlement presented by Kwokwo (1985) using an annual growth rate of 5 per cent.

(ii) Key Informant Approach:

Officers from the following Ministries/Departments were interviewed:

(a) Urban and Regional Planning Division of the Rivers State Lands and Housing Bureau.

(b) Rivers State Housing and Property Development Authority.

(c) Rivers State Land Use Allocation Committee.

(d) Lands Division of the Rivers State Lands and Housing Bureau.

(e) The Budget Office, Rivers State Ministry of Finance and Economic Planning.

(f) Statistics Division, Rivers State Ministry of Finance and Economic Planning.

(iii) Visual Aids:

Photographs and maps/plans were used where necessary, to highlight issues.

(iv) Document Information:

Literature, reports, gazettes etc., relevant to this work were consulted.

1.5.3 Data Analysis Technique:

To make meaningful deductions, the data collected were presented in tables, charts, photographs, and maps/plans. Simple statistical deductions were also made.

1.6 THESIS STRUCTURE:

The thesis starts with an identification of the problem and goal formulation. The second chapter reviews existing strategies on urban renewal. The chapter is discussed under concepts, determinants, issues, and the conventional process of planning and implementation of urban renewal in some countries. This formed a basis for understanding the emerging renewal problems in the analysis.

Chapter 3 presents an overview of the city of Port-Harcourt. It highlights the factors responsible for the growth of the city and the consequent growth of provisional squatter settlements.

Chapter 4 gives a description of the physical as well as the socio-economic characteristics of the waterfront provisional squatter settlements. The Gbundu settlement is used as a case study.

Based on the facts synthesized from the preceding chapters, chapter 5 reviews the previous phases of the scheme. The problems identified are summarised (and highlighted) in chapter 6.

The thesis is concluded with a recommendation of approaches for a successful implementation of the scheme.

1.7 OPERATIONAL DEFINITIONS:

1. "Waterfront Settlements Redevelopment Scheme":

This Phrase is used as a name and description of location of the urban redevelopment scheme in Port-Harcourt. The reader should not expect discussions relating to the principles of planning and development of urban waterfronts as the title of the thesis may suggest. Hence, the phrase is in inverted commas.

2. Provisional Squatter Settlement:

The adjective "provisional" is used to qualify Squatter Settlements which Turner (1972) called slums. Not all squatter settlements are slums, since the term emanates from the illegality of tenure. Turner calls squatter settlements as "Uncontrolled Urban Settlements" and classified them according to their level of physical development and degree of security of tenure (figure 1.2).

Waterfront Settlements in Port-Harcourt are considered in this work as "Provisional Squatter Settlements" using Turners classification.

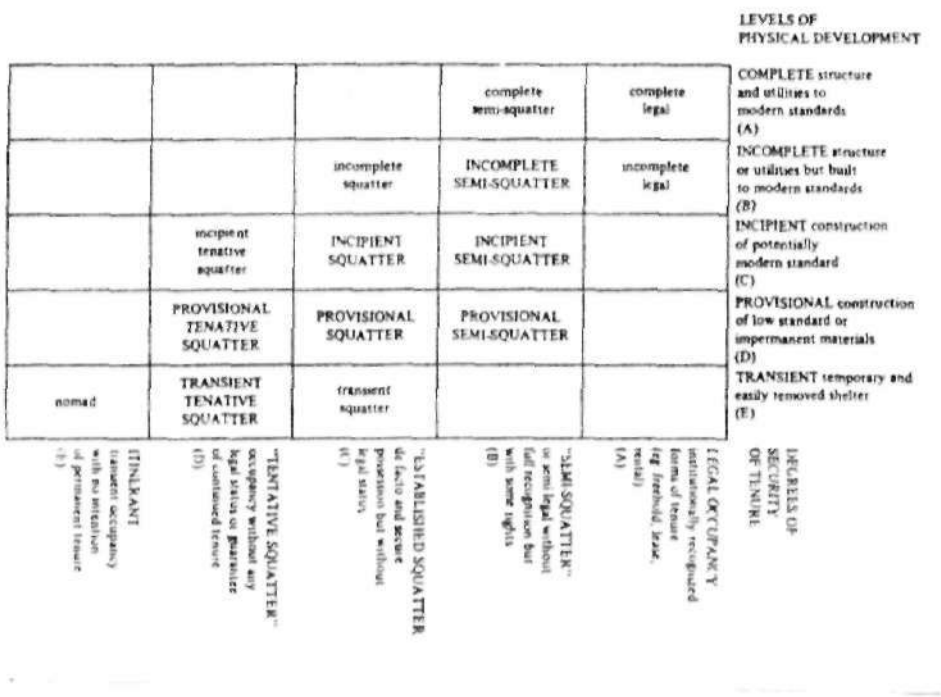


Figure 1.2: A Typology of Settlements in terms of Development Levels and Security of Tenure.

Source: Turner, J.F.C. (1972) p. 514

3. <u>(sic):</u>

The word `sic´, underlined and bracketed, is inserted in direct quotations to identify incorrect spelling, punctuation, or grammar in the source of the quotation.

CHAPTER 2

REVIEW OF STRATEGIES AND DETERMINANTS OF URBAN RENEWAL

This chapter is concerned with a synthesis and collation of various authorities that have dealt with the concept and strategies of urban renewal, examples of renewal schemes, and the conventional process of planning and implementing renewal schemes in some developed countries and Nigeria. This will form a basis for understanding the full flavour of emerging renewal problems in Chapter 5.

The review is generally, on urban renewal but with emphasis on the redevelopment approach which was used in the Port-Harcourt's waterfront renewal scheme.

2.1 THE CONCEPT OF URBAN RENEWAL

Urban renewal developed out of the need to curb the environmental and socio-economic effects of urbanisation, and to revitalise continually all elements and parts of the urban area which are tending towards functional obsolescence. The term "Urban Renewal" has been defined by Grebler (1964 p.13) as:

> A deliberate effort to change the urban environment through planned, large-scale adjustment of existing city areas of present and future requirements for urban living and working. It extends to nonresidential as well as residential land uses. The process involves the replanning and comprehensive redevelopment of land or the conservation and rehabilitation of areas which are to be preserved because of their historical setting and cultural values - all in the framework of an over-all plan for a city's development.

This definition views the process of urban renewal as a physical one which may involve various approaches (redevelopment, rehabilitation and conservation) depending on the extent to which the area is degenerated, the purpose and the resources available for the renewal scheme. Urban renewal is aimed at bringing about extensive changes in the living conditions of people. It involves to some extent, the distribution of social goods which have long term effects.

The many purposes which have been ascribed to urban renewal schemes can be summarised as:

(a) Elimination of degeneration and slums;

(b) Provision of decent, safe and sanitary housing;

(c) Mitigation of poverty;

(d) Maintenance and/or expansion of socio-cultural facilities and services such as educational, health, etc., facilities and services;

(e) Achievement and/or maintenance of an adequate low and middle-income household component in the city;

(f) Revival of Central Business Districts;

(g) Attraction of additional "clean industry" into the central city; and

(h) Enhancement of the financial strength of the city government (Rothenberg, 1967).

A well thought-out plan must be viewed within the context of the city's plan. Unless a renewal scheme is

integrated with the general urban plan, a renewal activity embarked upon will not quite come up to expectation (Picket, 1958). Urban renewal should be regarded as "basically one of the processes of implementing the general plan" (Pomeroy, et. al. 1958). This then means the general city plan must recognise the effects of renewal actions.

2.2 DETERMINANTS OF SUCCESSFUL URBAN RENEWAL

There are some basic elements which contribute to the success of an urban renewal scheme. They include: manpower, professional knowledge, administrative expertise, popularity, social standing, political standing, legality, and finance (Morris and Binstock, 1966; Goodman and Love, 1980). These forces are discussed in a simplistic level using the following framework:

(i) The Legal Mechanism:

First, there should be a legal mechanism in acquiring land. The principle of "eminent domain" (called "expropriation" in most European Countries or "Compulsory Purchase" in Great Britain) allows the government to acquire Land for Public purpose and keep in public ownership. In principle, the laws in the United States, and Section 39 of Nigeria Town and Country Planning Law (CAP 126 Laws of Eastern Nigeria) require that adequate

compensation be paid for legitimately owned properties on lands taken through the powers of eminent domain. Payment of adequate compensation for legally owned properties may resolve most of the issues that may arise when land is compulsorily acquired by government.

Second, plans formulated for implementation are only pointers and have little or no powers in themselves. Legislations are therefore, necessary to give them some teeth. The presence of planning laws and regulations to enforce renewal schemes, development control, public land acquisition, and the protection of officials in the discharge of their duties facilitate the planning and implementation of urban renewal schemes.

(ii) Financial Mechanism:

Planning and implementation of schemes needs some resources or materials, payment of staff and compensation. This element ensures that money is available for the renewal scheme and it also determines the scope of the scheme. Often it depends on public funds. This means that adequate financial allocation has to be made in the annual budget and entrusted in the hands of a well organised administrative machinery.

(iii) Administrative Determinants:

A department can conceive of a project but may not be able to administer it because of the project's unique nature. The success of a project will therefore, be determined by a proper administrative framework. For a renewal programme to succeed, it must start with the establishment of a Planning Agency or a building Department, where there is none.

The Agency (amongst others) has powers to acquire sites, undertake studies and prepare plans for the project, clear land, prepare application for fund and application for non-cash grants by the Government, in providing public improvements such as schools, parks streets and side-walks, etc. This reduces the city's cash obligation for renewal projects. The Agency also ensures that the renewal programme has a broad support base, thus performing the co-ordinating function; and relocate affected families when necessary.

(iv) Incentive Mechanism:

This element induces private developers to join the venture. The inducement may be in the form of facilitating sources of loan to private developers, and the provision of a site and services scheme.

The inducement can also be in the form of "public participation". Neighbourhood associations, other professionals, private developers, civic leaders, etc., must participate in the scheme and their activities synchronised. A properly organised public participation ensures that the retentive, recuperative, and resistive influences exerted on land use by socio-cultural forces (Chapin and Kaiser, 1979 pp 43 - 44) in an area are considered to ease the planning and implementation of a renewal scheme.

In addition, an articulate urban policy defining the powers and functions of key professionals involved in the development of the environment will give a sense of belonging to the various professionals.

2.3 URBAN RENEWAL STRATEGIES:

Three major urban renewal strategies have been formulated. They include redevelopment, rehabilitation and conservation. A recent addition is the "Site and Services, and Upgrading" strategies. Introduced during the Third National Development Plan of the Federal Government (1975 - 1980), the site and services strategy involves the clearing or improvement of an area meant for renewal or development and providing the necessary infrastructure and services

before allocating plots to developers. It is considered as a measure which is cost-saving to the Government.

(i) Redevelopment:

It is the replacement of an existing land use and population distribution pattern through the acquisition of built-up areas (which are considered to be extremely detrimental to health and safety, convenience and livability), and the clearance of this area for redevelopment according to a city development plan. It is generally referred to as the bulldozer approach to urban renewal.

The redevelopment approach involves the total clearance and rebuilding of an area. This strategy usually engulf huge sum of money, strain family ties and social organisations in the course of relocating residents, and destruction of historical artifacts and natural monuments. These major shortcomings have made conservationists to criticise this approach, and solicit for the conservation and rehabilitation strategies.

(ii) Rehabilitation:

The strategy involves the improvement of a built-up area to eliminate the environmental and structural deficiencies which cause a dwelling to be regarded as being obsolete or sufficiently

obsolescent as to be unsuitable for continued habitation (Kirby, 1979, p.47). Rehabilitation consists of:

(a) Administrative measures to restore an area to its original function, or to bring about a new appropriate function for it reflecting the comprehensive city plan.

(b) Conserving areas of particular interest, demolishing extremely bad areas for redevelopment, and repairing physically deteriorated buildings that can continue to be useful.

(c) Correction of undesirable conditions that have an adverse effect on the uses of land and buildings in the area by providing necessary services and facilities, and protection of such areas.

(iii) Conservation:

This strategy is the preservation of predominantly built-up areas that are in good condition or are of particular interest because of their historical, cultural, architectural or aesthetic value. It involves the protection of the quality of the specified areas to avoid conditions leading to rehabilitation and redevelopment.

Measures of conservation amongst others, include, strict enforcement of building, housing, and zoning regulations.

2.4 ISSUES AND CHALLENGES OF URBAN RENEWAL:

The problems and challenges of urban renewal are multi-dimensional. They include the problems of identification of renewal areas, land acquisition, planning, land allocation, financing and maintaining a suitable social, economic and political atmosphere.

Indices such as age of building, materials for construction, persons per room, household and neighbourhood facilities, accessibility, level of sanitation and rate of social vices are used in measuring the level of urban degeneration. But a uniform result cannot be obtained because of differences in standards due to differences in social and cultural values, and construction technology.

Slums are generally seen as areas of deteriorating or dilapidating housing lacking basic amenities and characterised by poverty. The British Housing Act of 1937 properly defines "slum" to mean, "any area where dwellings predominate which by reason of dilapidation, overcrowding, faulty arrangement or design, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health or morals." Fried and Levin (1968), describe slum areas as the true Sodom and

Gomorrah of the modern industrial world because of the social vices associated with them. The problems of slum are deadly, which warrants its clearance from the city. Yet, it has its social functions in the urban environment, which also calls for its existence.

Another important issue in most urban renewal schemes is that, large amount of capital investments are used to effect marginal improvement in quality, much of which does not in any way benefit the poor. Viewed from its concept, urban renewal is supposed to bring about improved physical environment, improved municipal services, prevention of diseases and improved job opportunities. But the consequence has often times been decrease in housing stock, increased housing costs, increased rents, increased cost of municipal services and loss of old ties (Egunjobi, 1987). Urban renewal in Nigeria (especially when the redevelopment strategy is used) has been a malevolent process subjecting the residents to homelessness. Adeniyi (1978 p.52), in his study of the Central Lagos redevelopment scheme notes that, "as laudable as the project objectives were, these could not be achieved and it appears that the scheme had created more problems than it originally set out to solve."

As noted earlier, one of the adverse effects of most redevelopment schemes is the disintegration of family ties and social organisations. Such ties contributes to the emotional welfare of people and it needs protection.

Security and Welfare of people (in a nation) is a primary purpose and responsiblity of government. And the Laws of the Federal Republic of Nigeria provides for such security and welfare. Article 27, paragraph 1 of the Universal Declaration of Human Rights adopted by the United Nations in 1984 declares that: "Everyone has the right to freely participate in the cultural life of the community." The planner is therefore put in a dilemma whether to violate fundamental human rights or not, in the performance of his duty.

If the redevelopment strategy which involves rehousing is to be just and beneficial, two basic conditions must be satisfied:

(i) The houses must be affordable by the beneficiaries; and

(ii) They must be able to re-establish their pattern of "cultural life" in the new settlement.

These conditions are however, difficult to satisfy in practice, considering the dynamics of our "environment".

Redevelopment schemes in Nigeria have been that of building of houses and allocating them to only few of the affected people while the social, psychological, economic and sanitary attributes are not influenced. "If the structures are improved and even replaced with new and better ones, while the people are neglected, the structures will revert to slum status" (Onokerhoraye and Omuta, n.d.,

p.280). This fact is glaring from the first attempts at slum clearance in Britain, with the belief that improved housing conditions would produce improved behaviour patterns. But this belief was challenged after the Second World War. Empirical evidence show that the quality of property occupied is strongly related to the status of the household (Kirby, 1979 p.39).

While agreeing that economic condition of the inhabitants is the root cause of most slums, Das (1974) identified four other factors which contribute to the creation of slums and their sustenance - physical, environmental, social and psychological factors. These five aspects are interlinked within themselves both directly and indirectly in a cyclic fashion (figure 2.1).

Das argues that a comprehensive solution depends on the several intrinsic and extrinsic factors related to the housing problem. The intrinsic factors include economic, physical, environmental, social and psychological factors. The extrinsic factors include the technological aspects like selection of material for housing and its quality; material resources and management; ecological considerations in the light of prevailing technological situation of the country like level of mechanization, transportation, availability of energy etc.; the quality of material in terms of its reusability, disposability, renewability, maintenance etc.; and the possibility to deploy the resources both in terms of

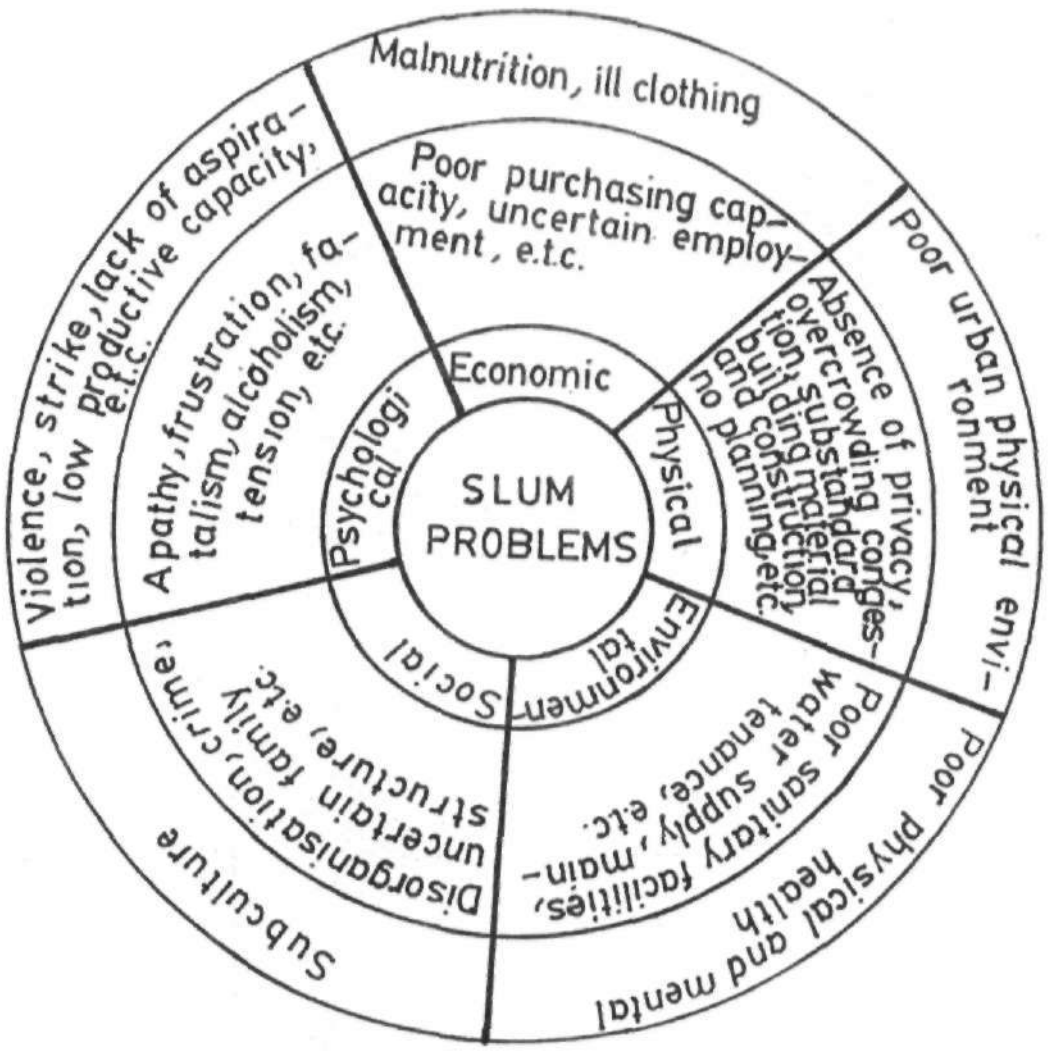


FIG. 2.1 : VARIOUS ASPECTS OF SLUM PROBLEMS AND THEIR PRIMARY AND SECONDARY REPERCUSSIONS

Source : Das, 1974.

NOTE :

From center to first circle shows the problem ;
Second circle, the various basic aspects of the problem ;
Third circle, the primary repercussions ; and
Fourth circle, the secondary repercussions of the basic aspects.

man and material.

In addition, the issue of fairness and justice in relocation constitute a challenge to planners. The population affected may be more than the space, considering the new density standards, thus, some may be denied of accommodation. On the other hand, the new accommodation may be smaller than the family size and space occupied by the family in their former slum residence.

The issues and challenges in urban renewal are onerous. But renewal actions cannot be ignored, considering the ethical commitment of the planner. Perhaps an overview of renewal schemes implemented in some countries will give insight on meeting these challenges.

2.5 EXAMPLES OF URBAN RENEWAL PROJECTS:

In this section specific attention is given to example of redevelopment projects in line with the focus of the thesis. Examples to be considered are renewal schemes in Delhi - India, Manila and Nigeria.

2.5.1 THE SQUATTER RESETTLEMENT PROGRAMME IN DELHI-INDIA;

The Delhi Development Authority (a national government agency) is responsible for urban renewal. The Delhi Authorities classified the land areas of the city for conservation, rehabilitation, and redevelopment, using their degree of deterioration and obsolescence as a criteria.

An area for redevelopment must be "statutorily declared and is characterised by acute congestion, dilapidated housing, intermingling of incompatible land uses, resulting in unwholesome living conditions and gross inadequacy of basic civic amenities and communal facilities."[2] These areas are beyond economic and physical repair.

Inside the walled city of Delhi 535.6 acres with a population of 196,865 were scheduled for redevelopment. The first step was to relocate the families. Convenience to work was considered as a very important factor in the relocation.

In case of high density slum-squatter settlements "transit camps" and "urban villages" were established for the temporary accommodation of the families until the public housing projects were ready for their permanent settlement.

Transit camps are considered to be the first step in a redevelopment programme to avoid resistance and reaction to future programmes. The transit camps make provision for facilities and services which enables inhabitants to continue their old family associations. There is also a Social Hall for training the former slum-dwellers on co-operative and healthy urban living in their new houses or apartments. The authorities of Delhi considers slum-

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2 The Draft Master Plan of Delhi (Delhi Development Authority, 1966) Vol.I, Chapter 9.

squatter clearance, without a continuing follow-up support programme for training and assisting the displaced families towards an improved way of life as a negative approach, since it only shifts the problem to another location, at another time (Juppenlatz, 1970). Trades and crafts are also taught in transit camps to make people without jobs productive, and eradicate illiteracy.

Governmental and non-governmental sectors are involved in achieving the programme. The economic investment is systematically done by phasing the project and financing it adequately. Formation of citizen committee in each of the redevelopment areas which serve as link between the planning officials and those who are being planned for is encouraged.

Sad to note, the programme did not accomplish its overall objectives due to several factors, which include, unchecked immigration rate, unpopular tenement design, and financial constraints (Shrivastav, 1974).

2.5.2 MANILA SQUATTER RESETTLEMENT PROJECT:

There was a widespread devastation of the rural areas and cities in the Philippines during the war years, as a result thousands of homeless families had to migrate into Manila, starting from 1945 for a means of livelihood. From a squatter population of 23,000 persons in 1946, it grew up to 282,730 persons in 1963, and 767,112 persons in 1968. As at 1968, a total of 1,102,554 persons were said to be living

in slum-squatter conditions in Manila.

The government had to intervene by resettling the teaming slum-squatter population since they were a threat to people and properties. Some of the squatter colonies were the breeding grounds of organised crime.

The story of slum-squatter population resettlement in Manila is one of several experimental projects and researches since 1951. A seemingly successful project was that of the transfer of squatters from Intramuros, Tondo, and North Harbour colonies in Manila to Sapang Palay, 37 Kilometres north of the city of Manila.

The Presidential Slum Clearance Committee formed in 1950 was in charge of locating suitable sites for resettling squatters, and the purchase of the land was financed by the Government. The project involve government and non-government agencies.

A squatter Resettlement Agency within the Office of the President was established in August, 1963. The Agency had interdepartmental representatives and was responsible for the project. Each Department made budgetary provisions for the project. With a representation from various departments, the Resettlement Agency was able to engage technically in regional planning to check the migration rate, and urban development studies.

The site at Sapang Palay (measuring 750 hectares) was cleared and supplied with essential infrastructure,

utilities, services, elementary and trade schools, market, small industrial estate, health centre, central administration and staff houses. Houses measuring 9 square metres in area were built using simple timber frame, bamboo slatted floor, and aluminium roofing. The families were transferred in groups of about 50, and only upon the completion of houses for the group. The families were to repay the People's Home site and Housing Corporation for the Land and the cost of the houses on an instalmental basis.

The income level and standard of living of the people were improved through an educational programme and assisting them in participating in agriculture and cottage-type industries. They were taught skills in animal and crop production, and simple trades. Credit facilities were also available from the National Co-operative Bank and the National Agency for the development of Cottage Industries.

A Project Director was appointed for the project with assistants representing all the departments involved in the project. The departments and their assigned responsibilities are, viz:

TABLE 2.1: ASSIGNMENT OF DIFFERENT DEPARTMENTS IN THE MANILA SQUATTER RESETTLEMENT PROJECT

DEPARTMENTS	AREAS OF RESPONSIBILITY
People's Homesite and Housing Corporation (PHHC), Bureau of Public Works.	Construction and maintenance staff for infrastructure, security, transportation, and communication.

Home Finance Commission	Home Finance guarantee.
Co-operatives Administration office, Philippine National Co-operative Bank.	Co-operative officer and Co-operative finance.
Bureau of Agricultural Extension, Bureau of Plant Industry.	Agriculture, soil and farm management, and supply of seedlings.
Bureau of Animal Industry	Livestock and poultry, and supply of breeders and piglets to families.
National Cottage Industries Agency (NACIDA) and NACIDA Bank.	Cottage Industry, home craft industries and credit arrangements.
Bureau of Public Schools.	Schools and education
Bureau of Rural Health	Health services, doctors, nurses, dentists, and maintenance of health services.
Social Welfare Administration (SWA).	Social Work.
National Water Supply and Sewage Administration (NWSA).	Water supply.
Presidential Assistant on Community Development	Community development, home economics programme.
National Power Corporation	Power Supply.

Source:

Juppenlatz, M. (1970): Cities in Transformation, University of Queensland Press, pp 122 - 123.

In December 1963, there was a court order that hastened the resettlement and, between December 1963 (when the

resettlement started) and March 1964, 15,000 families were moved. Despite the unscheduled rate of relocation, the project took shape by the end of 1965 because of articulate planning and management.

The people were encouraged to form Community Associations for easy communication to and from non-government and government agencies. Adequate transport arrangement between Sapang Palay and Manila is also available.

On 18 July, 1966, a law was passed to establish a National Centre at Sapang Palay, "to study and devise solutions to the problems of urban squatting and/or for the training, relocation and rehabilitation of urban squatter."

2.5.3 CASE STUDY OF REDEVELOPMENT SCHEMES IN NIGERIA

Examples of redevelopment schemes in Nigeria include the Central Lagos, Maroko, Kaduna, and Port-Harcourt Schemes. All except the last, will be examined in this section.

(I) The Central Lagos Slum Clearance Scheme:

The Lagos Executive Development Board (LEDB) was responsible for the scheme that started in 1955. The scheme involved the clearance and redevelopment of 28 hectares of land. Several measures were taken to urge the movement of the residents. The LEDB accepted the responsibility to:

(i) house the affected residents at a subsidised rent in the Surulere housing estate until the plots in the cleared area were ready to be reconveyed

(ii) provide 200,000 pounds to compensate traders whose profit suffered, landlords who were dependent on rents, and other cases of hardship;

(iii) provide transport for the move to the temporary housing estate.

In addition, the board promised to reconvey the lands to their original owners or offer an equivalent area nearby, or other alternative land that suits the victims. But the original residents were to acquire their lands at a cost of "acquired price plus surcharge of 20%", and build houses subject to foundations being provided to take two-or three-storey extensions. The Federal Government to meet cost of infrastructure, utilities and services; and provide 95% mortgages at 4% interest.

The stringent conditions which were beyond the residents' income made them to riot on 28th June, 1956, when LEDB attempted to carry out the scheduled demolition. More than two hundred policemen were drafted to guard the labourers and many rioters were arrested. The clearance scheme continued in spite of the protests (Marris, 1962). But the scheme could not continue in 1960 because:

(i) The LEDB had no money to continue the implementation.

(ii) The scheme brought a sudden break in the social and economic life of the people.

(iii)The scheme lacked public participation.

(iv) The cost of the expected fabulous homes was beyond the reach of the impoverished indigenes. Many of the displaced persons had to sell their rights in Central Lagos and even leased out their new accommodation, while moving into the new shanty areas of Mushin or Shomolu (Sada and Adefolalu, 1975).

(2) Maroko Slum Clearance Scheme:

The Maroko slum clearance scheme in Lagos was implemented in July, 1990 under Governor Rasaki of Lagos State. The decision for the scheme was sudden and there was no specific arrangement for the relocation of the 300,000 people displaced (Nwogu, 1990).

The people were not properly informed before the demolition, no feasibility study, nor the moral obligation for compensating the victims. The objectives of the scheme cannot in any way, justify the misfortune for the residents.

(3) Kaduna Slum Clearance Scheme:

The scheme was implemented in 1977 by the Kaduna Capital Development Board. The site was the squatter

colony along the Western by-pass. The scheme however,became a failure because of inadequate feasibility study, and the neglect of displaced residents in terms of relocation and compensation.

2.5.4 AN EVALUATION OF THE CASE STUDIES:

In all cases of slum clearance examined in Nigeria, there have been serious financial, social or cultural problems due to inadequate planning and implementation procedure. The problems inherent in the redevelopment strategy has made it to be de-emphasised for rehabilitation and conservation strategies of urban renewal. But redevelopment cannot be erased from being an urban renewal strategy because, it is the only solution to areas which are potential time-bombs and totally repugnant to the elements of public interest.

A measure of success was however, achieved in the examples from Delhi and Manila. In singapore, the redevelopment strategy has transformed the landscape of the central area wonderfully. It has helped in reducing the social cost of slums, strengthening the fiscal position of the public sector, and improved the investment and employment opportunities. Redevelopment has also made it possible for the valuable and strategically located urban land in Singapore to be better utilized resulting in an increase in the volume

of floor space and the enhancement of public utilities and safety (Nwogu, 1990).

Although expensive and tasking, it is crystal clear that there is nothing wrong in using the redevelopment strategy where and when necessary. The problem lies in its application. It is therefore, necessary to examine the conventional process of planning and implementing redevelopment schemes.

2.6 PLANNING AND IMPLEMENTATION OF REDEVELOPMENT SCHEMES:

The principles and methodology of redevelopment schemes as practised in three countries - Britain, United States of America and Nigeria - are examined. This is in order to identify some of the shortcomings in the planning and implementation process in Nigeria and, recommend a comprehensive approach for countries without an efficient urban planning machinery after the review of the Port-Harcourt's waterfront renewal scheme.

2.6.1 Britain:

In Britain, the procedures involved in declaring a clearance area are laid down in Parts II and III of the Housing Act, 1957. The steps are outlined in Figure 2.2. Planning is essentially a Local Government function in Britain and the planning laws make provision for urban renewal schemes.

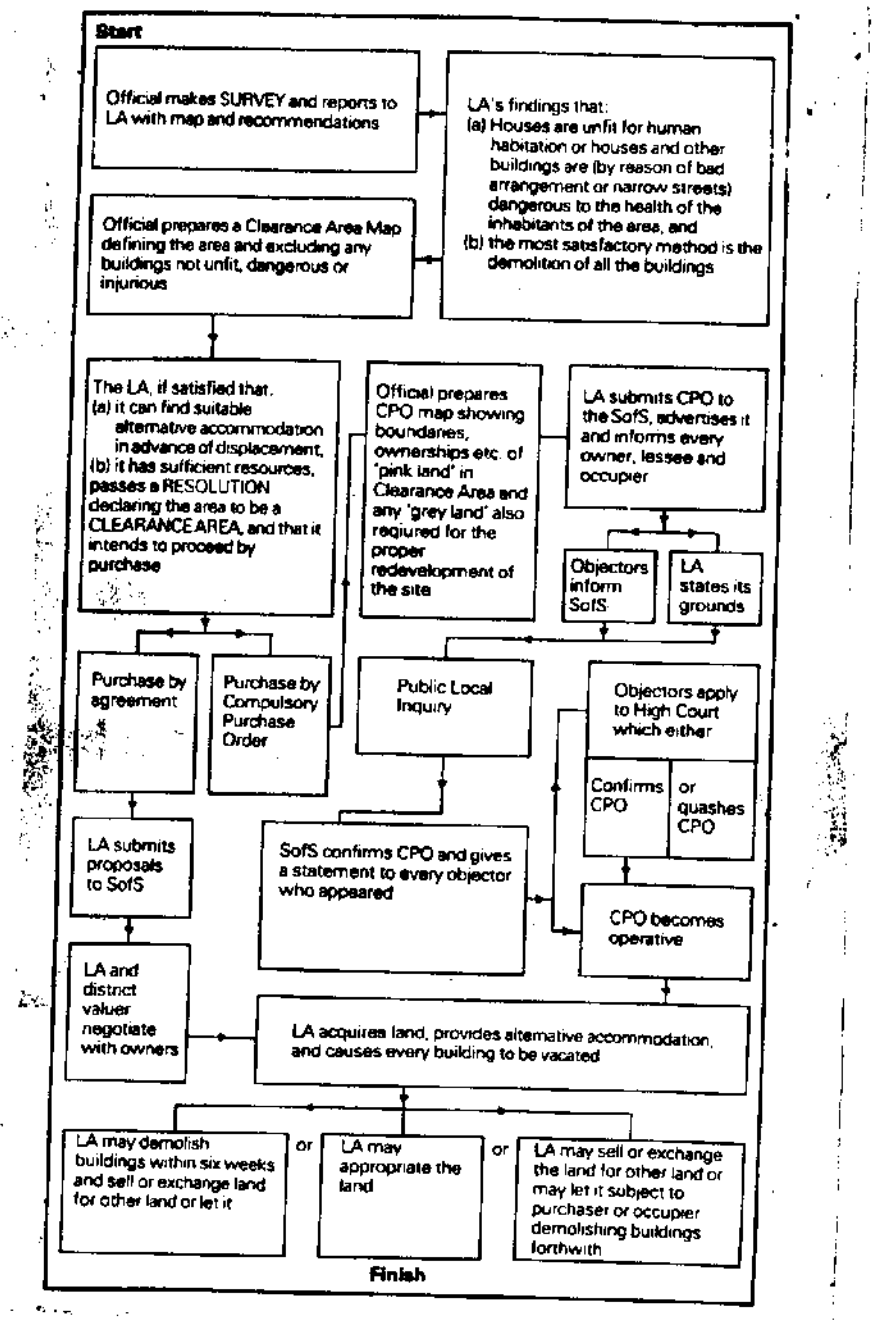


Fig. 2.2: Steps in the Clearance Process in Britain

Source: Gibson, M.S. and Langstaff, M.J. (1982) p. 33

Consideration is given to the availability of housing for persons displaced before clearing an area for redevelopment under Part III of the Housing Act, 1957. Individuals are not however, having a legally enforceable right to be rehoused after due compensation, but most local authorities take it as a moral obligation in such circumstances.

Under the Land Compensation Act, 1973, the authority has a duty to provide an alternative accommodation for persons displaced by a clearance order. But this does not apply to "squatters" or mere Licensees pending demolition (Garner, 1975 p.102).

2.6.2 United States of America:

In the United States, the "Urban Renewal Adminstration" is responsible for carrying out the Title 1 programme (that is the clearance and redevelopment programme, especially for war-destroyed areas) and most other aspects of urban renewal. The "Urban Renewal Adminstration" is one of the two constituent units under the Housing and Home Finance Agency (HHFA) established in 1974 to provide the principal Federal Housing Programmes and functions. The other unit is the "Community Facilities Adminstration". The HHFA also have three constituent agencies - the Federal Housing Adminstration (FHA), the Public Housing Adminstration and the Federal National Mortgage Association.

The Urban Renewal Administration requires the local government to submit what is known as a "workable programme" before undertaking any renewal project. The workable programme consists of seven requirements (also called the "seven promises") that the Local Government must meet. They are proof that it has:

(1) an adequate system of housing and ordinances;

(2) an effective administrative organisation for implementing urban renewal.

(3) a factual analysis of the conditions of its neighbourhoods as a basis for determining the treatment required;

(4) a comprehensive plan (either completed or in preparation) for the development of the city;

(5) a capacity to meet the financial obligations and requirements of the programme;

(6) adequate organisation and plans for rehousing people displaced by Government action, including urban renewal; and

(7) evidence that the programme has been prepared with citizen participation and that it has citizen support (Davies, 1966).

2.6.3 Nigeria:

Urban renewal exercise in Nigeria is an afterthought of the Nigeria Town and Country Planning

Law. Although the exercise is part of existing planning theory and practice, the planning law does not make provision for specific powers or functions to deal with urban renewal. It is therefore, not surprising to see all the case studies of redevelopment schemes in Nigeria fail.

Settlements (hamlets, villages, towns and even cities) were in existence before the advent of formal planning in Nigeria. The planning law and indeed, the plans prepared for the different hierarchy of settlements should have included provisions for rehabilitating the existing built-up areas. Redevelopment schemes in Nigeria have hitherto, been an exhibition of executive powers and the implementation of the Government's wishful thinking. Otherwise, the forceful ejection of people from sites in the Central Lagos, Maroko, and Port-Harcourt waterfront redevelopment schemes without consideration for re-accommodating them, would not have occurred. The process of planning and implementation of redevelopment schemes in Nigeria is yet to have a standing order.

Traces of encouragement for Town and Country Planning in Nigeria since independence, was seen as from the Third National Development Plan (1975 - 80). The First National Development Plan (1962 - 68) considered allocations to town and country planning as

part of allocations for "Social overheads". And the Second National Development Plan (1970 - 74) regarded town and country planning as "a kind of visual aid to economic planning" (Nigeria, 1970, p. 217). For urban renewal to yield the desired results, the town and country planning profession must be given a degree of autonomy, and this could be done by reflecting it in the planning laws and planning organisational structure.

CHAPTER 3

AN OVERVIEW OF THE CITY OF PORT-HARCOURT

Port-Harcourt lies about 41 miles (66 Kilometres) from the sea on the Bonny river (Floyd, 1969). It is a relatively new city established in 1913 by the British Imperialists. Its development was enhanced when the site was chosen as suitable for a sea port and, as a terminus of the railway for evacuation of raw materials from the hinterland - coal from Enugu, tin from Jos, agricultural products from the North and palm produce from the South-eastern section of Nigeria.

The Public Lands Acquisition Ordinances of 1903 and 1905 were used to acquire the land in 1912 from the Okrika and Diobu Communities that claim to own the greatest part (Wariboko, 1989). The original land covered an area of 25 square miles (6,474.97 hectares).

The port was named after Lewis Harcourt who served as Secretary of State for the Colonies from November 7, 1910 to May 26, 1915. (See fig. 3.1 and 3.2).

3.1 THE METROPOLITAN AREA:

The U.S. bureau of the Budget defined Standard Metropolitan Area (S.M.A.), later called Standard Metropolitan Statistical Area (SMSA) as "a city of at least 50,000 inhabitants, and adjacent counties that are found to be metropolitan in character and economically and socially

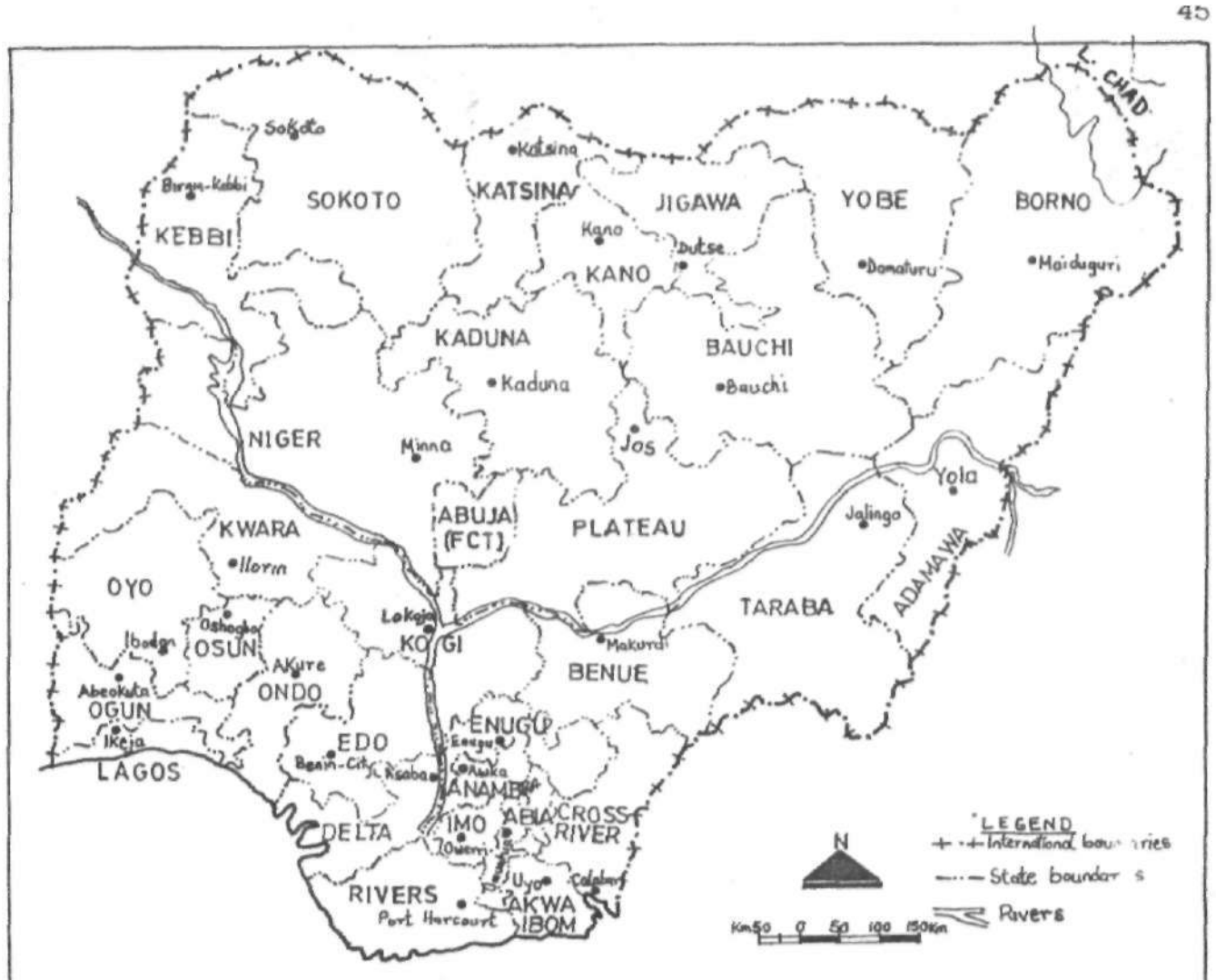


FIG. 3.1 : LOCATION OF RIVERS STATE IN THE ADMINISTRATIVE MAP OF NIGERIA

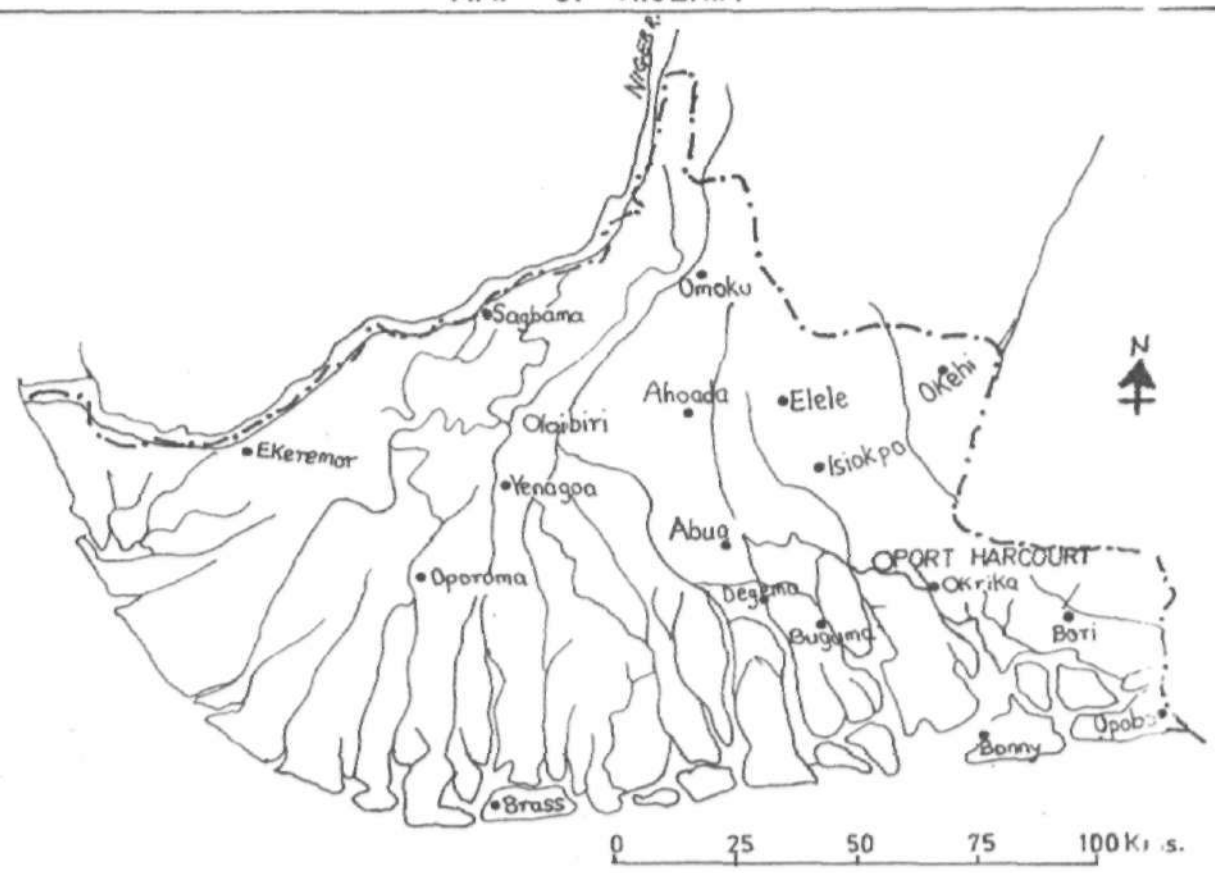


FIG. 3.2 : MAP OF RIVERS STATE SHOWING LOCATION OF PORT HARCOURT

integrated with the county of the central city" (Goheen, 1971). A Standard Metropolitan Statistical Area therefore, involves two considerations:

(i) A city or cities of specified population to constitute the central city.

(ii) Economic and social relationship of the city with contiguous counties which are metropolitan in character.

The fact that Port-Harcourt is on a peninsula makes it grow upland (in one direction). Based on the definition by the U.S. bureau of the Budget, the Port-Harcourt Metropolitan area is defined as extending to Rumuokwurusi, Rumuolumeni and Choba. It is better described as covering the administrative boundaries of Port-Harcourt city and Obio/Akpor Local Government Areas with a total population of about 870,499.[1]

3.2 ADMINISTRATIVE SET-UP

Unlike other cities in Nigeria, the British chose to ignore the pattern of native administration and rule the township directly because of the ethnic heterogeneity, the transiency of the urban population and the absence of a viable local political institution that could incorporate immigrant elements (Wolpe, 1974 p. 63). A Township Advisory Board was however, appointed in 1918 but the city

[1] Projection from 1963 census figures.

administration was still European dominated until June 15, 1949 when the first Town Council general election was held.

Port-Harcourt became headquarters of the Rivers Province in 1946, and Capital of Rivers State, when it was created in 1967. The metropolitan area as earlier mentioned, now consists of two Local governments with a population of about 758,673 and 111,826 respectively.

3.3 URBAN GROWTH:

From a population of about 5,000 in 1915, Port-Harcourt has grown to a population of about 870,499 in 1992 (Table 3.1) with an extensive metropolitan area and a diversified economy.

Table 3.1: Port-Harcourt Population Growth (1915 - 1992)

YEAR	POPULATION	SOURCE
1915	5,000	*
1921	7,185	*@
1931	27,000	*@
1944	30,200	*
1946	34,000	x
1948	35,000	*
1953	73,000	*@
1963	179,653	*@

1967	183,000	*
1972	213,443	#
1973	231,000	*
1975	250,000	*
1989	757,632	+
1992	870,499	+

SOURCES:

*Nwala, E.O.A. et al (1979): "Urban Planning Problems of Port-Harcourt Metropolitan Area" in Ogionwo, W. (ed): The City of Port-Harcourt, Ibadan, Heineman Ltd., p.73.

@Wolpe, H.(1974): Urban Politics in Nigeria: A Study of Port-Harcourt, University of California Press, p.25.

xAnyanwu, C.N. (1979): "The Growth of Port-Harcourt, 1912 - 1960" in Ogionwo W (ed.), Op. Cit. p.29.

#Ogionwo, W. (1979): A Social Survey of Port-Harcourt, Ibadan, Heinman Ltd., p.237.

+Ministry of Finance and Economic Planning (Statistics Division), Port-Harcourt.

This trend of population growth was largely due to the economic and social opportunities in the city. It is a cosmopolitan city with greater proportion of a heterogeneous migrant population. Wolpe (1974) was inspired by its characteristics to undertake a study as a case of urban politics in Nigeria. On its diverse population and inspiration, he comments:

> Port-Harcourt, ... a communally heterogeneous urban centre in process of rapid growth and industrialisation furnishes an especially appropriate arena for the study of the nature and sources of communal strain. The city was organised and administered according to European models and by European personnel, but was populated primarily by culturally diverse rural immigrants.

A social survey of Port-Harcourt in 1973 showed that migrants accounted for 72 per cent of the city's population (Izeogu, 1989). In a more recent study by Jack (1988) on Mile 3 Diobu, East of Ikwerre Road, Port-Harcourt, he observed that majority of the residents are non-indigens, as reflected in Table 3.2.

Table 3.2: PLACE OF ORIGIN OF RESPONDENTS

Place	No.	%
Diobu - Port-Harcourt	29	8.30
Other parts of Rivers State	80	22.90
Outside Rivers State	241	68.80
Outside Nigeria	-	-
	350	100.00

SOURCE: Jack, B.O. (1988); p. 26

Port-Harcourt is one of the most important commercial and industrial centres in Nigeria. The rapid expansion can be attributed to several factors. The harbour which is the

second largest in Nigeria and the railway provide part of the explanation for the growth.

In 1956, the first commercial oil well was discovered at Oloibiri in Rivers State and by 1963, nine oil and natural gas fields had been established in close proximity to Port-Harcourt. In 1966, Rivers State produced about 57 per cent of the country's on-shore crude oil. It now produces from 416 wells, out of the 1,201 wells in the country (Onyige, et.al, 1989). With the high quantity of crude oil produced in Rivers State, most oil companies have their administrative offices in Port-Harcourt. There are also other industries such as the gas recycling plant at Obrikom/Omoku, petroleum refinery at Alesa-Eleme about thirty-two kilometres by road from Port-Harcourt, National Fertilizer company at Onne to mention a few. Most of the industries have their administrative offices in Port-Harcourt and a sizeable number of their employees reside in Port-Harcourt.

Apart from being the centre of virtually all industrial and commercial establishments in River State, Port-Harcourt is the seat of Rivers State Government. And as some writers put it, it is a State suffering from the "one-city" syndrome. Port-Harcourt stands as the focus of all migrants from the rural areas of the State and other parts of the country.

The presence of the harbour, railway terminus, oil companies, international airport, and as a State capital is no doubt, the reasons for the economic and socio-political growth of Port-Harcourt.

3.4 URBAN LAND USE STRUCTURE IN PORT-HARCOURT

Viewed from its foundation, the city has all the various land uses expected in an urban area. The subsequent paragraphs highlight some of the land uses.

3.4.1 Industrial Land Use:

The Trans-Amadi industrial estate is the major industrial area. It covers a land area of some 2,500 acres (1,011.72 hectares) with rail and road access, and other essential utilities and services (Anyanwu, 1979).

The industrial estate is located considering the health and safety of residential areas and convenience of workers.

3.4.2 Commercial Land Use:

The commercial development inherited from the colonial administrators has continued to flourish in Port-Harcourt. The existence of the sea port and the railway terminal serves as an attracting force for commercial activities to locate around. The swampy

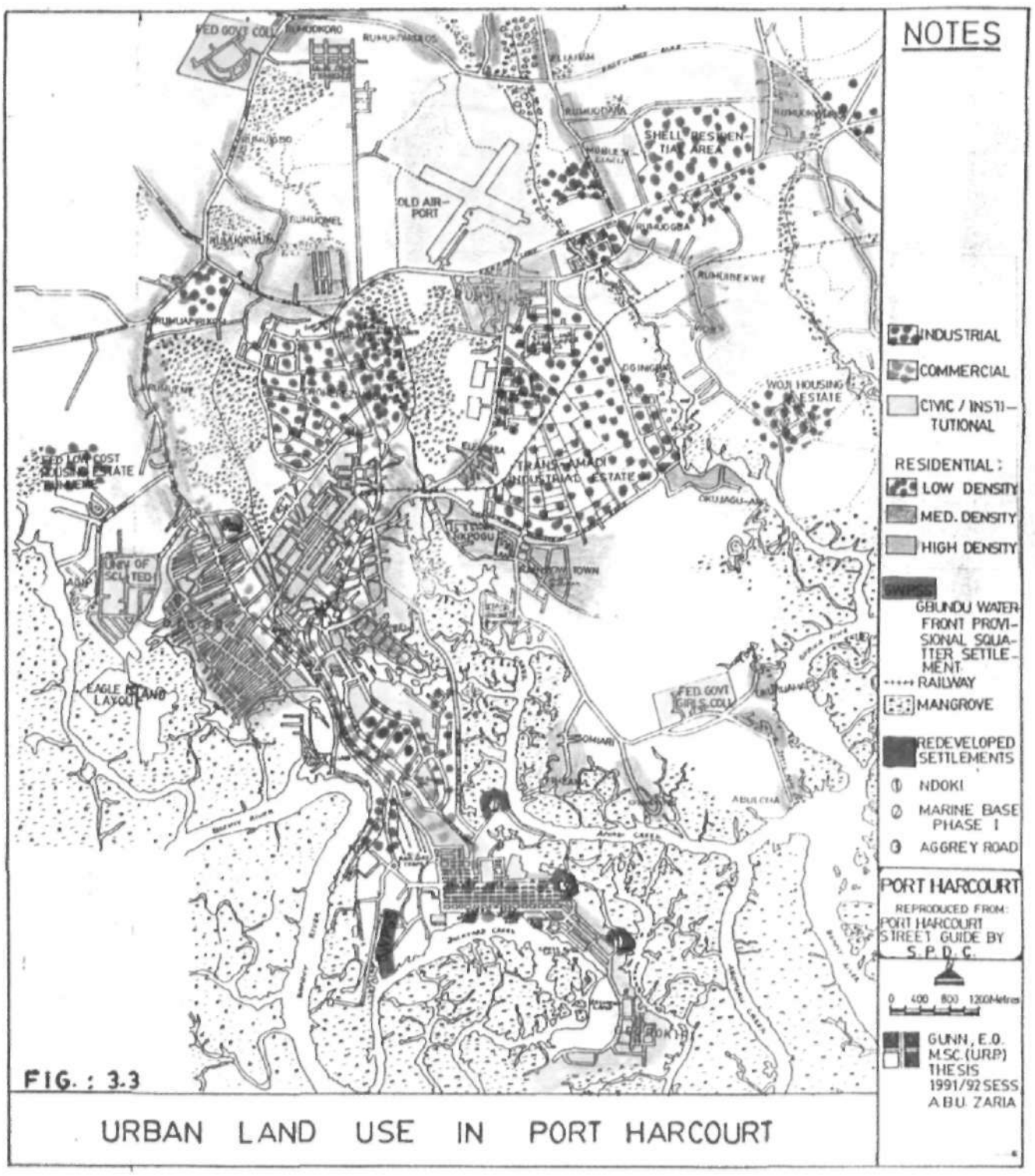


FIG. : 3.3

URBAN LAND USE IN PORT HARCOURT

terrain of the site has however, given the area an unusual morphology. Intense commercial activities are thus located along roads near the harbour and railway terminus. The basic idea is that, commercial activities locate next to the harbour.

The Central Business District (CBD) of Port-Harcourt extends from Ikwerre/Aba/Azikiwe roads junction, to Station/Aggrey road junction, and bounded North-East by Moscow road and Forces Avenue. The area contains the Rivers State Government Secretariat complex and nearly all functionaries of the State Government. Reflecting the true character of a CBD, this area is a scene of intense commercial activity. The Azikiwe road for example, where the secretariat complex is located, has a lot of intense commercial activities. Also, along Station Road, Harbour Road, and Industry Road, there are a lot of other high order commercial activities. The space along these roads could be said to be of high value due to the attraction by the Secretariat Complex, the sea port and the railway terminus. There is continued urban spatial expansion in Port-Harcourt in which a single point of accessibility is no longer valid in shaping or influencing land values. Consistent with the multiple nuclei concept, Port-Harcourt now has a number of points of accessibility to be considered, each

producing its own influence on land values in adjacent parts of the city. Examples are:

(1) Commercial activities along Port-Harcourt-Aba express road influenced by the highway.

(2) Commercial activities along Ikwere Road influenced by the Mile I and Mile III markets, the University of Science and Technology, and the access to the East-West highway.

(3) Commercial activities along Aggrey Road.

.3.4.3 Residential Land Uses, Densities and Housing:

Residential uses occupy a greater proportion of the urban area (see figure 3.3). Low and medium densities well-planned residential neighbourhoods accommodate about 15 per cent of the city's population (Izeogu, 1989). In a 1973 survey by Ogionwo, low density neighbourhoods were found to have a gross density of about 49 persons per hectare, and the neighbourhoods are: GRA I and II; parts of Rumuomasi complex, particularly Shell Quarters; Amadi layout; University Campuses, and private housing estates. The neighbourhoods with medium density of between 50 and 150 persons per hectare include Amadi - Ogbunabali group of villages, D-Line and coronation layout. A gross density of over 390 persons per hectare was

recorded in high density areas such as Diobu. The trend of population density has however changed tremendously since Ogionwo made his survey. Diobu (Mile I,II and III) high density residential areas now have a net residential density of about 1,150 persons per hectare. This density is a clear indication of overcrowding and over utilisation of services, when compared with normal density standards, for example, the standards prescribed for the Western States of Nigeria in 1975 (Table 3.3).

TABLE 3.3: PRESCRIBED NET RESIDENTIAL POPULATION DENSITIES

Density Class	Number of Persons per Net Hectare
Low	1 - 75
Medium	76 - 200
High	201 - 375
Specially High	376 - 600

SOURCE: Obateru, R.I (1978): Controlling Residential Densities, Ibadan, Book Representation and Publishing Co. Ltd., p. 4

The population explosion in Port-Harcourt have resulted in an array of problems peculiar to urbanisation in LDC,s.

There is acute housing shortage and the growth of slum-squatter settlements. About 52 percent of the households live in one room accommodation (Izeogu, 1989), each room averaging 3.7 persons[2] especially in Diobu (Mile I,II and III) area. This occupancy rate is also very high compared with the recommended standards in Table 3.4.

TABLE 3.4: RECOMMENDED OCCUPANCY RATES PER HABITABLE ROOM

Density Class	Occupancy Rates
Low	1.0
Medium	1.5
High	1.75
Specially High	2.0

Source: Obateru, R.I. (1978); ibid, p.4.

The houses have inadequate, or total lack of kitchen and toilet/bath spaces.

Although no recent figures on the employment rate, Port-Harcourt has the employment potentials for attracting migrants, and have an average growth rate of about 7.44 per cent. The demographic growth of Port-Harcourt has

2 Field Survey, 1992.

influenced the rent. A room measuring 13.37 square metres in the high density areas which was rented for about =N=40.00 and =N=50.00 in 1988 is now rented for about =N=100.00 and =N=150.00.

The shortage of dwelling units in Port-Harcourt can be attributed to several factors. The low rate of construction which is caused by the expensive and cumbersome land acquisition and plan approval procedure, and cost of building materials are primary. Housing shortage in Port-Harcourt has been a major factor responsible for the growth of waterfront provisional squatter settlements.

3.4.4 Transportation:

The unique position of Port-Harcourt makes it devote a large proportion of land to the three major transport mediums - land, water and air. The railway including station buildings, Marshalling yard, sidings, etc, occupies an area of about 120 acres - that is, 48.56 hectares - in the city (Ogionwo, 1979 p.31). The harbour is second to Lagos. And the international airport covers an area of about 40 square kilometres with facilities to accommodate all types of aircraft (Efebo, et.al., 1989).

3.5 PHYSICAL LAND CONSTRAINTS:

Port-Harcourt lies on a peninsula and the constraint to physical land development is the Bonny River with winding creeks and muddy swampland within and on the east and west flanks of the city. Thus, growth is northwards. The planning area can be grouped into lower Delta Plain and Coastal Plain Terrace.

Most parts of the Lower Delta Plain is flooded by tidal water and is made up of very soft mud with a high content of organic material. The soft mud has a thickness of about 6 metres and the area needs reclamation and a piled foundation if it must be developed.

The Coastal Plain Terrace is not flooded by tidal water. It is situated towards the north of the planning area with a well-drained soil good for development. The ground water table lies about 20 metres from the ground surface.

The poor quality of Port-Harcourt soil makes it necessary to maintain proper building standards and adequate drainage.

3.6 URBAN INFRASTRUCTURE:

Being the only city of its kind in the state and the seat of Rivers State Government, Port-Harcourt is accorded special attention with respect to the provision of utilities, services and facilities. An inventory however

show that most of the utilities are in short supply because of the "geometric" rate of population growth.

3.6.1 Water and Electricity:

Water is not adequately supplied to many areas in Port-Harcourt. This has made family members, especially children to have a difficult time obtaining water for the family. Some of the few who have access to adequate supply of water in high density residential areas sell a litre for 10k. The search for a portable water in Port-Harcourt have made families to pay dearly and children subjected to child abuse.

Power supply in most parts of the city is also not regular due to excessive load on the available transformers. The National Electric Power Authority ration power supply to most high density residential areas to cope with the demand, thus paralysing some activities.

3.6.2 Solid Waste and Sewage Disposal:

Disposal of solid waste is the responsibility of the Environmental Sanitation Task Force (ESTF). It is a very challenging task to the ESTF as it is difficult for it to completely clear the streets of wastes. As a major industrial and commercial city with a fast growing population the volume of solid and liquid waste generated a day is high. Eke (1979), puts the per capital refuse

generation of the city at 0.68 killogrammes per person per day. A survey by the Federal Ministry of Works and Housing on "The State of the Environment" in 1982 confirms Eke's finding, and estimated that 256, 230 tons of solid waste was generated in 1982. Based on the population 0.6kg of solid waste was generated per head per day.

There is no central sewage system despite the element of formal planning in its establishment. Septic tanks and soakaway pits are found in low and medium density residential neighbourhoods. The improved pit and bucket latrines are the most common types of latrine.

The drainage system found in most neighbourhood is just an open gutter. Waste water from households and commercial buildings is disposed into the open storm water drains along each side of neighbourhood streets. In addition, the inadequacy of refuse collection by the ESTF make people dump refuse indiscriminately into the trenches with the hope that such refuse will be flushed away during heavy rains. But it has, in addition to the reduced percentage of pervious surface due to large proportion of built-up area made most neighbourhoods susceptible to flooding during heavy rains, and produces not only obnoxious odours but also breeding grounds for mosquitoes and other pathogenic organisms that are threats to healthy living. Even, some buildings are flooded during heavy and prolonged rainfall destroying properties. The most affected areas are the high density

residential neighbourhoods, especially Diobu.

3.6.3 Health Services:

Much attention was not given to the provision of health facilities in Port-Harcourt during the colonial era. "As late as 1953, with a population of nearly 71,600 people, Port-Harcourt has only one hospital (the General Hospital) with approximately 300 beds. The Niger Hospital and the Braithwaite Nursing Home were added in 1961 and 1967 respectively" (Ogionwo, 1979 p.36).

Since independence, health care facilities have been improved. The School of Nursing was established in Port-Harcourt in November 1970, the School of Midwifery in March 1972, and the School of Health Technology in October 1974. By June 1980 Port-Harcourt Local Government which included part of Obio/Akpor had 21 health care institutions. Besides, private medical practitioners contribute significantly to health care delivery (Afiesimama and Izeogu, 1989 p.200).

3.6.4 Educational Facilities:

Western education was introduced early in Port-Harcourt for administrative convenience and to enhance the propagation of Christianity. "No sooner were churches founded than schools opened for converts or would-be converts. These beginnings dated from around 1916 with the

opening of St. Cyprian's Day. Then followed Banham Memorial School in 1928 with the establishment of the Methodist Church there around 1920" (Ogionwo, 1979, p.33). Other Schools followed except the Township School which seem to be established by British Imperial policy.

At the Secondary School level Rev. L.R. Potts - Johnson, a Sierra Leonian established Enitona High School in 1932. It was after this that missionaries and later the government established other secondary schools. But the schools are still in short supply based on the lessons learnt from the difficulties in obtaining admission into secondary schools in Port-Harcourt Metropolitan area.

There are also tertiary institutions to complete the educational cycle. The advanced teacher training college affiliated to the University of Ibadan was established on 14 June, 1971; the University College in 1975 and granted full University Status on October 1, 1977; the Rivers State School of Basic Studies now College of Arts and Science in 1977; and the Rivers State University of Science and Technology in 1980 but started as a College of Science and Technology in 1971.

The concentration of these institutions in Port-Harcourt has contributed in no small measure to the population growth.

3.6.5 Transportation:

The transport sector is suffering from gross insufficiency of intra-city fleet. Gunn (1989) observed that the average waiting time for government Mass transit vehicles is more than 30 minutes as against the maximum time limit of 10 minutes set by Schumacher (1967). The situation has worsened as both `Public and Private´ intracity services cannot meet the demand. Thus commuters resort to trekking, and fares are hiked at the wish of operators.

Although some of the roads have been rehabilitated, some problems can still be identified:

(a) Inadequate carriageway which have led to vehicular conflict and congestion during peak periods.

(b) Inadequate curb parking space for loading and unloading of commuter buses.

(c) Insufficient terminal facilities such as commuters waiting shelter. Where they exist their design and facilities provided are grossly inadequate and not maintained.

(d) Lack of off-street parking facilities in commercial zones.

3.7 TOWN PLANNING:

Unlike other traditional cities in Nigeria, Port-Harcourt started as a planned city under the administration of the Railway Department. The town was planned and zoned

into two residential areas - European and African. The imprint of this -which is the grid iron pattern - can still be found in Port-Harcourt township.

In 1918 the Township Advisory Board was formed to advice the Local Authority on the planning of the city and how plans could best be executed.

With the promulgation of the Town and Country Planning Ordinance of 1946, a Town Planning Authority was established for Port-Harcourt. The authority was saddled with the responsibility of planning and development. Between 1947 and 1955 the authority introduced over a dozen schemes (Anyanwu, 1979) which transformed Port-Harcourt into a "garden city". Sadly, the Town Planning Authority did not continue at the pace it started and nothing was heard of it after the Nigerian Civil War. Perhaps, the Military who took up the mantle of leadership on creation of Rivers State in 1967 did not encourage its existence.

After the war, the Ministry of Works and Transport had the planning machinery and later it was transferred to the Ministry of Lands and Housing now called Bureau for Lands and Housing. This Bureau still holds the Planning machinery for the state.

The efficiency of the planning department has been a subject of criticism. Many government departments apart from the Urban and Regional Planning Division handle building plan approval. There is no central body to ensure

CHAPTER 4

THE WATERFRONT PROVISIONAL SQUATTER SETTLEMENTS

4.0 INTRODUCTION

This chapter gives a description of the physical as well as the socio-economic characteristics of the provisional squatter settlements at Port-Harcourt waterfront. Gbundu settlement is used as a case study. The opinion of residents of the settlement was obtained regarding the renewal scheme. The information derived from the squatter settlements is used as a baseline data for examining the planning and implementation of the renewal scheme in other parts of the Port-Harcourt's waterfront.

4.1 THE SETTLEMENTS:

The waterfront land area in Port-Harcourt which is occupied by squatters is regarded as government land reserved for development by the Urban and Regional Planning Division of Rivers State Bureau for Lands and Housing. The settlements started immediately after the Nigerian Civil War and were later given impetus by the oil boom in the 1970's. The rate of migration to Port-Harcourt increased during this period and there was insufficient housing stock to accommodate the population.

Inhabitants who built houses acquired the land by obtaining Temporary Occupation License (TOL) from the Ministry of Lands and Housing. Some acquired the Land through reclaiming it and others by inheritance.

4.1.1 Reasons For Residing in the Neighbourhood:

More than half of the 108 respondents (that is, 58.33 per cent) reside in the waterfront settlements because of housing shortage in Port-Harcourt (see Fig. 4.1). Respondents who claim to be there due to lack of accessibility to land constitute 21.30 per cent and are mainly Landlords. This factor and the high cost of building materials must have contributed greatly to the unavailability of better housing stock to take care of the increasing population in the waterfront settlements. Perhaps, a look at the land acquisition and plan approval procedure in Port-Harcourt will justify the assertion (see Appendix I).

4.1.2 Environmental Conditions:

The Lower Delta Plain flooded by tidal water extends to part of the land area used for the settlements. Houses are built without approved building plans and no regard to building standards.

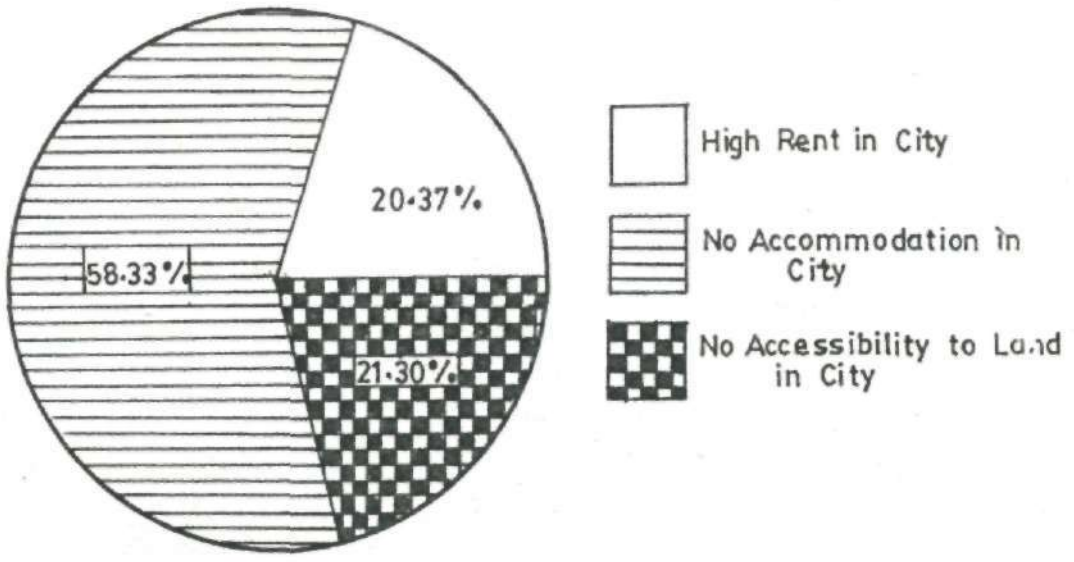


FIG.4.1 : REASONS FOR RESIDING IN THE NEIGHBOURHOOD

Source : Field Survey , 1992.



PLATE I : HOUSE BUILT ON A PLATFORM



PLATE II : TOILETS



PLATE III : DETERIORATED , CROWDED AND INSANITARY CONDITION OF BUILDINGS AND ENVIRONMENT

There is a very poor level of sanitation. People are susceptible to infections due to the poor quality of residential buildings and toilets. Refuse is dumped indiscriminately and into the stream (see Plates I, II and III).

4.2 SOCIO-ECONOMIC CHARACTERISTICS

4.2.1 Population:

There are about thirty-three waterfront settlements in Port-Harcourt (Osuamkpe, 1988) with a total population of about 70,000. About 73 per cent of the population are immigrants, mainly from Rivers State.

4.2.2 Educational Status and Employment Structure:

The educational status of the population is dominated by primary and secondary school certificate holders. These two levels have a population of 26.85 per cent and 31.50 per cent respectively (see Fig. 4.2). Some 18.51 per cent of the respondents have university degree certificates while 10.18 per cent may be classified as without Western education.

A greater number of residents are civil servants. The population of primary and secondary school certificate holders may be a reason for as much as

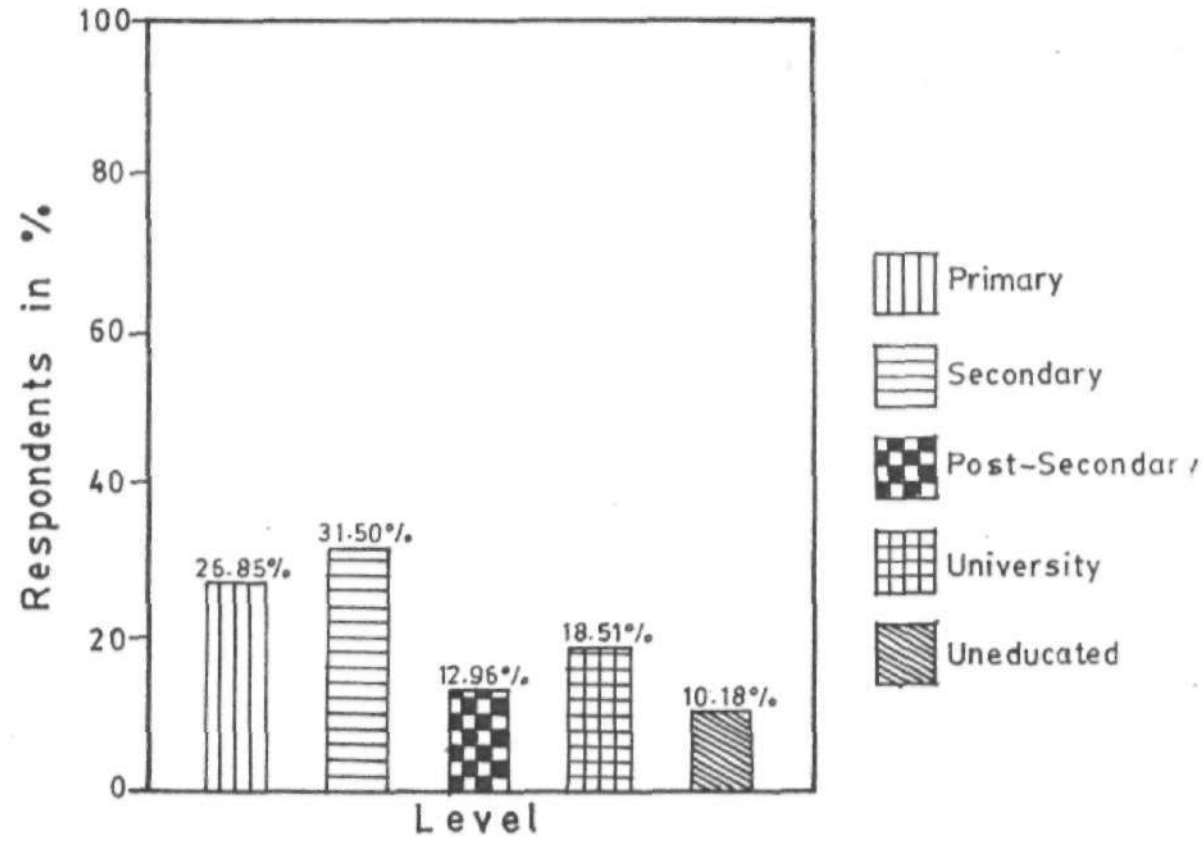


FIG:4.2: EDUCATIONAL STATUS
Source : Field Survey, 1992.

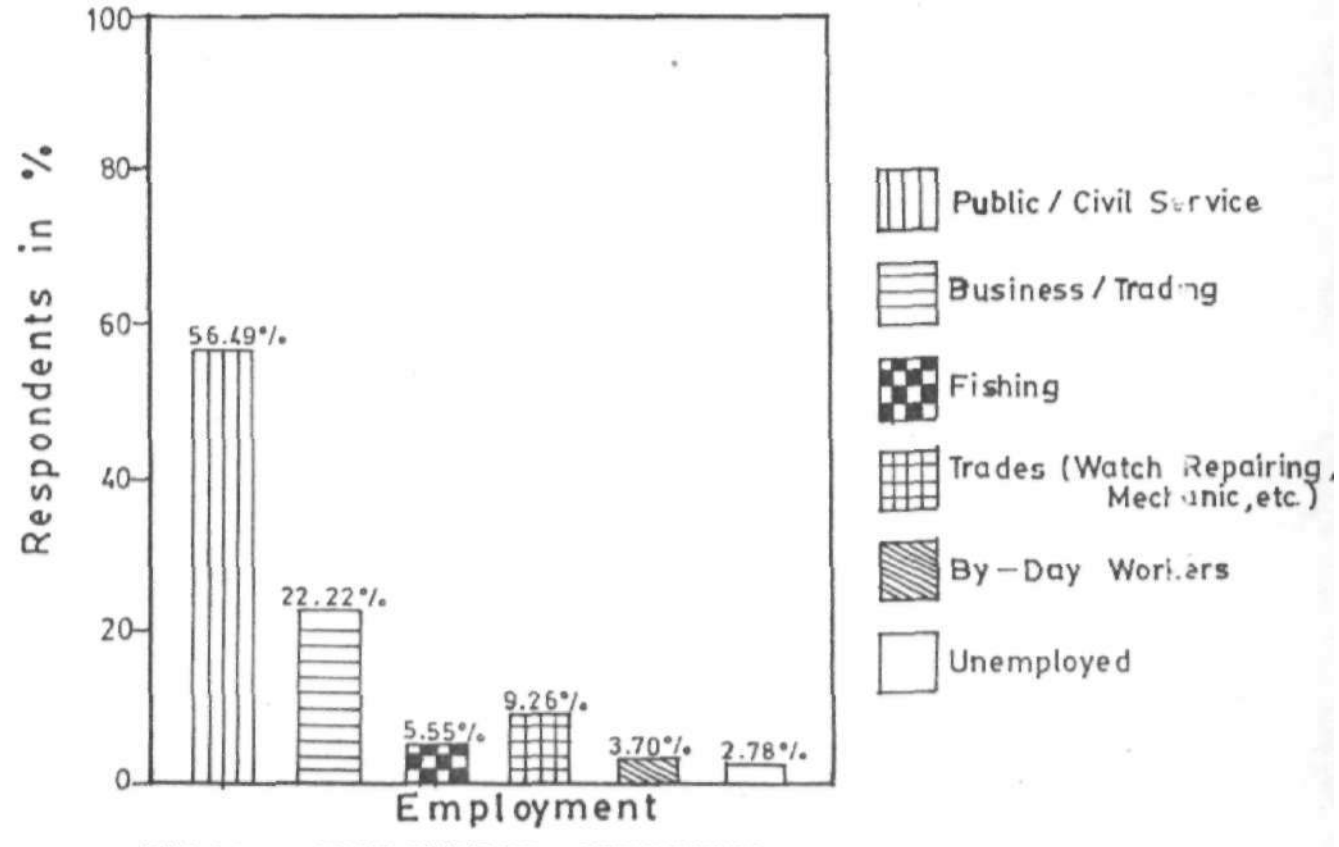


FIG-4.3 : EMPLOYMENT STRUCTURE
Source : Field Survey, 1992.

56.49 per cent of the population employed in civil service as clerks, typists, messengers, etc.

Business and trading in the neighbourhood and other markets; and trades such as watch repairing, mechanic; etc, rank second and third respectively in the occupational distribution of the population (see fig. 4.3).

Nearness of the settlements to the ocean has no tangible impact on the people's occupation. Only 5.55 per cent of the respondents engage in fishing as their occupation. It is however worth noting that 25 per cent of the sampled population engage in fishing as secondary occupation.

The analysis in Fig. 4.2 and 4.3 affirms Fig. 4.1. Some of the respondents can afford renting one or two rooms in the city but decided to reside in the squatter settlements because of housing shortage. However, some might belie their economic status residing in the slum-squatter settlement as a transitional ground until they are apt to blossom into a better house in the city. Such a case has been reported in Hong Kong by Dwyer (1964).

4.2.3 Income Distribution:

As a means of determining the ability of respondents to pay for the houses in the redeveloped

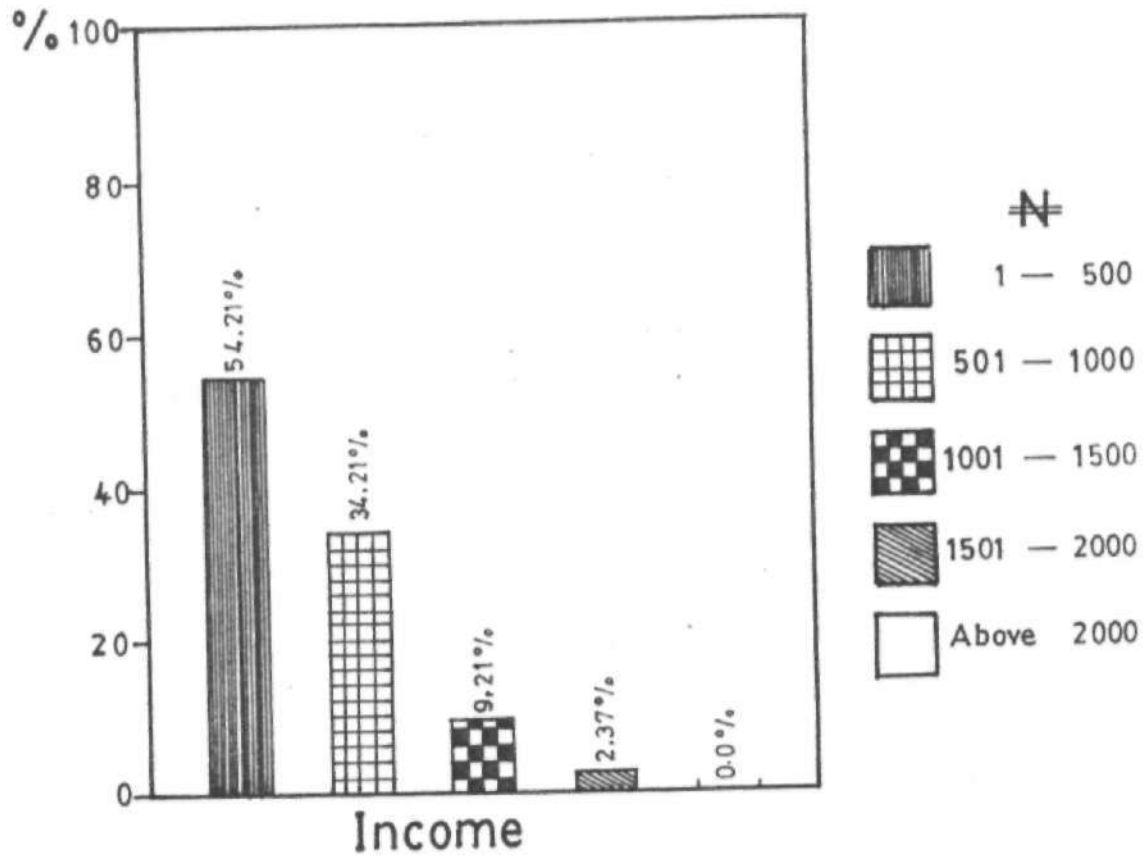


FIG. 4.4 : MONTHLY INCOME

Source : Field Survey, 1992.

estates, they were asked to indicate their income from all sources per month. The statistics show that more than half of them claimed to be earning not more than =N=500.00 per month (see fig. 4.4). There was reluctance in disclosing family income as respondents considered it a very private affair. That might have affected the income structure reflected in Fig. 4.4.

4.3 HOUSING CHARACTERISTICS

4.3.1 Household Size:

An average of 8 households live in a house and there is an occupancy rate of 5 persons per room. The high occupancy rate increase the dilapidation rate due to overuse and congestion.

4.3.2 House Types and Materials:

The houses are basically barracks type popularly known as rooming houses (see Fig. 4.5).

Materials used for construction are substandard and fast deteriorating. Almost all building roofs are with corrugated aluminium sheets. Most of these roofing sheets are old and deteriorated. As a result, some roofs are padded with waterproof (see Plates III and IV). About 95 per cent of the floors are cemented or partially cemented. The walls are built mostly with

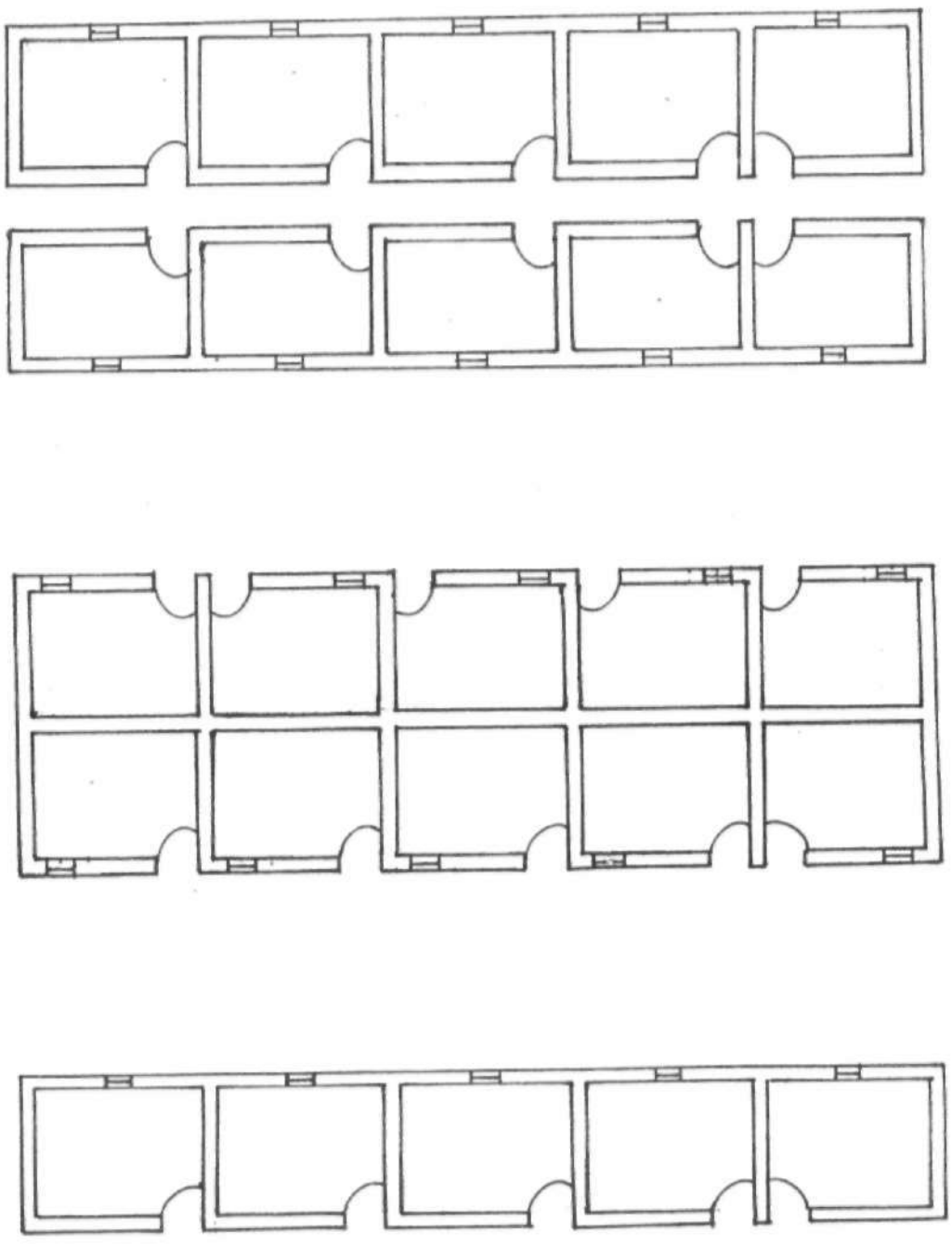


FIG. 4.5: FLOOR PLANS OF TYPICAL HOUSE TYPES IN GBUNDU SETTLEMENT
(Not to Scale)

Source : Field Survey, 1992.

Gunn, E.O.
M.Sc.(URP) Thesis
1991/92 Session
A.B.U. Zaria

corrugated aluminium sheet and plywood. These materials are used for 49.08 per cent and 40.74 per cent respectively of the houses (see Fig. 4.6). Houses built with cement blocks are recent developments and the developers have continued despite warnings from the Town Planning Office. Very few storey buildings can be spotted. They are built with cement blocks in their ground floor and plywood as walling material for the first floor (Plate V). The cement block buildings are half or three-quarter walled and the remaining with either aluminium sheet or plywood (Plate VI).

There is no provision for kitchen. People cook either inside or outside their rooms, and this has contributed to the great number of fire incidence in the settlement since the walling materials are highly inflammable (see Plates IV and VII).

Bathroom and Latrine are inadequate and shared. Toilet is direct into the stream (Plate II).

4.3.3 Services and Facilities:

The major source of water is the local wells which are sited at the outskirts of the neighbourhood because of the organic composition of the soil. Some use the polluted stream water for their bath and other domestic needs. Electricity is supplied to the area. However, illegal connections cannot be ruled out.



PLATE IV : ROOF PADED WITH WATERPROOF

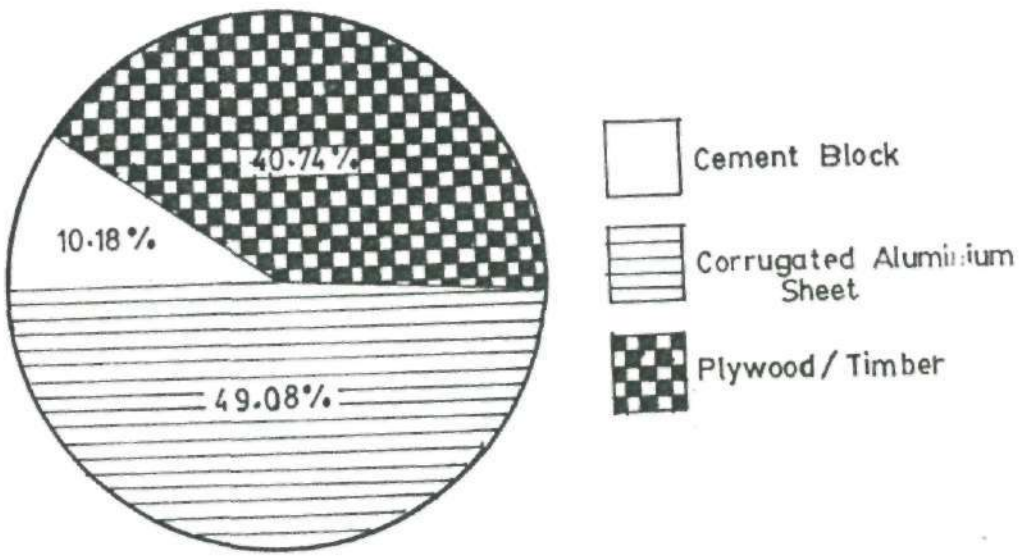


FIG. 4.6 : WALLING MATERIALS

Source : Field Survey, 1992.

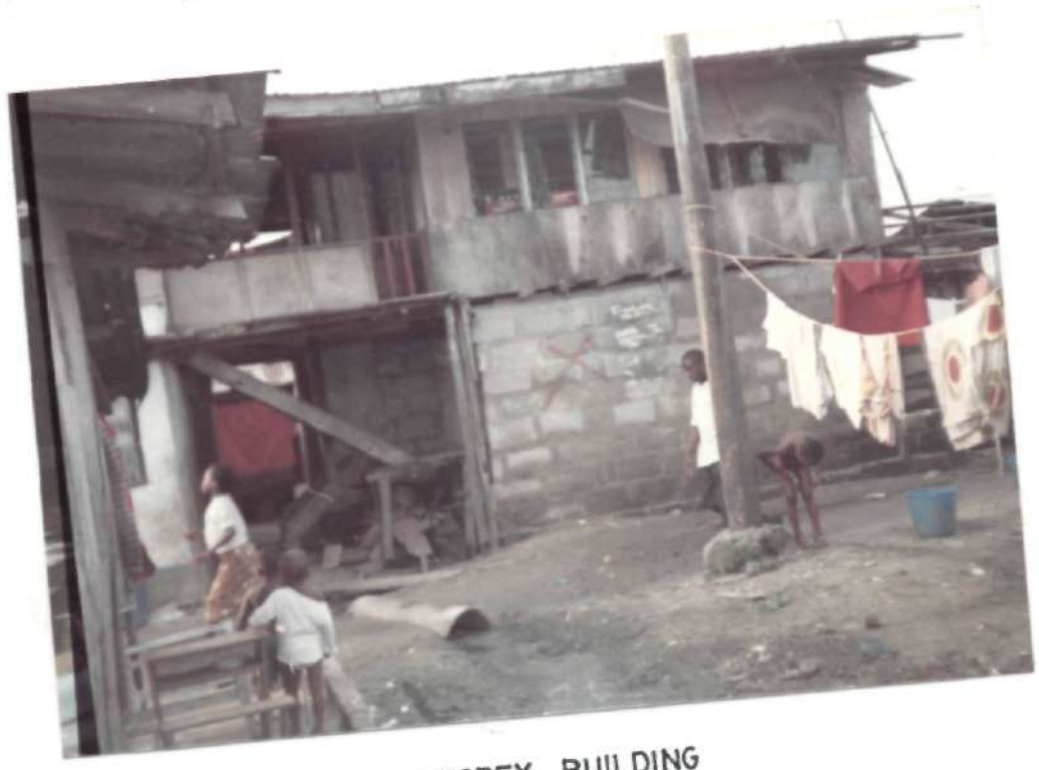


PLATE V : TYPICAL STOREY BUILDING



PLATE VI: CEMENT BLOCK HOUSE WITH PLYWOOD WALLING FROM LINTEL LEVEL



PLATE VII : COOKING OUTSIDE ROOM



PLATE VIII : GBUNDU MARKET

A primary school and a market are the major facilities available in the neighbourhood. The primary school is situated between the Railway Staff Quarters and Gbundu settlement. The market as shown in Plate VIII serves the settlement especially for their cooking needs.

4.4 PERCEPTION OF RESIDENTS

4.4.1 Rating of Problems:

A survey of the existence and awareness of neighbourhood problems such as crime, immorality (sexual), poverty, unemployment, fire hazards, etc, which are normally associated with slums was made. Most of the respondents rated all the problems as high in the neighbourhood (see Fig. 4.7).

4.4.2 Acceptability of the Scheme:

Almost all respondents received the waterfront settlements renewal scheme with much enthusiasm. They, however, have reservations on the quantity of houses built and the allocation procedure which does not benefit most of the former residents. 77.76 per cent of the respondents said they would vacate their houses if provided a better accommodation elsewhere in Port-Harcourt at an affordable cost. This opinion reveals the residents' subscription to Government's effort in

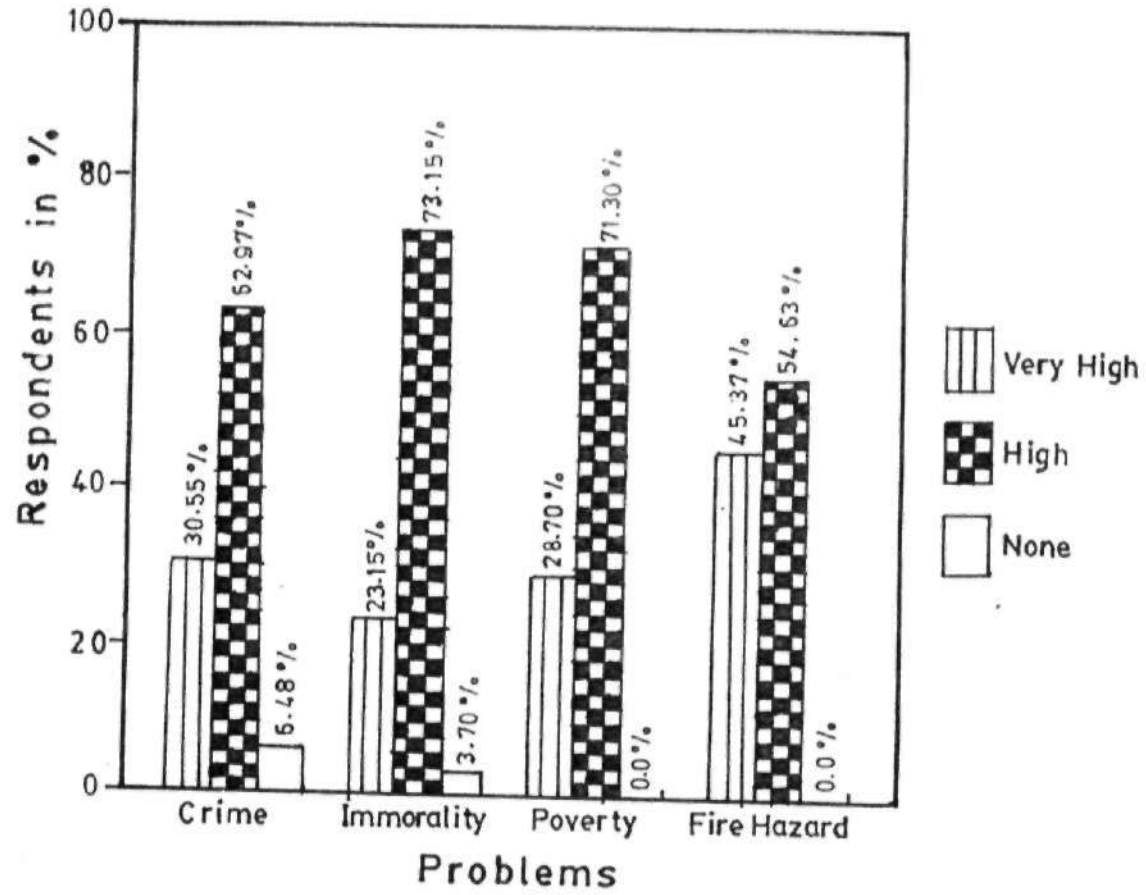


FIG. 4.7 : RATING OF NEIGHBOURHOOD PROBLEMS

Source : Field Survey, 1992.

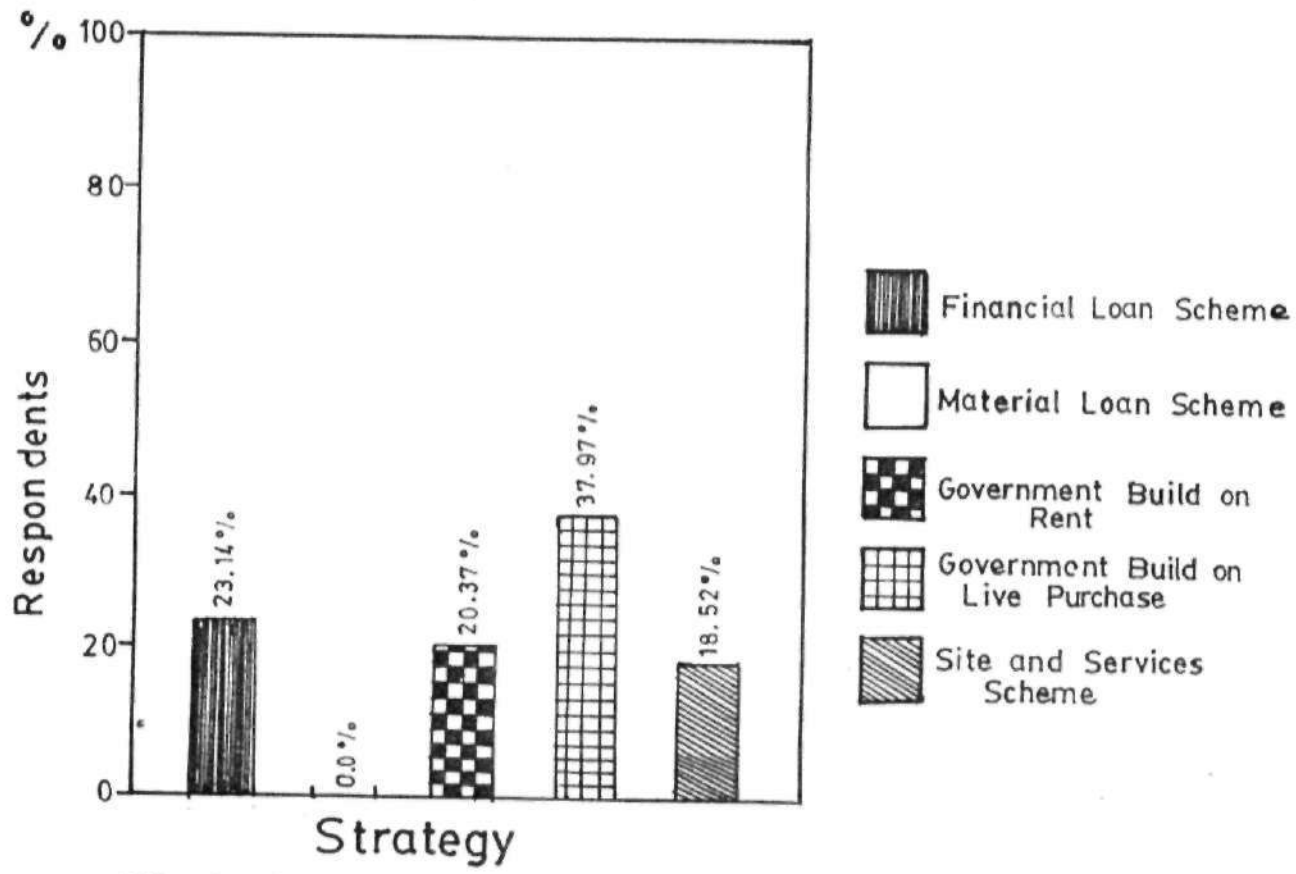


FIG.4.8 : CHOICE OF REDEVELOPMENT STRATEGY

Source : Field Survey, 1992.

redeveloping the waterfronts, and that most people reside in the waterfront settlements because of housing problem in Port-Harcourt.

4.4.3 Choice of Redevelopment Strategy:

Five alternative methods for implementing the comprehensive redevelopment strategy adopted by the government were presented to the respondents (see Fig. 4.8). About 37.97 per cent of the respondents were in support of Government building the houses and selling to them. This option was followed by financial loan scheme which was supported by 23.14 per cent of the respondents, 20.37 per cent wanted the government to build the houses for rent, and 18.52 per cent preferred site and services scheme.

4.5 SUMMARY:

"Unlike the gradual degradation process of planned areas which finally end up in slum through blighting, the waterfront community was born as a slum ..." (Osuamkpe, 1988). Residents of the waterfront settlements recognise their neighbourhood problems and are willing to cooperate for a change. Government has started the change by implementing a renewal scheme, but with strong opposition from the same respondents who are willing to cooperate for a redevelopment of the

slum settlements.

A possible solution to this impasse lies in a review of the planning and implementation of the renewal scheme to identify deviations from the generally accepted conventional process of planning and implementing urban renewal schemes*[3]

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3 The urban renewal process to be reviewed is the "redevelopment strategy" used by the Rivers State Government.

CHAPTER 5

A REVIEW OF THE PLANNING AND IMPLEMENTATION OF PREVIOUS PHASES OF THE SCHEME

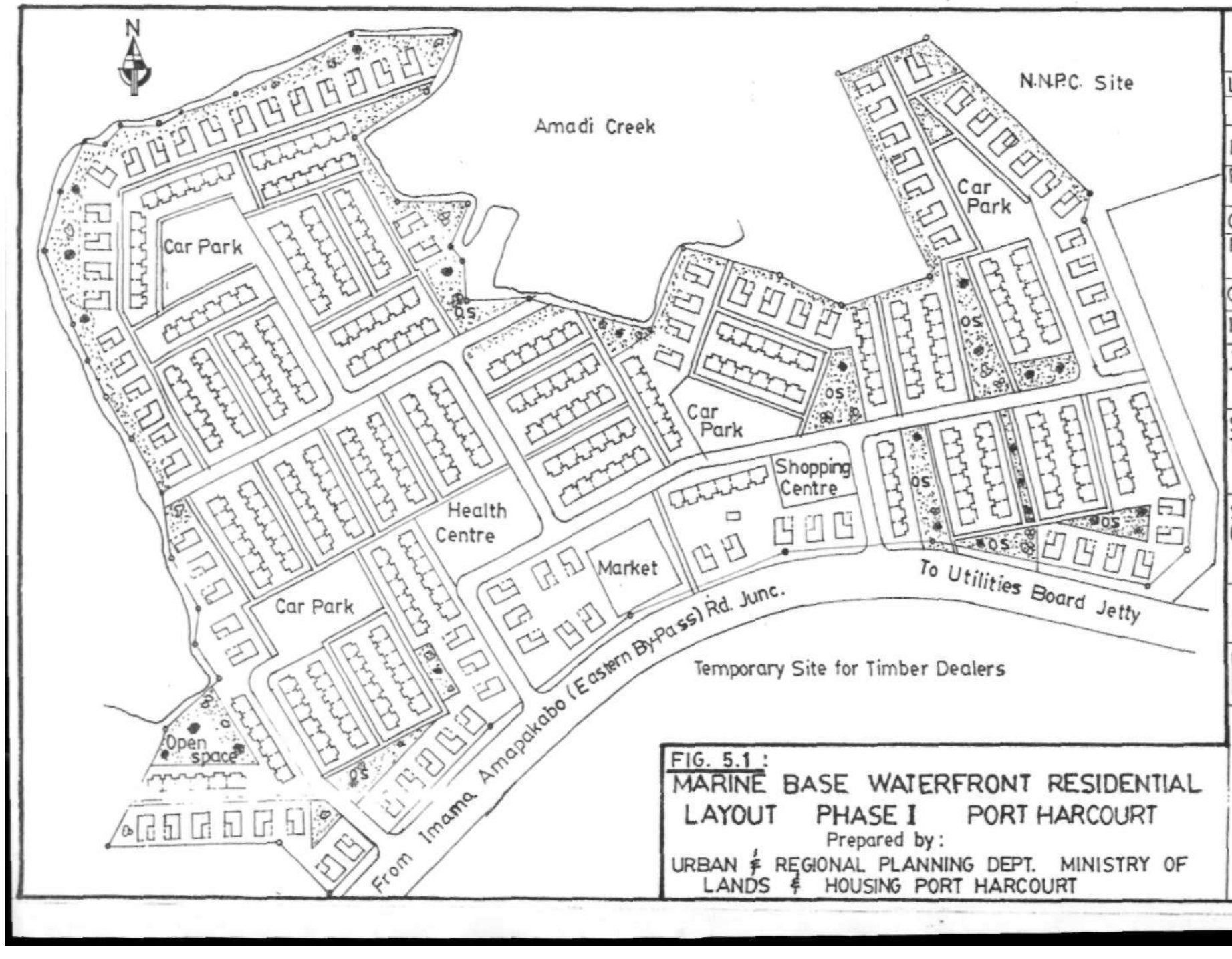
This Chapter presents an analysis of data collected on the redeveloped waterfront settlements - Ndoki, Marine Base Phase I and Aggrey Road Waterfront residential estates (see Fig. 1.1, 5.1, 5.2 and 5.3 for Location and Layout design). Highlights from the preceding Chapter will be used where necessary for a better understanding of the issues emanating from the planning and implementation of the scheme.

5.1 OBJECTIVES OF THE SCHEME:

Urban renewal schemes are generally aimed at improving the living condition of people. The objective of the waterfront renewal scheme in Port-Harcourt is: "to systematically improve the standard of living of these waterside dwellers through total clearance or selective clearance of the temporary structures as the case may be and building houses meeting minimum planning/spatial standards."[1]

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[1] Memo to the Rivers State Deputy Governor by the Commissioner of Lands and Housing ...; 3rd June, 1991 p.1.



Notes

LAND USE SCHEDULE		
	HA.	%
Res.	4.662	55.04
Roads / Walkways	1.275	15.05
Comm.	0.156	1.84
Parking Space	0.310	3.66
Open Space	1.939	22.89
Health Cen.	0.129	1.52
TOTAL	8.471	100.00

Single Unit Expandable Two Bedroom Flat

Six Unit Terrace (One Bedroom Flat)

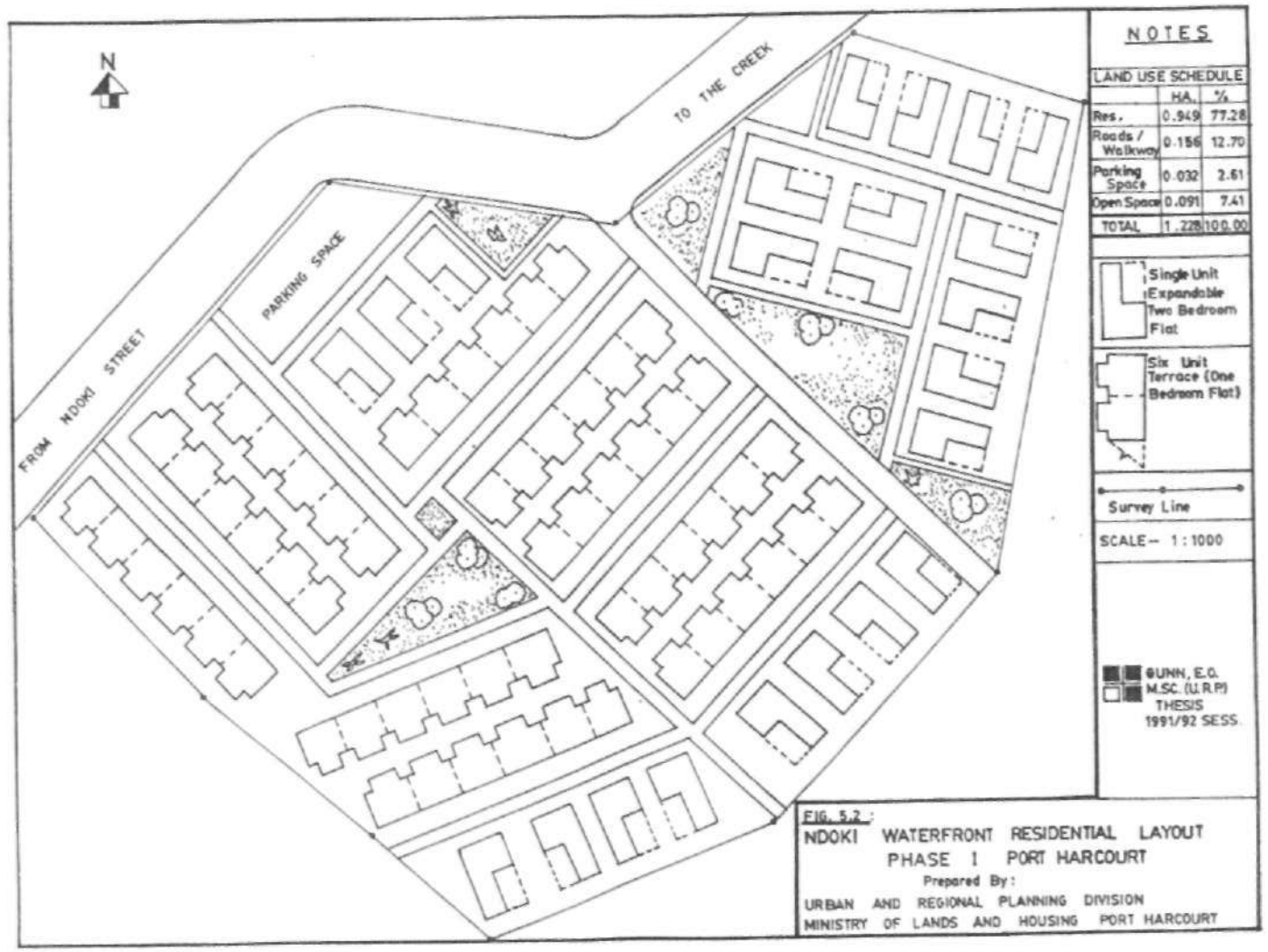
SCALE 1 : 2000

Area Developed in Phase I

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THESIS
1991/92 SESS.

FIG. 5.1 :
MARINE BASE WATERFRONT RESIDENTIAL LAYOUT PHASE I PORT HARCOURT

Prepared by :
URBAN & REGIONAL PLANNING DEPT. MINISTRY OF LANDS & HOUSING PORT HARCOURT


N
TO THE CREEK
PARKING SPACE
FROM NDOKI STREET
NOTES
LAND USE SCHEDULE
HA. %
Res. 0.949 77.28
Roads / Walkway 0.156 12.70
Parking Space 0.032 2.61
Open Space 0.091 7.41
TOTAL 1.228 100.00
Single Unit Expandable Two Bedroom Flat
Six Unit Terrace (One Bedroom Flat)
Survey Line
SCALE— 1 : 1000
GUNN, E.O. M.SC. (U.R.P) THESIS 1991/92 SESS.
FIG. 5.2 :
NDOKI WATERFRONT RESIDENTIAL LAYOUT PHASE I PORT HARCOURT
Prepared By :
URBAN AND REGIONAL PLANNING DIVISION
MINISTRY OF LANDS AND HOUSING PORT HARCOURT

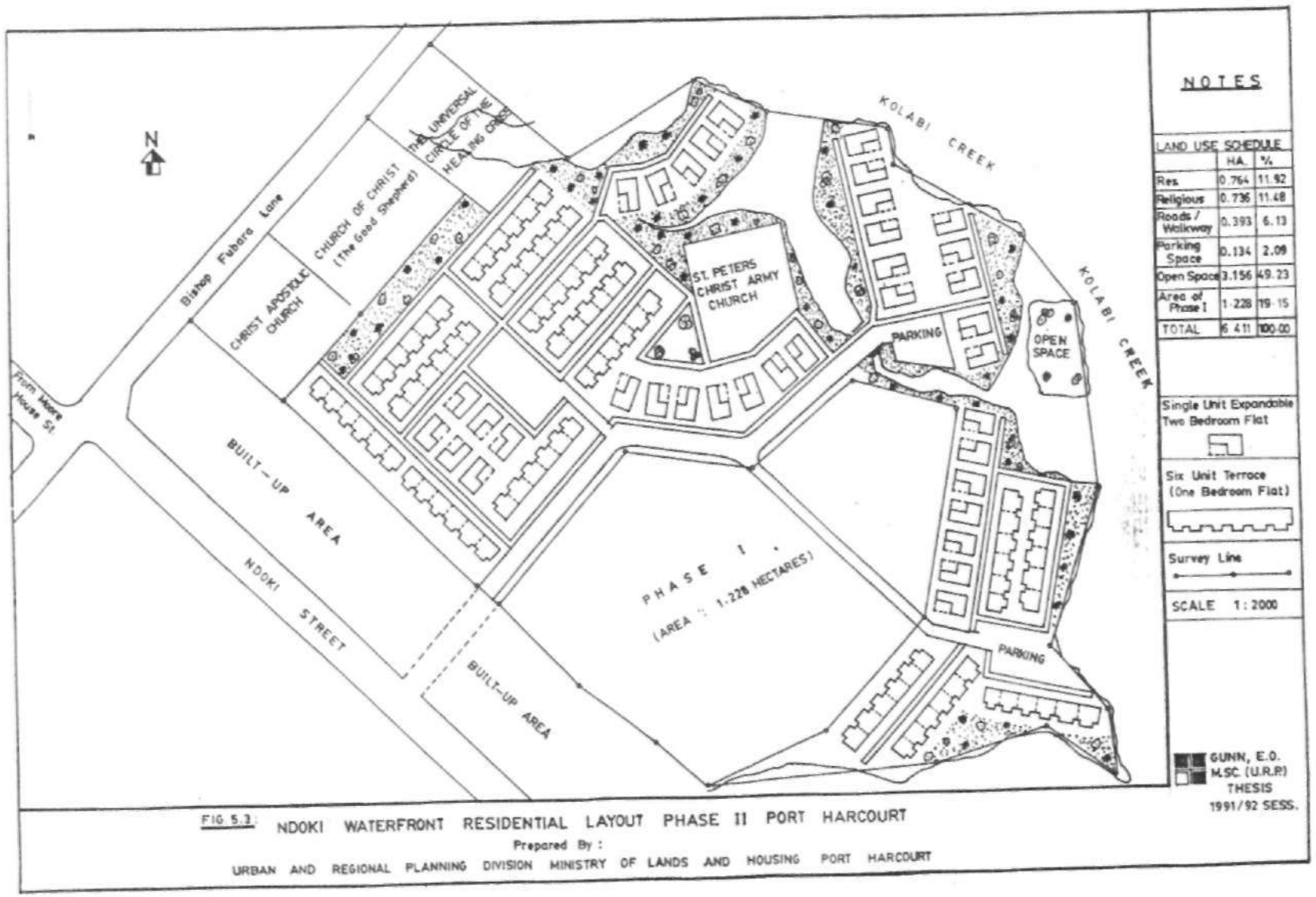


FIG 5.3: NDOKI WATERFRONT RESIDENTIAL LAYOUT PHASE II PORT HARCOURT

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Still on the objectives of the scheme, the Rivers State Military Governor (1991, pp. 1-2) declares:

> In the current Government Urban Renewal Policy, the target or action area is to be cleared of temporary structures and to be rebuilt with modest supply of community facilities and services as well as infrastructure. Such an environment stands to create conducive atmosphere for living, working and playing. It creates authentic grounds for raising up children who are more likely to be desciplined (sic) and responsible and therefore more mature prospective future leaders of this country.

It is clear from the preceding paragraphs that the scheme is aimed at improving the shelter and environment of the waterfront slum dwellers. The objectives are necessary for public interest but are not enough to achieve the ultimate goal of urban renewal schemes. A very important omission in the stated objectives is the means of sustaining the improved shelter and environment. Economic and social forces may inhibit or enhance the growth of slum settlements, and these factors need consideration in any renewal scheme. Success cannot be achieved if a redevelopment scheme does not address the economic and social upliftment of the target population to suit and sustain the improved shelter and environment.

5.2 THE REDEVELOPMENT STRATEGY:

Conservation, rehabilitation and redevelopment strategies of urban renewal are used depending on the degree of blight of the area to be renewed. Redevelopment has received much criticism because of the cost and social

issues involved. But in a situation where the environment and housing give impetus for fire traps, health menace, personality difficulties and breeding of criminals such that it is unfit for human habitation, only the redevelopment strategy can restore sanity. It is like allowing ones child pass through a painful surgical operation realizing that there will be a lasting benefit.

Based on the pathetic conditions of the provisional squatter settlements examined in Chapter 4, the redevelopment strategy of urban renewal adopted by the Rivers State Government is most appropriate. However, inadequate measures in its effectuation could have undesirable consequences which may prove to be even worse than abstaining from the renewal scheme.

5.3 THE LEGAL BASIS FOR THE SCHEME:

A conveniently arranged composite of legal and financial provisions, making energetic renewal action possible, is a pre-requisite for the effectuation of renewal programmes (Pomeroy, et.al., 1958). As noted in Chapter 2, there is no specific provision for renewal schemes in the Nigeria Town and Country Planning Law, and no such provision was made by the Rivers State Government for the renewal scheme. A renewal scheme without a statutory provision would not be successfully implemented.

military assistance without making provision for rehousing the residents before clearance. The Rivers State Housing and Property Development Authority plays only a supervisory role by ensuring that contractors work within the given specifications.

The Ministry also does the allocation and sale of houses after redevelopment. The Rivers State Housing and Property Development Authority is then invited to manage the estates. The Authority assist the beneficiaries in perfecting their ownership documents, work out monthly instalments and collect the instalments when due. Collection of the monthly instalmental payments has, however, been a difficult task for the authority as the beneficiaries do not cooperate in paying regularly.

The procedure used for the scheme deviated greatly from the conventional process highlighted in Chapter 2. It focused only on the physical aspects leaving other aspects of the problems of urban renewal to continue. Success in a renewal scheme is achieved only when the scheme comprehensively addresses the physical, environmental, economic, social, and psychological problems of the people. The vector must be identified and eliminated alongside curing the disease, otherwise the disease will continue. Mere construction of new residential houses is not enough to solve the problem of slums. Neglect of the economic emancipation of residents and the other intrinsic factors

perpetuates their bizarre habits, and the injurious living conditions of the waterfront settlements. A proof of this fact will be seen in the subsequent parts of this Chapter.

The process used by the Rivers State Government is an outright deviance from many planning principles and practice. For example, "Amenity" as an element of public interest is put to question. Amenity refers to the pleasantness of the urban environment as a place in which to live, work, and spend one's leisure time. It is a subjective element because of differences in values, whims, and beliefs of people (Chapin and Kaiser 1979). Amenity need to be balanced with other elements of public interest for a meaningful development. The balance required is one of the basic tasks of land use planning in which the physical planner is the key professional.

Without an urban renewal legislation defining the procedures and the agencies involved, as did the Rivers State government, planning principles cannot be properly considered in the planning and implementation of a renewal scheme even if a planner is invited at a point in the process.

Public participation as an important factor in planning was not considered, hence, opposition was received from residents which was followed by a forceful ejection.

A plan to transform the slums into a healthy, safe and convenient environment should also consider measures to stop further growth of slums. There seems not to be any attempt to check migration rate into Port-Harcourt both at the national and state government levels.

5.5 SOURCES OF FINANCE:

The cost of the scheme was to be borne by the Rivers State government (RVSG) and the beneficiaries. It was proposed by the RVSG that the Federal Government would provide the sum of =N=800,000.00 as Financial assistance to facilitate the upgrading of Marine Base and Gbundu slum settlements under the International Year of Shelter for the Homeless (IYSH - 1987) Programme of Action.[3] The Federal Government assisted in the provision of water and a traditional market for the Marine Base Community at a cost of =N=450,000.00[4]

Financial allocation to the scheme is done during the annual budget speech. The scheme's allocation is included in the annual allocations to Housing Estates in Port Harcourt. Figures extracted from the RVSG annual budgets are presented in Table 5.1.

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[3] Nigeria (1989,b); Marine Base Urban Renewal Scheme, Port Harcourt, Rivers State; Federal Ministry of Works and Housing, Urban and Regional Development Division, Lagos; p.2

[4] Ibid, p.6

Table 5.1: Financial Allocations for Housing Estates in Port Harcourt

	COST/PLAN ALLOCATION 1981-85 ₦	APPROPRIATION 1983 ₦	APPROPRIATION 1984 ₦	APPROPRIATION 1985 ₦	APPROPRIATION 1986 ₦	APPROPRIATION 1987 ₦
Housing Estates in Port Harcourt	78,100,000.00	2,500,000.00	500,000.00	1,050,000.00	1,149,200.00	2,000,000.00

	COST/PLAN ALLOCATION 1990-92 ₦	APPROPRIATION 1990 ₦	APPROPRIATION 1991 ₦
Building of Low Cost Houses	21,250,000.00	3,000,000.00	10,000,000.00

SOURCE: Rivers State of Nigeria: Approved Recurrent and Capital Estimates, 1981-1991; Ministry of Finance and Planning, Port Harcourt.

In the 1989 budget, the sum of =N=5,000,000.00 was specifically allocated for the construction of 89 units of low-cost houses in Marine Base Estate Phase I.

This is an inadequate funding procedure and has contributed to the slow pace of work rendering many people homeless. As a capital-using process, Government alone cannot meet the financial demands of urban renewal. Funds cannot be provided at a time to expedite the scheme since money is also directed to improving other sectors of the state's economy.

5.6 LOCATIONAL SETTING OF THE SCHEME:

Although not documented, a substantive rationale can be deduced from the locations of the different estates. The Ndoki, Marine Base and Aggrey Road Waterfront residential estates are attempts to integrate the areas into the existing abutting residential uses which are high density areas.

Convenience in terms of distance from residential area to work, shopping and leisure areas were considered. The estates have adequate access to other neighbouring land uses (see Fig. 5.4).

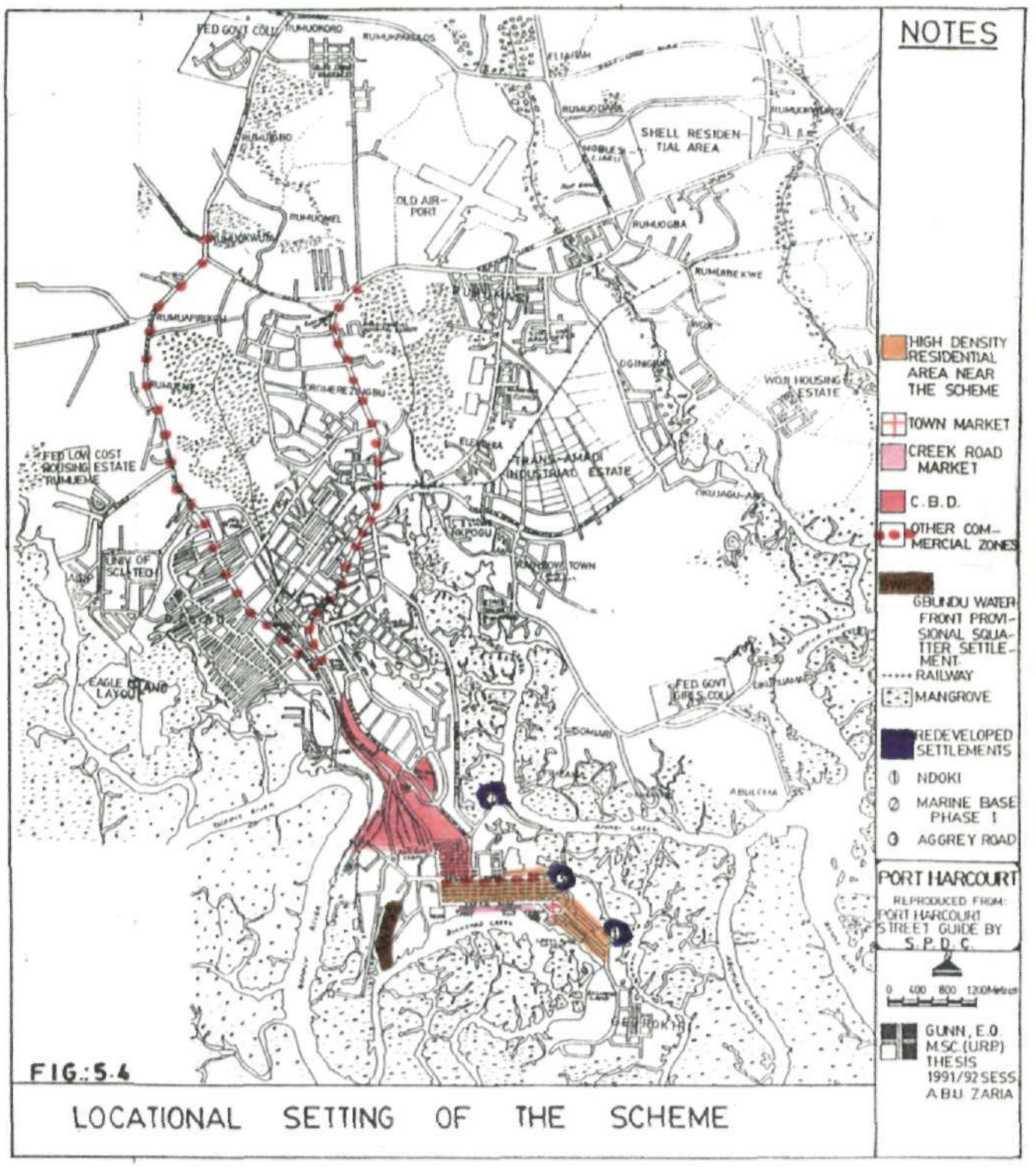


FIG.5.4

LOCATIONAL SETTING OF THE SCHEME

5.7 TYPES AND NUMBER OF HOUSES AND HOUSE HOLD UNITS

There are two types of houses constructed under the scheme. A detached two-bedroom bungalow and a block of six units one-bedroom row housing (see Plates IX and X; and Fig. 5.5 and 5.6).

The three estates that have been completed and allocated have the following household units.

Table 5.2: Number of Household Units in the Three Estates

Name of Estate	Year of Completion and Allocation	Number of Units 2-Bedroom	1-Bedroom	Total
Ndoki	1988	77	78	155
Marine Base Phase I	1989	19	84	103
Aggrey Road	1991	30	90	120
		126	252	378



PLATE IX : 2-BEDROOM FLAT



PLATE X : SIX UNITS 1-BEDROOM ROW BLOCK

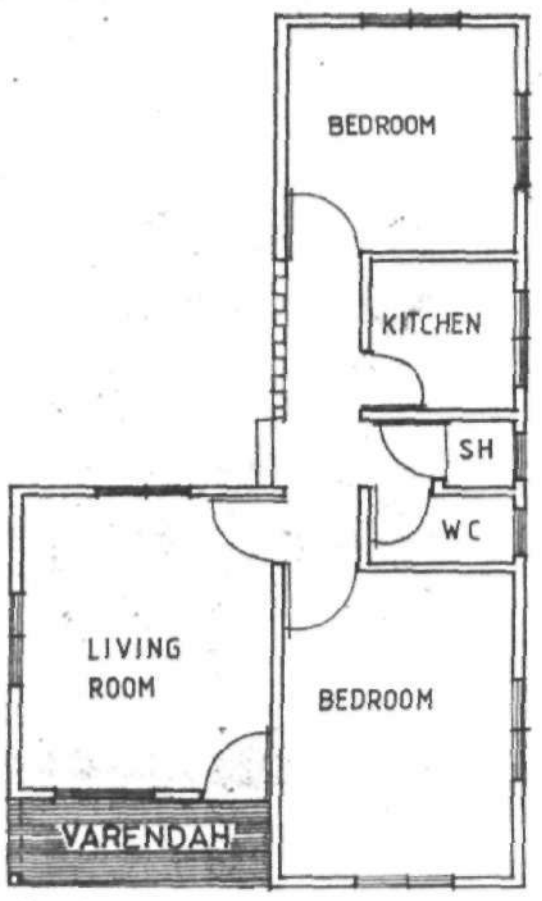


FIG. 5.5: 2-BEDROOM FLAT

Scale: 1:100

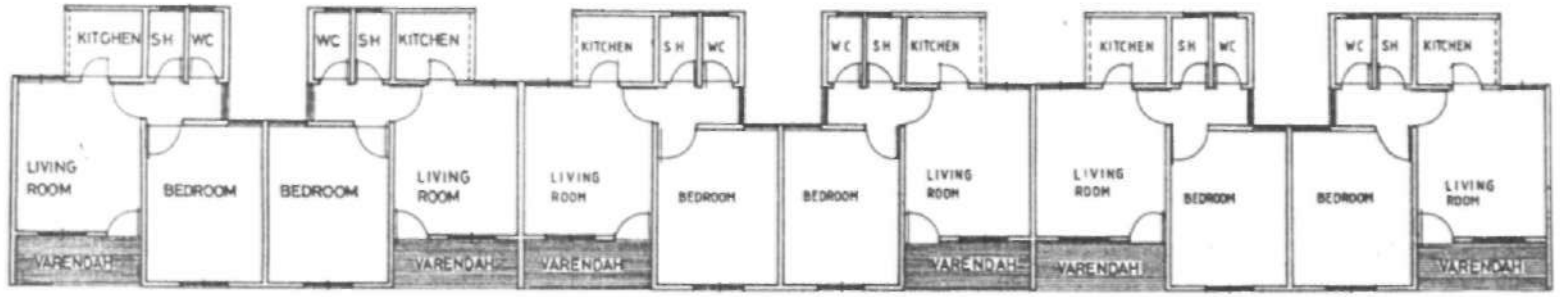


FIG. 5.6: SIX UNITS 1-BEDROOM ROW BLOCK

SCALE — 1 : 200

5.8 POPULATION ANALYSIS:

The three redeveloped waterfronts had a population, a large part of which was not catered for after the scheme. The Ndoki and Marine Base settlements had a total population of 47,000*[5] before renewal. But after renewal their total population as at October, 1992 was 1,516. A breakdown for the communities is shown in Table 5.3.

Table 5.3: Population Before and After Redevelopment

Name of Estate	Population Before Redevelopment	Population After Redevelopment	Unaccommodated Population
Ndoki	2,000 *	870*	1130*
Marine Base	45,000"	646+	44,354
Aggrey Road	-	699+	-

SOURCES:
* Ikejiaku, 1989
+ Field Survey, 1992
" Nigeria, 1989b, p.3

5 This figure does not include the population of Aggrey Road waterfront settlement before redevelopment because of inadequate enumeration before redevelopment.

The Marine Base Scheme was planned for a total land area of 8.47 hectares but only 2.61 hectares was developed and is accommodating only 646 persons out of 45,000 persons cleared from the site. No provision was made for the unaccommodated population. The inability in completing the Marine Base Scheme still hangs on inadequate funding and the absence of an articulate management. If there were enough funds the scheme would have been implemented to cover the whole land area cleared for redevelopment.

The new density standards that the Government aimed at achieving might have been responsible for not accommodating all who lived in the slum neighbourhoods before the redevelopment. But then, there is a sharp contrast between the standard used and that of neighbouring residential areas. The density of the redeveloped waterfronts are more of a medium and low density residential neighbourhoods instead of a high density neighbourhood which abuts the estates, and which the scheme is aimed at accommodating.

Ogionwo (1979b), in his study puts the population density of high density residential areas in Port Harcourt (for example, Diobu) at 157 persons per acre (that is, 388 persons per hectare). But the Ndoki Estate has a density of 136 persons per hectare, while Marine Base Phase I has a population density of 247 persons per hectare. The density is not even up to the recommended density standard in Table 3.3 which puts high density areas to be 201 to 375 persons

per hectare, and specially high density areas to be 376 to 600 persons per hectare. The result of this, is a proliferation of slum - squatter settlements since victims moved for refuge in other waterfront slum settlements.

The government has over the years encouraged the existence and growth of the waterfront slum settlements by issuing development permits in the form of "Temporary Occupation License" (TOL). The government is therefore morally bound to provide an alternative accommodation at reasonable terms before demolition. This was not the case, instead, it was an abuse of the residents' welfare which the government is meant to protect.

5.9 SOCIO-ECONOMIC CHARACTERISTICS:

In order to ascertain whether the social mix of people as it was before renewal (see Section 4.2.3) changed after renewal, data on level of education, employment and incomes of the residents of the renewed settlements were analyzed.

5.9.1 Level of Education and Employment Structure:

The educational status of residents of the three redeveloped settlements have a remarkable difference from Fig. 4.2. Whereas about 58 per cent of residents of the slum settlements had a maximum of secondary school education, about 66.66 per cent of the respondents in the redeveloped settlements have a minimum of post-secondary

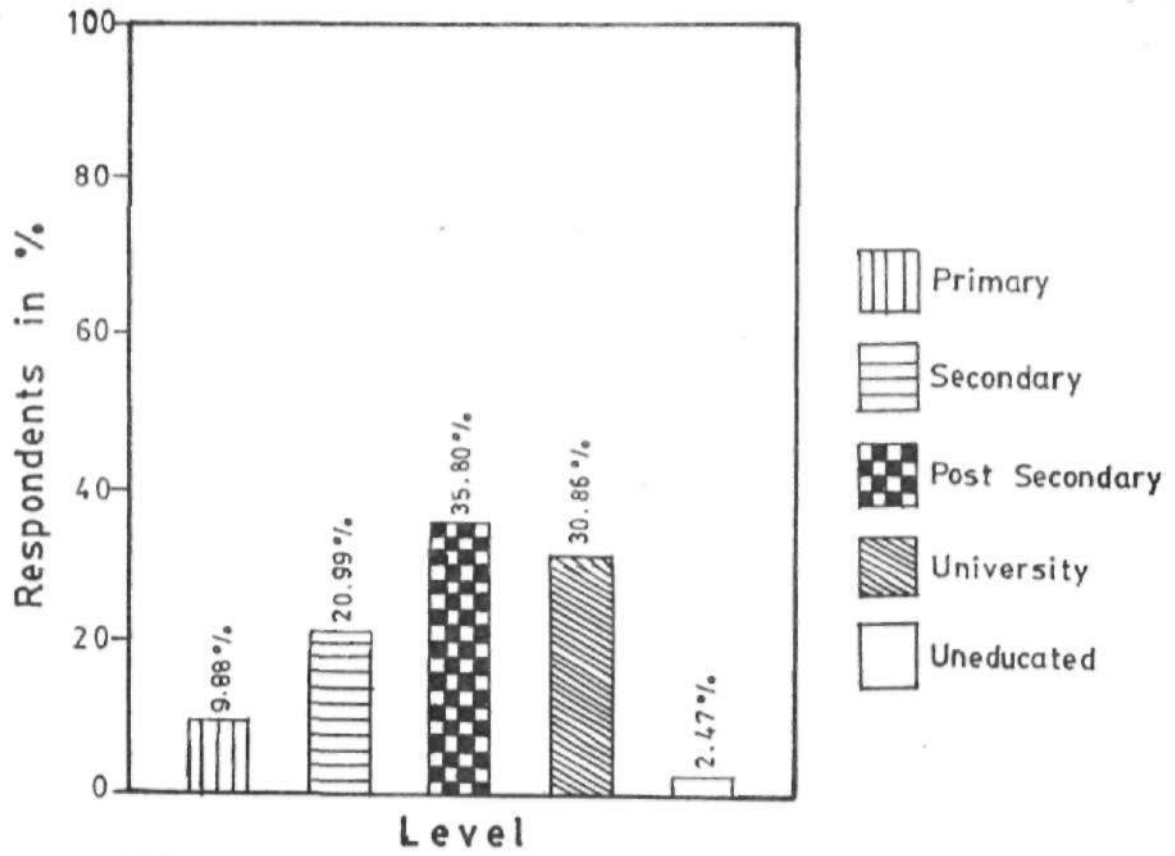


FIG.5.7 : EDUCATIONAL STATUS

Source : Field Survey, 1992

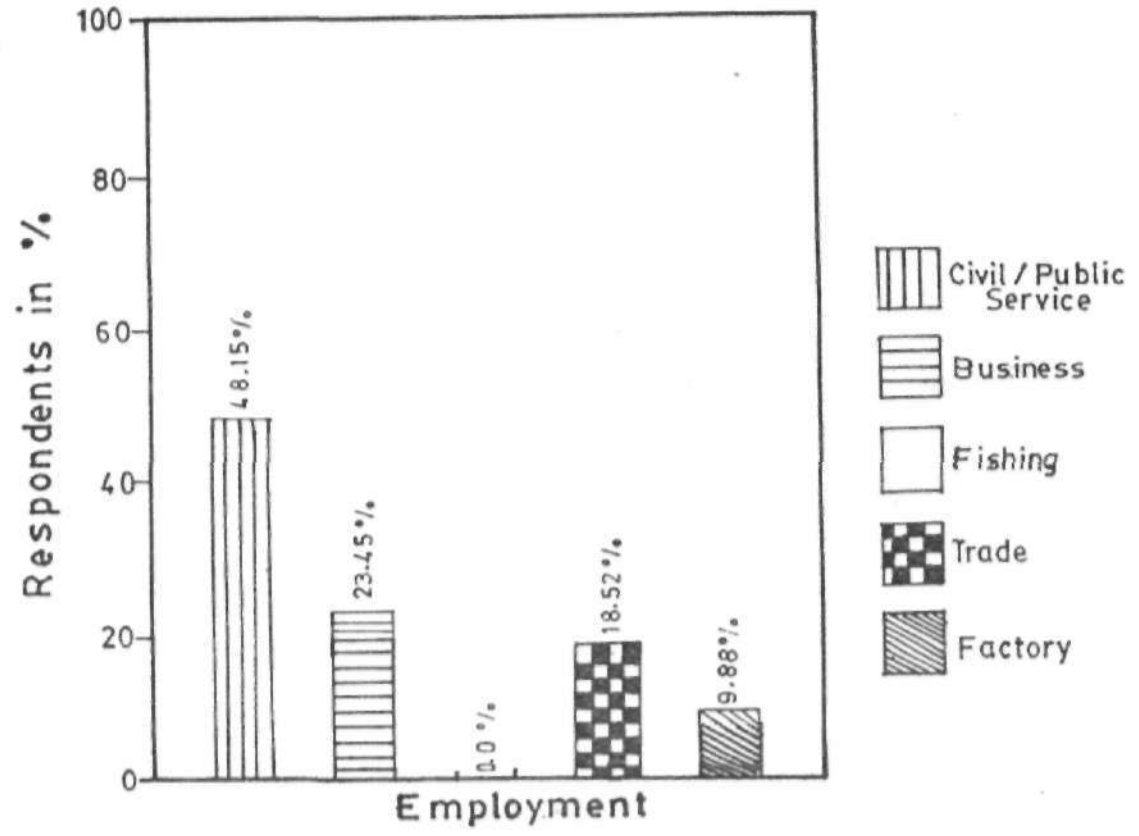


FIG. 5.8 : EMPLOYMENT STRUCTURE

Source : Field Survey, 1992.

education as reflected in Fig. 5.7.

The difference in the educational status of the two neighbourhoods is further reflected in the employment structure. Although both neighbourhoods have a higher proportion employed in the civil service, that of the redeveloped waterfront settlements are of a higher status. There was no respondent who claimed fishing as his primary occupation (See Fig. 5.8).

5.9.2 Level of Income:

Unlike respondents in the slum-squatter settlements, the monthly earnings of beneficiaries of the waterfront estates is fairly distributed among the different income brackets presented in Fig 5.9. Comparison of the monthly income structure of redeveloped and undeveloped settlements was done by assigning weights of 1 to 5 in ascending order to the income groups. Table 5.4 present the weights obtained.

Fig. 5.10 reflects the distinct difference in income distribution in the two neighbourhoods. In section 5.4 it was noted that the Rivers State Housing and property Development Authority have problems in collecting the instalmental payments, since beneficiaries do not pay regularly. If the present beneficiaries of the redeveloped settlements cannot pay regularly, the difference in the income distribution puts the ability to pay by the slum

Table 5.4: WEIGHTS OF INCOME GROUPS IN REDEVELOPED AND SLUM SETTLEMENTS

INCOME GROUP	REDEVELOPED SETTLEMENTS			SLUM SETTLEMENT (Gbundu Waterfront Settlement)		
₦	% DISTRIB-UTION	ASSIGNED WEIGHT	% TOTAL WEIGHT	% DISTRIB-UTION	ASSIGNED WEIGHT	TOTAL WEIGHT
1-500	23.45	1	23.45	54.21	1	54.21
501-1000	28.40	2	56.80	34.21	2	68.42
1001-1500	18.52	3	55.56	9.21	3	27.63
1501-2000	16.05	4	64.20	2.37	4	9.48
2001 +	13.58	5	67.90	0.0	5	0.0
	100.00		267.91	100.00		159.74

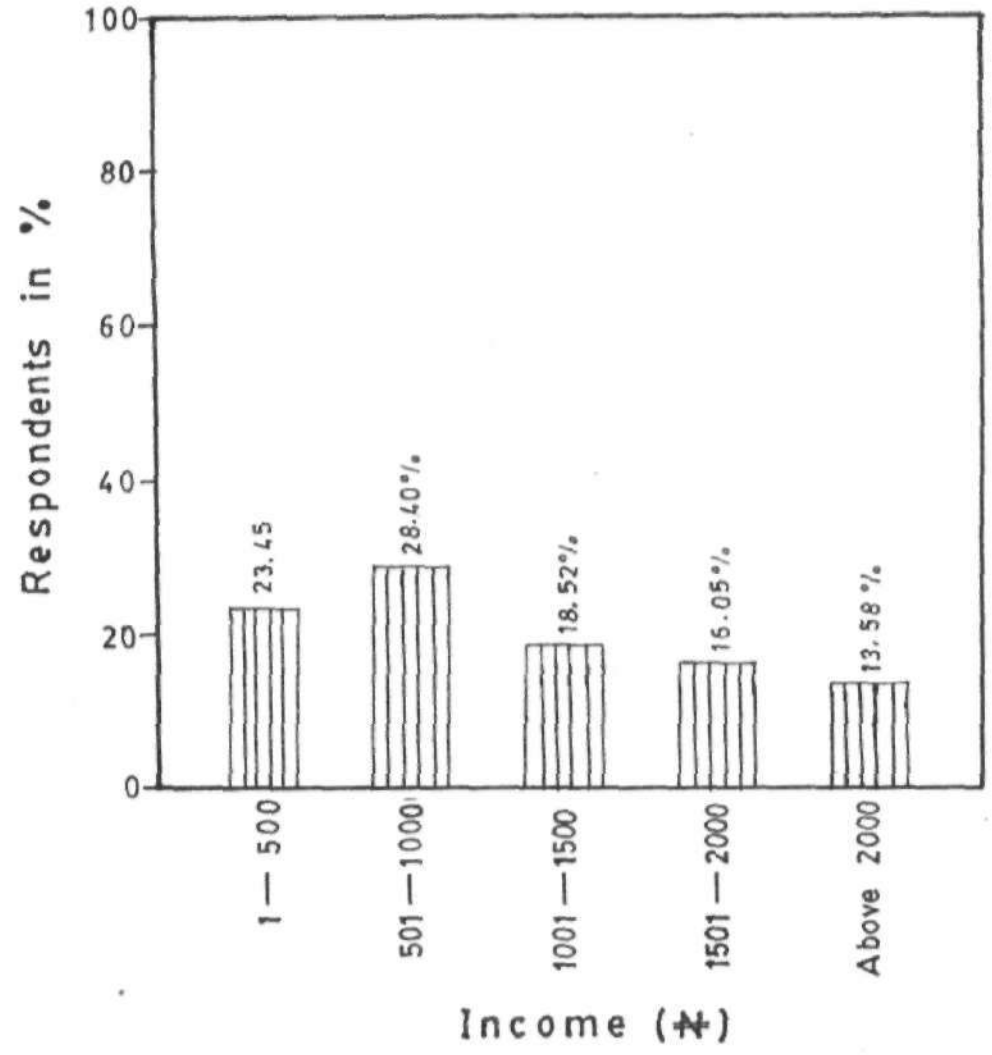


FIG. 5·9 : MONTHLY INCOME
Source : Field Survey, 1992.

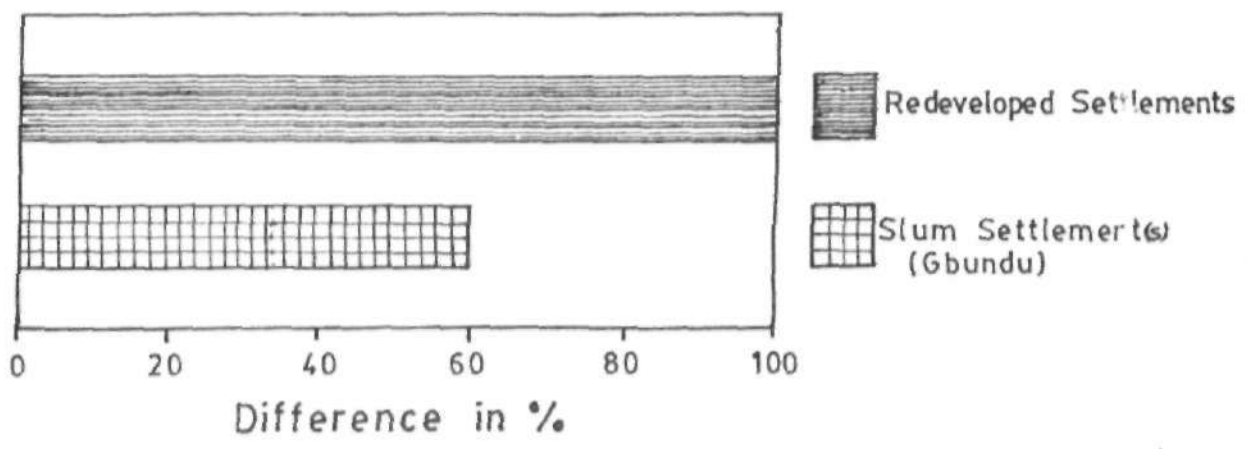


FIG. 5.10 : COMPARISON OF MONTHLY INCOME STRUCTURE OF REDEVELOPED AND SLUM WATERFRONT SETTLEMENTS IN PORT HARCOURT

Source : Field Survey, 1992.

dwellers in doubt.

5.10 HOUSING INFRASTRUCTURE AND SERVICES:

Facilities and services such as Kitchen, toilet, electricity and water are provided for each unit. But all respondents complained about the size of the kitchen, rooms and the design. They suggested rooms larger than the present size since they are one-room and two-room apartments accommodating an average of 6 persons.

The socio-economic survey indicate that beneficiaries are not necessarily low income earners. Some of them have car(s) which cannot be parked in front of their dwelling units because of inadequate access roads measuring 2.0 metres. The general parking lots are abandoned by car owners because of insecurity in the neighbourhoods.

There is also the problem of inadequate drainage which results in flooding of the estates especially the Ndoki Estate. There is improvement on Marine Base and Aggrey Road residential estates' drainage network. But the drainage provided at Aggrey Road estate constitute a "death trap" for children as they are wide open between two parallel block of buildings.

All the estates are adequately accessed to other land uses. The Marine Base Estate which is far from existing markets is provided with a neighbourhood market of eighty-two stalls.

5.11 HOUSING AND NEIGHBOURHOOD QUALITY:

Although all respondents expressed appreciation for being provided with accommodation, they did not fail to mention their dissatisfaction regarding the quality of houses built by the contractors (See Fig. 5.11). Houses which are not yet five years of age have started experiencing cracks, leaking roofs and faulty septic tanks like the one on Plate XI. This is an indication that the contractors were not properly supervised and substandard materials were used for the construction.

Two block of flats containing 12 family units backing each other use the same septic tank. The fragile pipes used for connection are exposed and some have broken thus polluting the environment.

Solid waste is dumped indiscriminately as it was when the settlements were slum. 70.37 per cent of the respondents dump solid waste directly into the adjacent stream. Only 23.46 per cent of the respondents claimed using organised collection method in disposing solid waste (see Fig. 5.12). Some dump it on any open space such as the one found on Plate XII. This habit is infectious both to man and the aquatic lives. The residents are yet to live a decent life as a result of not giving them an orientation on the new living standards expected of them before resettlement.

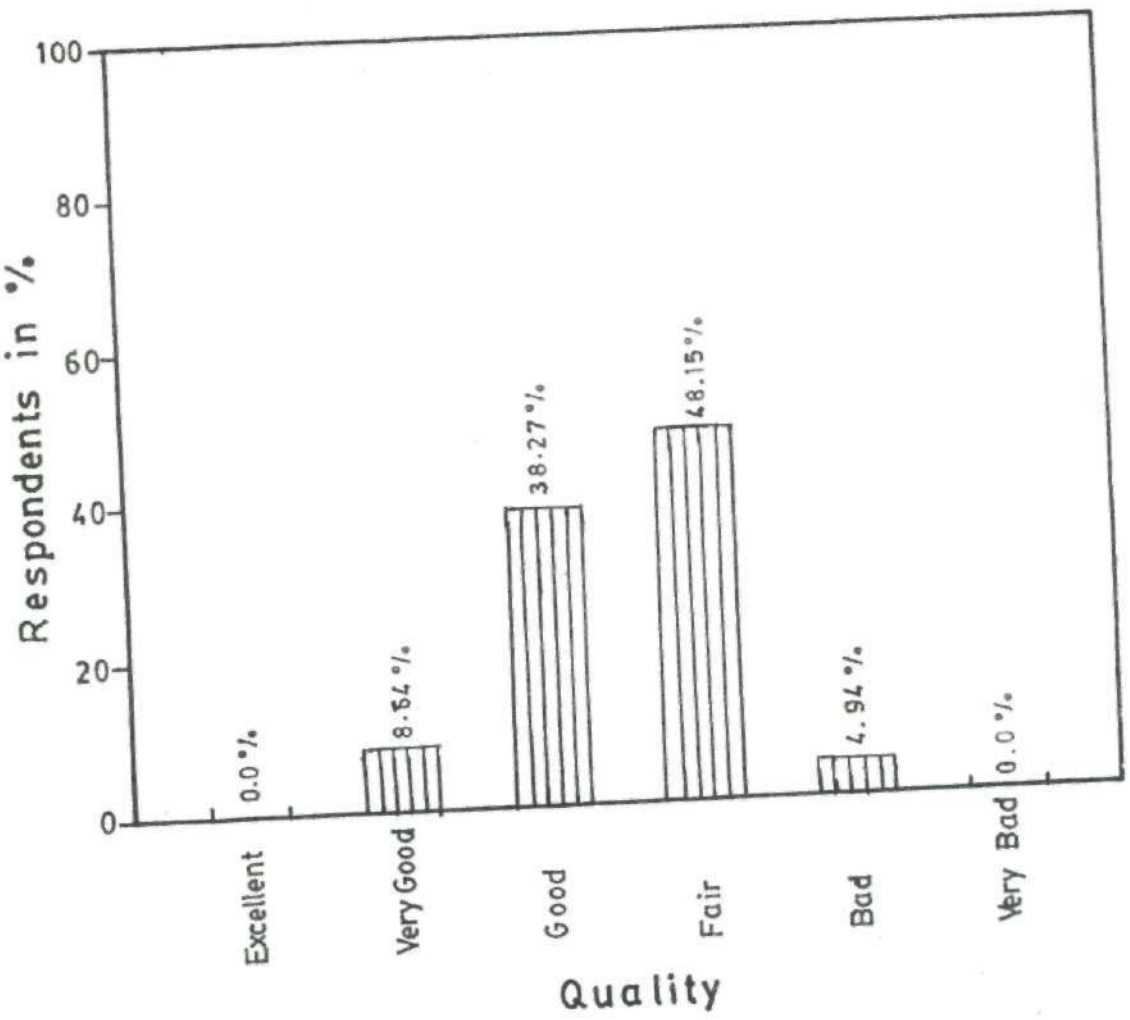


FIG. 5.11 : QUALITY OF HOUSE

Source : Field Survey, 1992.



PLATE XI : HOUSE WITH CRACKS AND FLOODED ACCESS ROAD

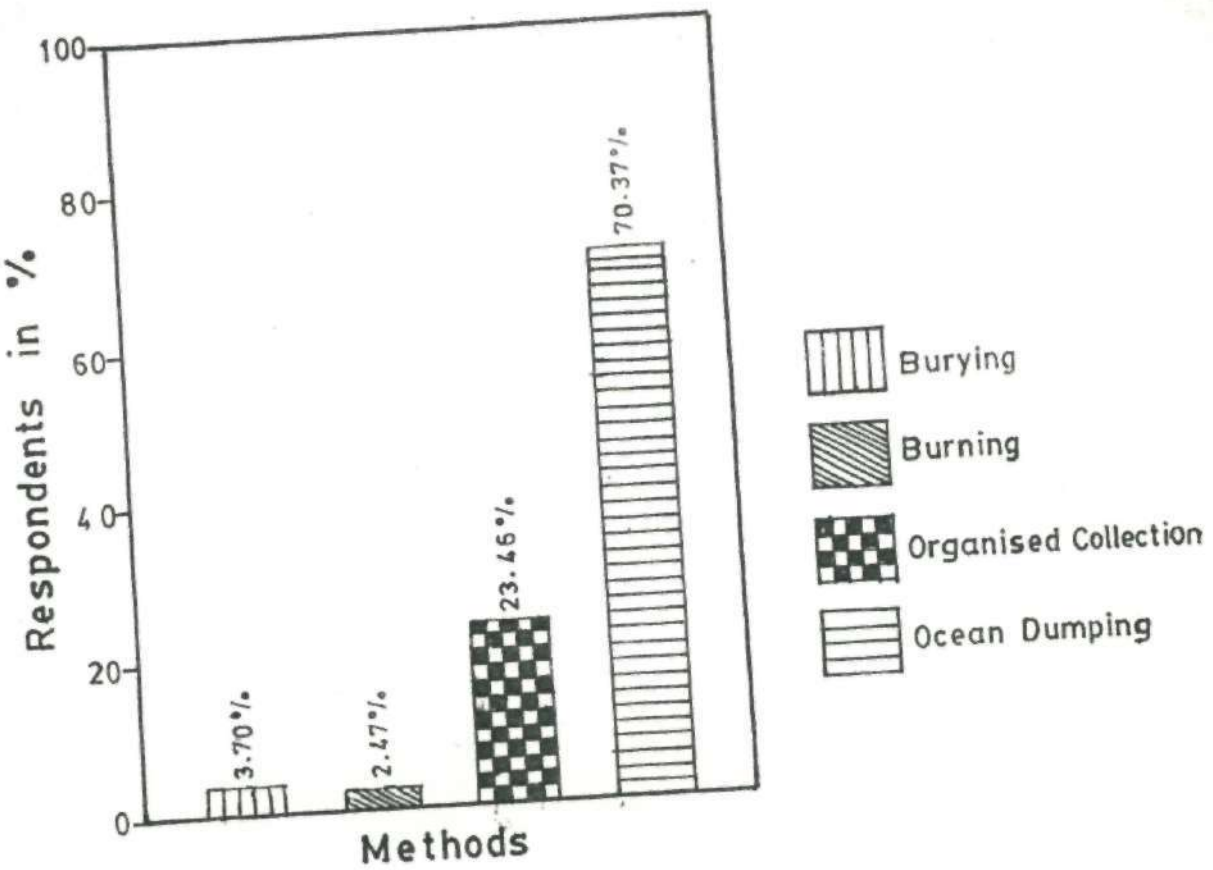


FIG.5.12 : METHOD OF SOLID WASTE DISPOSAL

Source : Field Survey, 1992.



PLATE XII : INDISCRIMINATE DUMPING OF SOLID WASTE

5.12 CONSTRUCTION AND SALE OF HOUSES:

Except respondents at Aggrey Road waterfront estate, all assessed the cost of buying their dwelling units to be fair. Inflation in the economy affected the cost of construction and the selling price for houses at Aggrey Road residential estate.

The costs presented in Table 5.5 do not include the cost of infrastructure and services to the neighbourhoods.

Table 5.5: Construction and Sale of Houses

	Cost of Construction per Unit		Selling Price Per Unit		Amount per monthly Instalment		
Name of Estate	2-Bdrm.	Six 1-Bdrm.Blk.	2-Bdrm	1 Unit of Six 1-Bdrm Blk.	2-Bdrm	1 Unit of Six 1-Bdrm Blk.	Remarks
	₦	₦	₦	₦	₦	₦	
Ndoki	40000.00	150000.00	26640.00	16675.00	113.40	70.80	A discount of 33% was given.
Marine Base Phase I	61000.00	245000.00	60000.00	40000.00	175.00	145.04	-
Aggrey Road	85000.00	358000.00	90000.00	66000.00	250.00	183.33	Selling price per unit and Amount per monthly instalment not yet determined, but based on 30 years.

SOURCES: Rivers State Housing and Property Development Authority, and Field Survey, 1992.

redevelopment.

include: economic, social, and psychological factors, including the unchecked immigration rate.

Another planning problem is the non-inclusion of an orientation programme for beneficiaries of the redeveloped settlements. Thus, some continued with their unhealthy living habits after resettlement.

6.2 THE PROBLEMS OF IMPLEMENTATION:

The problems of implementation of the scheme include: poor funding, poor quality of construction, inadequate security, resistance of residents of the affected areas and the use of Land.

6.2.1 Finance:

Urban renewal schemes involve large sum of money which cannot be left for only the government to provide. The funding of the Port Harcourt's scheme has been solely from the government. The insufficient funds provided by the government alone is a major factor responsible for the slow pace of the scheme's implementation.

6.2.2 Poor Quality of Construction:

The quality of materials and the construction of the houses is poor. Houses which were not yet 5 years old have started cracking and having leaking roofs. This is an indication of the inadequate supervision of the scheme.

6.2.3 Security Problems:

In the planning and implementation of the scheme the safety of the people was not given adequate consideration. The redeveloped settlements are exposed to invasion by criminals. This has made car owners not to park their cars in the car parks provided for the neighbourhoods.

The drainage system in the three estates is inadequate. Although there are improvement at later stages, the uncovered drainage network in Aggrey Road residential estate forms a 'death trap' especially for children.

6.2.4 Resistance of Residents of Affected Areas:

Almost all the 108 respondents in Gbundu settlement accepted the renewal scheme, but, they also resist further implementation of the scheme. The major reason for such opposition is the fear of not benefitting from the allocation of houses after redevelopment. About 60.50 per cent of beneficiaries of the redeveloped settlements were not residing in the slum settlements before the redevelopment exercise. The scheme was not properly directed to the target population.

Other reasons include the economic and social losses suffered as a result of the clearance without compensation, alternative accommodation, nor assistance to meet the demands of the proposed development. This has rendered them homeless and has increased the population density of other

slum settlements as they serve as the only refuge for such victims.

Some of the slum dwellers prefer their present condition to the renewed settlements (although, they would want a change) because of the unaffordable cost of the new houses. The government's action was a destabilisation, instead of improvement on the economic wellbeing of victims.

Government has not done anything to resolve the cause of the resistance since residents can be forcefully ejected whenever a new phase will be developed. The renewal scheme is an `unintended' instrument of oppression to the victims, especially, the involuntary residents.

6.2.5 The Use of Land:

Land was not optimally utilised to accommodate the ejected population. In section 5.8 of chapter 5 the population density of Ndoki Waterfront Residential Estate was put at 136 persons per hectare, and Marine Base Phase I had a population density of 247 persons per hectare. These densities are suitable for low and medium densities residential areas (See Table 3.3).

Blocks of flats accommodating nine household units each would have accommodated more people to an acceptable high population density level which is also within the recommended development ratios presented in Table 6.1.

Table 6.1: Recommended Development Ratios For Residential Land Use

Density	Ratio	Max. Number of floors (Ground floor inclusive)
Low	0.10-0.50	1 - 2
Medium	0.51-0.60	1 - 3
High	0.61-0.80	1 - 4

SOURCE: Adapted From,

1) Development Ratios for Residential Land Uses in Port Harcourt Planning Area.
2) Development Ratios for Residential Land Uses in Kaduna Planning Area.
3) Mausbach, H. (1970): Introduction to Town Planning, Werner-Verlag GMBH, Dusseldorf, Germany (German Text)

Considerations which may negate this proposal in urban areas include the Land's Load bearing capacity. This can be overcome with modern engineering technology. The Land in question is not worse than Lands used for residential (high rise) developments in the Netherlands and other countries susceptible to flooding.

To illustrate, the total land area of 8.471 hectares for the Marine Base Estate will be used. The following should be noted:

(1) 32 per cent (that is, 2.71 hectares) of the total land area is set aside for roads, facilities and services (Adapted from: Obateru, 1986 p. 34).

(2) Number of Household Units per block of flats is 9.

(3) Number of floors per block of flats (ground floor inclusive) is 3.

(4) Total floor area for each dwelling unit is as shown in Table 6.2.

Table 6.2: Estimated Population to be Resettled in the Marine Base Scheme

No. of persons	No. of Bed-rooms	Floor Area		Base Area per BLK. of Flat	Household Units in %	Total No. of BLKs of Flats	Total floor Area	Total No. of House-hold Units	Total No. of Occup-ants
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
		Net	Gross	(4) x 3			(5) x 3x (7)	(7) x 9	(1) x (9)
No	No	m^2	4^2	m^2	%	No	m^2	No	Persons
2	1-1½	40	50	150	16	8	3600	72	144
3	2	65	80	240	30	15	10800	135	405
6	3	100	125	375	54	27	30375	243	1458
11	6			765	100	50	44775	450	2007

NOTES

1. Development ratio is 0.78 (That is, $\frac{44,775}{84,710-27,107}$

2. Occupancy rate is 1.83 persons per room.

3. Net Population Density is 348 persons per hectare

4. Gross Population Density is 237 persons per hectare.

Using the above criteria, Ndoki waterfront residential estate with a total Land area of 6.411 hectares would have accommodated 1,519 persons instead of 870 persons.

CHAPTER 7

RECOMMENDED APPROACHES TO IMPLEMENTING THE SCHEME AND CONCLUSION

The preceding chapter identified the problems in the scheme and the explanatory factors. Based on the findings, proposals and implementation strategies for a successful renewal scheme are made in this chapter.

7.1 RECOMMENDED APPROACHES:

The findings from the study are to serve as a guide in successfully planning and implementing redevelopment schemes especially, subsequent phases of the Port Harcourt's waterfront renewal scheme. However, this does not mean that no improvement will be made on the estates studied.

For a comprehensive approach to solving the problems identified, the proposals are subdivided into three, viz:

(i) Rehabilitative Measures aimed at improving on the developed estates to meet acceptable standards.

(ii) Preventive Measures directed at discouraging the proliferation of slum-squatter settlements.

(iii) Curative Measures in relation to solving the problems identified in the planning and implementation of the scheme.

7.1.1 Rehabilitative Measures:

The importance of health and safety as an element of public interest cannot be overemphasised. The beneficiaries of the redeveloped estates should be educated on the decent living habits expected of them. As residents of the estates are educated on better sanitary habits, the Rivers State Environmental Sanitation Task Force need to cooperate by providing organised refuse collection points and dispose them regularly.

In a corporate housing development, it is not necessary for individual dwelling units to have a garage. The issue of security should be combated by fencing the neighbourhoods and forming vigilance committee. The government should fence the estates and beneficiaries pay for it instalmentally in addition to their monthly instalmental payments.

Immediate attention should be given to the houses which have started cracking, and leaking roofs. Improvement on the drainage network to avoid flooding is very necessary, and open drains be covered.

7.1.2 Preventive Measures:

Migration was identified as a major factor in the formation of slum-squatter settlements in Port Harcourt's waterfront. In order to curtail additional burden to the existing slum problems, rural-urban migration should be

discouraged by regional planning and development. The difficult terrain of Rivers State has made urban development to be concentrated in Port Harcourt thus encouraging rural-urban migration, the root cause of slums. Rivers State is overdue for another state, such that the indigens of the new state will move to develop the new capital, thus, reducing Port Harcourt's population. A lesson can be learnt from the new states created in 1991.

The Rivers State Rural Industrialisation Programme has not been given the needed attention. Enhancing the completion of the rural industrial estates at Ahoada and other designated places is also a step in the right direction.

Further unauthorised developments in the waterfront slum settlements and new migrants should be checked by keeping proper records and issuing identity cards to existing slum families, and adequate penalty given to offenders.

7.1.3 Curative Measures:

From the scenario, a successful redevelopment scheme depends on an articulate administrative, legal and financial structure; acceptable policies for the participation and relocation of affected persons; all based on an effective physical plan.

(a) for the supply, construction, manufacture, maintenance or repair by that person or body of persons of any property moveable or immovable that is necessary or appropriate for the purposes of the authority;

(b) for the provision by that person or body of persons of such services as the Authority may require for the performance of its function.

An Urban Development Agency should be established to take up the functions of the RSHPDA and the functions which have been the preoccupation of the Urban and Regional Planning Division of the Rivers State Lands and Housing 4l Bureau, including urban renewal. A degree of autonomy has to be given to the agency for efficient administration.

(ii) Housing Provision:

A major reason why the slum dwellers object to the scheme is the unaffordable cost of houses and the problems of allocation. For the houses to be affordable, beneficiaries need better jobs. In this regard, emphasis should be given to the "Rivers State Skills Acquisition Programme" and the National Directorate of Employment "Small Scale Industrial Programme". Unemployed slum residents should be helped to learn a trade and assisted to establish.

It is however envisaged that even with appropriate financial assistance, many slum dwellers lack the physical and mental ability to escape from poverty. The houses should therefore not be on live purchase but rental for the low income earners at a reasonable rate which should not be more than the housing allowance for the least paid civil servant. The medium income earners can be given the opportunity to buy, or financial assistance to build on a serviced land.

A bifurcation of the housing market will facilitate meeting the demand for better accommodation. This needs an effective combination of public and private enterprise. Government should (through the Urban Development Agency) provide a site and services scheme, and invite mortgage institutions and individuals to build houses.

The Rent Control Edict should be reviewed to reflect the realities of the time and houses built for rent be guided by the edict. Also to be reviewed are the existing Building Regulations considering the terrain of the waterfronts and Port Harcourt in general, and the available building materials. The regulations should be strictly adhered to in any development.

As an encouragement to the private sector, the complex land acquisition and plan approval procedure should be reviewed to ease access to land and development permit.

(iii) Type of Housing Units,:

The single family detached house type and terrace units have to be discontinued. Instead, blocks of flats containing nine dwelling units each should be built in order to use the land area optimally for high population density. The model in Chapter 6, section 6.2.5 should be used.

(iv) Public Participation Incentives;

Renewal measures should not be imposed without explanation. Success is said to be achieved only when the target population appreciates the programme and cooperate. A well conceived public relation effort is therefore necessary. An understanding between the planning agency and the citizenry can be achieved through simple and clear discussions, radio and television programmes, exhibition, newspapers and posters. Personal and informal interaction with the people will reveal their socio-cultural and economic characteristics which are important for the design.

7.2 IMPLEMENTATION;

A plan may be well conceived but its implementation may distort the objectives because of several factors. Implementation of the proposals relates to the administrative framework, financing and phasing.

7.2.1 Administration;

A plan would not be achieved without a mention of an effective administrative set-up. An efficient administrative machinery starts from the political will of the politician in allocating appropriate funds to the agency and appointing the right people to manage it.

Even with an efficient administrative machinery, the plan cannot be fully implemented without an appropriate implementation procedure which should be administered within the context of the planning legislation. A comprehensive planning legislation is therefore very vital to the success of the scheme and the Urban Development Agency should be responsible for the planning and implementation of the scheme.

The following sequential steps are appropriate and should be used by the Agency:

(1) The Agency must declare by resolution that an area is for renewal based on some criteria and publicise such declaration. The criteria will determine the applicability of measures of conservation, rehabilitation and redevelopment. Public participation in urban renewal starts at this stage since a survey to determine the strategy will involve the public.

(2) A survey to determine the cultural, social and economic values and conditions of the people. This is to restore meaningful elements of social and cultural life after the scheme. The survey is also useful in updating the existing land use map, marking buildings, trees and sites of historic, cultural or architectural importance for preservation.

(3) Payment of compensation, the "site value" is paid for houses judged unfit, while full "market value" for houses judged to be fit. This is not applicable to the Port Harcourt's waterfront scheme since the settlements are squatter (illegal) settlements. However, adequate arrangements should be made for relocating residents.

(4) Encourage and "assist' victims who cannot meet the financial challenges of the proposed development to improve on their economic well being.

(5) Raze all structures to the ground except the ones to be preserved. Remove unwanted debris and level the ground for development.

(6) Survey the site and undertake an analysis for Load bearing capacity of the soil; hydrographic and slope analysis to determine the type and depth of drainage and type of land-uses to be located in a particular area; and their compatibility with neighbouring uses.

(7) Design to achieve objectives: Use survey results in item (2) and (6) to determine standards for housing, roads, places of worship, sanitary areas, open spaces, playgrounds and other necessary public facilities, and locations appropriate for them. Human scale (that is, the visual experience of the new developments in relation to the surrounding developments) should also be considered in the design.

The contents of the renewal plan are restricted to a specific area and it is a report incorporating description of the area, existing and proposed land uses, community facilities plan and the street pattern. It also includes land acquisition and disposal scheme, a detailed information on families and their relocation, methods of implementation, project improvement analysis, cost analysis and participation of various levels of government.

A coordinated team work is very essential for an acceptable and workable plan. The services of an architect, engineer, economist, sociologist and olher allied professionals, and community representatives are needed in

preparing the plan. And it is important for the planner to perform the coordinating function.

(8) Furnish site with all necessary services and allocate plots to individuals if they are to build. Allocate dwelling units to beneficiaries on completion if the agency is to build the houses.

(9) Public enlightenment campaign on the new standards for a healthy, safe and convenient life.

(10) Perfect contractual documents with beneficiaries.

(11) Visit Site regularly for appraisal.

7.2.2 Financing;

A meaningful progress cannot be made in this colossal problem if the government should finance the scheme alone as it has been. The scheme has to be made self-financing by zoning certain areas to generate income from low density developers such as private individuals, and companies building houses for their management staff.

The private sector should be mobilised to invest in housing and assist them to utilise the provisions of the Urban Development Bank of Nigeria and other mortgage institutions. The Urban Development Bank amongst other

functions provide resources to both public and private sectors for urban housing estates of not less than ten dwelling units. Subsidiary Mortgage Institutions should be given necessary directives to simplify Loan granting measures. But this will also require a high degree of ingenuity and enterprise from the beneficiaries. The banks field staff have to ensure that Loans are being properly utilised.

In line with the National Housing Policy, all should be encouraged to invest in the National Housing Fund. But proceeds from the fund should be used in building houses by the Low income beneficiaries in their villages, since they will be renting their urban dwelling units. Most Low income earners decide staying and dying in abject poverty in cities on retirement only to send their "remains" home because they were not having a house to live in the village. Building houses in the rural areas will encourage retired people to move home happily with their families and make provision for accommodating new immigrants into the city.

Government grants allocated to urban renewal by the Agency should be invested in preparing the site to attract developers. Such capital works include land acquisition, slum clearance, infrastructural development, environmental improvements etc. Part of the money can also be invested on building some units of houses for rental purposes. This is a long term income generating venture.

7.2.3 PHASING:

The scheme will involve a huge sum of money, and a somewhat complex procedure if it is not carefully implemented. This calls for phasing of the scheme.

It is envisaged that the scheme will be implemented in a seven-year development period (1994-2000).

Phase I (1994).

(1) Preparation of the legal instrument, strategic plan and approval.

(2) Acquisition of land in the urban villages and preparation of the land and remaining land area at Marine Base as a transitional ground for slum dwellers. Building of housing units to accommodate not less than 500 families.

(3) Zoning of the slum settlements for movement and informing residents to be moved on when they are expected to move.

(4) Socio-economic, environmental etc, survey of the areas to be developed in the second phase, and the design.

(5) Assisting the unemployed to learn a trade and establish.

Phase 2 (1995 - 1996):

(1) Moving of the first 500 families to the transitional hostels, maintaining their social ties, and educating them on the new living habit expected of them.

(2) Clearance of the areas and preparing them for development (ie. site and services scheme).

(3) Allocation of plots to Mortgage Institutions and private individuals for development. The Urban Development Agency should also participate in building some houses. All developments should be under close supervision by the Urban Development Agency.

(4) Resettlement of the families to the new developments.

(5) Education of families which were not in the transitional hostels and allocating the remaining dwelling units to them.

With this sequence, a larger area for development will be available in the third phase since some slum dwellers have been allocated dwelling units in the Phase 2 development and 500 families will be moved to the transitional hostels to make provision for the Phase 3 (1997 - 1998) development. The Phase 4 (1999 - 2000) will follow the same routine.

The underlying idea is that the waterfront settlements will be gradually cleared for redevelopment, and before clearing a particular settlement provision has been made to accommodate the affected persons.

7.3 CONCLUSION:

The study has attempted an examination of a common urban phenomenon - slum (squatter) settlements. Urban renewal as a tool in implementing the urban development plan is meaningful only when an organised and concerted approach is used. This needs a proper information system and a dedicated team of professionals to plan and implement the scheme.

A major cause of failures in redevelopment schemes is its focus on only the physical aspect. Urban renewal should be seen as a means of restoring socio-economic confidence in the affected people instead of directing it to the physical developments alone. Urban renewal schemes should also be viewed within the context of the overall city plan and regular reviews and evaluation are necessary to take into account the effects of the renewal proposals.

The feasibility of a renewal scheme should be considered using the elements and principles outlined in this work as a basis before undertaking it. Recommendations are based on a synthesis of ideas that have proved successful in similar schemes, and the Port Harcourt's

"scheme environment". They do not however, apply strictly to residential areas. The principles can be used in solving redevelopment problems as it affects other type of land uses.

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APPENDIX I

LAND ACQUISITION AND BUILDING PLAN APPROVAL PROCEDURE IN PORT HARCOURT

The provisions of the Land Use Decree are not strictly applicable in Port Harcourt. Land is regarded as a private property. Thus high land prices and the activities of land speculators constitute a problem in acquiring land in Port Harcourt. A land of Four Hundred and fifty metres square (450m2) in the suburbs of Port Harcourt is sold for about =N=55,000.00. The cost of land is influenced by the influx of people into Port Harcourt and unavailability of prime land due to the nature of Port Harcourt's terrain.

The government only helps in formalising the land acquired by people by issuing a Certificate of Occupancy (C of O). The process of obtaining a Certificate of Occupancy involve:

(i) Completing an application for C of O after paying an application fee. The fees are, viz:

Residential	=N=500.00
Residential/Commercial	700.00
Commercial	1,200.00
Industrial	1,200.00
Agricultural	500.00

(ii) The completed application form is then submitted to the Land Use Allocation Committee with:

- Deed of Conveyance which must be stamp dutied from the Ministry of Finance
- 6 printed copies of the Survey plan
- Photocopies of 3 years tax clearance certificate
- 4 passport size photographs
- Photocopy of receipt of fees.

The Land Use Allocation Committee in the Ministry of Lands and Housing process the form and forwards it to the Governor.

(iii) The governor then checks the applications and instructs for the publication of the names and the address of their land for objections. Where there are no objections, the Governor signs the Certificate of Occupancy and it is issued to the Land owners.

After obtaining the Certificate of Occupancy, the next step is to get the permission for developing the land. For a plan to be approved it has to pass through several offices for scrutiny. The developer or his architect produces six copies of each of the drawings of a proposed development to the City Council for Registration. Copies of the plan normally include the following designs:

- the site plan
- the ground floor plan
- the front elevation
- the side elevation
- the back elevation
- the roof plan
- electrical installation
- the septic tank plan

At the City Council, the City Engineer Checks on the engineering and architectural merits of the plan and forward copies to the Ministry of Health after charging a fee for registration and approval depending on the cubic capacity of the building. A public health officer then checks the plan for health standards. If the plan meets health standards, the department also charge a fee which is currently pegged at fifty naira (=N=50.00), and then forward it to the Urban and Regional Planning Division of the Lands and Housing Bureau.

The Town Planning Officer looks at the overall development in relation to the site, structure, strength of material and type of development. He makes sure that the plan conforms with the Master Plan/Land Use provisions for the area. Apart from meeting the building standards, the intending developer is required to produce his Certificate of Occupancy (C of O) justifying his Ownership of the parcel of land; and the conveyance or deed-of-grant as an evidence that the plot was bought by him from somebody. If a plan conform with all the required standards set out by the Town Planning Office, a registration fee is charged according to the use of land and an approval fee according to the cubic capacity of the proposed development.

The Director of Urban and Regional Planning then recommends for final approval by the Commissioner for Lands and Housing.

APPENDIX II

APPENDIX II A:

QUESTIONNAIRE (BENEFICIARIES OF REDEVELOPED WATERFRONT SETTLEMENTS IN PORT HARCOURT)

TITLE: AN ANALYSIS OF THE PLANNING AND IMPLEMENTATION OF THE "WATERFRONT SETTLEMENTS RENEWAL SCHEME" IN PORT HARCOURT

INTRODUCTION:

This interview is in respect of the Master of Science (M.Sc.) Thesis topic above in Urban and Regional Planning. The research is aimed at finding solutions to the problems of residents in Port Harcourt's Waterfront .

Any information supplied would be treated with the confidentiality it deserves. I therefore solicit your co-operation.

Gunn, E.O.
(Researcher)

1. Sex:
   (a) Male (b) Female
2. Age:.....
3. Marital Status:.....
4. State of Origin:.....
5. Tribe:.....
6. Please indicate your educational background:
   (a) Primary Education (b) Secondary Education
   (c) Post Sec. Educ. (d) University Educ.
   (e) Others (specify).....

7. (i) What is your occupation?
(a) Public Service
(b) Trading
(c) Fishing
(d) Others (specify).....

(ii) What is your secondary occupation?

.....

8. (i) How many are you in your flat?
.....

(ii) No. of Males..... No. of Females.....

(iii) How many bedrooms are in your flat?

.....

9. Where were you residing before the redevelopment?

(a) In this Neighbourhood	(b) Outside this Neighbourhood
If (a) is the answer continue from Question 10	If (b) is the answer skip Question 10

10. What was your status in the house where you lived?
(a) Owner-occupied (b) Care-taker
(c) Tenant

11. Is this house allocated to you?

(a) Yes	(b) No
If yes, Go to Question 12 and Skip Question 13	If No, skip Question 12 and continue from Question 13

12. (i) How much did you pay to acquire it?

=N=.....

(ii) What is/was the method of payment?
(a) Full payment (b) Instalmental payment

(iii) Have you completed payment?
(a) Yes (b) No

(iv) If No, why have you not completed payment?

.....

(v) How do you assess the cost of building?
(a) Too high (b) Right (c) Too low

13. (i) Who owns it?

.....

(ii) How much are you paying as rent?

=N=.....

14. (i) Source of Water
(a) Pipe borne water (b) Well
(c) Stream (Lagoon) (d) Tanker

(ii) Location of source of water:
(a) Within the house (b) Outside the house

15. Is there electricity in your house?
(a) Yes (b) No

16. Refuse disposal method:
(a) Burying (b) Burning
(c) Organised collection (d) Ocean dumping

(e) Others (specify).....

17. What type of fuel do you use for cooking?
(a) Firewood (b) Kerosine
(c) Gas (d) Others (specify).....

18. How would you described the general quality of your house?
(a) Excellent (b) Very good
(c) Good (d) Fair
(e) Bad (f) Very bad

19. What are your general comments about facilities in your dwelling and neighbourhood (Bathroom, W/C, Kitchen etc)?

20. How do you think the problems peculiar with your neighbourhood can be solved?

21. Finally, I need to have an idea of how much income from all sources each family earn. Please indicate the average amount you earn per month.

=N=

22. Do you have any other comments that you would like to add?

THANK YOU VERY MUCH FOR YOUR CO-OPERATION.

E. 0. GUNN
(Researcher)

APPENDIX II

APPENDIX II B:

QUESTIONNAIRE TO BE ANSWERED BY RESIDENTS OF WATERFRONT SETTLEMENTS THAT HAVE NOT BEEN REDEVELOPED IN PORT HARCOURT

TITLE: AN ANALYSIS OF THE PLANNING AND IMPLEMENTATION OF THE "WATERFRONT SETTLEMENTS RENEWAL SCHEME" IN PORT HARCOURT

INTRODUCTION:

This interview is in respect of the Master of Science (M.Sc.) Thesis topic above in Urban and Regional Planning. The research is aimed at finding solutions to the problems of residents in Port Harcourt's Waterfronts.

Any information supplied would be treated with the confidentiality it deserves. I therefore solicit your co-operation.

Gunn, E.0.
(Researcher)

SECTION A: BACKGROUND INFORMATION

1. Age: .....
2. Sex: ..... (3) Marital Status:
4. (i) State of Origin: .....
   (ii) Tribe: .....

5. (i) What is your occupation?
   (a) Public Service
   (b) Trading
   (c) Fishing
   (d) Others (specify)...

   (ii) What is your secondary occupation?

6. Please indicate your educational background:
   (a) Primary Education (b) Secondary Education
   (c) Post Secondary (d) University Education

   (e) Others (specify).....

   (i) How many are you in the family?.....

   No. of Males..... No. of Females:...

   (ii) How many rooms does your family occupy?

8. If the Government were to initiate a housing programme, which of the following alternatives will you support?
   (a) Financial Loan Scheme
   (b) Material Loan Scheme
   (c) Government build on rent
   (d) Government build on live purchase
   (e) Site and Services Scheme

9. (i) How satisfied are you with this accommodation?
   (a) Very satisfied (b) Fairly satisfied
   (c) Not satisfied

   (ii) Why do you answer so?

10. (i) If the Government decide to provide you better accommodation elsewhere in Port Harcourt, would you accept?
   (a) Yes (b) No

   (ii) Why do you answer so?

11. How much income from all sources do you earn per month?

   =N=

12. (i) Are you aware that some waterfront settlements like this one have been renewed (redeveloped) somewhere in Port Harcourt?

.....

(ii) What is your opinion about the waterfronts that have been redeveloped by the Rivers State Government?

.....

.....

13. Would you want the same thing to be done to your neighbourhood?
(a) Yes (b) No

14. What are your suggestions about the government renewal scheme?

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SECTION B: INFORMATION ON PROPERTY

15. Status of occupancy:

(a) Owner occupier (b) Caretaker

(c) Tenant

16. What is the age of this house?

.....Years.

17. Why did you choose this location?
(a) High rent in the city
(b) No accommodation in the city
(c) Lack of accessibility to land in the city

(d) Others (Please specify).....

18. How many households are in the house?

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19. Was a plan prepared for the structure?
(a) Yes (b) No

20. If yes, was it approved by government?
(a) Yes (b) No

21. How did you acquire this Land?

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SECTION C: HOUSING AND NEIGHBOURHOOD FACILITIES/CONDITIONS

22. House type:
(a) Courtyard Building (b) Rooming House
(c) Row Housing (d) Semi-detached
(e) Detached

23. Materials used for construction
(i) ROOF:
(a) Corrugated Aluminium Sheet
(b) Asbestos (c) Thatch

(d) Others (specify).....

(ii) WALL:
(a) Sandcrete block (b) Mud
(c) Corrugated aluminium sheet (d) Plywood/Timber

(iii) FLOOR:
(a) Cement (b) Earth

24. Description of use of facilities
(i) KITCHEN:
(a) Shared (b) Private (c) No Kitchen

(ii) BATHROOM:
(a) Shared (b) Private (c) No Bathroom

(iii) TOILET:
(a) Shared (b) Private (c) No Toilet

25. Type of Toilet
(a) Water closet (b) Permanent pit
(c) Pale system (d) Direct into the stream

26. (i) Source of portable water
(a) Local well (b) Pipe borne water
(c) Tanker (d) Stream

(ii) Location of source of water
(a) By the house
(b) Outside the neighbourhood

27. Refuse Disposal Method
(a) Bush dumping (b) Ocean dumping
(c) Organised Collection stand (d) Others (specify).....

28. What type of fuel do you use for cooking?
(a) Firewood (b) Kerosine
(c) Gas (c) Others (specify).....

29. Is there electricity in your house?
(a) Yes (b) No

30. How serious do you think the following problems are in this neighbourhood?

(i) CRIME:
(a) Very High (b) High (c) No crime

(ii) IMMORALITY:
(a) Very High (b) High (c) None

(iii) POVERTY AND UNEMPLOYMENT:
(a) Very High (b) High (c) No problem

(iv) FIRE HAZARD:
(a) Very High (b) High (c) No problem

31. What are your general comments about facilities in your dwelling and how do you think the problems peculiar with your neighbourhood can be solved?

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THANK YOU VERY MUCH FOR YOUR CO-OPERATION.