AN APPRAISAL OF CONVENTIONAL PUBLIC HOUSING IN NIGERIA:
A CASE STUDY OF THE FEDERAL LOW COST HOUSING ESTATE IN BENIN.
M.Sc, (U.R.P) THESIS.

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D E D I C A T I O N

TO

THE ARCHITECTS OF
MY EDUCATION.

A C K N O W L E D G E M E N T S

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CHAPTER ONE

INTRODUCTION

1.10 THE PROBLEM

The reports of various research works on housing indicate that Nigeria is currently facing serious housing problems especially in her major urban centres of which Benin is one. These problems are commonly recognized in terms of:-

i. an absolute shortage of housing units;

ii. existence of housing which do not satisfy prescribed minimum standards of safety and sanitation;

iii. excessive costs of rental accommodation relative to income.

Less recognized but equally important is the range of choice offered- choice among locations, housing types and neighbourhood characteristics.

These essentially urban problems are not unique to Nigeria. Countries all over the world have housing problems in one form or the other. The differences lie in the magnitude, the dimension, the fundamental causes, the policies and programmes aimed at solving them.[1] The extent to which these problems are being effectively

1. United Nations, World Housing Conditions and Estimated Housing Requirements, 1975.

tackled will accordingly vary with the policy combinations, their appropriateness, and the implementation strategies.

In Nigeria, the housing problem has recently been receiving high priority attention by the Federal Government and a number of imaginative schemes have been embarked upon to combat it. These include:

i. housing subsidies in cash;

ii. direct construction of housing units by both the Federal and state Governments;

iii. increased construction of quarters for government officials;

iv. expansion of credit facilities to enhance private construction; housing

v. minimizing existing bottle necks in the construction industry.

However, the most obvious and emphasized of them has been the direct construction of housing units by Government- as a relief measure for those whose incomes are too low to enable them rent or purchase decent housing in the open market. This programme was initiated in 1972 with a two-fold primary objective:

i. through direct construction of housing units, the government hopes to effect a 'significant' increase in supply (and thus reduce demand); and

ii. by limiting the beneficiaries of the programme to low-and middle-income workers, the government hopes to re-distribute income and achieve social integration.

Accordingly, the Federal Government embarked on its most gigantic housing programme with an initial target of 54,000 units for the period 1972-76. This figure was successively altered to 60,000 and 202,000 units. It was the view of the Government that the programme would continue in future with increased intensity.

The present administration has announced its intention to continue the programme. It is to build 40,000 units by December, 1980 and increase annual production in subsequent years.

This continued emphasis on conventional public seems to suggest that the strategy can best achieve the housing policy objectives of the nation. Yet, reports and official documents from various sources as well as personal observations raise doubts about the feasibility of the programme.

1.20 RESEARCH JUSTIFICATION

Literature on housing as well as public discussions lend weight to Ettinger's observations two decades ago: that housing has become an important public issue in most developing countries and the problems relating to the formulation, financing and execution of low cost housing programmes have become more pressing from year to year.[1] Nigeria is currently in that situation.

If the Government is to spend public funds to advance the nation's social and economic objectives, it is essential to guide investment strategies such as conventional public housing which involve expenditure of substantial sums.

To this end, an appraisal of the Federal housing estate in Benin city is necessary as a means of generating feedback for the programme. In particular, patterns of past performance should be instructive for further efforts, more efficiently designed and executed. Moreover, such a study has the potential of indicating whether or not the housing programme involves an error of a fundamental nature.

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1. Ettinger, J.V., Towards a Habitable World, Amsterdam, Holland, Elsevia Publishing Company, 1960.p.3

1.30 AIMS AND OBJECTIVES OF THE RESEARCH

This study is primarily designed to examine the purpose and performance of the Federal Low Cost Housing Estate in Benin City with a view to proposing strategies for the realization of its aims and objectives.

It is also hoped, however, that the outcome of the study will be of general application to estates of similar nature and circumstances in other cities in Nigeria.

In order to achieve these aims, the study focusses on the following objectives:

i. analysing the nature and magnitude of the housing problem in Benin City;

ii. identifying the methods and concepts used in evolving the Federal Low Cost housing programme;

iii. examining the features of the Federal low cost housing estate in Benin city;

iv. designing strategies for improving the performance of the estate, if it should be improved.

v. exploring the prospects of the programme in achieving the national housing goals and objectives.

1.40 RESEARCH QUESTIONS

In pursuance of the above objectives, the research addresses the following sets of questions:

i. What is the housing problem in Benin city? How serious is it? Is it improving or degenerating? Who are the groups mostly affected?

ii. How was the Federal housing programme evolved? What are its aims and objectives?

iii What is the organizational set up for executing the programme and how efficiently has it operated? What are the production targets and what has been the output and at what costs? Has the programme reached the target population, produced the intended results and inexpensively administered?

iv. If not, what are the major constraints and what, if any, can be done to improve performance.

v. Conversely, what should be the aims and objectives of conventional public housing in Nigeria? Alternatively, which policies and programmes should be more emphasized to realize the stated objectives of the programme?

1.50 SCOPE AND LIMITATION

This study is restricted to one of the many Federal Housing estates in the country- that of Benin city. Attention is focussed on making an empirical connection between needs and resources in Benin City in such away that the contribution of the Federal housing estate to these needs can be identified. More important, the study seeks to highlight the local constraints and to prescribe feasible strategies for realizing the aims and objectives of the programme.

While local studies of this nature have the potential of providing deeper understanding of particular situations, they are inherently of limited general applications. Nevetheless, it is hoped that the feedback from a particular estate may provide useful guidance for similar situations and form part of the aggregate data on which housing policy should be based.

A further limitation is the impossibility of assessing the full impact of the programme at this stage of its development and at any time for that matter. Our attempt, however, is to identify the organizational, financial, economic and physical constraints on the operation of the programme and the quality of the result.

The findings then provide a guide for making necessary adjustments to the aims and objectives of the programme, its role casting and execution.

The appraisal exercise, it should be emphasized is not a final operation but rather as a part of the monitoring process which leads back to objectives in the continous planning process.

Finally, limited and inadequate data as well as resource constraints have made it difficult to be more precise and go to great depths.

1.60 DEFINITION OF KEY TERMS

In the context of this study, certain words have been used with specific meanings as follows:-

i. Appraisal

Goal-achievement analysis as a part of the monitoring process which leads back to objectives in the continuous planning process.

ii. (Conventional) Public Housing

Housing for which public authority served as both developer and manager.

iii. Private Popular Housing

Housing built by users themselves.

iv. Private commercial Housing

Housing for which a private individual or organizatior served as both developer and manager.

v. Housing

The process and product of providing shelter.

1.70 STRUCTURE OF THE THESIS

The study report is presented in three main parts.

The first provides background information in three chapters. Chapter 1 introduces the felt problem and justifies its research; it states the aims and objectives of the study, the research questions, the scope and limitations and defines key terms used in the report. Chapter 2 describes the methodology and conceptual frame-work of the study. Chapter 3 introduces Benin city and its housing problems.

The second part analyses the Federal Low cost housing programme and the estate.in two chapters. The first analyses the background to the programme; states its aims and objectives and examines its organization and operation. The second focuses on the estate- the site selection, criteria and constraints; the layout design and its features; the physical product and the development costs· the beneficiaries, their characteristics, their assessment of the estate and their preferences. All these are analysed and conclusion drawn.

The third and last part also comprises two chapters. The first reflects the main findings of the study, notes recent developments and draws their

planning implications. It concludes on a note of the prospects of the programme. The last chapter considers feasible policy and design proposals, implementation policies and identifies areas for further research.

CHAPTER TWO

METHODOLOGY AND CONCEPTUAL FRAMEWORK

2.10 PHILOSOPHY OF RESEARCH

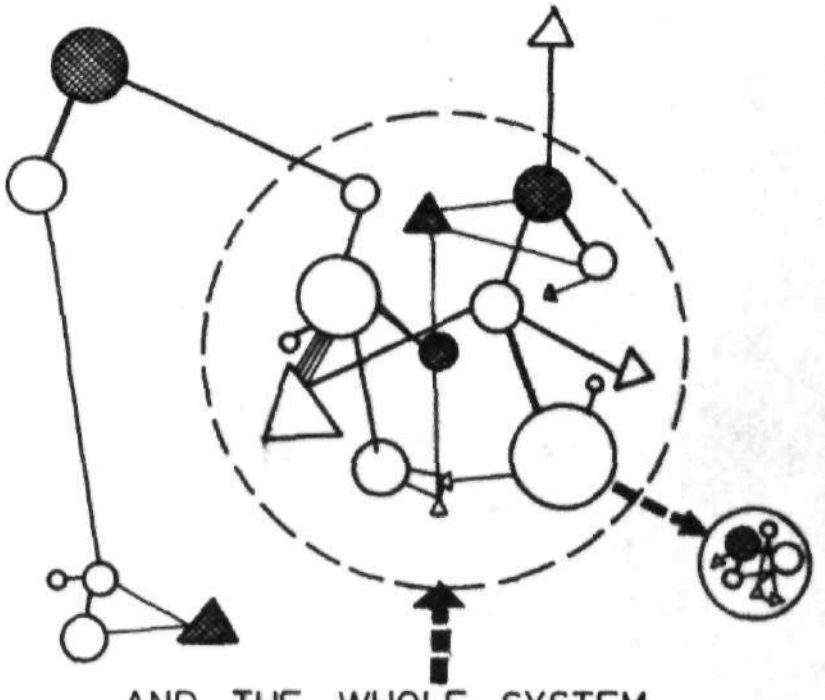
The basic philosophy of this study is that the initial formulation of an action programme is constantly subject to modifications in response to information received as the programme is implemented. This feedback process is an intrinsic part of the working of a system and thus also an essential part of the planning process. A systems way of looking at a situation is therefore adopted for this study.

2.20 SYSTEMS APPROACH TO THE RESEARCH

A systems approach can be defined briefly as the attempt to improve understanding by conceptualizing the real world or some part of it as a system [1]. A system, by definition too, consists of "a set of interrelated elements with each element being studied in terms of the part that it plays in the system as a whole [2]. Thus conventional public housing is viewed as but one of the strategies for attempting to solve housing problems. (See Fig. 2.10)

1. Honeybone, A. Action Planning and the Systems Approach in Developing Countries.

2. Mchoughlin, J.B., Urban and Regional Planning: A Systems Approach, Faber and Faber Ltd., London, 1969.P



A SYSTEM IS A SET OF INTERCONNECTED PARTS.

[Housing is a set of inter related activities and products by private popular, private commercial and public conventional authorities.]

BUT EACH PART MAY BE SEEN AS A SYSTEM ITSELF.....

[Conventional public housing can be seen as a system itself interms of its organisation, execution and monitoring. This is the research focus.]

.....AND THE WHOLE SYSTEM MAY BE REGARDED AS BUT ONE PART OF A LARGER SYSTEM.....

[Housing solution is but one of the strategies of solving human environmental problems.]

FIG. 1·10 A SYSTEMS APPROACH TO THE STUDY

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This approach has further implications for the the study.

First, it happily justifies a case study of this nature in terms of different resolution levels vis-a-vis resources constraints. No one-man research can effectively handle private popular, private commercial and public conventional housing under the given resources of this study. Nor is it even practicable to scratch beyond the surface in a comparative study of all the conventional public housing estates in the country. A single estate such as the one we have chosen is therefore a reasonable compromise.

Second, a system implies variety and by virtue of its variety, the controlling systems must be as varied as the variation in the system itself.[1] In housing terms, authority on housing should not be highly centralized but dispersed over the geographical space of its operation. This position is also significant in determining who should control housing development. It strongly recommends that the most effective local agent should handle (at least the execution of) public housing projects.

Third, it inspired our recognition of what structural organization of the principal actors in the conventional public housing programme and their relationships should be.

1. Mchoughlin, 1968 Op.cit., pp 77-79.

Finally, it influenced our views *on* the framework of housing strategies in two respects. On one hand, the systems method reconciles rational comprehensive and incrementalist approaches to planning-using the mixed scanning strategy. Our approach to the design of the estate layout and our proposals for the realization of its objectives is a reflection of this influence. On the other hand, its clearer conceptual framework urges housing planners to take the initiative rather than simply respond to pressure, and also advises on where the emphasis should be.

2.30 SOURCES OF DATA

The data used in this study derive from various sources which ^ere, by research design, needed to answer the research Questions as ^^e^untely PS possible. These include maps, official documents, survey reports, home/office interviews and relevant literature,

2.31 Research Administration

The research started with the collection of background data in July, 1979* The maps were obtained from the Ministry of Lands and Surveys and the Ministry of Works, Transport and Housing.

The Ministry of Finance (Statistics Division) readily supplied copies of Housing and Manpower Survey Reports. (The author had the previledge of participating in some of these surveys).

Official policy statements and figures were personally extracted from the files of the Ministry of Lands and Surveys and the Ministry of Works, Transport and Housing. Officers of the Bendel Development and Planning Authority supplied some data at my request. All these posed no difficulty apparently because the author is acquainted to the officers concerned. The officers who were interviewed also co-operated fully.

Data on current socio-economic characteristics of the city's population were abstracted mostly from the Statistics Division, Department of Finance and the research works of distinguished scholars like Professor Soda and Dr. Onokerhoraye.

Questionnaires were personally administered to household heads in the estate. A 100% sample size was intended but 221 out of an expected 248(89%) respondents granted interviews in a series visits to the estate. The cordial atmosphere of most of the interviews (often turned discussions) proved very useful in revealing "illegalities" in the estate.

Finally, I had the previledge of easy access to the Departmental and Kashim Ibrahim Libraries for relevant literature.

2.32 Technique of Data Analysis and Presentation

The data collected from the various sources were treated according to their nature. Maps were enlarged or reduced as was necessary. Statistical data were analysed in form of frequencies and percentages. Most of these were presented graphically for easy visual comprehension.

Attempt was made to use reporting language close to the data.

It is hoped that the foregoing methodology will credit the study with a reasonable level of appropriateness, validity and usability.

2.40 LITERATURE REVIEW

The literature on conventional public housing in Nigeria is yet scanty. This is hardly surprising because the programme has only recently featured prominently as a deliberate policy measure to combat mounting housing problems.

Thus, in its earlier forms as Government Reservation Areas and housing estates, studies were limited to detailing their historical accounts and classifying them as islands or districts of high residential quality for colonial and (subsequently)

indigenous political and administrative public officers. In his classification of residential districts of Lagos, for instance, Mabogunje (1968) was primarily concerned with demonstrating that such reservations account for a substantial proportion of those belonging to the highest residential categories but that they constitute a deviant of the pattern of housing costs relative to quality in the city[1] . For the case of Ibadan, he gives a good account of these high quality residential districts, their purposes and the beneficiaries [2].

However, the new dimension of public housing has changed in its purpose, organization and operation. On this, research is yet limited.

Among general studies, Onibokun's(1975) review of all government activities and programmes in the area of housing gives a historical background to conventional public housing in Nigeria [3]. His analysis of government public housing points out that the low income workers have not benefited from the various

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1. Mabogunje,A.L. Urbanization in Nigeria,University of London Press., P. 299

2. Mabogunje, A.L. op.cit. pp.231-233.

3. Onibokun,A.G.. "A Critical Review of Nigeria Government Housing Policy and Programmes" 2nd International Conference on Housing; Ibadan, 1975.

programmes and raises a number of unanswered questions. However, there is not much by way of systematic analysis of the operation of the programme- it was not his objective though.

Lawal(1975) outlines what he considers 'the desired national housing objectives' and defines management structure with pattern of responsibilities distributed among the various housing agencies and by virtue of such responsibilities establishes interrelationships among them.

Benna(1976) posits that the total effect of government programmes are unlikely to provide suitable housing in quantities adequate to meet the expected level of demand. He suggests that housing polcies and programmes should not only seek to achieve personal and community development but should also be distributed in urban landscape to influence the composition and selection of tenants into the public housing schemes. This, he opinned, is a means of promoting social integration.

1. Lawal M.I., "Management of National Housing Programme: The case of Nigeria", 2nd International Conference on Housing Ibadan, 1975.
2. Benna, U.G., "Housing Policies in Nigeria: Review and Suggestions" Dept of Urban and Regional Planning, A.B.U. Zaria.1976.

These general studies are quite useful in their rights but they lack detailed information about specific developments and tend to rely overwhelmingly on aggregate data. Data relating to the whole nation may be useful for locating problem areas and suggesting their magnitude but they are of little use for solving the problems. To build policy on aggregate data, those data have to be developed from specific cases — aggregated from below.

A few case studies on the new programme have been undertaken. Among them, Olorunfemi (1975) made a comparative study of public housing estates in Kaduna interms of user satisfaction.[1] He found that government provided housing could not reach Kaduna's low-income workers. His recommendations centred on improving the estate's unkept appearance.

Seymour (1978) studied the Federal housing schemes in Kaduna interms of relationships between construction costs, rents and incomes[2] He submitted that the estates cannot provide for the urban poor.

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1 Olorunfemi, S.O., Evaluation Studies of Low Cost Housing Estates in Kaduna, M.Sc. (U.R.P.) Thesis, A.B.U. Zaria.

2. Seymour, T. Housing Policy and Income Distribution in Kaduna Nigerian Journal of Public Affairs, Vol. 7, 1977.

Adi (1979), from his research on the Management of Kulende housing estate in Ilorin reports that management policies, organization and and effectiveness have several weaknesses and proposes remedies accordingly.

Some of these studies link their findings persuasively to sets of data or policies that suggest more effective ways of providing decent housing for low-income families. The scope of the studies, however, have in some cases been rather restricted.

Other discussions of public housing in Nigeria, its problems and the available solutions as carried by newspapers and magazines tend to be discursive, non-cumulative and inadequate for policy making. They recommend 'solutions' that are either not justified by the evidence or clearly a reflection of some prior commitment to a normative or ideological position rather than a consequence of systematic inquiry.

In essence, the precise status of conventional public housing in Nigeria, its achievements, its limitations and the means by which it might be improved, if it should be improved, are yet uncertain. More studies are required to throw light on these. Such research need to attend to particular cases with a clear statement of the operation of the programme in

1. Adi, M.A., Management of Federal Housing Estates in Nigeria. A case study of Kulende Estate, Ilorin. M.Sc. (U.R.P.) Thesis, A.B.U., Zaria. 1979.

particular location. The performance may become obvious by reference to its aims and objectives and the magnitude and dimension of the problems it seeks to solve. Results may differ but inorder to maximize the benefits of public housing expenditure, it is necessary to procure feedback, through systematic inquiry, for necessary adjustments to the programme.

2.50 PURPOSES OF CONVENTIONAL PUBLIC HOUSING

Historically, public housing has featured in the literature as an instrument for diverse public purposes. In the advanced countries like Britain and the United States which have a long experience of the programme, it has variously been used to provide rental accommodation for those who could not afford decent housing on the private market; for the resettlement of those displaced by urban renewal; oriented towards relieving the aged and the destitute or to provide additional countercyclic policy tools for government macro-economic policy.

Developing countries have adopted public housing for similar purposes—as subsidized rental accommodation for public servants; for the resettlement of victims of slum clearance and for providing rental housing or home-ownership especially for low-income families.

Whatever its purpose, however, conventional public housing has featured in the literature due more to the problems facing it than to its achievements. In some cases, it has proved an overall success even if for the time being. In others, it has been a massive and unmitigated failure. From both ends and within the spectrum of opinions arguments have been advanced for and against conventional public housing.

2.60 ARGUMENTS FOR CONVENTIONAL PUBLIC HOUSING

Protagonists of conventional public housing base their arguments on three main considerations- the operation of the private housing market, social values and politics.

On the market scene, it is argued that the private housing market does not operate efficiently. Theoretically, the city's housing market adjusts in time to the demand of the population.[1] Initially a housing shortage exists because of mismatches between supply and demand. As a result, prices keep rising for the type of housing in demand. The rise in demand attracts investors to build more of such houses until it is no more in favourable demand.

In practice, the protagonists contend, investors may not respond to increases in the price of some type of housing for various reasons. ~~They may~~ .

1. Schreiber, A.F. et al, Economic of Urban Problems, Houghton, Mifflin Company, Boston, 1976, p.143.
2. Harris, J.R. "A Housing Policy for Nairobi" in J. Hutton(Ed.) Urban Challenge in East Africa, East African Publishing House, Nairobi, Kenya, 1970.

They may decide to invest in other businesses or feel satisfied with rentals from their existing houses

The land suitable for such housing may not be available to the prospective developer or may be made available under conditions that do not make his tenure secure. Moreover, housing investors take maintenance into consideration in deciding which types to build, the general impression being that higher income families practise better tenancy habits than lower income families. Hence landlords would prefer to serve the former rather than the latter. Furthermore, the private market, even if it is operating efficiently will not provide adequate housing for low income families.

On social grounds, it is argued that even if the market is working efficiently and providing enough houses for low income families, it is undesirable that the rich should collect exorbitant rents from them which phenomena creates income inequalities. Besides, the government might be unhappy that only the rich have access to high quality housing. Accordingly, it might want to distribute housing on criteria other than income levels,. Criteria other than incomes usually involve subsidies which in turn means income re-distribution as a means of attaining social (often vertical) equity.

Conceptually, it is argued that the social value of housing investment exceeds private costs[1]

1. Mills, E.S. Urban Economics, Paragon Press, London.

The market value and desirability of a dwelling is a function not only of the expenditures in constructing and maintaining it but also of expenditures for neighbouring structures. This theoretical argument provides a major point for housing estates. More important, it implies that the location of a government housing estate exercises considerable improvement on the neighbouring homes.

Political arguments for conventional public housing represent a capitalization on defeatist attitude to the housing problem. In the words of Dwyer (1975),

> ...the very size of existing urban housing deficits and the probable extent of future need has now reached such staggering proportions in most developing countries as to induce a general state of mind among responsible officials that no practical solution of any kind is possible...[1]

Added to political, organizational and conceptual inefficiencies, he explains, public housing is undertaken as "symbolic schemes"

2.70 ARGUMENTS AGAINST CONVENTIONAL PUBLIC HOUSING.

Various arguments have been advanced against public housing but they all centre on inefficiency. It is argued that because of inefficiencies in conceptual, organizational and political considerations, public housing has not delivered the goods. The programme is therefore challenged as unrealistic.

1. Dwyer, D.J. , People and Housing in Third World cities, Longman, London, 1975. P.103.

wasteful, unmanageable, unfair and ineffective. Dwyer (1975) has this to say on standards:

> A good deal of what is wrong with these and other 'low-cost' housing schemes lies in faulty conceptualization or realistic housing standards. In few words, most 'low-cost' houses are too expensive for whom, at least in theory, they are designed.[1]

High standards, coupled with the slow and cumbersome procedure for implementing centrally administered housing raise doubts as to whether the public sector can build faster, cheaper, or better low-income housing than can the private sector.[2] Thus the issue is raised concerning public housing whether it is a better way than the alternatives to subsidize the poor.

The relatively slow rate of public housing construction results in low output. And because the demand for it far outstrips the supply the programme, it has been criticized, remains too small to help many people even when expanded[3]

1. Dwyer, D.J., 1975, op.cit. p. 102
2. Mills, E.S., Urban Economics, Paragon Press, London, 1975.
3. Bish, R.L. et al.: Economic Principles of Urban Problems. Prentice-Hall, Inc., Englewood Cliffs, New Jersey, 1974.

Bish also argues that those who are lucky enough to secure them receive large net benefits. This opens the programme to charges of unfairness and discrimination because families with similar incomes are treated very differently by government housing policy.

This criticism assumes greater significance in the light of further charges that the programme is often to the benefits of those for whom they were (at least in theory) not intended.

Furthermore, it is argued that public housing even if it circumvents these criticisms, is an ineffective instrument for checking inefficiency in the private market. By introducing low-cost housing programme, the argument runs, the housing available for low-income families begins to rise immediately. With increase in the units, more people "fall" into that income group. But the low-cost housing exerts continous pressure on the available funds, making resources less available to other programmes. As a result, private investment in housing, low-cost housing, old stock, all gradually decline. And as the building industry declines, the available jobs decrease, thereby bringing economic pressure on all categories of the population and causing them to decrease[1]

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1. Forrester, J.W., Urban Dynamics, The M.I.T. Press, The Massachussets Institute of Technology, 1969.

Thus the housing programme, aimed at ameliorating conditions for the low-and middle-income families may produce neutral or detrimental results.

Viewed from a systems perspective, this argument is a demonstration of the counterintuitive nature of complex social systems. In such systems, a vicious cycle develops in which the action erroneously assumed to be corrective makes the problem worse and the worsening calls forth still more of the presumed remedial action, which only further aggravates the situation.

2.80. EVALUATION OF THE ARGUMENTS

The arguments discussed above are but a sample of the controversy over conventional public housing in general. There are local experiences which side the pros or the cones. The experience of the United States where Pruitt- Igoe has become an International symbol of the failure of public housing may be less applicable to developing countries than the now equally famous high rise structures of Hong Kong. Yet both of them may have lessons to offer.

Unfortunately, literature has concentrated more on the problems of public housing than its success. Even the 'successful' HongKong experiment is undergoing tests of sociological and environmental effects of high rise structures. The United States' longer experience may be relevant to a system of its type.

There was no consensus on the programme for housing those too poor to afford decent housing and amidst the controversy, politicians, contractors, construction workers, all capitalized on it in the name of helping the poor.[1]

Initially, the programme was a success by any reasonable standards of financial stability, occupancy, maintenance and other relevant measures of success. It became a failure because public policy at the local and national level remained blind to economic facts. A large proportion of the society earned low incomes- so low that they could not afford what authorities consider decent housing. The low incomes predicted that the buildings would deteriorate fast. And given the economic constraints of national policy, the programme was faced with rising maintenance costs in ageing undermaintained buildings with a population whose low incomes did not keep pace with, and were further eroded by, inflation. A housing authority which depended on rents alone was forced to increase rents. A rent strike followed. Government intervened by pegging rents at 25% and providing funds to make up for the authority's deficits. This did not result in the necessary finding and it came rather late. And the

1. For a detailed account of public housing in the United States.
See Meehan, E.J. Public Housing Policy: Convention Versus Reality. Centre for Urban Policy Research, Rutgers University, New Brunswick, New Jersy, 1975.

programme failed.

Beyond his conclusive evidence of the failure of public housing in St.Louis, Meehan's study raises the problem of poverty and powerlessness. Can the rich be bye passed in providing for the poor? If the answer is negative, then there is a prima facie case against conventional public housing.[1]

2.90 CONCLUSION

The question as to whether or not public housing should be favoured depends on its performance against its stated goals and objectives. A monitoring process is crucial to fore warning on any deviations from the intended objectives of the programme. The feedback may necessitate reconsideration of the programme in terms of where emphasis should be placed.

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1. Meehan, E.J. 1975 op.cit.

CHAPTER THREE

BENIN CITY AND HER HOUSING PROBLEMS

3.10 GEOGRAPHICAL SETTING

Benin city lies immediately north of latitude 6° 20'N and Longitude 5° 37'- that is in the heart of the Tropical Rain forest belt (Fig. 3.10 inset). Temperatures have a mean annual range of 26^{oc} and mean annual rainfall of 2,032 millimetres. The soil is deeply weathered and mostly clayey. These characteristics influence housing in the city particularly in terms of building and roofing materials.

3.20 EVOLUTION

Historically, Benin is an ancient city of 10th century foundations.[1] It has served as an administrative and commercial centre over the years. Series of wars inflicted setbacks on its growth. Nevertheless, it has survived and grown into one of the largest cities in Nigeria.

Today, the built up area of the city covers some $85km^2$ - beyond its old walls and absorbing several surrounding villages (fig. 3.10)

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1. Egharevba, J., A Short History of Benin, Ibadan University Press, 1968.

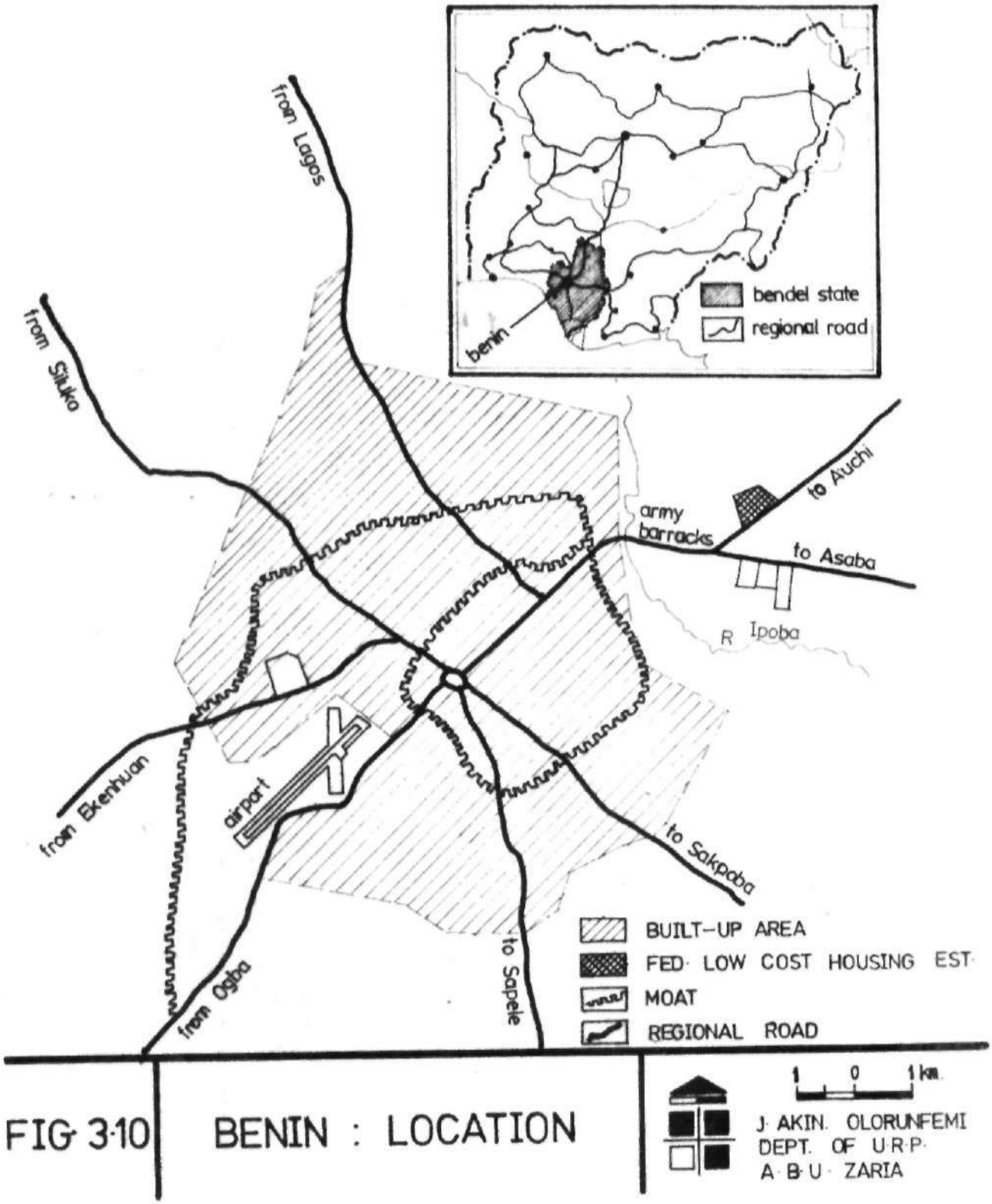

FIG 3.10 BENIN : LOCATION

Much of the expansion occured in the last two decades due to its rapid transformation from a traditional to a modern urban centre with central administrative and commercial functions.

3.30 LAND USE DEVELOPMENT

The change from traditional to urban functions witnessed new developments in land use in the city. A large part of the Oba's 1,200 x 400 metres palace was released for the development of public and semi-public uses. The open plaza is also now developed as the central Business District.

Inspite of these progressive developments, traditional land tenure conferred land titles on the city's indigenes only. None-indigenes secured land title transfers at exorbitant prices amidst large scale speculations and litigations. In effect, the land situation was (and probably still is)a constraint on the rate of housing construction in the city.

3.40 POPULATION GROWTH AND CHARACTERISTICS

Demand for land derived largely from the demand for housing, which in turn resulted from the rapidly growing population of the city (see Table 3.10)

TABLE 3.10: GROWTH OF POPULATION IN BENIN CITY(1952-80)

YEAR	TOTAL POPULATION	GROWTH RATE (%)
1952	53,753+	-
1963	129,230+	5.9
1975	306,000*	8.0
1980	436,050*	8.5

Sources: + Federal Office of Statistics

* Doxiadis Associates (estimates)

This rapid population growth has been identified as the main cause of the housing problems in the city.[2] The composition and socio-economic characteristics rather than the absolute numbers appear to be more important.

Figure 3.20 shows the sex structure and age composition of the city's population. One of the significant features of the sex structure is the predominance of females over males especially in the 21-30 age group. Also, more than half (26.2%) of the female population are of child bearing age (15-45 years). These proportions have the potential of increasing the rate of population growth through natural increase.

Another significant feature can be observed in the overall age composition. Children below the age of 15 years account for over 53% of the total population. Another 4.1% are over 55 years old, thus

1. Federal Republic of Nigeria., Third National Development Plan, Lagos

AGE PYRAMID

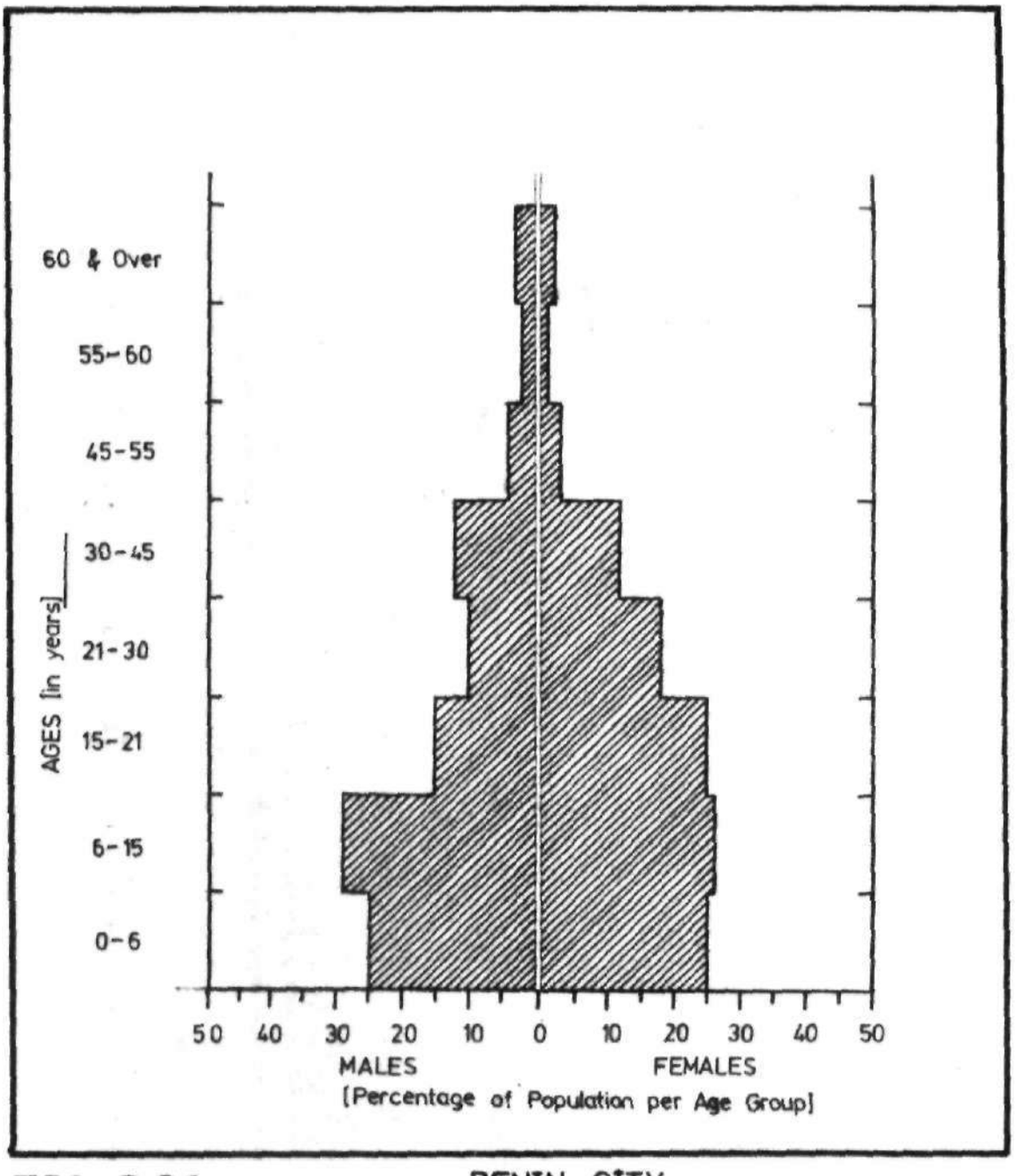

FIG. 3.20

BENIN CITY

SOURCE : SADA, P.O (1976)

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leaving 43% in the economically active group. This distribution gives a dependency ratio of 74%. Since the proportion of the aged in the population is only 4% the dependency burden is attributable to the number of children per family.

Sada (1976) reports that the average household size in Benin city is 9.7, that over one-third families have 5 children or more and that the larger households are to be found in the older neighbourhoods.[1] The economic implications of such a high dependency ratio becomes more obvious in the light of household incomes in Benin city.

3.50 ECONOMIC CONDITIONS

According to Sada (1976) the average income per household per annum is ₦1,802.70 and the average per capita income is ₦182.80 per annum[2] Given the high cost of living in urban areas, the incomes imply that the standard of living is generally low. This will be reflected in poor housing among other symptoms of poverty.

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1. Sada, P.O., Research Bulletin. No 1: "Population Structure and Household Characteristics in Benin", 1976.
2. Sada, P.O. Ibid. 1976.

The income profile of the working population highlights the poverty problem.(Fig. 3.31 & 3.32) The figures show that an average of approximately 80% of the working population are low income earners. Another 13.6% belong to the middle income group while only 6.7% are of high income level.

These socio-economic characteristics will inevitably affect the housing conditions in the city.

3.60 HOUSING CONDITIONS

Two housing surveys in Benin city in 1972 and 1975 provide ample general information on the housing conditions in the city.[1] These data are analysed and interpreted below. Comparison of the 1972 and 1975 data throws some light on the trends

3.61 Total Stock

The 1975 survey shows that there were 14,583 houses in the city then.Of these, 67.96% were wholly residential and 19.14% of mixed use (Fig.3.40). Altogether, they contained 75,420 rooms for residential accomodation.

1(a) Midwestern Nigeria Government, Statistical Report on House Count in Benin City, 1972.

(b) Bendel State Government, Report of the Housing and Building Survey, 1975

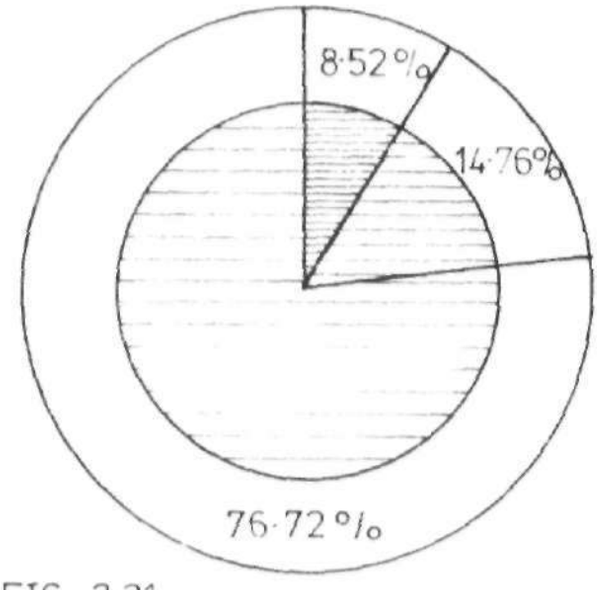

FIG. 3:31
SALARIED AND SELF EMPLOYED MANPOWER IN BENIN [1977]

LEGEND

High Income

Middle Income

Low Income

Average Income Per Household = ₦1,802·70 p.a.

Per Capita Income = ₦182·80 p.a.

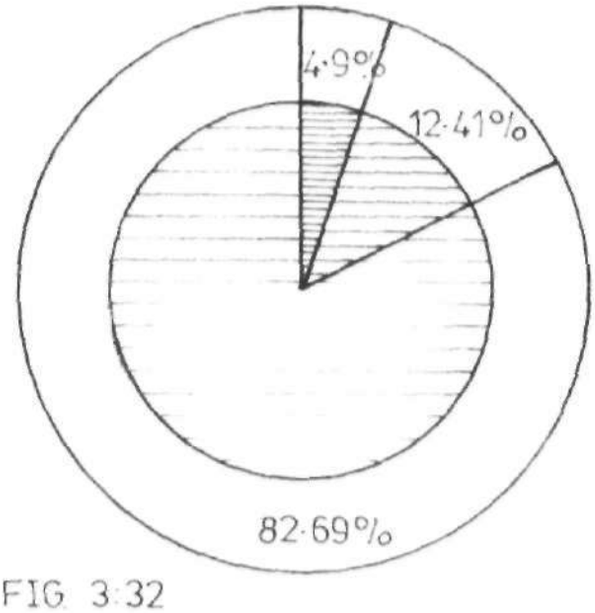

FIG. 3:32
CIVIL SERVICE EMPLOYEES IN BENIN [1975]

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Given a population of 306,000 for the same year, occupancy rate averaged 4 persons per room. Compared with the permissible health level in Nigeria of 2 persons per room, there was serious overcrowding in the city. The reaction of 930 households to this high occupancy rate showed that 47% complained of overcrowding, 44.8% were indifferent and only 8.2% expressed satisfaction.[1]

The average annual production rate between 1972 and 1975 was 1,019 houses or 3.30 per 1,000 persons compared with urban housing needs of 11-16 per 1,000 population (or 3000-5000 houses annually)[2] construction rate is very low. In essence, there is an absolute shortage of housing units in Benin city.

3.62 Physical Conditions of House

Table 3.20 shows the distribution of the housing stock in 1975 by type of construction and age.

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1. Sada, P.O., 1976, op.cit. P. 12
2. U.N. Housing Report, 1965, P. 3

TABLE 3.20: DISTRIBUTION OF BUILDINGS BY TYPE OF CONSTRUCTIONS AND AGE (1975)

Period	Mud	Concrete	Unspecified	Total	%
Before 1900	55	35	0	90	0.62
1900-14	38	60	1	99	0.68
1915-39	233	276	12	521	3.57
1940-45	539	819	13	1,371	9.40
1946-60	1,508	2,543	12	4,063	27.86
1961-70	1,084	3,261	2	4,347	29.81
After 1970	720	3,273	0	3,993	27.38
Unspecified	46	44	9	99	0.68
TOTAL	4,223	10,311	49	14,583	100.00
%	28.96	70.70	0.34	100.00	

Source: Department of Finance, Statistics Division, 1975.

Since active government intervention in the control and prescription of housing standards did not start until 1959,[1] the 42% built before this date are likely to be outdated especially in terms of internal facilities. The rest 58% are probably modern. The table shows that average annual growth rate has increased from 1.86% in 1946-60 through 2.98% in 1961-70 to 5.5% in 1975. This encouraging trend is, however, below the rate of population growth alone (8.5%), Existing deficits and the large quantity of substandard housing will have to be taken care of in addition.

1. The Urban Council set up by the Town & Country Planning Law, 1959 was merely to ensure that private buildings did not encroach on public land. Prescription building standards were restricted to the G.R.A. until establishment of the Bendel Development Planning Authority in 1969.

3.63. General Housing Quality

Figure 3.50 shows the general quality of housing in the city in terms of design and availability of services. Column C shows that there has been a vigorous attempt to improve traditional buildings. Columns A and C represent the 'standard' housing in the city (44.19%). 52% were yet to be provided with water and electricity and 3.36% (427) were due for clearance. (only 0.4% or 46 houses were due for clearance in 1972 thus indicating a high rate of obsolescence).

3.64 Substandard Housing by Amenities

Figure 3.60 throws more light on housing quality in the city. The lack of flush toilets may not pose too serious a problem now but lack of kitchens in some houses poses serious health hazards for those who are forced to cook in the open or in their living rooms. The bulk of these substandard housing is, expectedly, found in the traditional core area of the city[1] (See Fig. 3.70)

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1. Sada, P.O. "Urban Housing and the Spatial Pattern of Modernization in Benin City", The Nigerian Geographical Journal, Vol. 18, 1975. p. 45.

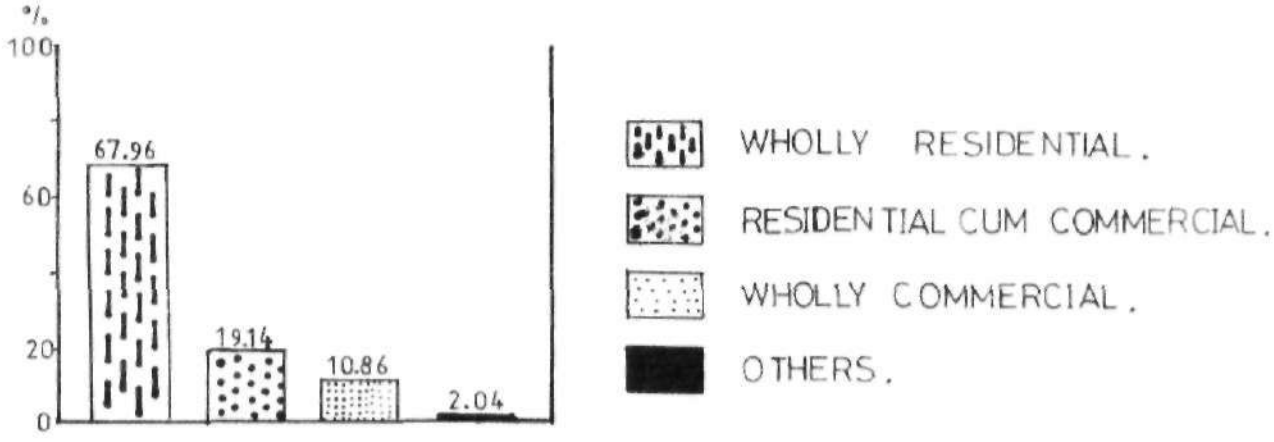

FIG. 3.40 BENIN: EXISTING HOUSING STOCK (1975)

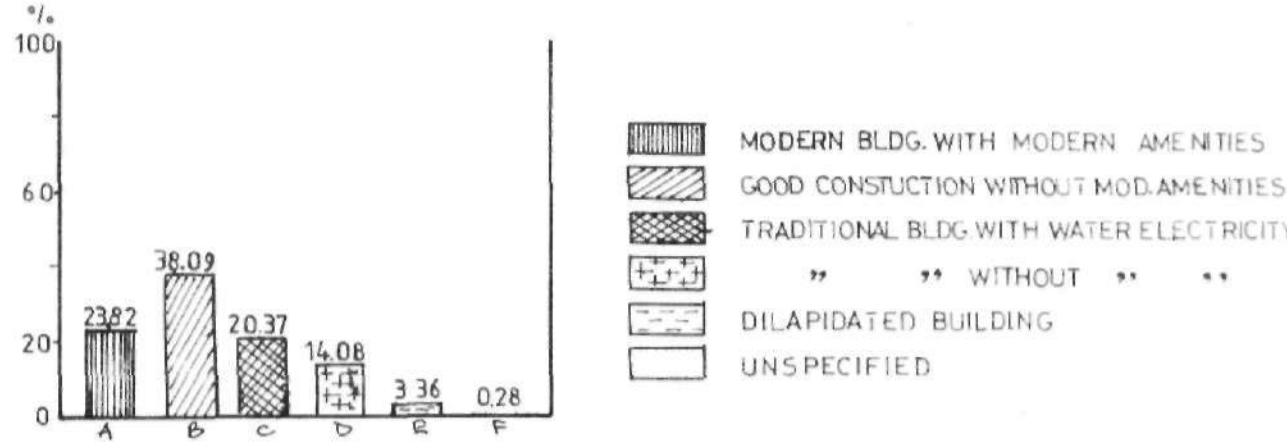

FIG. 3.50 BENIN: GENERAL QUALITY OF HOUSING (1975)

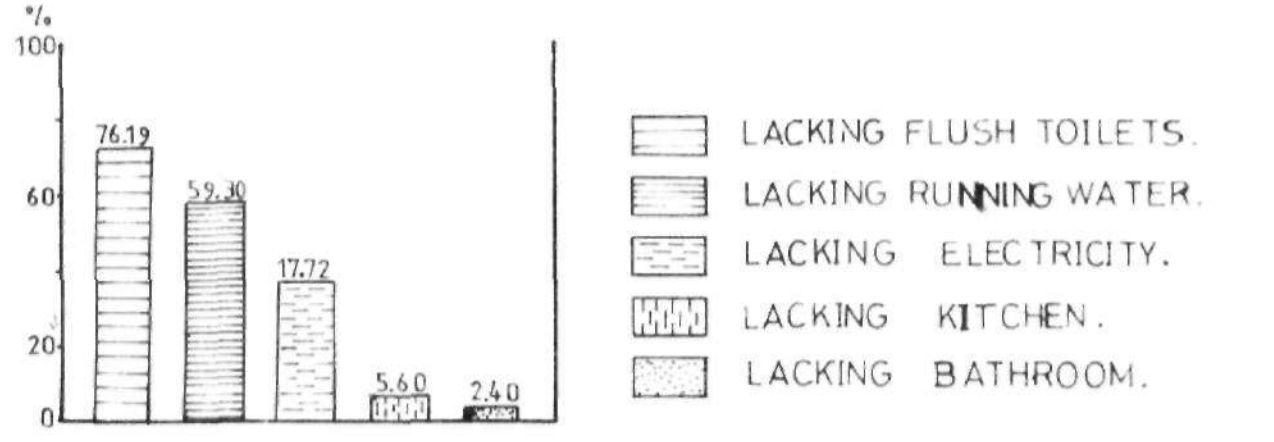

FIG. 3.60 BENIN: SUBSTANDARD HOUSING BY AMENITIES (1975)

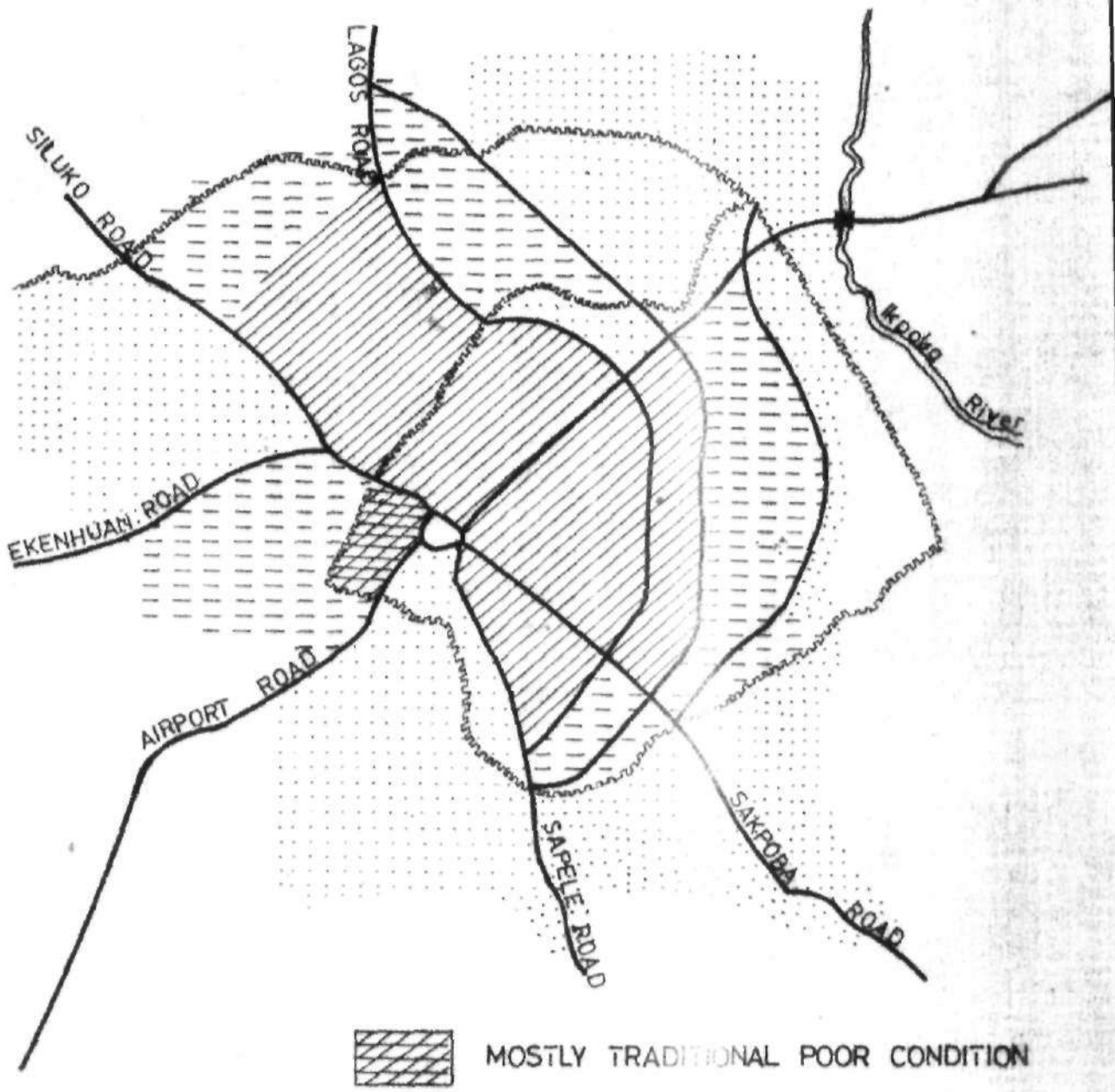

FIG.3.70 BENIN: GENERAL QUALITY OF HOUSING
SOURCE: P.O. SADA [1975]

400 0 400

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3.65 Tenancy Patterns

The patterns of accommodation and tenancy are depicted in figures 3.80. 3.81 & 3.82. Figure 3.80 shows that rental housing is on the increase while owner-occupied housing is on the decline. The increasing demand for rental accommodation, if unmet, invariably induces spiralling rents.

The pattern of supply of housing (Figure 3.81) has some serious implications for the housing of different income groups. Housing investments are being directed to the construction of flats which are probably more profitable to private investors. On the other hand, rooming houses, typically occupied by low-income families are on the decline. If we assume, as it reasonably seems to be, that mostly high income families still maintain single family houses under the current pressure, and that flats are likely to be sought after by middle and high-income families it means that the low-income families who constitute some 80% of the population were confined to 68% of the available housing in 1972 and still less (66.75%) in 1975.

Conversely, the high- and middle income families who constitute only 20.3% of the population had about 32% of the housing stock available to them in 1972 and 33.25% in 1975. Thus while there

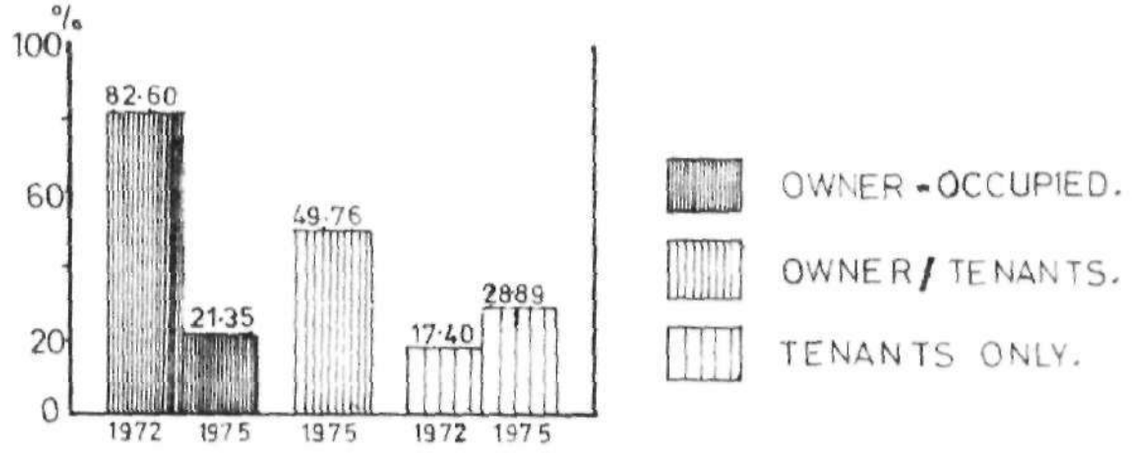

FIG. 3·80. BENIN: TENANCY PATTERN(1972–1975).

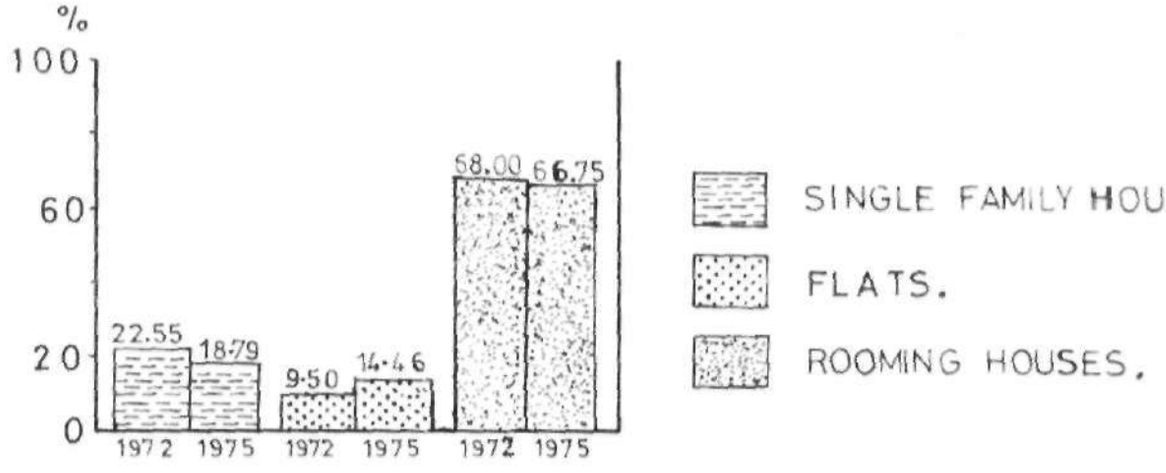

FIG. 3·81. BENIN: TYPES OF ACCOMMODATION (1972–75).

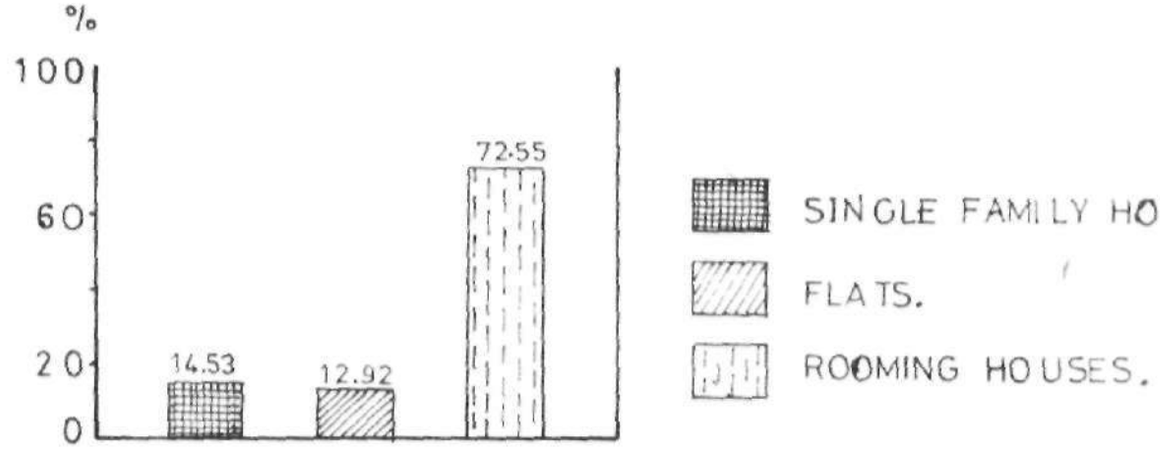

FIG. 3·82. BENIN: ROOMS BY TYPE OF ACCOMMODATION(1975).

will be overcrowding among low income families, the situation is unfelt among middle and high income families.

3.66 Housing Patterns

The interplay of the housing variables discussed in this chapter have implications for the spatial pattern of housing in the city. By multidimensional analysis of selected variables such as family size, household income and quality of housing, Onokerhoraye (1976) has demonstrated that the interplay of the variables have crystallized in housing quality regions[1] (See fig 3.90) According to him, the major single factor determining the good quality area is the intervention of the government in providing subsidized good quality housing for senior public servants in the city[11].

3.70 CONCLUSION

The foregoing analysis is by no means exhaustive in highlighting the housing problem in Benin city. However, it is hoped that the analysis fairly presents the nature and magnitude, the trend and the incidence of the problems. The fundamental problem-poverty- is readily obvious. Mismatches are also indicated not only in terms of supply and demand patterns, but more important, in terms of

1. Onokerhoraye, A.G. "The Pattern of Housing, Benin, Nigeria EKISTICS, Vol. 41, No.242, Jan 1976 p. 58.

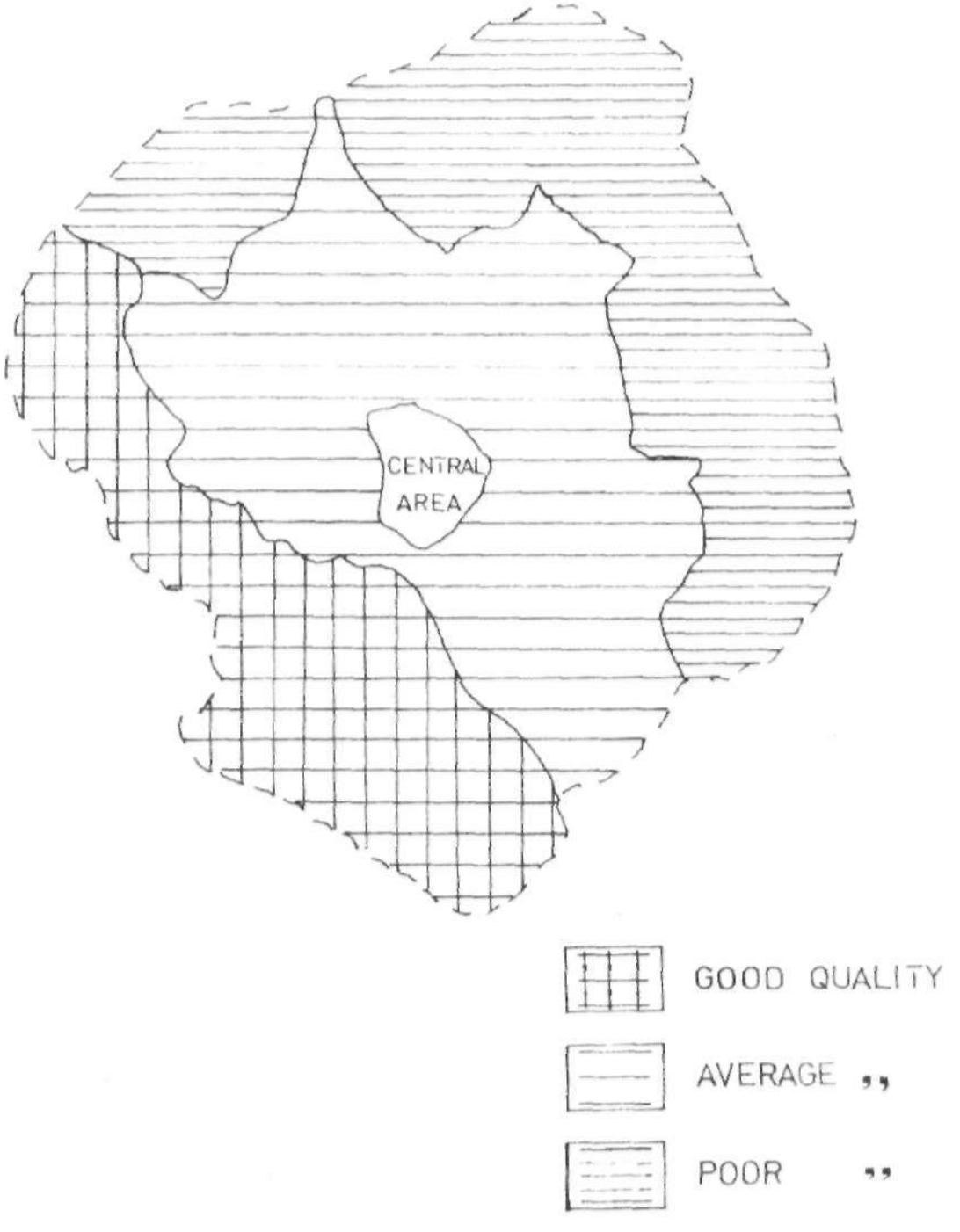

FIG. 3.80 BENIN: HOUSING QUALITY AREAS BY MULTIDIMENTIONAL ANALYSIS
SOURCE: A. G. ONOKERHORAYE [1976]

400 0 400m

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needs, access and location. Both short-and long-term strategies will be needed to tackle these housing problems.

The Federal Low Cost Housing Estate was developed as one of these strategies. The next two chapters focuss on the scheme.

CHAPTER FOUR

THE FEDERAL LOW COST HOUSING PROGRAMME

4.10 PREVIOUS PROGRAMMES.

Government-provided housing dates back to the colonial period. The prime concern of the colonial authorities was to provide houses at the famous Government Reservation Areas G.R.A.'s) for the expatriate public servants. Thus the tenants were exclusively whites, few of who paid token rents and many were housed free of charge.[1] The only housing programme for the natives was the African staff Housing Scheme which provided for clerk quarters and the granting of limited housing loans to senior staff.

Thus government public housing programmes were designed mainly for the white officers, marginally catered for the housing needs of Nigerian civil servants and nothing direct or purposeful was done to evolve housing programmes for the benefit of the Nigerian masses. In a sense, the restricted housing programmes created a new type of housing need by raising housing values and expectations among the emerging middle and upper class Nigerians.

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1. Onibokun, A., 'A critical Review of the Nigerian Government Housing Policy and Programmes' 2nd International Conference on Housing, Ibadan, 1975.

Post-independence Nigeria marked the transfer of the G.R.A's from the colonial administrators to their succeeding Nigerian administrative and political elites. Like their white predecessors they paid minimum rents. The GRAS were maintained and expanded to provide more quarters for the growing post-independence senior public servants. These provisions were in short supply compared with the number of public servants qualified for them.

Meanwhile, the African staff Housing Scheme was maintained under the same conditions for granting loans but the beneficiaries remained relatively few.

All this time housing was not a serious problem because the only people who were urgently in need of government assistance for housing were mainly the civil servants. The low salaried employees could easily secure accommodation from the private landlords on token or rent-free arrangment.

The post independence period also witnessed a new introduction- the establishment of Housing Corporations by each of the four Regional Governments of the Federation as well as Lagos Territory. Among their functions was provision and management of housing estates.

Again, the operational conditions of the Corporations were by design or default a scheme for all but the low income group. Although it was the declared intertion of the housing corporations to include low income families in the estate, it became apparent that what was actually provided for them was beyond their resources.

Government direct concern for the generality of the population was first expressed in the Second National Development Plan 1970-74. The Plan made provision for housing corporations and staff housing schemes totalling about ₦4.287million by both the states and the Federal Government.

Like the previous housing schemes, however, the low income did not benefit from it. Government quarters were, in any case, 'designed to reduce considerably Government's rising expenditure on hotel accommodation and maintenance expenses on entitled (senior) officers[1]

Meanwhile, housing became a real issue. The prevailing condition was recognized and explained by Government in the 3rd National Development Plan:

> ...the magnitude of the problem is quite serious. Although housing conditions are generally inadequate

1. Federal Republic of Nigeria, 2nd National Development Plan(1970-74),Central Planning office, Lagos, 1974

in the rural areas, Nigeria's housing problem .... is essentially an urban problem. Rapid urban growth associated with accelerated tempo of socio-economic development has seriously aggravated the shortage of dwelling units in Nigeria resulting in overcrowding, high rent, slum and squatter settlements which are visible features of the urban scene throughout the country [1].

It was in response to these problems that the Federal Government decided to provide housing for the general public as a social responsibility. The low cost housing programme was one- and the predominant- of the combination of measures to tackle the identified problems.

4.20 GOALS AND OBJECTIVES OF THE PROGRAMME

The overall goal of the programme is to achieve a just and egalitarian society.

The design objectives are to effect

i. even distribution of incomes;

ii. rent relief especially to low income earners;

iii. social integration and

iv. home ownership [2]

1.. Federal Republic of Nigeria, 3rd National Development Plan, 1975-80 Planning office, Lagos, 1975 p.307

2.. This objective derives from a change intenancy arrangement (from rental housing to rent purchase).

For the implementation, the objectives are to attain:

i. a significant increase in housing supply;
ii. reduction of income/rent ratio to 20% in 10 years
iii. mixed residential development, and
iv. rent purchase tenancy of government estate houses.

4.30 ORGANIZATION AND OPERATION

In order to achieve the above aims and objectives, the Federal Government took decisions on the organization and operation of the programme. The principal actors and their relationships (under which the Benin estate was developed) is described in Fig. 4.10

Two characteristics of the relationships have significant implications for the effective execution of the programme namely, the multiplicity of authority and the duplication of functions (at the local level). The first raises questions on the issue of authority in housing- the wider the gap between the provider and the consumer of housing, the longer the delay in housing construction and the less the satisfaction derived. [1]

1. Turner, J.F.C. offers critical assessment of the relative capabilities of the public sector and private popular sector in housing provision in Ekistics Vol.41,1976.

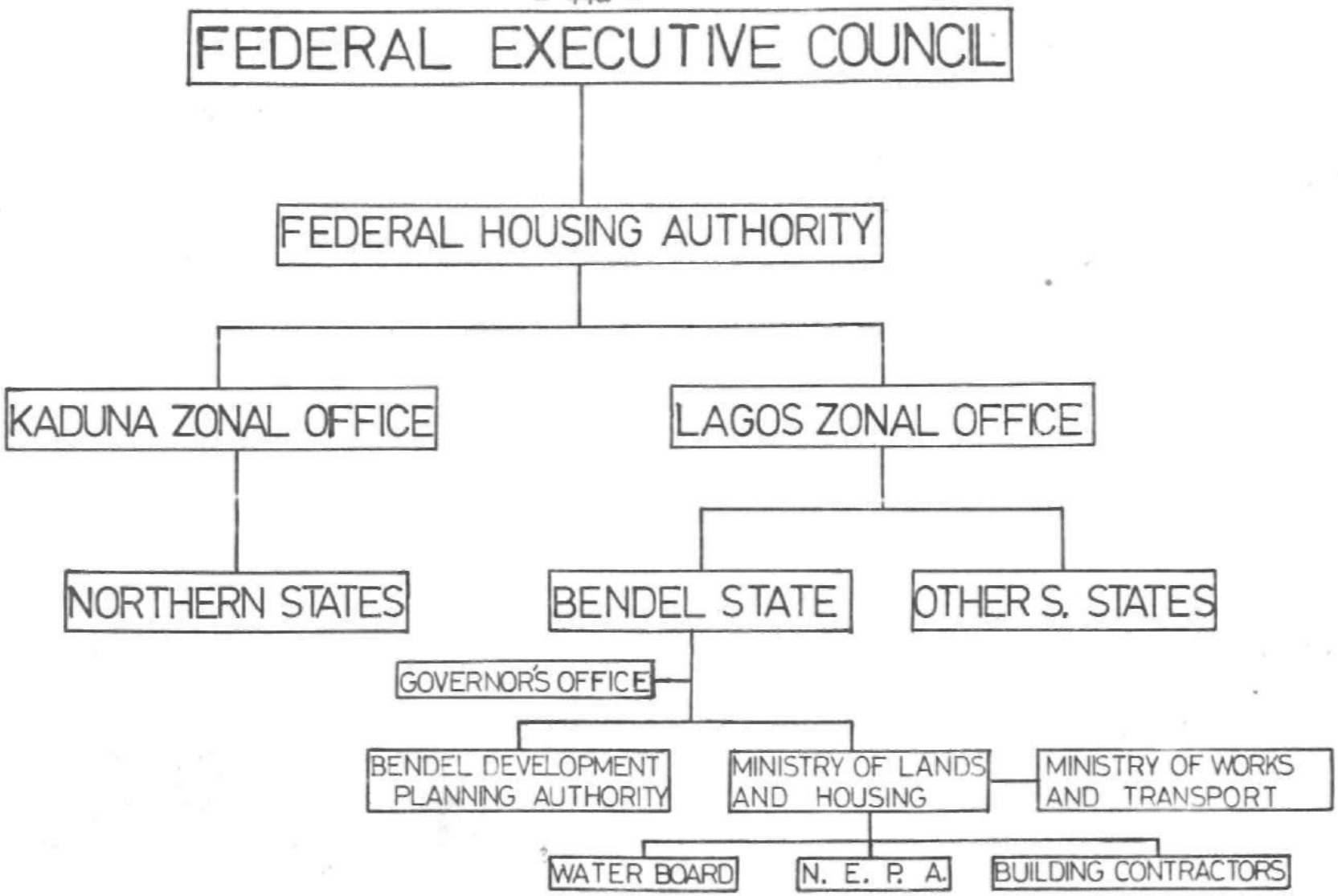

FIG. 4·10 FEDERAL LOW COST HOUSING PROGRAMME: ORGANIZATIONAL STRUCTURE [1973]

The second relates to dissipation of resources through unnecessary rivalry between two or more organs of government the B.D.P.A.- the Ministry of Lands and Housing, Ministry of Works and Transport whose functions are not clearly defined in practice. The problem is further complicated by occasional claims of authority of the Governor's Officer on directing and executing some of the programme's policies and projects. In effect, there were delays in implementing the programme.

In operation, the Federal Government is the prime mover, authorizing the number of units to be built and the necessary funds as well. It's agent, the Federal Housing Authority (F.H.A.) gives guidelines for operating the programme and co-ordinates the state programmes. For its part, the state produces a ' Workable Programme' to which the state Agent and the F.H.A. agree upon prior to submission to the Federal Executive Council for approval of funds. The 'Workable Programme'- comprising of the provision of land, preparation of layout plan, infrastructural services, building design and programme execution receives approval before work commences and funds released.

The appointment of consultants and the tendering and award of contracts undergo similar stages of approval.

This procedure was very slow and cumbersome during the development of the estate. And but for the initiative of the State Government's initial funding of the programme, the delay between the first requests and the completed development of Phase I would not have been less than 5 years[1].

Financial arrangements were not simple either Funds were released in bits according the various stages in the work programme. As pointed out above, the state Government undertook the initial funding of the project because of delays in the release of funds from Lagos. Otherwise, the financial arrangement constituted a serious constraint on the economy and achievements of the programme.

4.40 INFRASTRUCTURAL SERVICE AND BUILDING STANDARDS.

Infrastructure, estimated at 30-40% of overall cost of the housing project, were proposed in the guidelines on the implementation of the programme[2]

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1. This time gap was determined from the correspondences between the FHA and the Bendel State Ministry of Lands and Housing.

2. See Federal Housing Authority, "Guidelines on the Implementation of the National Housing Programme of the Federal Military Government 1976".

This was "the generous extent to which the Federal Government decided to subsidize the programme"[1]. It follows that each beneficiary will bear the cost of construction of his unit.

The guideline also advocated that costs should be reduced to a minimum. However, a look at some of the prescribed standards are indicative of lip service or outright contradiction.

The walls of the toilet/bath were to be cement screeded and also tiled. Under the cloak of encouraging outdoor living habits, all flats were to be provided a minimum of THREE balconies- in the sitting room, kitchen area and toilet area. Shower baths were to be provided for low income group houses but bath and shower facilities for medium income group buildings.

These facilities, whether or not the prospective beneficiaries needed them, were bound to reflect on the price of the units and the number that could be built in the long-run.

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1. Brief by Federal Commissioner for Housing , Urban Development and Environment, Lagos, 15/3/77.

4.50 TENANCY ARRANGEMENT

By Federal Government directive, 15% of the total number of housing units are reserved as Government staff quarters. The beneficiaries of these reserved units pay 8⅓% of their salaries as rent Conditions for allocation of the other units are rested mainly on ability to pay.

Although rent is relative to income (20%), and not to the size of the dwelling unit, the allocation criteria effectively limits low income workers to 1-bedroom apartments. (See Table 4.10).

TABLE 4.10 SIZE OF HOUSING UNIT BY INCOME QUALIFICATION

Size of Dwelling	Income Qualification
1 bedroom	₦720 (GL 01)
2 bedroom	₦1,500 (GL 05)
3 bedroom	₦2,400 (GL 07)
4 bedroom	₦5,000 (GL 10)

Sources: Ministry of Works and Transport, Benin.

4.60 AUTHORIZATIONS

The 'National Housing Programme of the Federal Government for Low-Income Group in the States' was initially scheduled as in table 3.

TABLE 4.20 AUTHORIZATIONS OF FEDERAL LOW INCOME HOUSING, 1973.

STATE	NO. OF HOUSING UNITS 1973/74	1974/75	1975/76	1/4/76 1/10/76	Total
Lagos	5,000	600	1,750	1,400	8,750
Rivers	250	600	1,750	1,400	4,000
Kwara	250	600	1,750	1,400	4,000
West	250	600	1,750	1,400	4,000
South-East	250	600	1,750	1,400	4,000
Benue-Plateau	250	600	1,750	1,400	4,000
North-East	250	600	1,750	1,400	4,000
North West	250	600	1,750	1,400	4,000
Kano	250	600	1,750	1,400	4,000
North Central	2,000	2,000	-	-	4,000
East Central	250	600	1,750	1,400	4,000
Midwest	250	600	1,750	1,400	4,000

Source: Ministry of Works and Transport, Benin.

By October 1976 when this First Phase of the programme was to be completed, the number of units completed and the new authorizations were as follows:

TABLE 4.30 COMPLETED UNITS AND NEW AUTHORIZATIONS OF THE FEDERAL LOW INCOME HOUSING, 1976.

STATE	NO. OF HOUSING UNITS					
	Completed under constr.	% of Phase I*	1977	1978	1979	TOTAL
Anambra	250	6.25	1,750	1,500	500	4,000
Bauchi	-	-	2,000	1,500	500	4,000
Bendel	250	6.25	2,000	1,500	500	4,000
Benue	-	-	1,750	1,500	500	4,000
Borno	850	21.25	2,000	1,500	500	4,000
Cross-Rivers	250	6.25	1,500	1,500	500	4,000
Gongola	-	-	1,750	1,500	500	4,000
Imo	-	-	2,000	1,500	500	4,000
Kaduna	5,000	125.00	UNDER	CONSIDERATIION		5,000
Kano	850	21.25	1,750	1,000	500	4,000
Kwara	250	6.25	1,750	1,500	500	4,000
Lagos	848	9.69	1,652	1,000	500	4,000
Niger	-	-	2,000	1,500	500	4,000
Ogun	-	-	2,000	1,500	500	4,000
Ondo	-	-	2,000	1,500	500	4,000
Oyo	250	6.25	1,750	1,500	500	4,000
Plateau	250	6.25	1,750	1,500	500	4,000
Rivers	250	6.25	1,750	1,500	500	4,000
Sokoto	500	12.50	1,500	1,500	500	4,000
TOTAL	9,798	18.57	32,302	26,000	8,900	77,000
FHA	13,475	?	12,000	15,000	9,525	50,000
TOTAL	23,273		44,302	41,000	18,425	127,000
CUMMULATIVE TOTAL	23,273		67,575	108,575	127,000	127,000

Source: Ministry of Works and Transport, Benin.

* Computed from Tables 4.10 and 4.20

Column 2 of this Table shows that with the exception of Kaduna-which was directly undertaken by FHA, construction

performance in the other states averaged as low as 10%.

For the 1977-79 phase of the Benin city Scheme, none is yet ready for occupation - only 224 out of 3,750 units are still under construction in 1980. (See Plate 4.10). This gives construction performance of 5.97% as against 6.25% in Phase I.

The pertinent question- on what is ailing the programme- has been partially answered in the foregoing analysis and interpretations. The structure of authority for executing the programme is fraught with conflicts of interests and bureaucratic red tapes. These are reflected in the operation of the programme especially in terms of administrative and financial controls. Standards are apparently too ambitious for low income families.

For a better informed assessment, we shall examine the development of the estate with reference to environmental constraints, design features, costs, distribution of benefits and its assessement by the residents.



PLATE 4.10 SOME OF THE PHASE II BLOCKS STILL UNDER CONSTRUCTION.

CHAPTER FIVE

THE FEDERAL LOW COST HOUSING ESTATE, BENIN.

5.10 SITE SELECTION

The sites earmarked for low income housing in the city are indicated in Fig.5.10 The choice was controlled by some factors as follows.

First, the area earmarked for low income housing in the Ugbowo Layout (Fig.5.20) was too small for the programme. Even if the land were enough, it would be developed within an existing high income estate (Plate 5.10) in a segregated manner. This is against the policy of social integration through mixed development. Moreover, it was relatively too far from the city centre.

Second, the present site had earlier been earmarked for the State's low income housing programme.[1]

Third, the State Government had limited alternative sites. The centrally advantageous site behind the specialist Hospital had just been developed (1972)[2]

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1. The State Government also decided to site its Secretariat (now built in the hub of the city) on the site now occupied by the breweries- that is about one kilometre from the estate.(See Fig.5.10)

2. The completed housing units were found to be of too high standard of finish for low income workers and converted to government offices except one block reserved for medical personnel(See Plate 5.20)

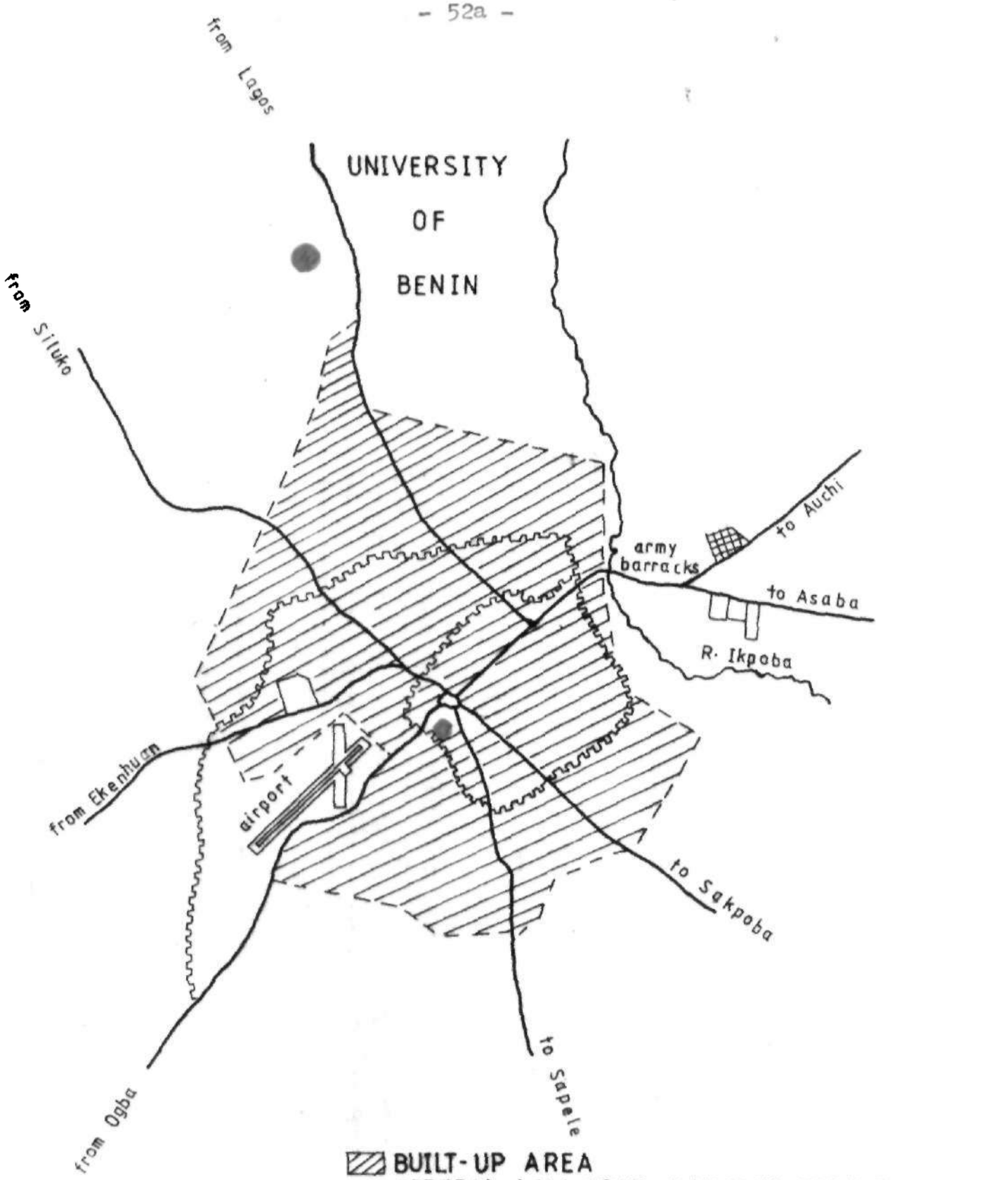

FIG. 5.10 BENIN : SITES EARMARKED FOR LOW INCOME HOUSING

1 0 1 km

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A.B.U ZARIA.

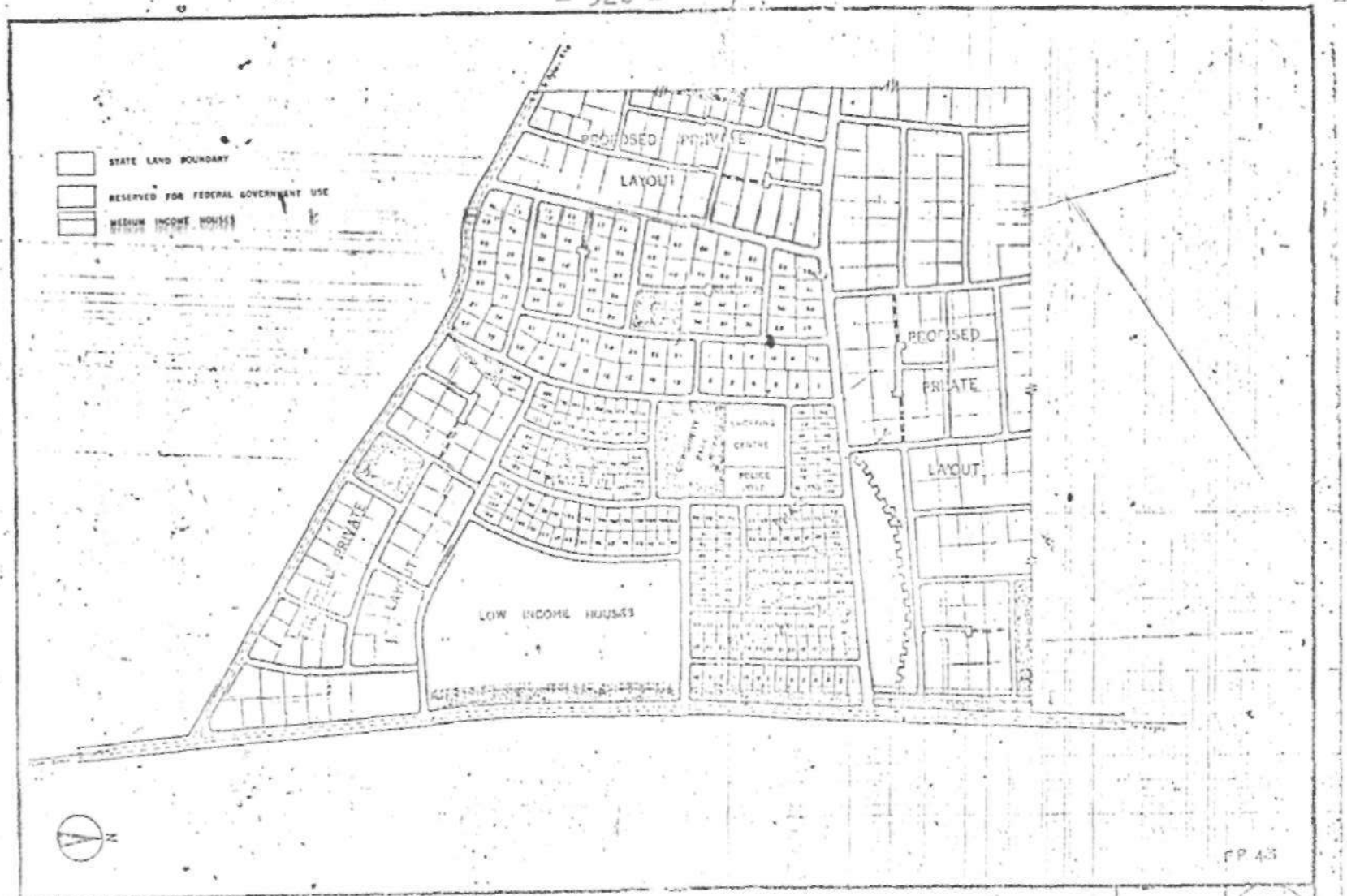


FIG. 5·20 LAYOUT PLAN OF UGBOWO HOUSING ESTATE, BENIN CITY.

SCALE

T.P. 84



PLATE 5.10 A SECTION OF THE HIGH INCOME HOUSING SURROUNDING AREA EARMARKED FOR LOW INCOME HOUSING AT UGBOWO LAYOUT.

(Winners of the buildings in forefront are yet to occupy them because they cannot afford the price).



PLATE 5.20 LOW INCOME HOUSING TURNED GOVERNMENT OFFICE BLOCKS.

5.20 MAIN ENVIRONMENTAL CONSTRAINTS

The Estate is an isolated development some 7 kilometres from the city centre. Ikpoba river has exercised some constraints on the expansion of the city towards the site of the estate(Fig.5.10)

Intra city transportation services are poorly extended beyond Ikpoba river and the limited services are mainly towards the cluster of industrial establishments along Asaba road. Commuting to and from the estate is therefore a serious problem except for those who own private vehicles.

The isolation of the estate is aggravated by the heavy traffic on the only route to the estate (Fig. 5.30). Traffic congestion is a regular feature at the Ewa road junction a situation which discourages both private and public transport from the route.

5.30 LAYOUT DESIGN

Fig 5.40 shows the general layout plan of the estate with the site earmarked for the proposed Federal Secretariat and other offices. The estate is planned as a part of the city and not a new town. What is readily obvious from the layout plan is that there is no purposeful attempt to direct the growth and development of the estate.

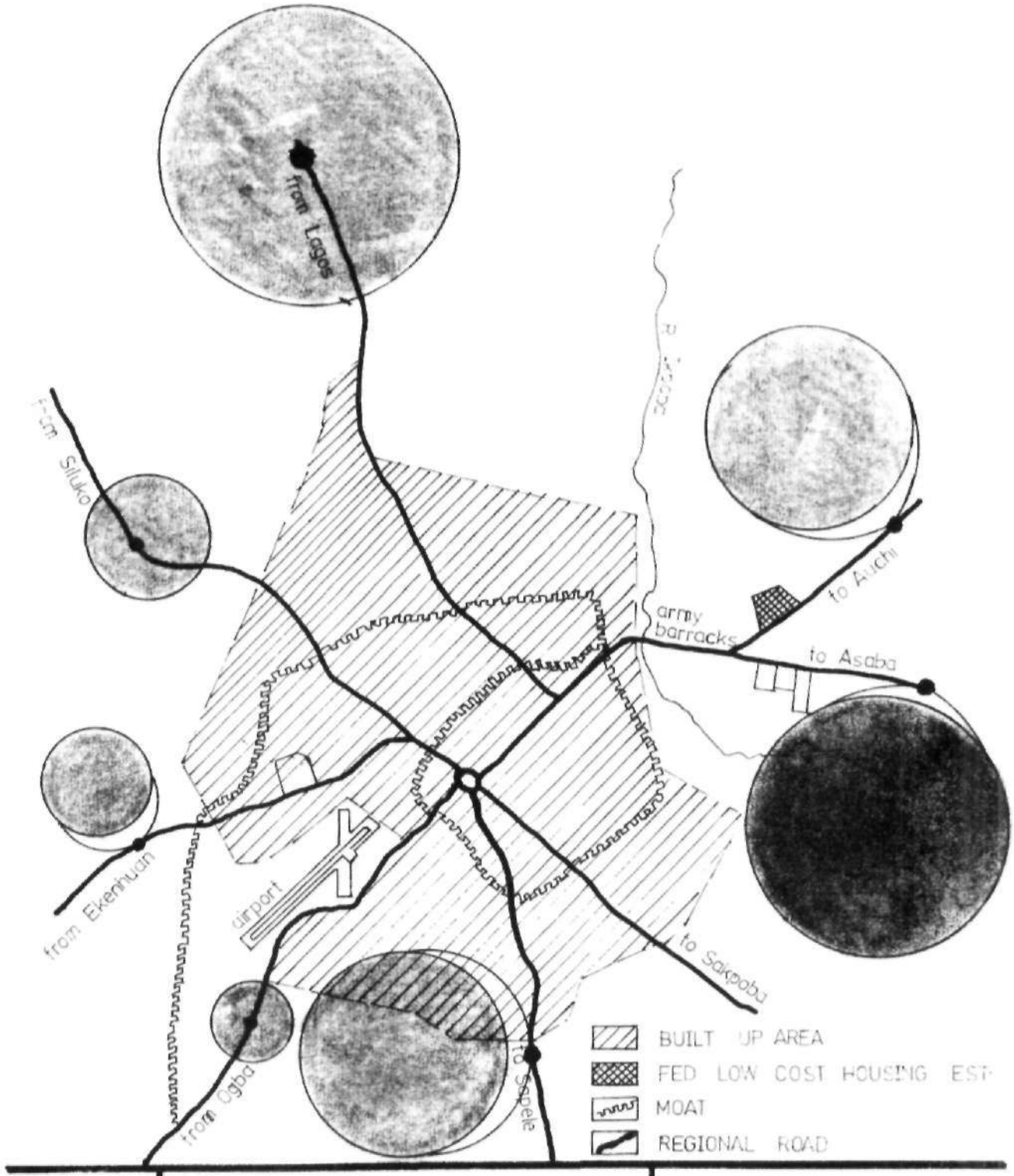
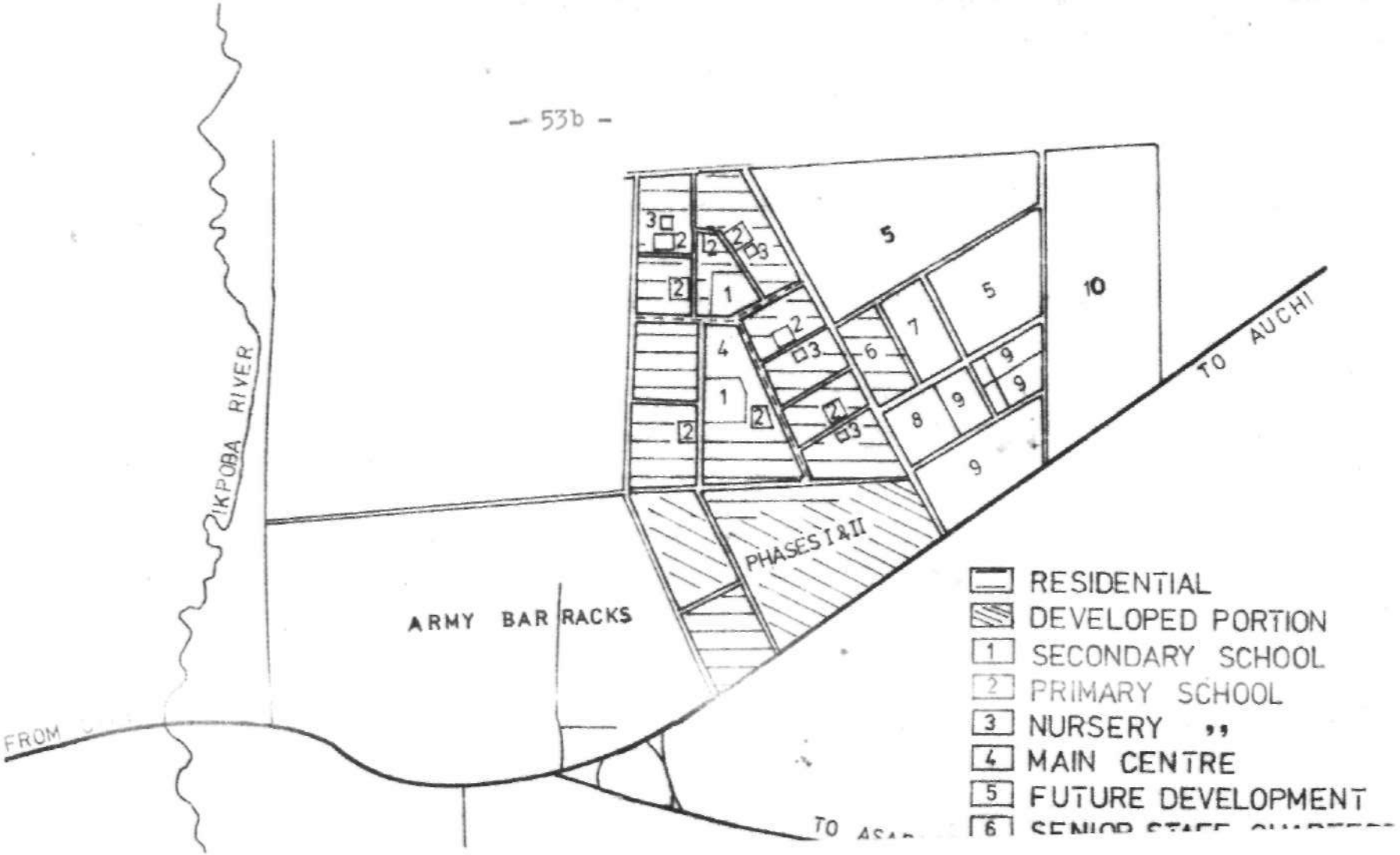


FIG. 5:30 BENIN: Traffic Volume On Regional Roads


IKPOBA RIVER
ARMY BARRACKS
PHASES I & II
TO AUCHI
FROM
TO ASA
RESIDENTIAL
DEVELOPED PORTION
1 SECONDARY SCHOOL
2 PRIMARY SCHOOL
3 NURSERY ,,
4 MAIN CENTRE
5 FUTURE DEVELOPMENT
6 SENIOR STAFF

First, the approach to the design is incrementalist and therefore unlikely to ensure a functional and flexible development of the estate.

Second, the location of the proposed Federal Secretariat relative to the estate will tend to pull development linearly (along Auchi road). Apart from further isolating the estate from the city, such a development will be uneconomical in terms of extending the city's services to the site.

Third, the organisation of the Secretariat and the other offices is poorly related to the estate.

Fourth, the road system within the estate does not show any consistent hierachy. Dual carriage ways, for instance, are proposed within the residential sector.

Fifth, the proposed services, notably schools are inadequate in size, numbers and location (relative to the anticipated population of (40,000-50,000). No provision is made for schools in Phases I and II.

The proposed Community Centre is not clearly defined.

Finally, the estate is likely to develop without a system of greens.

The detailed design of the estate is shown in Fig. 5.50. The arrangment of buildings especially in Phases I & II is very attractive and functional. Vehicular circulation system in the existing development is a good attempt at traffic segregation.

However, this detailed design oversights the location of the proposed facilities within the estate. Assumming that they are to be concentrated in the 'main centre' (the location of some cornershops and some unspecified buildings are evidence to the contrary) the organization is conspicuously absent.

5.40 DENSITY

The total area covered by Phases I-IV is 110ha. It was initially proposed to contain 4,002 housing units. An additional 1,772 units have been recommended by the estate consultants. With the initial proposal, the estate will accommodate 28000-40,000 persons giving a gross density of 255-327 person per hectare. If the recommended additional units are accepted, the density will increase to 367-472 persons per hectare [1]

1. Minimum populations are based on an average family size of 7 obtained from survey of the estate occupants by the author.
Maximum populations are based on Professor Sada's average family size of 9.7.

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FIG.5·50 FEDERAL LOW COST HOUSING ESTATE, BENIN: DETAILED DESIGN [PHASES I–IV]

These densities are too high for housing in the outskirts of the city for low income families. With such high densities, there is the risk of unconscious encouragement of slum development and hence the risk of counterproductivity.

5.50 DISTRIBUTION OF BLOCKS AND UNITS

Table 5.10 shows the distribution of blocks by type and number. The range of blocks proposed provides for variety. However,Types I & IV blocks are relatively too few (only 0.88% and 6.33% respectively.

TABLE 5.10: DISTRIBUTION OF BLOCKS IN THE ESTATE (FUTURE)

TYPE	NO. OF FLOORS	NO. OF BLOCKS	% OF TOTAL
I	1	5	0.88
II	2 or 4	32	5.62
III	2	82	14.41
IV	2	36	6.33
V	4	227	39.90
VI	2	187	32.86
TOTAL		569	100.00

Source: Ministry of Works & Transport, Benin City.

TABLE 5.20 : DISTRIBUTION OF UNITS IN THE ESTATE (FUTURE)

TYPE	Initial Allocation No of Units	%	Plus Supplement No of Units	%
1-bedroom	480	11.99	480	8.31
2-bedroom	3,002	71.05	4,386	75.96
3-bedroom	520	13.00	908	15.73
TOTAL	4,002	100.00	5,774	100.00

Source: Ministry of Works and Transport,Benin City.

Table 5.20 shows the distribution of units by type and number. The last column shows that 1-bedroom units account for only 8.31%, 75.96% are 2-bedroom while 3-bedroom units account for 15.73%.

Since low income workers are restricted to 1-bedroom units only (as discussed earlier) it means that low income workers (80% of population) will compete for 8.31% of the total housing units. Middle income workers (13.6%)will have access to 75.96% and high-income workers (6.7%)will have 15.73% of the total housing units.

This distribution of housing units is clearly at variance with the composition of income groups as compared above. The low income group who are (at least in principle) the primary target population of the programme are thus prevented from access to the estate.

In effect, the existing income-based social segregation in the city will be perpetuated as estate develops (under existing regulations). The trend is already set in motion under Phases I & II as analysed below.

5.60 DISTRIBUTION OF UNITS (PHASES I & II)

The 250 units constructed under Phase I comprises

32 (or 15.24%) 1-bedroom units and

218 (or 84.76%) 2-bedroom units

The shortcomings of this distribution is depicted in Fig. 5.60. It shows that 700 low-income workers competed for 32 1-bedroom units (with 0.0457 probability of winning) while 679 middle-income workers contested 178 units (with 0,2621 probability of winning) by ballot.

All Phase II units are 2-bedroom. By our data on manpower composition, some 80% are low-income, 13.5% are middle income and 6.5% are high income. Matched against these figures, the percentage distribution of the housing units under Phase I is adverse to low-income workers. And they are totally eliminated from Phase II.

5.70 DEVELOPMENT COSTS.

The prices decided on the various house types by the Federal Government and those approved by the State Government are shown on Table 5.30.

TABLE 5.30: FEDERAL AND STATE PRICES FOR HOUSE TYPES

HOUSE TYPE	DESCRIPTION	FED.UNIT PRICE(₦)	STATE APPRO.	DIFFERE-ENCE(₦)	%
I	Bungalow of 2 2-bedroom flats	4,400	6,000	1,600	36.36
II	Block of 8 1-bedroom Flats	3,521.87	4,200	687.13	19.26
III	Block of 8 2-bedroom flats	4,731.37	7,000	2,268.63	47.95
IV	Block of 4 2-bedroom Flats	4,551.25	6,400	1,843.75	40.51

Source: Ministry of works and Transport, Benin.

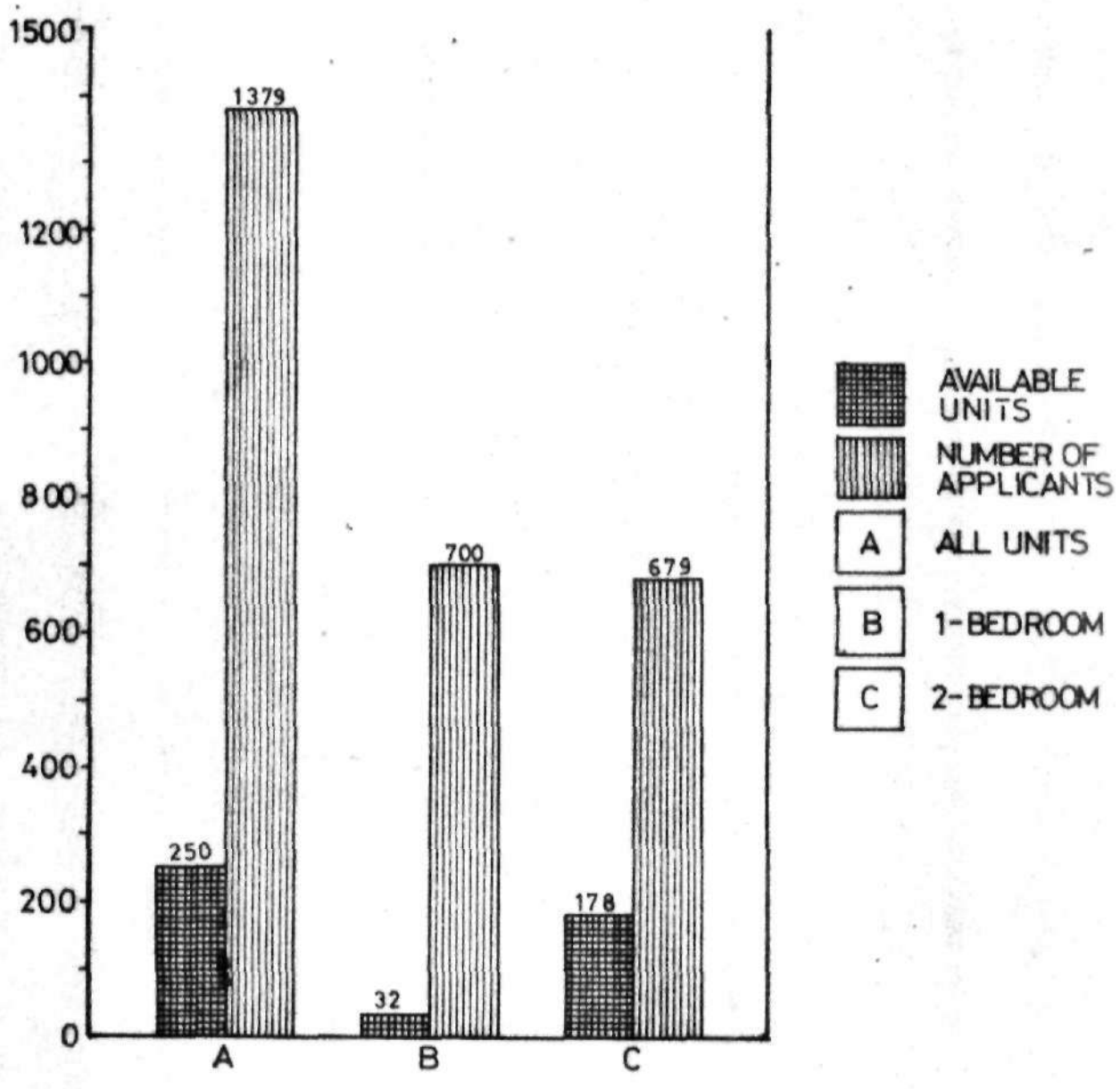

FIG. 5·60 UNITS SUPPLY AND DEMAND PATTERN

The cost limits prescribed by the Federal Government were far below the least quotations by contractors. The least were those of the State Government's construction company

These figures exclude the cost of site acquisition and improvement, landscaping and the provision of infrastructure. Table 5.40 shows the costs approved by the State Government for Phase I.

TABLE 5.40: COSTS APPROVED BY STATE (DEC. 1973)

Item	Cost(₦)	% of Total
Clearing and buldozing	45,000	3.03
Landscaping, etc.	76,900	5.17
Internal Roads	65,000	4.37
Water	35,300	2.38
Electricity	22,315	1.50
House Units	1,106,248	74.45
Contigencies	135,132	9.09
TOTAL	1,485,895	100.00

Source: Ministry of Works and Transport, Benin.

Table 5.50 shows the expenditure on the estate less cost of land, administrative costs and forfeited interests on capital.

TABLE 5.50: EXPENDITURE ON THE ESTATE (1977)

Clients/Item	Amount(₦)	% of Total
Warehouse	37,495	1.56
Consultancy Fees	216,573	8.98
Works and Transport	385,842	16.01
Water Board	75,900	3.15
N.E.P.A.	39,302	1.63
Contractors	1,289,882	53.53
Contigencies	257,234	10.68
Maintenance	107,312	4.46
TOTAL	2,302,227	100.00

Source: Ministry of Works & Transport, Benin.

Comparisons between Table 5.40 and 5.50 show that there have been increases in cost for all items. These increases are more pronounced in infrastructure and supportive services.

Water, roads and electricity connections, for instance, increased by 115%, 106% and 76% respectively. On the other hand, construction costs of the housing units increased by only 24%. Thus inflation was more pronounced in providing infrastructure than the construction of the units.

Overall, the costs of all the housing types constructed under Phase I of the programme more then doubled the estimated costs. (See table 5.60)

TABLE 5.60: INCREASES IN FEDERAL PER UNIT COST(1977)

House Type	Fed Unit Price ₦	Estimated 'Actual' Cost ₦	% Difference
I	4,400	10,000	127,27
II	3,5 1.87	8,679	146.49
III	4,731.37	11,479	142.63
IV	4,551.25	10,879	139.05

Source: Computed from Tables 5.30, 5.40, 5.50

Assuming an inflation rate of 10%, the increases are still too high to be justified. In essence, the money was not spent in the most effective way.

5.80 THE BENEFICIARIES

The distribution of the winners by ballot (Fig.5.70) shows a predominance of public servants Apart from winning the highest units, reservations of 16% were also allocated to this category of workers.

The distribution of the estate occupants by employer (Fig.5.80) is similarly in favour of public servants.

By income level, however, the composition of the estate residents differs from that of the original winners. While low and middle income groups account for 13% and 87% respectively, the estate residents comprise of 14% low income, 85.5% middle income and 10% high income.

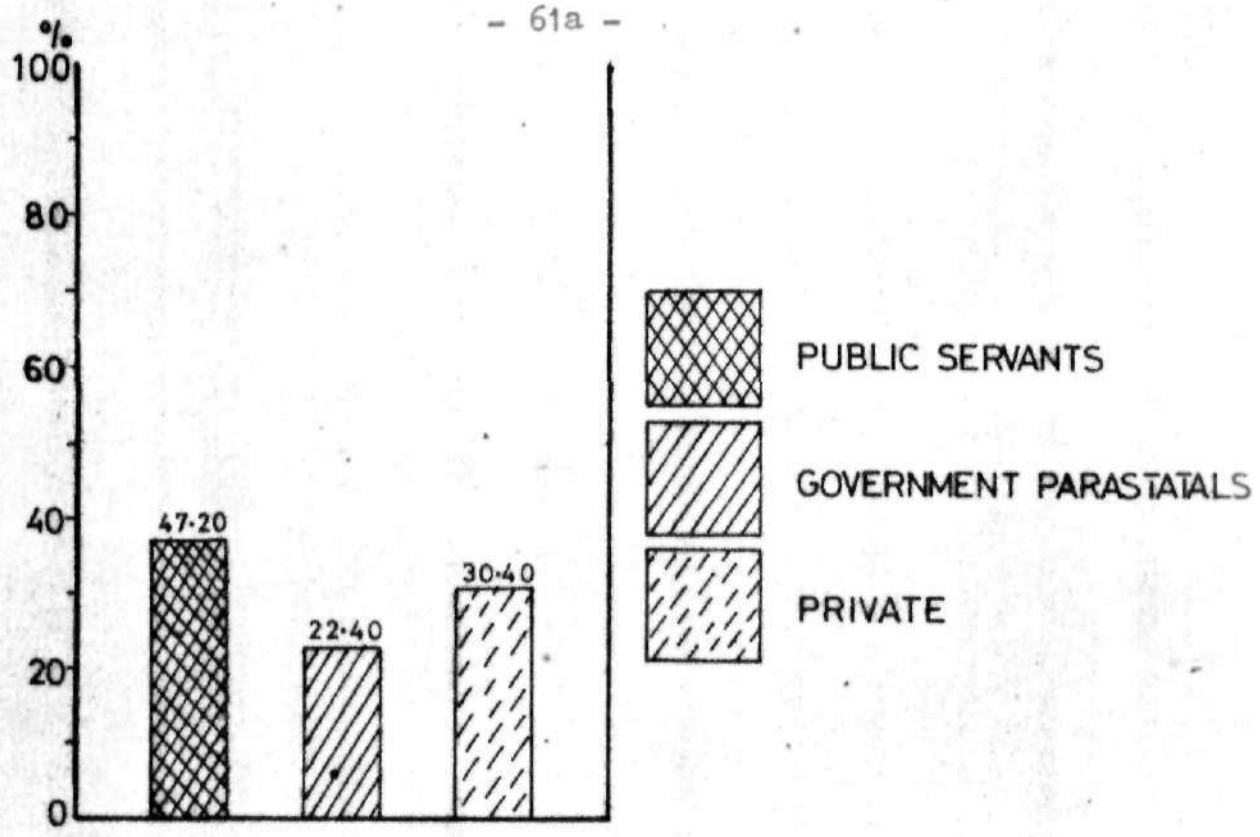

FIG. 5·70 WINNERS BY EMPLOYER

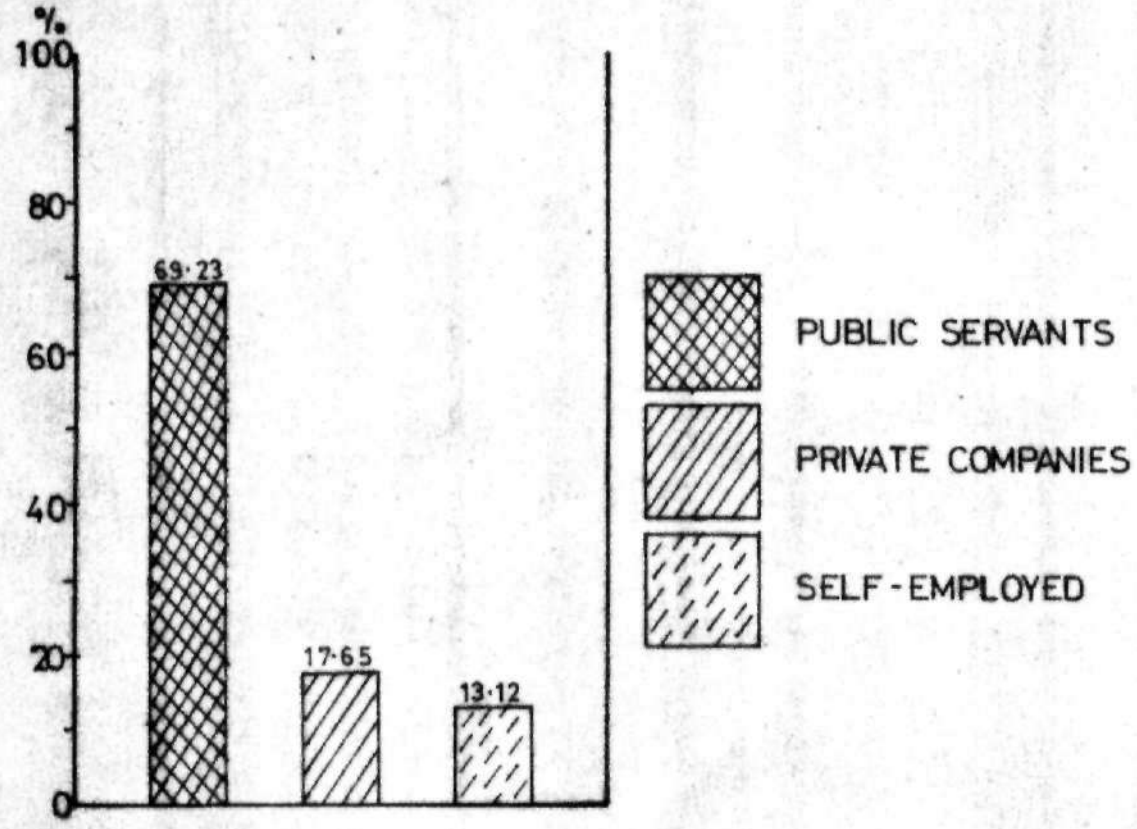

FIG. 5·80 RESIDENT HOUSEHOLD HEADS BY EMPLOYER

A plausible explanation for this change may be the post-allocation advancements enjoyed by the residents, but it is equally reasonable to attribute the change to occupation by people other than the original winners. In fact, informal discussions with the residents indicated that some 76% of them are tenants to the original winners who have either left the city on transfer or were not interested in living in the estate.

This is not surprising in view of the fact that the winners were mostly public servants who were unlikely to be permanently resident in the city.(The present occupants are also mostly public servants and migrants Fig. 5.80 and 5.90). Moreover, the location of the estate relative to government establishments and poor transport services, among other reasons reported below, are not particularly appealing to non-vehicle owing low income workers.

5.90. USER SATISFACTION

Out of the 221 household heads who were interviewed 6.7% felt satisfied with their dwelling units and 15.4% with the estate as a community. Another 84.6% were only fairly satisfied with their units, and 77% with the estate. 9% of the respondents expressed dissatisfaction with their apartments and 8% with the estate environment.

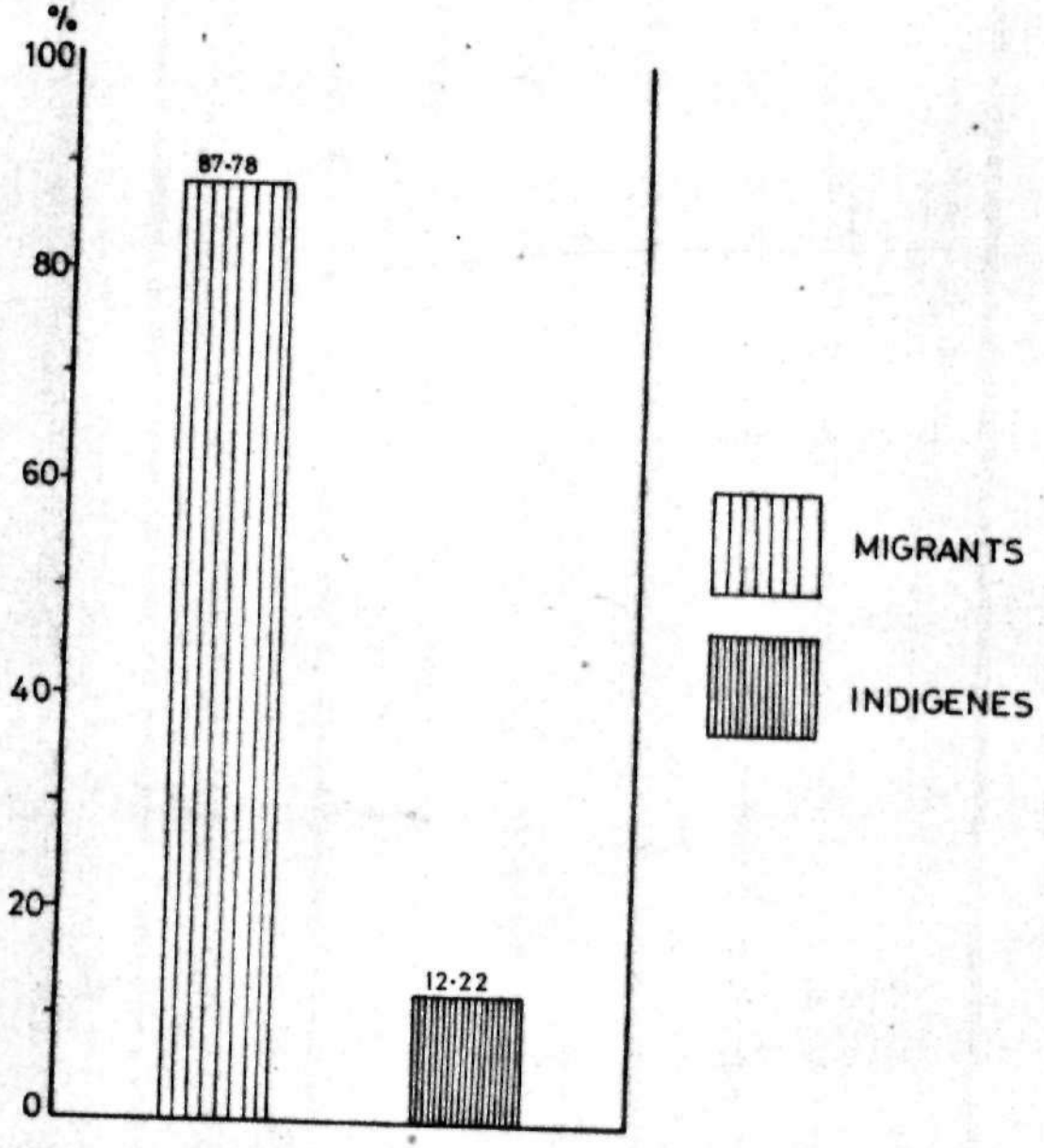

FIG.5-90 RESIDENT HOUSEHOLD HEADS BY ORIGIN

Reasons for satisfaction (Fig. 5.11) range from low rentage (with the highest frequency) to the rent-purchase arrangement (with the least frequency)

The attractive of relatively low rent, self-containment and good sanitation are significant in view of our analysis of the housing situation in the city.[1]

The low frequency of the rent-purchase arrangement suggest two possibilities. It is either that the respondents are not the original winners or they are just not interested in the tenancy arrangement. In either case, the implications for tenancy system are obvious.

For low income winners who apparently transferred their apartments at market rents, it is an indirect way of re-distribution of income in their favour. But for similar transfers between workers in the same income bracket horizontal equity is seriously violated.

Residents' dislikes in the estate vary from poor maintenance, lack of facilities to poor services (Fig. 5.12) The complaints relating to poor construction works are being taken care of in the Phase II units. Some others such as lack of bath, stores and wardrobes betray middle-upper-income tastes.

1. Informal discussions with the residents suggest that most tenants to original winners of the estate units pay some 25% below the market rent(but 50-200% above official rent) for similar apartments in poorer neighbourhoods in the city.

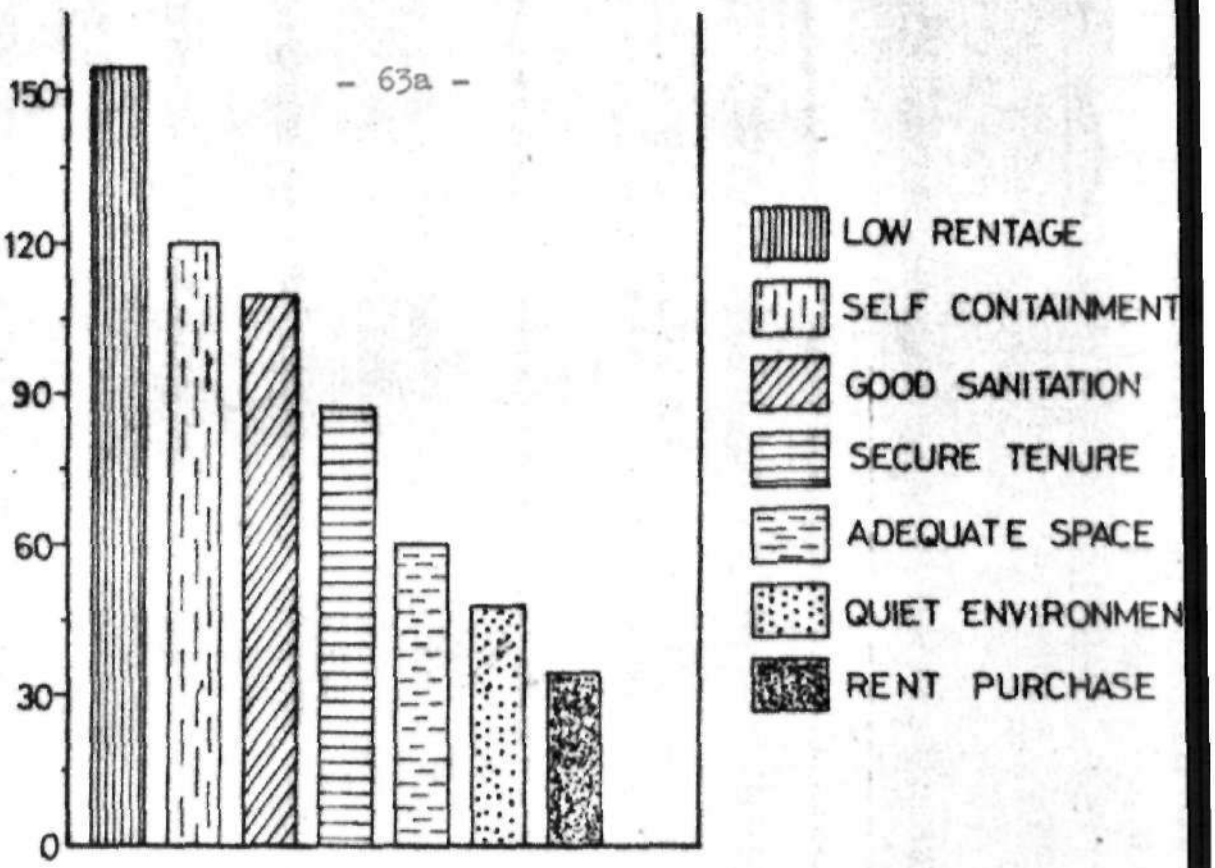

FIG. 5·11 RESIDENTS' REASONS FOR SATISFACTION

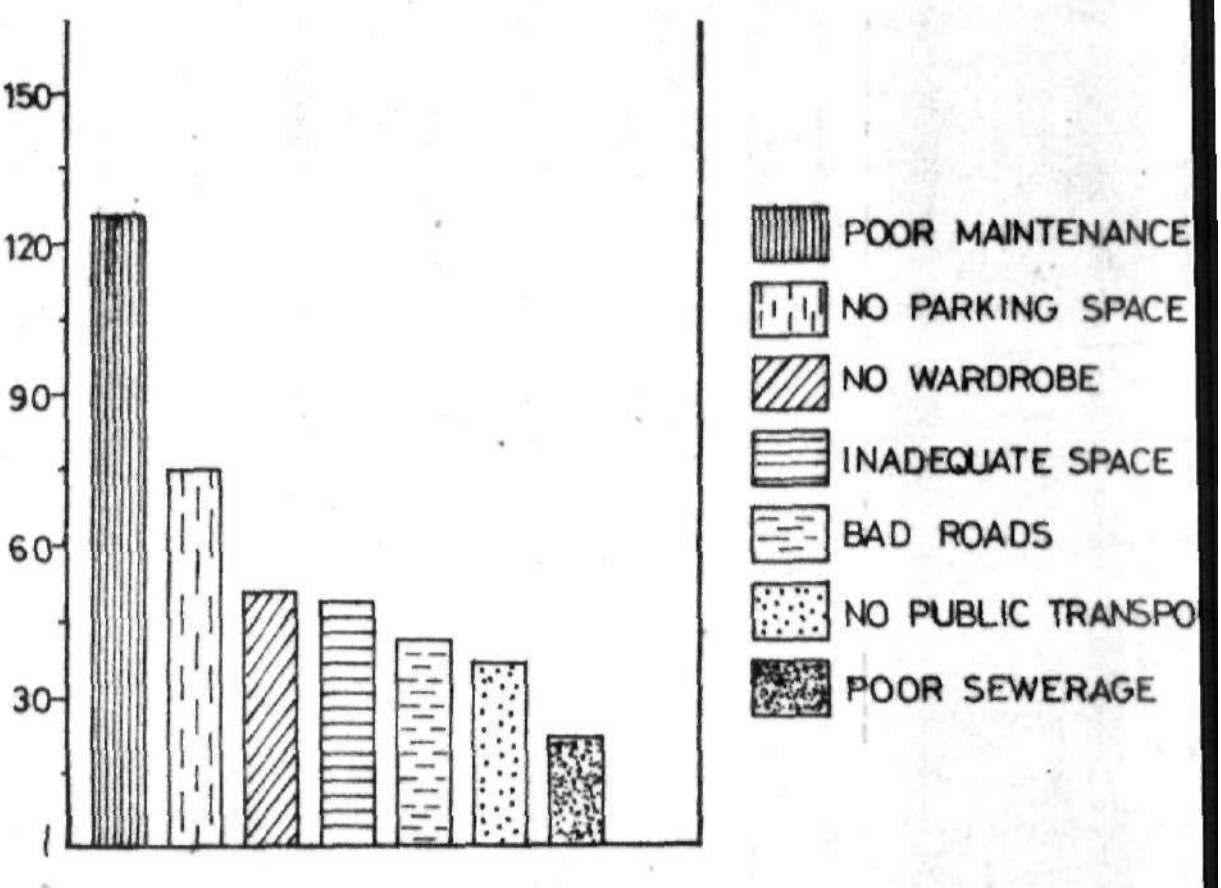

FIG. 5·12 RESIDENTS REASONS FOR DISSATISFACTION

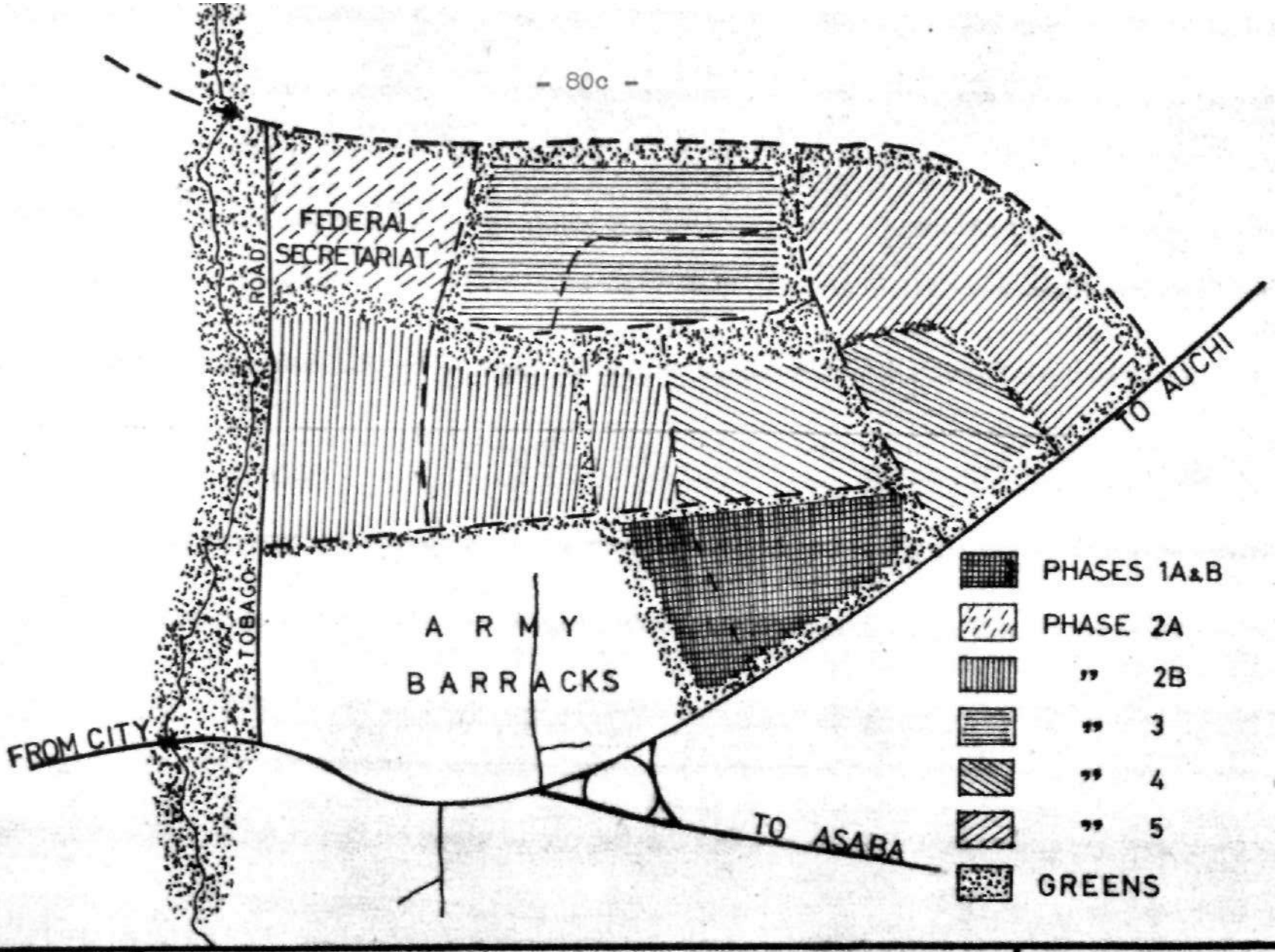

FIG. 7·50 FEDERAL LOW COST HOUSING ESTATE, BENIN CITY: PHASING OF ALTERNATIVE B.

200 0 200m.

J. AKIN. OLORUNFEMI
DEPT. OF U.R.P.
A. B.U. ZARIA.

5.11 USER PREFERENCES

The bungalow type of apartment (See Plate 5.30) is most favoured by 62% resident household heads. Another 30.8% favour 2-storey apartment blocks while 7% do not mind high rise apartment blocks. The high preference is partly due to frequently reported clashes over the use of the ground floor space for gardening, parking and menance from those living on the top floor of storey building.[1] However, these problems are being eliminated by constructing duplexes in Phase II. The 'solution', in turn, is pregnant with a monotonous landscape (See plate 4.10)

In terms of aspiration to build a house in the city, 44% of the respondents answered in the affirmative and 56% negatively. 62% of the negative responses was due primarily to preference to build at home town or village, 27% due to lack of funds and 11% due to indifference.

These preferences, like other preceding issues have implications for the estate design in terms of unit and block mixes, tenancy arrangements and management.

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1. According to an officer of the Tenants Association, this is one of the major problems of the estate.

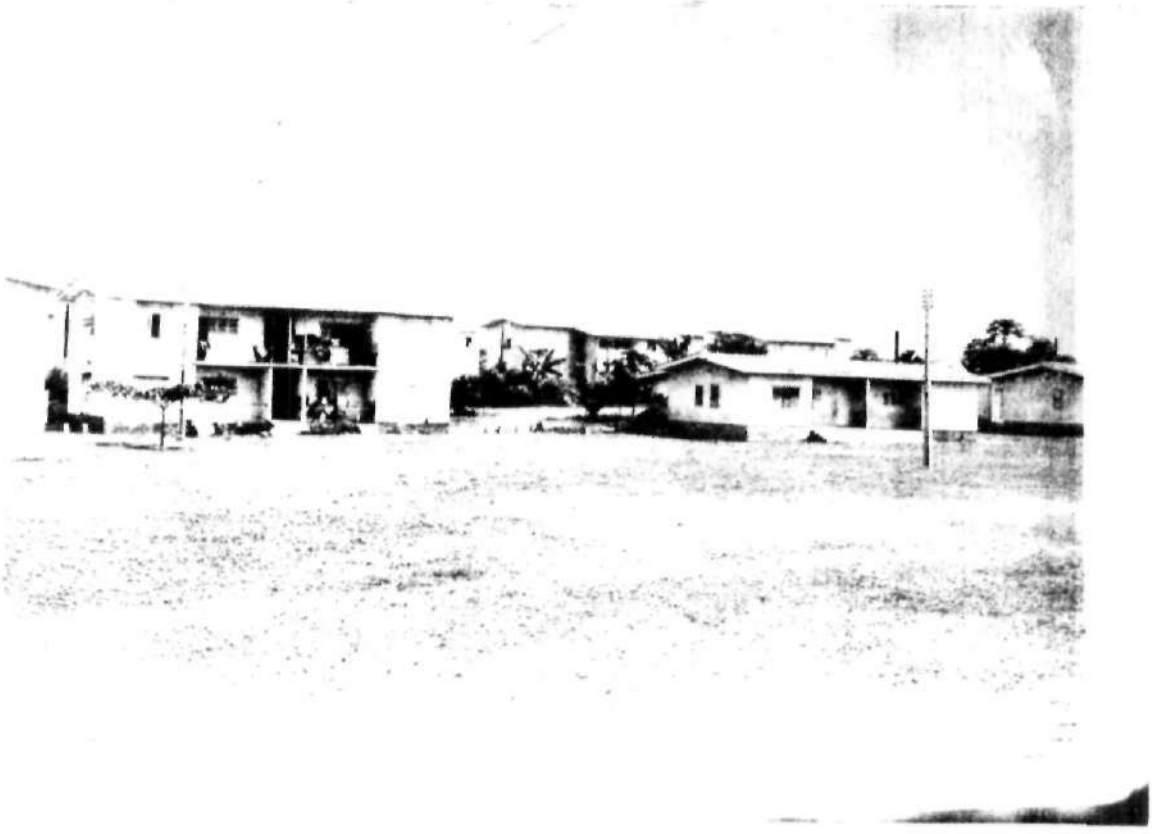

PLATE 5.30. SECTION OF THE ESTATE
(Note the highly preferred bungalow).

CHAPTER SIX

APPRAISAL

6.10 SUMMARY OF MAIN FINDINGS

Consequent upon its transformation from a traditional to a modern urban centre, Benin city has experienced an unprecedented annual growth rate of 8.5%. This high growth rate (attributed largely to the influx of rural migrants) has created pressure on the housing stock and land for expansion.

The population is characterized by a high dependency ratio (74%) and a predominance of low-income workers (80%). The combined effects of those characteristics are reflected in poor housing amongst other symptoms of poverty in the city.

There is an absolute shortage of housing in the city and occupancy rate is 4 persons per room. Substandard housing accounts for over 50% of the total stock but there are vigorous attempts to modernize the old stock through private effort. The average annual rate of housing construction has increased gradually to 5.5% in 1975 but this rate is far behind that of population growth which was 8.0% for the same year.

Tenancy rate is high and on the increase Mismatches between demand and supply patterns, coupled with differential earning capacities has

shifted the burden of the housing problem on the low income families. This situation is physically expressed in housing quality regions in the city.

Previous government programmes benefited the high and middle-income families to the exclusion of the low income group. The Federal low cost housing programme was planned to bring relief to this group who are currently worst affected by the housing problems. In general, the programme is to improve the housing situation by increasing supply of decent housing.

The organization and operation of Phases I and II of the Benin city scheme was fraught with several problems. The procedure for executing the programme was slow and cumbersome. Consequently, only 474 units have been built out of a target 7,750 units scheduled to be completed by 1979- a construction performance of 6%.

Money was not effectively spent. The cost of the completed units more than doubled the initial estimates.

The distribution of the unit sizes' and the stipulation of minimum incomes for allocation is in favour of the middle-income-earners. Apart from the near-exclusion of low-income families, the estate is tending to be the exclusive preserve of public servants in the city.

The estate is isolated and planned without any purposeful attempt to direct its growth and development. The proposed density of 255-470 persons per hectare is too high for housing on the outskirts of the city. The approach to the design of the estate is incrementalist with a general layout that reflects a poor organization of space, inadequate and imbalanced provision of facilities and services.

The proposed Federal Secretariat is poorly located relative to its potential influence on the growth and development of the estate.

6.20 PLANNING IMPLICATIONS

The findings summarized above have several planning implications.

A rapidly growing population will generate increasing demand for land, especially for housing. This will accelerate the expansion of the city and possibly reduce the effectiveness of providing public infrastructural services and facilities. If the increasing population is to be housed in healthy conditions, the city's growth and development must be guided within its local and regional contexts.

The housing stock and occupancy rate call for a massive effort rather than piecemeal projects for improving the housing situation. Population projections in the revised edition of the Third National Development Plan indicate that an average of 3,350 new housing units will be required annually just to cope with population growth. This figure is quite apart from the backlog of over-crowding and obsolete dwellings. How much government is ready to spend on housing and how it can be effectively used to provide the maximum number of minimum standard housing at minimum costs in a problem to be tackled in the years ahead.

Since the housing shortage relates by and large to housing for low-income families who constitute about 80% of the working population in the city, housing strategies designed to relieve them must attempt to reach the wider spectrum of these needy families. And as long as the bulk of low-income workers and others who exhibit the major symptoms of poverty are constrained to live in areas where housing is poor mostly because of low level of housing services like water and electricity supplies, kitchens and toilets relative to rents paid, standard housing,in its structural sense, may be a misplaced emphasis.

Furthermore, since as the study indicates, the housing problem is essentially a problem of poverty, this cause, and not only its symptoms must be pursued. Programmes designed for these purposes will have to be pursued simultaneously for better results.

The low-cost housing programme, has produced units far below its target and the magnitude of the need for low-income housing assistance is indramatic contrast to the poor effort. The programme, its organization and execution to date, excludes the very needy for whom it is supposedly designed.

The present location and design of the estate also require purposeful planning to ensure its functional and flexible development.

From the foregoing, it is obvious that a large-scale effort will have to be organized to make a major impact on the total housing needs of Benin city.

6.30 RECENT DEVELOPMENTS

A number of policy decisions have been made by the new administration which relate to the housing problem. These include:

i. salary increases for low and middle-income workers;

ii. extension of rent subsidies to low-income workers;

iii. grant of monthly transport allowance for middle-and low-income workers and

iv. decision to build more housing units in every state every year- 80% of them will be 1-bedroom units for low-income families. This programme is to be executed directly by the Federal Government.

These developments seem a healthy sign that housing policy is coming to terms with the economic and social realities of low-income families. The new scheme proposed is an avenue for decent housing providing that the serious limitations to conventional methods are corrected and strategies are designed to ensure that this generous package ends the beneficiaries up in better housing. We can go further to shape the programme to this effect.

6.40 PROSPECTS

In the light of performance to date, it now seems that there were two fundamental errors in the Federal Low-Cost housing programme. One is a matter of basic policy formulation, and administration. The other is a matter of physical

planning in terms of location and design. The acceptance of housing as government's social responsibility was valid and necessary and it represented progress in relation with what had gone before. But the design and execution of the programme was clouded with many problems as summarized below:

i. Organization.

The case of Benin demonstrates a multiplicity of authorities for executing the programme- two at Lagos and 2 in the city. In addition the Governor's office and the Ministry of Works and Transport occasionally initiated and implemented some action with some claims of authority. Apart from the delays in contacts with Lagos, the structure of authority in the state was fraught with conflicts of interests and bureacratic red-tapes. Consequently much valuable resources were wasted on little achievements.

ii. Infrastructure, Standards and Costs.

The standards prescribed and adopted for the programme seem too ambitious in relation to the magnitude and urgency of need. Paradoxically, the implementation guidelines urged that costs should be minimized.

Although the Federal Government estimated that infrastructure would account for 30-40% of the total development costs. The State Government's estimated the costs at a little over 16%.

Our data show that infrasture accounts for over 31% of total development costs. Increases in this expenditure head were remarkably high within the 4-year period of developing Phase I-water (115%), roads (106%) and electricity (76%). Construction of the housing units increased by a relatively smaller 24%

iii. Target Income Groups

The target population, by the operational definition of the programme, consists mostly salaried workers and few other workers with verifiable incomes. The minimum salary was ₦720 which in effect eliminates all daily rated workers and those with irregular job(which group accounts for over 30% of the manpower in Benin city.[1]

Besides, the minimally qualified who constitute the bulk of the mostly needy could only be allocated 1-bedroom units which accounted for 12% as against 88% 2-bedroom units. In effect, the estate is tending towards an exclusively middle-income residential quarters.

1. Ministry of Finance (Statistics Division): Manpower Survey Reports. 1977.

iv. Tenant Purchase System

The decision to sell the new housing units (except the 15% reserved as government quarters) to willing tenants after the first three years is at variance with the preference of most estate dwellers to own detached houses in their home village. The Federal housing units are more appreciated for Low rentage and secure tenancy from our survey findings.

v. Location and Design

Due to the shortage of land for housing near the city centre, the Federal housing estate is located in the outskirts of the city. Characteristically, the isolation involves extra transportation problems and affects neighbourhood values. The design of the estate in relation to the city thus assumes great significance. For the case of Benin, there seems to be little or no attempt to integrate the estate with the city.

6.50 CONCLUSION

The foregoing sum up to the fact that the Federal low cost housing programme in Benin city has performed rather poorly relative to its aims and objectives. The choice to continue or discontinue the programme is essentially a political decision. Our proposals are presented in the next chapter.

CHAPTER SEVEN

PROPOSALS AND IMPLEMENTATION POLICIES

7.10 IMPROVEMENT OF EXISTING STOCK.

The magnitude of the housing problem in Benin city needs to be reduced in the shortest possible time. Given that the population mostly affected is very large and that present conditions of the main problem area where the victims are also concentrated cannot be appreciably improved without public intervention, the very first priority would seem to be to improve the poor quality residential areas for tenants, landlords and owner-occupiers alike. This will also set the stage for increased renewal programmes which are possible with the gradual elimination of poverty.

In order that maximum renewal investment will take place subsidy programmes should be initiated and pursued by the government (State). The matching grant for the installation of water closets as promised in the Third National Development Plan should be pursued to this effect. A similar programme to effect improvement on housing conditions may be to grant refundable loans to individuals with verifiable sources of income to ensure recovery of the loan through minimum monthly deductions from income source.

Pursuit of these programmes has two main advantages. By receiving matching grants and/or loans, landlords and home owners, especially those

in the private sector will feel a sense of belonging- that the government is doing something for everybody. This will hopefully discourage them from increasing rents to absorp part or all or above the subsidies recently granted to low-income workers.

On the other hand, such housing programmes not only effect up-graded inventory but also benefits a wider spectrum of the city's population and not just the low-income families.

Further to the improvement of the poor housing quality areas, extensive physical re-desi,ning should be undertaken by the state government especially in areas where little private or public open space is available.

7.20 EXPANSION OF LOCATIONAL CHOICE

In terms of expanding locational choice between the estate and the city, deliberate attempts should be made to integrate the low-cost housing estate with the city. More important government should encourage, initiate and create job opportunities very close to the low-cost housing estate.

7.30 OTHER PROGRAMME SECTORS

Giventhe high proportion of the city's population in the low-income bracket, the low cost housing programme, with all its limitations, appears incapable of meeting the demand for government aid. And although it is both

a short-run and long-run programme, its impact on the underlying causes of poverty are less obvious. As an overall strategy, therefore, the government should strive to reach the specific housing objectives through intensification of other programme sectors, particularly industrial development, education, health and regional development. This will ensure the long-run reduction of poverty.

7.40 THE FEDERAL LOW COST HOUSING PROGRAMME

The Federal Government is decided on pursuing the low-cost housing programme. The decision to allocate 80% of the units to low-income families and to cut short the organizational structure for programme execution are indicative of improving past performance. Research is also under way to build cheaper houses.

Assuming that construction works will commence soon on the site, it is necessary to guide the physical development of the estate.

7.50 DESIGN OF THE ESTATE

In view of its short comings pointed out in chapter 5, the estate design should be revised with the sole aim of consciously integrating the estate with the city employing the following design principles.

i. Functionality: To achieve this;

   a. integrate the estate with the city

   b. segregate regional and local traffic;

   c. reduce distance between residence and place of work and

   d. phase development on continuity basis.

ii. Accessibility- Obtained by means of

   a. decongestion of traffic on the estate access road and

   b. reducing journeys to the city centre.

iii. Economy - effected by:

   a. adapting and utilizing existing elements of the estate environment and

   b. ensuring proper utilization of land.

iv. Attractiveness- can be realized by

   a. obtaining a suitable spatial composition of land uses.

   b. using a desirable density

v. Flexibility - obtained by securing development chances of the estate and protecting further changes on area usage in the future.

7.60 MAIN ELEMENTS OF THE DESIGN

i. Total area: 400 hectares

ii. Population: 50,000- 60,000

iii. Gross density: 150 persons per hectare

iv. Land use schedule

	%	Area (Ha,)
Residential	55	220
Centres	5	20
Parks and open spaces	10	40
Streets and Parking	15	60
Secretariat and other offices	7.5	30
Schools	7.5	30
TOTAL	100.00	400

v. Community facilities schedule

	Number	Area(Ha)
Secondary Schools	2	12.00
Primary "	12	18.00
Nursery "	15	6.00
Health Centre	1	2.00
Post Office	1	0.25
Police Station	1	2.00
Cinema	1	0.20
Theatre	1	0.30
Cemetry	1	2.00
Market	1	0.20
Shops	1	0.20
Sports Centre	1	1.40
Club House	1	0.40
Bank Branch	1	0.35
Public Library	1	0.50

vi. Bye-pass

A bye-pass to divert Auchi-Lagos traffic.(Fig.7.'0) All East-West traffic join the bye-pass through Tobago Road. This diversion of regional traffic will simultaneously decongest traffic on Ikpoba road and reduce journey time to the city.

vii. Location of Secretariat

The location of the proposed Federal Secretariat by the bye-pass will generate development in its direction. It should also serve as a point of interaction between city and estate dwellers.

viii. Centres

The main centre is proposed near the developed portion of the estate and centrally to serve the entire planned community. Lower order centres are to serve the neighbourhoods.

ix. Facilities. The requirements are based on the planned population. They are distributed in a manner that ensures equal access to all residents.

x. Green System

A green strip is proposed to protect the course of Ikpoba river. A green spine flows out of this stretch through the community, serving as the central park near the centre and as a buffer zone between traffic and residential sectors.

xi. Design Concept (Alternative B)

Four neighbourhoods of three residential sectors each - Hierachy of centres, roads and open spaces within the framework of design principles (See Fig. 7.20)

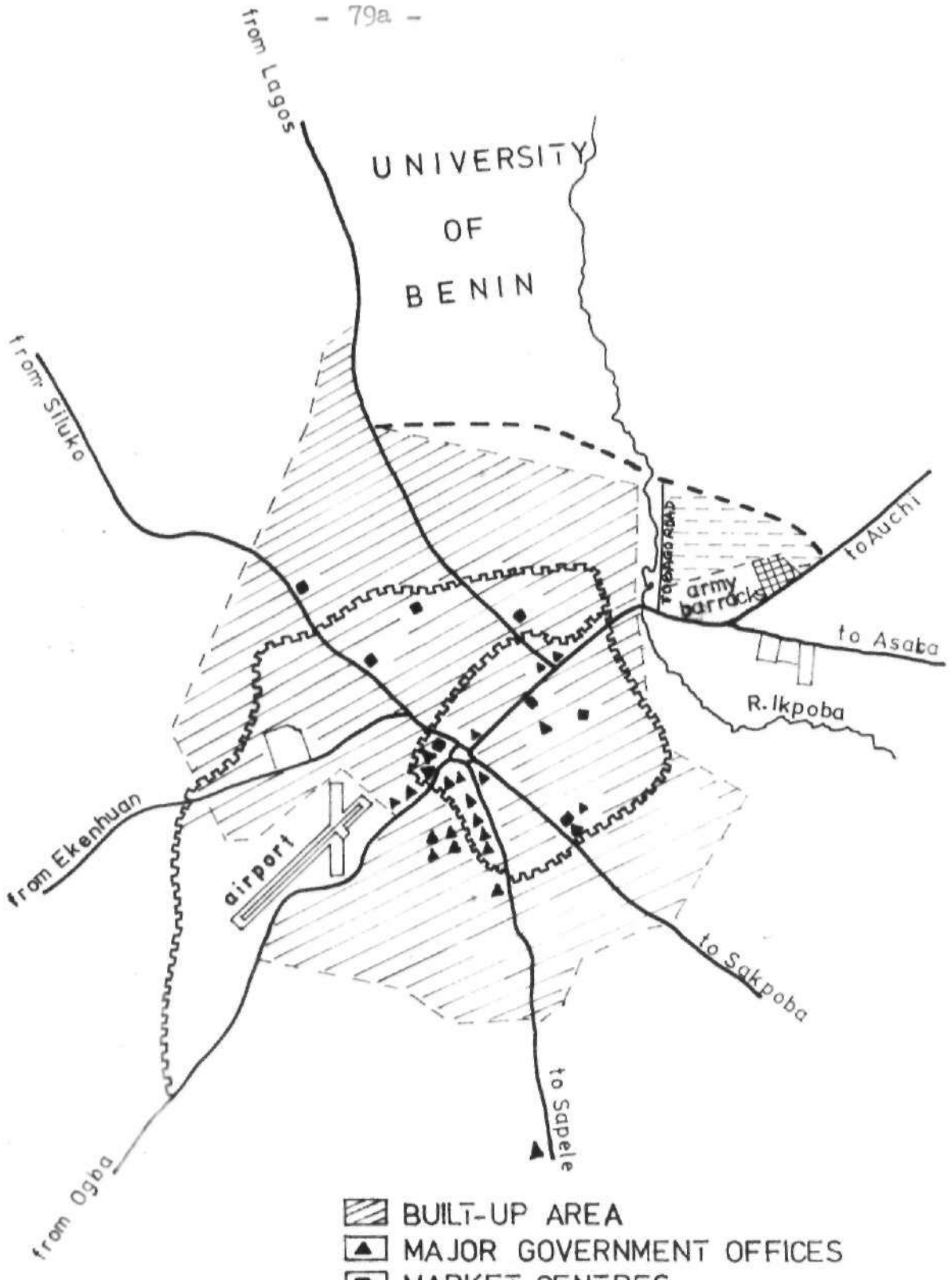

FIG. 7.10 BENIN: PROPOSAL FOR INTEGRAT-ION OF FEDERAL HOUSING ESTATE WITH THE CITY.

1 0 1km.

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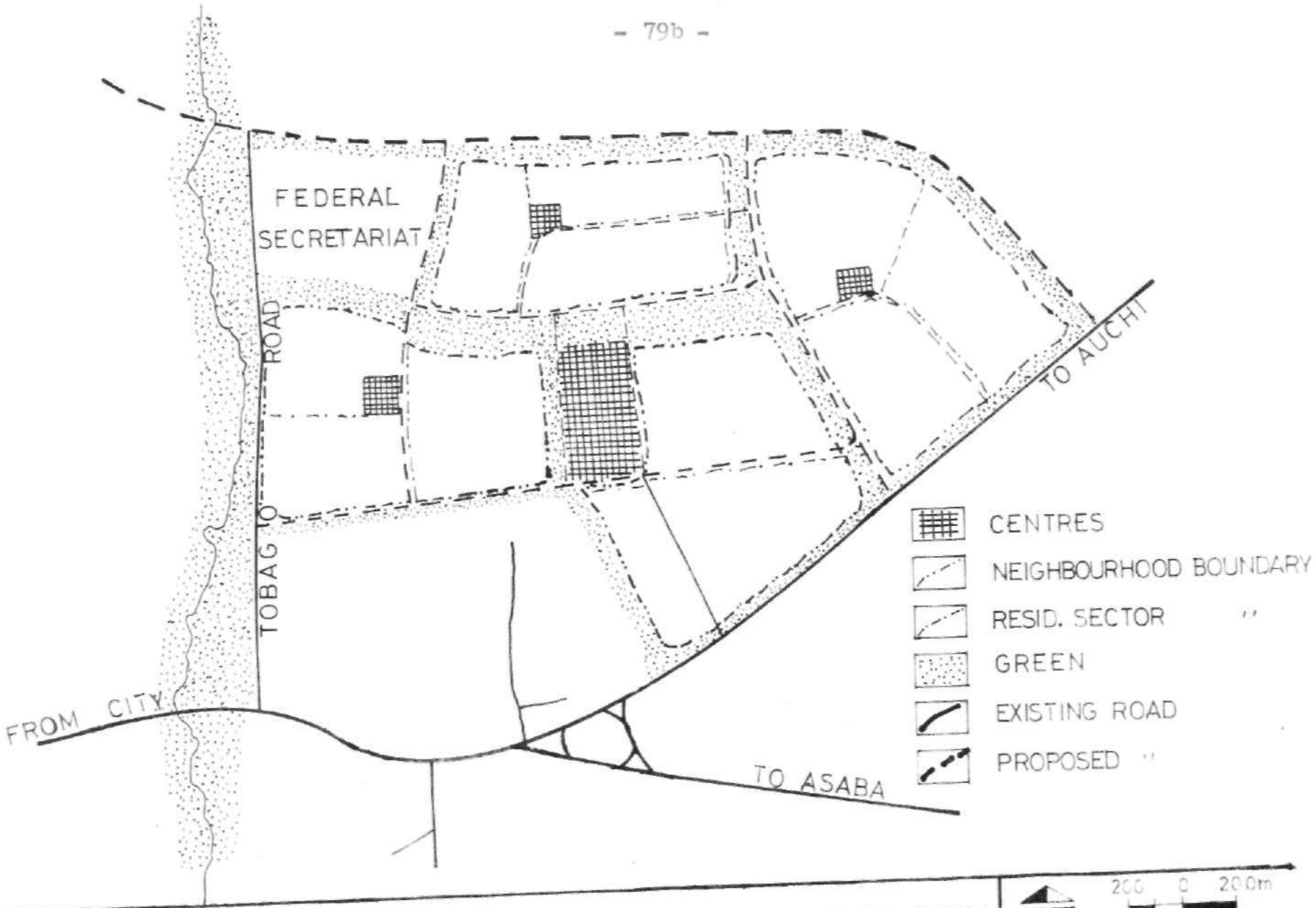

FIG. 7·20 FEDERAL LOW COST HOUSING ESTATE, BENIN CITY: GENERAL CONCEPT OF DEVELOPMENT (ALTERNATIVE B)

7.70 PREFFERED ALTERNATIVE

Alternative B is preferred for one main reason- the location of the proposed Federal Secretariat. (see Fig. 7.40)

In alternativeA, the location is prone to generating through traffic in the adjoing residential area(See Fig.7.30).

In alternative B, it is located at the extreme end of the community. This location has the advantage of facilitating transactions with the Federal Secretariat without interference with the residential area.

In addition, Tobago road is already existing and will facilitate the planned immediate development of the Secretariat prior to constructing the bye-pass.

7. PHASING AND IMPLEMENTATION

The phasing is based on continuity. Phase 2B is expected to develop simultaneously with the Secretariat to link up the existing development. Thereafter, other phases develo successively to expand the community until it is fully developed.

The main centre, although included in Phase 2B is expected to develop gradually. (see Fig.7.50

The administrative and financial requirements for implementation will be the joint responsibility of the Federal and State Governments.

The detailed desi n of each Phase should be in accordance with the overall land use proposed in the design.

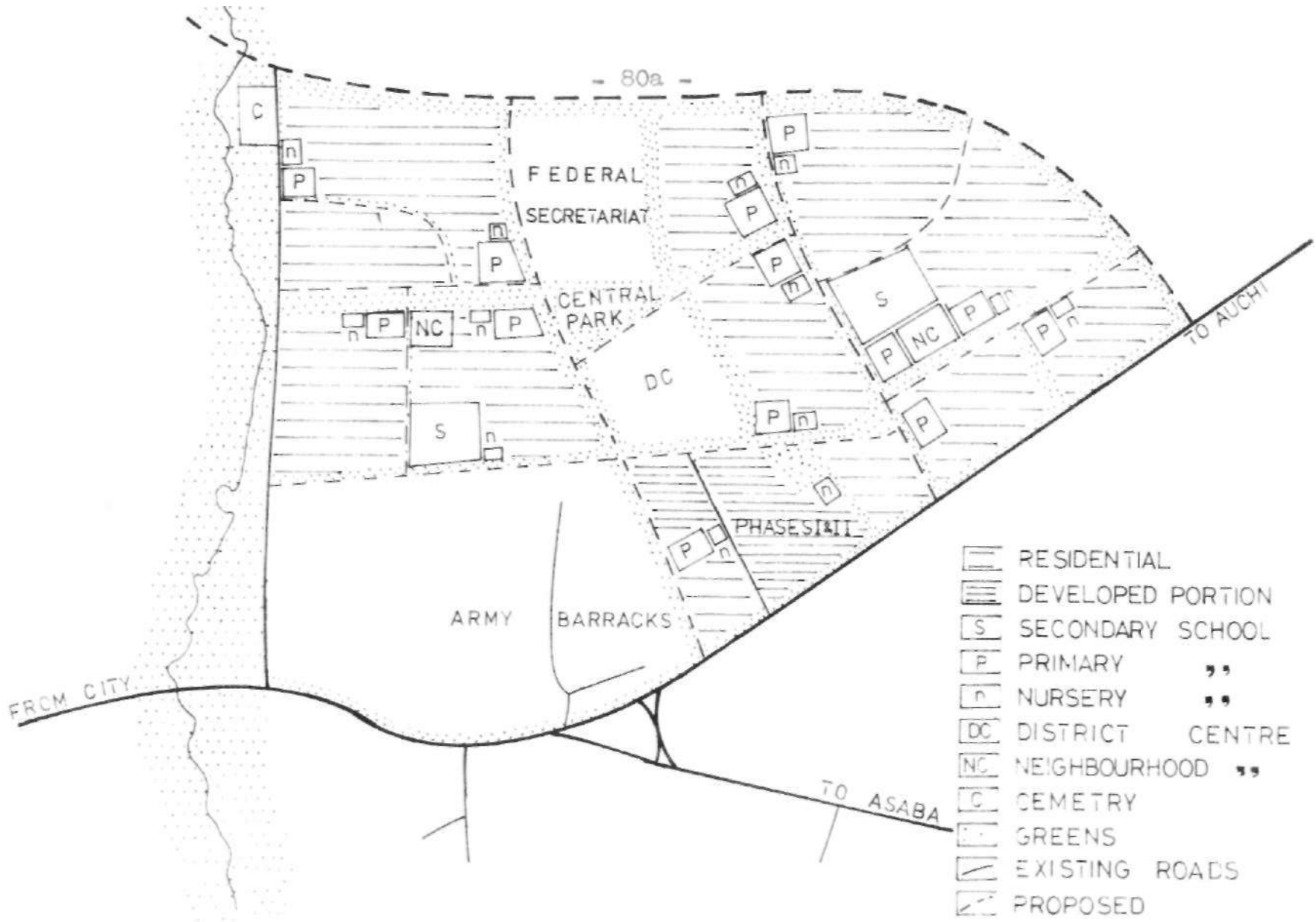

FIG. 7.30 FEDERAL LOW COST HOUSING ESTATE, BENIN CITY: DESIGN PROPOSAL FOR LAND USE [ALTERNATIVE A]

200 0 200m.

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A.B.U. ZARIA

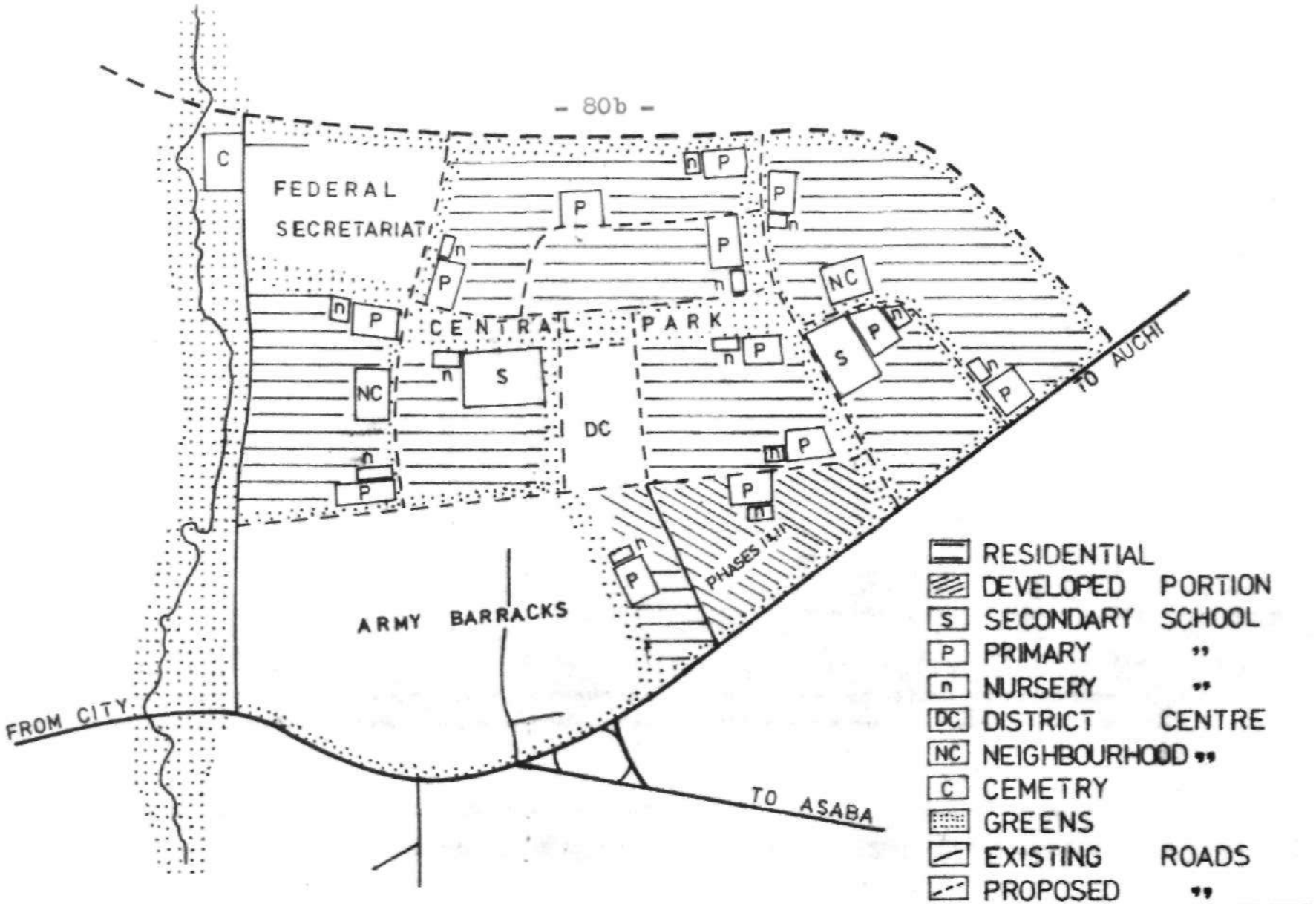

FIG. 7.40 FEDERAL LOW COST HOUSING ESTATE, BENIN CITY: DESIGN PROPOSAL FOR LAND USE [ALTERNATIVE B]

J. AKIN. OLORUNFEMI
DEPT. OF U.R.P.
A. B. U. ZARIA.

7.90 FUTURE RESEARCH

Some questions arise from this study which need scientific investigation so that there is ample information for government housing policies.

First, there is a need to undertake a comprehensive study of the nature and magnitude of housing problems in urban centres. This will hopefully furnish precise estimates of housing needs-type, size, cost and location.

Second, a study of reactions to public housing by a cross-section of the population should be undertaken to determine preferences and suggestions for improvement or change in policy.

APPENDIX I

DEPARTMENT OF URBAN AND REGIONAL PLANNING

AHMADU BELLO UNIVERSITY

ZARIA.

EVALUATION STUDY OF IKPOBA HOUSING ESTATE

The following questions are for the purpose of assessing the degree of adequacy or otherwise of this estate. Your answers to the questions will help me in evaluating the estate with a view to recommending measures to effect improvements on this and future housing estates.

All information given in this questionnaire will be treated in confidence.

1. How long have you lived in Benin City? (.....years)
2. How long have you lived in this apartment(.....years)
3. Was your present apartment
   ( ) allocated to you by government
   ( ) allocated to you by your employer
   ( ) transferred to you by a friend/relative
   ( ) others (specify) .....
4. Is this the first house you have lived in since coming to Benin city.
5. If no, why did you move from your previous house?

i) .....
ii) .....
iii) .....

6. What are the most important factors that attracted you to this present house?

(i) .....
ii) .....
iii) .....

7. Summing up your feelings about <u>dwelling apartment</u>, would you say that you are
   ( ) very satisfied
   ( ) fairly satisfied
   ( ) rather dissatisfied
   ( ) very dissatisfied
   ( ) no feelings either way
8. In terms of the <u>estate environment</u>, would you say you are
   ( ) very satisfied
   ( ) fairly satisfied
   ( ) rather dissatisfied
   ( ) very dissatisfied
   ( ) no feelings either way

9. What do you like most in your apartment and the estate, if any?

   1. .....
   2. .....
   3. .....

10. What do you consider bad or lacking in your apartment and the estate, if any?

   1. .....
   2. .....
   3. .....

11. How much do you pay as rent monthly? ₦.... k

12. Your monthly personal income ₦.. ...k

13. Your combined monthly family income ₦.. k

14. Highest educational qualification .....

15. Occupation .....

16. Employer .....

17. Your Age .....

18. Number of wives .....

19. Number of children living with you who are

   (a) under primary school age .....
   (b) in primary school .....
   (c) in secondary school .....
   (d) in post-primary institutions .....

20. Number of children working but still living with you

   (a) after primary six .....
   (b) after secondary school .....
   (c) after post-primary school .....
   (d) didn't finish school .....

21. Number of dependent adult relatives living with you.....

22. Number of working adult relatives/friends living with you .....

23. Your town/village of origin ..... (....L.G.A./ State).

24. Please re-arrange the following in order of importance to you:

(a) car/motor cycle/bicycle .....
(b) clothing .....
(c) Food .....
(d) house .....
(e) family responsibilities .....
(f) others (specify) .....

25. Would you like to build a house of your own in Benin City?

( ) Yes

( ) No

26. If no, give reason(s)

i) .....
ii) .....
iii) .....

27. If yes, have you secured a plot

( ) Yes
( ) No

28. If you secured a plot, how do you hope to finance the building?

.....

29. If you built a house in Benin City, would you

( ) occupy it yourself
( ) occupy part and rent out part
( ) rent it to tenants

30. What kind of house do you like to live in?

( ) compound type
( ) bungalow
( ) apartment in blocks of flats
( ) others (specify) .....

Thank you for your co-operation.

A P P E N D I X II

THE CHIEF ESTATE MANAGER, B.D.P.A. BENIN CITY.

I am undertaking a study of Conventional Public Housing in Nigeria with the Federal Low Cost Housing Estate, Ikpoba Hill as a case study.
Kindly supply the following relevant information:

1. Date Programme was initiated .....

.....

2. List of building contractors who handed/are handling the project.

	Contractor	Phase	Date of Award	Date work Started on site	Date work Completed	Remarks
i)						
(ii)	.....					
(iii)	.....					
(iv)	.....					
(v)	.....					
(vi)	.....					
(viii)	.....					
(ix)	.....					
(x)	.....					

3. Construction Costs
   hand ₦ .....
   Infrastructure ₦ .....
   Housing Units ₦ .....
4. No of units reserved for offices & staff .....
5. Qualification for balloting
6. No of applications from Federal Public Servants .....
   State " " .....
   Companies " " .....
   Private Individuals " .....
7. Existing tenure systems .....
8. Proposed (future) tenure system(if any) .....
9. Reasons for (8) above if applicable .....
   .....
   .....

10. Total rents from the Estate:

Year	Expected	Realized
1977	.....	.....
1978	.....	.....
1979	.....	.....

11. No. of tenants paying less than ₦30 monthly .....
between ₦30 and ₦40 .....
over ₦40 monthly .....

12. Operating costs

	Repairs	Full time staff	other expenses
1977	.....	.....	.....
1978	.....	.....	.....
1979	.....	.....	.....

13. Costs borne by BDPA/State Governments

(i)
(ii)
(iii)
(iv)
(v)

14. Implementation problems (if any) .....
.....
.....
.....

15. Management problem (if any) .....
.....
.....
.....

Thank you very much for your co-operation.

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