TITLE PAGE

VIABLE PLANNING STRATEGY FOR THE DEVELOPMENT OF LOKOJA

B Y

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A thesis submitted to postgraduate school, Ahmadu Bello University, Zaria in partial fulfilment of the requirement for the award of the Degree of masters of Science, Urban and Regional Planning.

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JULY, 1995.

CERTIFICATION

This thesis entitled "**VIABLE PLANNING STRATEGY FOR THE DEVELOPMENT OF LOKOJA" BY RAMATU BABA** meets the regulations governing the award of the degree of Masters of Science, Urban and Regional Planning, Ahmadu Bello University and is approved for its contribution to knowledge and literary presentation.

Chairman Supervisory Committee — Date: 06-09-2000

Member, Supervisory Committee — Date

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Dean, Postgraduate School.

DECLARATION

I, **RAMATU BABA** hereby declare that this study is done by me and has not been presented for the award of degree by anybody either particially or wholly.

All publications consulted are duly acknowledged by way of reference.

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.....	.....	17/9/93
RAMATU BABA	***Signature***	***Date***

DEDICATION

To my parents, **MALLAM UMARU DAN OIIIMOKO** and **MRS. HAUWA UMARU,** whose love and devotion I hold most dear; and to my daughter, ***Sefinatu Ahmed.***

ACKNOWLEDGEMENT

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ABSTRACT

The Master Plan approach assumes existing situations to be stable and on this basis make forecast into the future, in order to determine desired ends.

However, this is not necessary in the case of towns that grow rapidly as a result of change of status. Spatial development problems arises, more so that resources are not sufficient to prepare or review existing master plans to meet up the new status. It is important to explore alternative planning approaches to deal with rapidly growing cities before the review or preparation of another master plans.

Various planning approaches to urban physical development planning and their relevance in situations of rapid urban growth were examined by the thesis.

This thesis examines Lokoja as a test case for this investigation. Through this, process and problems of physical development in Lokoja as a result of its change of status was examined. The finding of this thesis has confirmed the reasons for failure of the master plan approach to guide the growth and development of the town. The change of status of the town has rendered the plan out dated and inadequate to meet up.

In view of the rapid rate of growth, sprawling development, and limited resources to review the existing plan to cope with the changes, the thesis went ahead to choose a viable planning approach that will suit the condition of Lokoja, in relation to these indices, as an interim measure.

The incrementalist approach was chosen. This calls for the identification and analysis of currently pursued goals, thereby picking the most pressing problem, in order to have success in implementation. Through an assessment criteria feasibility and effectiveness of the various planning issues, workers housing was chosen as the most pressing-planning problem.

The thesis went on to give planning recommendations on this problem.

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CHAPTER ONE

THE RESEARCH DESIGN

1.1 RESEARCH PROBLEM

A Master Plan is a comprehensive, long-range plan intending to guide the growth and development of a city, town or region. It expresses official contemplation in the course of its transportation, housing and facilities should take, and making proposals for industrial uses, commerce, population distribution and other aspects of growth and development (Abrams 1971).

The Master Plan approach is based on the rational comprehensive planning approach. It assumes that existing situations are stable and can be adequately understood and the future forecasted as basis for determining the desired ends, which the Master Plan proposals reveal. However, this is not necessarily the case in situations of rapid growth, with limited resources such as what occurs in settlements that are assigned administrative functions as state or local government headquarters. These settlements have to suddenly accommodate public offices, attract commercial, industrial activities and have to provide residential accommodation for the rising population. Owing to the constraints in the master plan strategy, in such rapidly growing towns, the spatial development problems are bound to be compounded, as the master plan takes a lot of time to prepare and to implement. That is, it does appear that neither is it conceptually expedient nor are resources sufficiently available for planning in that circumstance to be based on the conventional comprehensive strategy. Also even for towns for which master plans are viable, little has been achieved by way of implementing them. This is on account of negative factors such as socio-economic, political and lack of public participation.

In newly created state capitals, for example, master plans prepared for such towns did not anticipate their new status. The planners have responded by calling for a review of the master plan. Positive results are however, not widely achieved through these reviews. This situation brings about problems which include over-crowding, congestion, haphazard development, slum development and poor environmental quality.

It is necessary to explore alternative planning approaches before the completion of these reviews, to deal with situations of rapidly growing cities. Accordingly, in the study, this investigation is undertaken with reference to Lokoja. Lokoja is one of the rapidly growing towns, it was formerly the Kogi Local Government Headquarters. However, in August 1991, it was made a state capital, that is a new growth centre, it received and upsurge of population arising from the large scale deployment of civil servants from Benue States and business men from other parts of the country.

The investigation will therefore examine the evidence of inadequacy of the master plan strategy to guide the physical development of Lokoja. It will also identify the viable planning approach and make proposals to solve the problems of physical growth of Lokoja.

1.2 AIM AND OBJECTIVE

1.2.1 Aim

The aim of this study is to identify the spatial problems of Lokoja as rapidly growing town.

1.2.2 Objectives

1. To examine the various approaches to urban physical development planning and identify their relevance in situations of rapid urban growth.
2. To identify the factors and process of rapid urban growth in Nigeria as well as the consequences for the structure and development of such towns.

3. To examine the process and problems of physical development in Lokoja.
4. To establish failure of the rational comprehensive approach of master planning in Lokoja and identify a viable alternative based on objective one above.
5. To make policy recommendations and planning proposal for Lokoja based on the alternative planning approach including implementation of the proposals.

1.3 SCOPE AND LIMITATION

Based on the research focus, the analysis of the process and problems of growth of new state capitals in Nigeria are to be covered. However, details will be drawn from Lokoja. The planning proposals shall also be at the structural level rather than at a detailed level.

1.4 METHODOLOGY:

Three methods of data collection were used in this study. The first method, involve data collection through primary source using; questionnaires, which were administered to provide information on infrastructure and socio-economic variables of Lokoja town. 250 questionnaires representing (5%) were administered to each household heads to find out the existing conditions and demographic information.

Personal observations, where detailed reconnaissance and land use survey was conducted to provide information on environmental quality and to identify areas that need immediate attention. An assessment of facilities, utilities and services were conducted to provide information on environmental quality and to identify areas that need immediate attention.

Photographs were also used to illustrate existing situations within the study area.

Secondary sources used include the use of maps, official records and the Lokoja Master Plan which was analysed. The study required the use of a base map from the Department of Lands, Survey and Physical Development, Lokoja. Population figures of Lokoja were obtained from the office of National Population Commission etc.

CHAPTER TWO

NATURE AND APPLICATION OF VARIOUS PLANNING APPROACHES.

1.0 LITERATURE REVIEW

2.1 PLANNING APPROACHES:

There are three basic approaches. These are the comprehensive, incremental and mixed scanning approaches. This section discusses the main features of these planning approaches, the various strategies associated with them and their applicability in Nigeria situations.

2.2 COMPREHENSIVE PLANNING APPROACH:

This approach evolved from the physical planning model that prevailed in the 1920's and 1930's. This approach was formulated in 1955 by Meyerson and Banfield.

Banfield (1955) observed that for planning to be rational, it must follow some procedures stated below. A rational plan is one which has been drawn up through a process of rational decision making and it proceeds in stages. The first stage in the process of rationál comprehensive planning is that of situation analysis. This involves the identification of all possible actions which are available for achieving these objectives.

The second stage in the process is that of a goal elaboration. This involves defining and examination of objectives of a society and identification of specific course of action which can lead to attainment of objectives, which decision makers consider more relevant and more important to the society.

The third stage is the design of the course of action. All possible alternative courses of action have been identified and considered and those which can maximise the actions

from the operational programme plan which is considered functionally rational. The final stage is the evaluation of consequences. All courses of action to attain specific objective are capable of producing series of consequences which may be advantageous or disadvantageous.

The planning strategy used in this approach is master planning. The master plan is a long range plan intending to guide the growth and development of a city.

Proponents of comprehensive planning are more inclined to see society as an organic whole, something which is in a metamphorical way, more real than the collection of individuals which it embraces. It is also argued that rational comprehensive planning is the best approach to environmental planning because it is only rational in procedure but it is comprehensive in coverage of societal objectives and problems. As Weber (1963) stated in Faludi (1971) that "we are coming to comprehend the city as an extensively complex social system, only some aspects of which are expressed as physical building or as locational arrangements. As the parallel, we are coming to understand that each aspects lies in a reciprocal casual relation to others, such that each is defined by, and has meaning only with respect to its relations to all others".

The approach has been criticised as being impracticable. Meyerson (1969) argues that although the comprehensive planning can be described, it is impracticable. This is because it assumes intellectual capacities, and sources of information that are simply and construct identification is made and proposals made including the administrative and financial frameworks.

The approach has also been criticised as an absurd approach to policy when the time and money that can be allocated in a policy problem is limited.

Cantenese and Synder (1979) observed that the rapidity of change as a general threat to the decision making capability of social organisations, deliberate social action requires a degree of continuity, shared values and consensus on appropriate decision making process, all of which are frequently absent in comprehensive planning. Moreover, the comprehensive planning approach depends heavily on predictions and projections and has to assume a large measure of certainty and stability.

Lindblom (1968) is also of the opinion that ideally, rational comprehensive planning leave out nothing important. But it is impossible to take everything important into consideration unless "important is so narrowly defined that analysis is infact quite limited. Limits on human intellectual capacities and an available information set definite limits to man's capacity to be comprehensive. Lindblom (1963) went further to point out that in actual fact, therefore, no one can practice the rational comprehensive method for really complex problems, and every administrator faced with a sufficiently complex problem must find ways to drastically simplify it.

Middle-Range Bridge

Meyerson (1969) went on to point out that in recognition that traditional comprehensive planning have never really been effective, and proposed for a middle-range for comprehensive planning. Meyerson concern was to make comprehensive planning meaningful interms of guidance which it offered to actual decision making, a point also made by Danland and Parker (1962) on the basis of their empirical studies of planners in operation. His proposals were for introducing an immediate form of plan like the Action Area Plans. He therefore advocated change to the institutions of planning and the functions which they should fulfil as follows:

1. A central intelligence function to facilitate market operations for housing, commerce, industry and other community activities through the regular issuance of market analysis.

Data would have to be obtained and analysed continuously either monthly, quarterly or

annually.

2. The pulse-taking function to alert the community through quarterly or other periodic reports to danger signs in blight formation, economic changes, population shifts etc.

3. A policy clarification function to help frame and regularly revise development objectives of government. This implies that policies would be devised to halt undesirable changes and promote desired areas in the community, and that the planning agency would take some initiative in indicating the most suitable policy measures.

4. The detailed development plan function to phase specific private and public programmes as part of a comprehensive course of action covering not more than 10 years. The gab between the development policies of government discussed above and a long-range master plan for the future community can be bridge by the preparation of short-run plans, of 5-10 years in time span. The development plan would link measure to deal with current problems with long-range proposals to attain community goals.

Meyerson (1969) observed that the master plan is too generalised and too remote to be real. He therefore suggested the short-run development plan as that compromise between immediate problems and future expectations which will permit coherent policy effectuation. Meyerson went further to argue that long-range comprehensive plans reveal a desired state of affairs, they rarely specify the detailed courses of action needed to achieve that desired state because of their long-range nature. He

thus advocated that the development plan will indicate the specific changes in land use programmed for each year, the rate of new growth, public facilities to be built, the structures to be removed, the private investment required, the extend and sources of public funds to be raised. It would be revised yearly and used as a guide to land use control, to public budgeting and to appropriate private actions to achieve directed community improvement.

5. The feed-back review function to analyse through careful research, the consequences of programme and project activities as a guide to future action.

Meyerson also went further to stress the implication of these functions for planning fields as housing, transportation etc. This approach will really need a lot of financial and human resources.

Muddling Through:

Lindblom (1968) denies the validity of rational comprehensive planning even as an ideal and went further to argue that since the rational comprehensive planning is impossible for complex problems except of relatively simple problems, public administrators are not to practise the approach due to its constraints. He advocated for the successive limited comparison or "muddling through" which he characterised as the branch method. This approach builds up from the current situation step-by-step and by small degrees. Limdblom tries to compare the rationale comprehensive approach to the successive limited comparison as follows:

COMPARING RATIONAL COMPREHENSIVE APPROACH TO LIMITED COMPARISON.

RATIONAL COMPREHENSIVE	SUCCESSIVE LIMITED COMPARISON
Classification of values objectives distinct from and usually prerequisite to empirical analysis of alternative policies policy formulation is therefore approached through means and analysis. First the ends are isolated then the means to achieve are sought.	Selection of value goals on or empirical analysis of the needed action are not distinct from one another but are closely inter-twined. Since means and ends are not distinct means-end analysis is often in appropriate or limited.
The test of a good policy s that it can be shown to be the most appropriate means to desired ends.	The test of a good policy is typically that various analyst find themselves directly agreeing on a policy.
Analysis is comprehensive, every important relevant factor is taken into account.	Analysis is drastically limited.
Theory is often heavily relied upon.	A succession of comparison greatly reduces or eliminates on theory.

The approach according to Lindbolm is possible because the administrator needs not try to analyse any values expect those by which alternative policies differ and need not be concerned with them except as they differ marginally.

His need for information on values or objectives is drastically reached as compared with rational comprehensive planning, and his capacity for grasping, comprehending and relating values to one another is not stained beyond the breaking point.

Lindblom (1968) stressed that there is considerable room for disagreement on sub-objectives whenever the successive limited comparism is attempted for complex social problems. Administrators cannot escape these conflict by ascertaining the majority's preference, for preferences have not been registered on most issues, indeed, there often are no preference in the absence of public discussion sufficient to bring an issue to the attention of electorate. Furthermore, there is a question of whether intensity of feeling should be

considered as well as the number of persons preferring each alternative. By the impossibility of doing otherwise, administrators often are reached to deciding policy without clarifying objectives first.

In Nigeria, this approach is practised by the Federal, State and Local Governments. Decisions on solving urban problems are decided without consulting the community. It is common scene in Nigeria, to see governments deciding to construct a road, or a roundabout without considering the objective it is intended to serve. This system is not always favoured by the community because, in most cases such decisions are not the main concern of the community as there are other pressing problems.

Etzioni (1967) is also of the opinion that in actual practice, the rationalistic assumption that values and facts, means and ends can be clearly distinguished seems inapplicable. In addition, information about consequences is at best fractional. Decision makers have neither the assets not the times to collect the information required for rational choice. While knowledge – technology, especially computers, does aid in the collection and processing of information, it cannot provide for the computation required by the rationalistic model.

Finally, rather than being confronted with a limited universe of relevant consequences, decisions makers face an open system of variables, a world in which all consequences cannot be surveyed. A decision maker, attempting to adhere to the tenets of a rationalist model will become frustrated, exhaust is resources without coming to a decision and remain without an effective decision-making model to guide him. Rationalistic model are thus rejected as being at once unrealistic and undesirable.

THE INCREMENTALIST APPROACH:

This is a less demanding model of decision making advanced by Charles E. Lindblom and R. A. Dahi. This approach seeks to adapt decision – making strategies to the limited cognitive capacities of decision – makers and to reduce the scope and cost of information collection and computation Lindblom, (1959) summarised the six primary requirement of the approach as follows:

1. Rather than attempting a comprehensive survey and evaluation of all alternatives, the decision maker focuses only on those policies which differ incrementally from existing policies.
2. Only a relatively small number of policy alternatives are considered.
3. For each policy alternative, only a restricted number of important consequences are evaluated.
4. The problem confronting the decision maker is continually re-defined, incrementalist allows for countless ends-means and means-ends adjustment which, in effect, make the problem more manageable.
5. There is no decision or right solution but a "never ending series of attacks" on issues at hand through serial analysis and evaluation.
6. As such, incremental decision – making is described as remedial geared more to the alleviation of present concrete social imperfections than to the promotion of future social goals.

The incrementalist approach is presented as the typical decision-making process of pluralistic societies, as contrasted with master planning of totalitarian societies. Influenced by the free competition model of economist incrementalists reject the notion that

policies can be guided in terms of central institutions of a society expressing the collective "good" policies, rather, are the outcome of a give-and-take among numerous societal "partisans". The measure of a good decisions is the decision-makers agreement about it.

Poor decisions are those which exclude actors capable of affecting the projected course of action; decisions of this type tend to be blocked or modified latter.

Partisan "mutual – adjustment" is held to provide for a measure of co-ordination of decisions among a multiplicity of decision makers and, in effect of compensate on the societal level for the inadequacies of the individual incremental decision – maker and for the society's inability to make decisions effectively from one centre.

Incremental decision – making is claimed to be both a realistic account of how the American Policy and other modern democracies decide the most effective approach to societal decision – making i. e. both a descriptive and normative model.

The strategies employed to carry out the incremental approach to solve urban problems are Action Area Plans and Subject Plans. The Action Area Plan relates to comprehensive planning of areas, for improvement, redevelopment. They are concerned with intensive change and represent a concentration of investment and other resources. City centres, district centres, old and new residential areas in small towns, villages ad other focal points in the country side may be the subject of such plans.

The subject plans deal with particular aspects in advance of the preparation of a comprehensive plan or they may serve where a comprehensive plan is needed. Both the Acting Area Plan and the Subject Plan are incremental because they deal with specific planning items as explained earlier.

THE MIXED SCANNING APPROACH:

This approach was proposed by Etzioni as a planning strategy incorporating elements of both comprehensive and incremental approaches to planning. This is through employing two cameras, a broad ample camera that would cover all parts of the sky but not in great detail, and a second one which would zero in on those areas revealed by the first camera to require a more in-depth examination.

From an abstract view point, mixed scanning provides a particular procedure for the collection of information and a strategy about allocation of resources. The strategy combines a detailed (rationalistic) examination of some sectors which unlike the exhaustive examination of the entire area is feasible with a "truncated" review of other sectors.

Etzioni 1968 pointed out that this approach provides room for change if one of the approach does not seem to provide, the solution to problems. He observed that an increase in investment of this approach is effective when the planner realise that the environment radically changes or when he sees that the early chain of increments brings no improvement in the situation. At this point the planner decides to drop the course of action to reduce the effectiveness of his decision makings. Reality cannot be assumed to be structural in straight lines where each step towards a goal leads directly to another and where the accumulation of small steps in effect solves the problem. Often what from a broader perspective be a step in the right direction. Thus mixed scanning not only combines various levels of scanning but also provides a set of criteria for situations in which one level or another is to be emphasized.

In the mixed scanning approach each of the two elements in mixed scanning helps to reduce the effects of the particular shortcomings of the other incrementalist reduces the

unrealistic aspects of rationalism by limiting the details required in fundamental decisions and contextuating rationalism helps to overcome the conservative slant of incremetalism by exploring long-run alternatives.

The mixed scanning approach has been criticised for being costly and much time is needed. As Etzioni (1968) has pointed out that mixed scanning provides a particular procedure for the collection of information, a strategy about the allocation of resources. The strategy combines a detailed examination of some sectors, which unlike the exhaustive examination of the entire area, is feasible with a "truncated" review of other sectors. The relative investment in the two kinds of scanning-full detail and truncated – as well as in the very act of scanning, depends on how costly it would be to miss, for example one hurricane, the cost of additional scanning, and the amount of time it would take.

2.2 ADVANTAGES AND DISADVANTAGES OF THE APPROACHES:

2.2.1 Comprehensive Planning

Advantages:

i. It considers all alternatives and chooses the best options. Analyses is comprehensive and every important relevant factor is taken into consideration or account.

ii. Reveals the desired nature of the future.

Comprehensive plan predict the nature of the future, then help set in motion programmes that fulfil this prophecy, and thus limits men's aspirations. Each of the objectives implies a need in the present for information about the future. Estimates of future states are also important for what they imply for present behaviours.

Disadvantage:

1. Much rigour and subtlety because of its rational process.

2. High finance adequate manpower is needed for data collection and analysis. Given time and other resources available, it is not possible to consider all alternatives and probable consequences. *There is also lengthy time series in plan preparation.*

3. It assumes a large measure of certainty and stability because it depends heavily on predictions and projections. Based on demographic and other predictions which cannot always be trusted. It cannot withstand government instability, any change of government may not continue with the proposal.

4. It needs a long range (perspective plan) rational development plan to go in line with the life span of the master plan.

2.2.2 Incrementalist Approach

Advantages:

i. It refers to a defined area or subject

ii. It relates to realistically available resources.

Limited resources can be broken down into issues of specific problem, and the problem solved.

iii. It can fit into a situation where there is short range rational development plan. For example the rolling plan will fit the short term physical plans and thereby yield better implementation success.

iv. Tackle problems in limited time frame. Less time is needed in plan preparation (3-6 months) and implementation.

Disadvantages:

i. Considers only the present and does not try to see into future

ii. Analysis is drastically limited. Important possible, affected values, alternative outcome are neglected.

iii. Over de-emphasis fundamental decisions as if they were an exceptions.

2.2.3 ***Mixed Scanning***

Advantages:

i. It reduces the effect of the particular short comings of the two approaches.

Disadvantages.

Much time, finance and manpower is needed.

2.3 NIGERIA PLANNING EXPERIENCE

In Nigeria where planning has had input, it has been due to comprehensive planning.. Cities in Nigeria have accepted the use of master plan to guide development. The first formal development plan was awarded to a group of firm in 1953, by the Lagos Executive Development Board to plan Surulere then seen as a new town in Lagos. The Master Plan for Benin was prepared in 1961. In 1963, Trivalion was commissioned by Northern Nigerian Government to prepare a master plan for Kano and 1965 Maxlock Firm prepared Kaduna Master Plan.

The actual upsurge of master plan in Nigeria started in 1970, after the civil war. The oil boom in the 1970's lead to the creation of states and also every town with population of over 75,000 had an urban master plan. For example, in 1973, Kwara State Government awarded a firm, Dar-al-Handzan to prepare master plan for 57 towns. Also the decade of the 1970 ended with the preparation of master plan for Abuja.

The preparation and implementation of comprehensive plans prepared for most Nigerian cities have been seen to be problematic and therefore not implemented. Preparation of master plan in most cities takes too long to be prepared. It has been observed

in most Nigeria cities, that it takes firms about three to four years to draw up a master plan. By the time master plan are ready, there were inexact forecasts about future population and wealth of the town because the town grows faster than the planners had anticipated.

This study, observes that, although the master plan is intended to serve as a guide toward the development of a community, once it is prepared it is shelved to gather dust. The implementation of an urban master plan necessarily requires adequate resources, manpower, and the good will of the government to implement the plan.

It is common knowledge that since the late 1979's, Nigerian has been experiencing serious financial problems for development purposes. The drastic fall in oil revenue inevitably means less revenue for financing capital development projects as well as government grants and subventions to various agencies. As a result, various Planning Agencies find that they have to implement some of their very demanding master plans with very meagre funds. For example in Plateau State, capital grants from the State Government to the Jos Metropolitan Development Board (the implementation authority for the Jos Master Plan) reduced from N7.5m in 1977 – 1978 financial year to N1.7m in 1979 – 1980. This dwindling financial allocation made it basically impossible for the Board to implement most of the master plan as the creation of a new city centre, large scale urban renewal schemes for Jos and construction of new roads planned for execution during the first phase of implementation 1974 – 1978 were virtually abandoned. Lack of adequate funds also affect the availability of adequate manpower and capital equipment which are meant for implementation of plan.

The technical shortcomings of the traditional urban master plans have made master plans for Nigeria cities unsuitable. These shortcomings include faulty methods of plan formulation, that is, most of the plans were drawn up by foreign consultants in a manner

which does not command public and even official government support and respect for the approved plans. Perhaps, of greater significance is the demand of the plans, on resources. About three quarters of all Nigeria urban master plans were formulated in the early and mid 1970s, that is at a time when Nigeria was benefiting from the effects of the energy crisis and the consequent increases in oil prices. Most of the foreign consultants therefore based their plans on the assumptions that the economic boom had come to stay. For instance, Dixiadis (1975) remarked in his master plan for Jos that "with the oil crisis, Nigeria is benefiting from the increase in the price of crude oil. As a result, a bigger sum will be allocated for investment purposes in the third National Development Plan with a corresponding increase in the amount given for investment in Jos". With this assumption Doxiadis went to draw up a plan which now appears impossible for the government to implement with the current dwindling resources. For instance, Dawan (1984) observe that about N100m was required by the PUDB to successfully implement the first phase, got less than half of that amount in from of capital grants from State Government. As such it was not possible to implement even half of the programmes of the plan.

Inadequate skilled manpower is also known to be one of the reasons for the non implementation of master plans in Nigeria cities. In Lokoja for example, the 1974 master plan was prepared by Dar-al-Handazan consultants, which has its headquarters based in Egypt, made up of more than 20 qualified planners and several other professionals in the field of Architecture, Engineers, Sociologist etc. The plan was later handed over to the planning agency made up of lesser quantity of qualified planners to monitor its implementation. The table below goes further to buttress the point on inadequacy of manpower.

INDEX OF MANPOWER INADEQUACY IN SOME SELECTED TOWNS (1995):

Location of Planning	No. of Graduates in planning	No. of Graduates in other fields	No. of HND graduates	OND	Junior
Lokoja office	6	-	3	1	10
Ankpa	-	-	1	-	5
Minna	10	1	3	3	10
Yola	5	1	7	3	8

Source: Author's field survey (1995).

Furthermore, most Nigerian urban areas are faced with very complex urban problems because of the fact that cities are faced with rapid population and physical growth. United Nations pointed out that a town is said to be rapidly growing if it has an average growth rate of 5.5%. Adewuyi (1983) observed that cities like Lagos, Kaduna, Port-harcourt etc have been growing at the rate of over 10% per annum, while other towns like Kano, Enugu, Aba etc have growth rates of over 7%. Newly created states capitals like Lokoja have growth rates of over 5.5%. This rapid rate of growth coupled with the fact that the master plan cannot be reviewed easily due to the problems of finance and manpower to go in line with socio-economic changes in the urban areas. This often leads to extreme pressure on existing facilities, higher demand of goods and services and land for residential, commercial and other development. Haphazard development and poor environmental quality have also been associated with rapid growth of the urban centres.

In Nigeria, the political situation is not stable, thereby enhancing lack of continuity of urban projects. Different heads of governments in states and local government effect urban policies that were formulated by previous government. Political administrative

changes like state and local government creations have often been remarked and this effect urban areas thus accelerating their problems.

Ideally master plan should be a government's manifesto to guide all government development proposals, including budgetary proposals to each sector. Since this is not the case in Nigeria, no government feels the commitment to ensure that master plan proposals are implemented.

Due to the problems of master plan implementation in most Nigeria cities, planning authorities result to subject plans or action Area Plans where available resources are geared towards solving most pressing problem which is incremetalist approach.

In newly created state capitals for example Damaturu; the master plan was found to be outdated as a result of the change in status of the town. Subject planning was used to develop immediate urban sector such as housing, water supply, roads etc. Also in Lokoja, the capital of Kogi State. With the inception of the state, the Planning Authority went ahead to designate a place along the link road to be the centre for the new Lokoja town. This was not in consonance with the master plan proposal. State secretariat, and other public offices as Police Headquarter, State House of Assembly, etc and other commercial uses are constructed, along the link road to relieve the old town of its congestion. The state government also went ahead to construct residential houses in Lokongoma areas of Lokoja to accommodate the influx of civil servants into Lokoja.

Due to the problems associated with master plan review in rapidly growing cities like the new state capitals, this study proposes the incrementalist planning approach as solution to interim problems before the preparation of comprehensive plans.

CHAPTER THREE

RAPID URBAN PROCESS AND PROBLEMS IN NIGERIA

3.1 INTRODUCTION:

According to the United Nation, (1984) any urban area growing faster than 5.8% is said to be fast growing.

In most countries of the world, migration has increased in importance as a source of urban population growth than natural increase. There tend to be a rapid immigration into towns which was founded or developed to carry out a particular functions like commercial, industrial, administrative etc.

In Europe, North America, Australia, and New Zealand, mass movement of people started towards the industrial centres. Oriola (1971) pointed out that London gained as much as 280,000 people between 1876 and 1880.

Migration in developing countries is difficult to measure because of scarcity of data. Hence 91976) however pointed out that out of urban population born outside the town 35% of the inhabitants of Cairo were born outside the city, while 44% of Dakar, 53% of Kinshasha, 68% of Yaonde and 74% of Libreville were born outside the cities in 1960.

The obvious effect of migration in urban areas is the rapid increase in urban population. Attempt shall however be made in this chapter to identify the factors and process of rapid growth in Nigeria as well as the problems of rapid urban growth in the older states and the newly created state capitals.

3.2 NIGERIAN URBAN GROWTH, TREND AND PROBLEMS.

3.2.1 Pre-Colonial/Colonial Era:

It has been established that urbanisation in Nigeria predates British colonization Mabogunje (1968). In the North, there were emergence of towns like Katsina, Gumel, Kano, Bornu as a result of the trans-saharan trade (Uyanga, 1982).

In the West, Johnson (1921) states that many of the Yoruba towns came into existence as early as the 7th and 8th centuries about the same time that some northern towns like Kano, Sokoto were flourishing. Biobaku (1955) attribute a greater part of Yoruba urbanization to colonization by immigration from Lands North east to the present Yoruba country. Intensive intra-regional trade in local crafts and agricultural products gave birth to several large urban centres around which the various Yoruba kingdom were built. There were emergence of towns like Benin and Warri.

The development of towns in the eastern part of the country has been more recent and was closely associated with British colonial period and Trans-Atlantic slave trade. Dike (1956) states that many of these towns grew between 1450 and 1800 initially among the Delta settlements like Brass, Calabar at the mouths of the rivers. Trade on legitimate commodities fostered the growth of other river towns of Aboh and later Onitsha.

The colonial administrative effects on the pattern of urban development in Nigeria could be summarised in terms of two factor, the integration of the country and establishment of a network of rail communication. This has a tremendous impact on the development of port cities and new administrative centre for example Kaduna, Enugu, Ibadan and so on.

3.2.2 **Post Colonial Era:**

After independence, various administrative changes were made and this led to the creation of twelve states in 1968. For example, North Eastern, East central, Benue Plateau and so on, thus the further growth of towns as Maiduguri, Enugu, Jos etc. The creation of seven more states in 1976, 1987 and 1991 also led to the formation of more administrative headquarters as Yola, Bauchi, Makurdi, Owerri, Katsina, Dutse, Damaturu, Lokoja, Jalingo, Oshogbo etc.

3.3 THE CAUSE OF RAPID URBAN GROWTH IN NIGERIA

Urban centres in Nigeria are perhaps some of the fastest growing urban centres in Africa. Adewuyi (1983) pointed out that Lagos, Kaduna, and Port – Harcourt have been growing at over 10% per annum while Kano, Enugu, Aba and Onitsha have growth rates of over 7% per annum in the last decade.

The causes of rapid population growth on cities are:

1. **Natural increase:** This is the excess of births over deaths. The effect of greater consideration of health amenities in the cities force up the survival rate of people. Though the rate of natural increase is high, it does not wholly explain the growth of such cities. Migration of people to urban areas explains the above situation.

2. **Migration**

There is a great death of reliable quantitative data on migration in Nigeria. However, if cities in Africa like Dakar having 44%, of its inhabitants born outside the cities, then the same high migratory trend could be noticed in Nigeria cities. It can be said that the rate of immigration into Nigeria cities could be over 45%. This is because Nigeria has

higher population growth rate and higher rate of development in urban areas which attract more people. Cities like Lagos should be over 70% because of its higher rate of commercial and economic activities.

Lassa, (1965) pointed out that the first phase of migration in Nigeria started from 1914 resulting from the amalgamation of the Northern and Southern protectorate in 1952. The impetus at that time were several socio-economic changes brought about by the colonial regime and migration was restricted to few educated civil servants in the colonial administrative, agents of few foreign companies and professionals. The destinations were the administrative headquarters, port cities, rail towns and Nodal centres.

The second phase of migration correspond to the period after 1952 when large scale rural – urban migration is related to the rapid expansion of primary school education, when it became almost free especially in the South.

Migrants at this stage, include primary and secondary school graduates, young unmarried male adults who have family members, friends or co-villagers living at the urban destinations. Migrant destinations are large towns and other medium sized town.

The creation of twelve states in 1967, later nine more of infrastructural and economic development of state capital which exert a great pull on migrants.

3.4 PROBLEMS OF RAPID POPULATION GROWTH ON CITIES:

3.4.1 General Problems:

The physical planning problems resulting from rapid growth of urban centres in Nigeria in recent years as the continuing congestion of people and activities in towns and the lack of suitable spaces for new urban land use requirements especially where there are physical barriers/results in the outward expansion of towns into their immediate rural

neighbourhood as well as building of low grade residential quarters in the nearby rural settlements. This leads to the problems of town boundaries. Ajaebgu (1975) observed that this is true in Port-harcourt as it grows into Diobu and Umubiakani and also of Aba as it grows into nearby villages of Umunagabi, Ogbo hills and Abayi.

Under such conditions of rapid spatial growth, some problems of physical planning include:-

i. The difficulty in maintaining the identity and image of the city with the available resources;

ii. The problem of identifying the exact boundaries of expanding cities;

iii. The difficulty in providing utilities, facilities and services to the peripheral areas;

The problems of urban growth in Nigeria are not just physical problems but also socio-economic and managerial. They are as follows:-

i. **Unemployment:**

The problem of urban unemployment is alarming. Ayeni (1978) pointed out that between 5% and 20% of the urban labour force in Nigeria are unemployed or unemployable as a result of their lack of education or skill. Urban unemployment in Nigeria may be attributed to the fact that urbanization is not a direct consequences or industrialisation.

ii. **Serviceability:**

The problem of serviceability is reflected in the failure of Nigerian City to provide adequate health, education, recreation and other social services for its population and those of its hinter land. In addition to its inability to stimulate production and utilization of raw materials in the hinterland.

iii. **Environmental Deterioration:**

These problems result mainly from the inadequacy of the existing urban facilities and have their over utilization or inability of the city to cope with the current needs of urbanization.

The consequence of this is the rapid rate of garbage accumulation coupled with low rate of removal. The inadequate provision of basic infrastructure and amenities leads to crowdedness and slum development.

iv. **Circulation:**

The problem of circulation is vivid in urban centres. There has been rapid increase in the number of motor vehicles on the generally narrow or little improved roads and streets. This leads to congestion on the streets.

3.4.2 Process of Rapid Growth of New Administrative Towns:

Though some towns in Nigeria like Lagos, Kano, Enugu, Port-harcourt, Benin, Kaduna, Jos etc are growing rapidly. Places ascribed administrative functions example Local Government or State Capitals that were merely redundant started growing rapidly. Examples of such towns are Dutse, Lokoja, Jalingo, Oshogbo etc. Before the local government creation, the growth rates of such towns could be attributed mainly to natural increase. The new administrative posture automatically changed the function of these towns, which now serve as their administrative headquarters. They will in addition become educational, commercial, industrial centres, sooner or later.

With the change of status of these new administrative towns, series of events take place to make the towns rapidly growing. There is sudden upsurge of population coming into those towns. Civil Servant's business men and job seekers troop into these towns.

The new administrative function suddenly require higher demand on certain goods and services, land for residential public and semi public like government offices of the various Ministries and Parastatals, commercial, industrial, rapid rate of growth will be registered both in population and spatial development. For example in Jalingo, the population as a local government headquarters was 41507 in 1991 as a state capital in 1991 it grew to 57000, difference of about 15493. The rapid rate of growth of these new administrative towns ushered in a myriad of urban problems into these towns. People started trooping into the new state capital with the hope of a new lease of life. For example from Makurdi and Ilorin, indigenes of Kogi State started coming into Lokoja with the excitement to help develop the new state. However, their joy became limited in that they came in face to face with realities of life in a new state. They expected motorable roads, pipe borne water, adequate schools, equipped hospitals and available housing stock.

The mass movement of people from their previous states to these newly created capitals created stress on these inadequate facilities and in particular the housing stock.

3.4.3 Specific Problems of New Administrative Towns:

1. Shortage of Accommodation:

Residential and office accommodation became acute because housing demand were overtaken by the creation of states. The situation was particular pathetic in early days of state existence. In Kogi State, for example, African Concord (Sept. 6 1991) reported that some Directors-General, businessmen and

politicians reportedly spent the night in waiting rooms, cars, or offices. Quite a number of people choose to move to Okene, Kabba, Koton-Karfe, Ayangba, Ankpa at the end of the day's activities and resume in Lokoja from there.

The Military Administrator had to squat in a private guest house due to lack of available accommodation.

In Dutse, the capital of Jigawa State, Military Administrator spent nights in Kano on the first few days after he resumed duty. Civil Servants had to stay in Kano, Birnin Kudi to resume work from there.

The situation was same in Jalingo, the capital of Taraba State, where public officers had to live in Yola, Numan, Wukaru and resume work.

With the inception of the States, there was also acute office accommodation. In Kogi State, for example, the Kogi Local Government had to pack up to a secondary school and its office converted to serve as the Governor's office.

African Concord (Sept. 1991) reported that the Administrator ordered the staff and about 900 students of Government Girls Secondary School, Dutse, to vacate their premises to serve as a temporary state secretariat, staff quarters and offices. The students were distributed to other schools in the state.

The Dutse Local Government had to quit its secretariat for the Administrators own temporary operational base.

The issue of shortage of accommodation has made seekers to besiege the sub-standard housing environment in the peripheral village, and the core area where facilities are over run by pressure of over use.

Shortage of accommodation also has its effects on rent and land values. In Lokoja, for example, a shop that used to be N80 was increased to N150 per month,

apartment that used to be N90 was increased to N350 monthly as at September 1991 (barely a month after the state creation). A plot of land which sold for between two to three thousand naira was hicked to fifteen to twenty thousand naira (African Concord, Sept. 1991). The effect of this is over crowding on the existing housing stock.

ii. **Inadequate Public Utilities and Facilities**

The newly created state capitals are faced with the problems of inadequate school, hospitals, pipe borne water and services like telephone etc.

African Concord (Sept. 1991) reported that at the inception of Jigawa State, Dutse, its capital was not linked to the national grid of National Electric Power Authority, it had no telephone service and no single industry. Two rural hotels and four patent medicine stores exist in the town Dutse. Other facilities are a branch of the Union Bank, a Government Health Centre, seven boreholes but three functional ones. It also host the sub-station of the National Institute for Oil Palm Research, the Shuwariu Water Scheme, and three secondary schools. In other state capitals like Jalingo, Lokoja etc, though there were facilities and utilities, they were inadequate. In Lokoja for example, the existing water work cannot supply water to the whole town.

The existing roads in the state capitals have a short capacity of what is required to contain the Intra-city traffic, as the roads are narrow and parking spaces absent. Most roads lack surface drains and where they are present, they have degenerated to a state of disrepair.

Adeshina (1992) observed that in newly created state capitals, roads within most of these settlements are found in core areas, others are merely access which in most cases are very inadequate to cope with modern day rate of traffic. Moreover, most of these roads are extremely bad especially in the rainy season because of lack of drainage facilities.

African Concord (Sept. 1991) reported that most roads in Oshogbo (the Osun State capital) are very narrow. The government will have to decide to consider ways of widening these roads without destroying so much individual property.

With the creation of state, the growth of state capitals as a result of population increase will lead to deterioration of facilities, which in effect will create environmental health problem.

iii. **Spatial Disorder:**

As urbanization increases, the towns expand outward leading to urban sprawl. There is also the problem of uncontrolled or haphazard development. With the high migratory trend, in these towns, there is thus higher demand to acquire land without plan. Farmers begin to sell off their farm lands for residential and other developments in the town without waiting for the planning agency to prepare plans for such areas. Before the planning agency becomes aware of such trend, there is haphazard developments in most parts of the town. More so, the inner city area, of such towns sometimes the first foot-hold of immigrants continue to suffer deterioration and decay due to excessive overcrowding, absence of facilities and access roads.

With the creation of a new state, it is expected that there will be population shift towards that direction and towns will grow at a faster rate than hitherto. The growth of towns as a result of population increase will lead to deterioration of facilities, which in effect will create environmental health problem. A new role which of course is important and necessary is expected from government at this crucial period and realisation that overcrowded, unsanitary urban areas will result in an added economic cost and social unrest, makes it mandatory to interfere with market forces and individual property right in the overall interest of the people's social well-being. An urgent oriented effort aimed at advocating and inducing the acceptance of appropriate and workable planning strategies that could facilitate the combating of the problems must be adopted.

What appears as the pressing needs are better housing conditions, better designed roads, proper drainage system, adequate water stand pipes with better services, public waste disposal system, market facilities etc.

CHAPTER FOUR

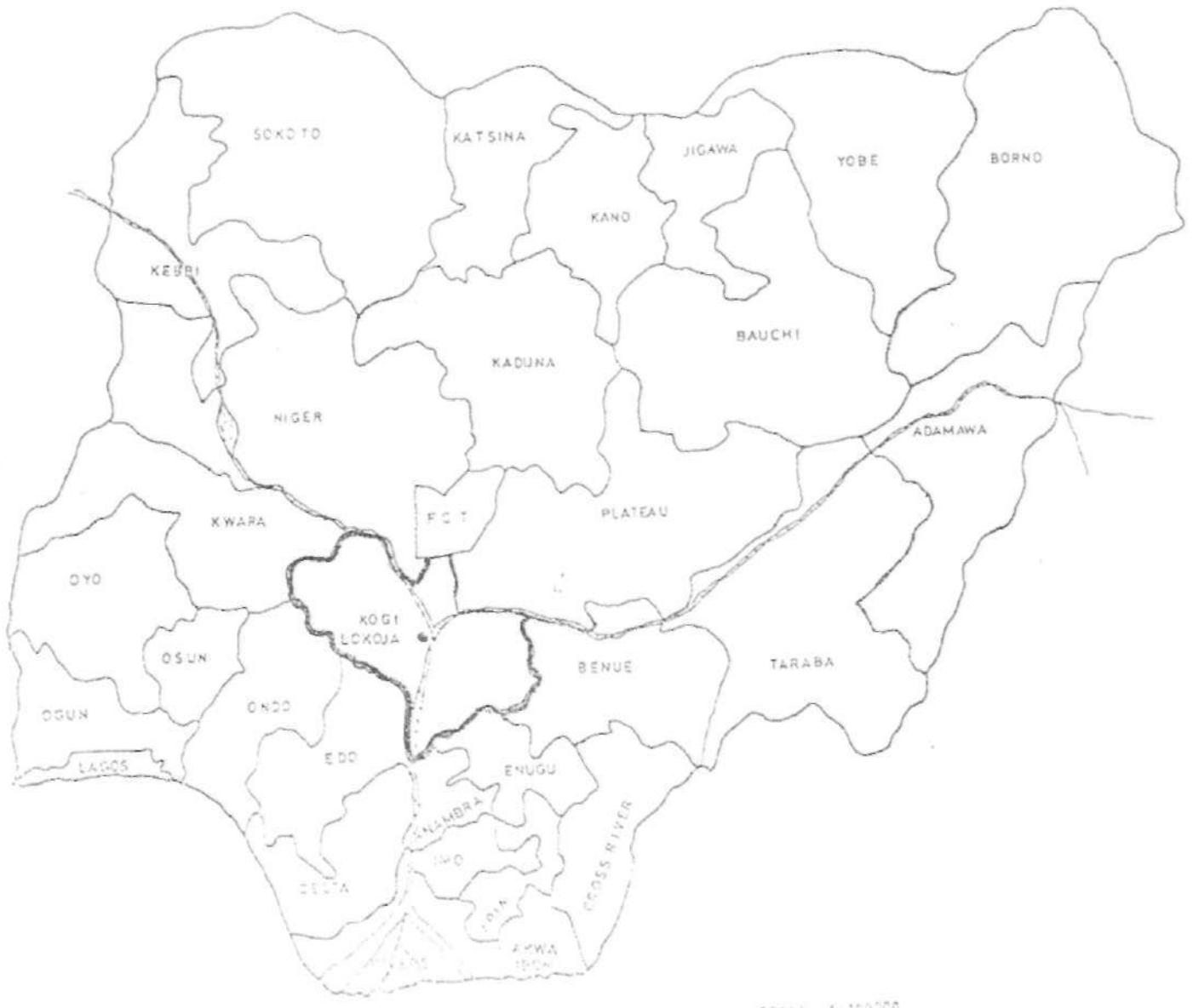
GROWTH AND EXISTING PHYSICAL CONDITIONS OF LOKOJA

4.1 BACKGROUND

4.1.1 ESTABLISHMENT OF KOGI STATE

Kogi State is the result of the amalgamation of ten Local Government Areas carved out of the former Kwara State with six others carved out of the former Benue State. The state is bounded in the north by Niger State, the Federal Capital Territory and Plateau State respectively, in the west by Kwara State, in the south by Ondo, Edo, Enugu and Anambra states in the east by Benue State as shown in figure 4.1. The rivers Niger and Benue run virtually through the total length of Kogi State in the north hence playing a prominent role in punctuating the terrain. The state is fairly rugged in the central area, where the Agaja-Plateau rises 356.8m above sea level and gently undulating in many other place.

However, the entire area covered by Kogi State has witnessed certain events in recent times, that have resulted in generally higher rate of increase in its population. These include the discovery of Iron Ore in Itakpe and the establishment of new local government area. The relocation of Nigeria's federal capital from Lagos to Abuja also saw the emergence of the present Kogi State as a gate way to the major physical and socio-economic development corridors both for the south west and south east bound traffic. In addition to these factors, came the creation of states and the impetus for growth given to Lokoja, the new Kogi State capital. It can be safely assumed therefore that this zone of the country has been growing at a rate that is above the national arrange growth rate of about 2.5% per annum until the later part



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INSITE MAP OF LOKOJA.

of 1991 (state creation), when the population on growth rate was further tremendously increased. With spontaneous increase to 3.25% in 1991, the population of Kogi State is estimated at 2.069,700 by Eco plan estimate.

Although Kogi State belongs to the middle belt region of Nigeria characterised by a generally low density or sparse population distribution, a fairly high density is to be found in a few locations; (306 in Obehira) by Dar-la-Handazah as far back as 1974. The situation has been compounded in this zone since then especially given the constraints created by the terrain despite increasing opportunities for urbanization within the area. To the west and especially the eastern part of the state, relatively gentler terrain has influenced a fairly more even distribution of population with major clusters in the urban centres, which are father apart.

The bulk of the population of Kogi State, like in Nigeria as a whole, is rural. Agriculture is the main occupation of the people. The generally rich soil condition and ample rainfall favour ample food and cash crops production. Fishing also flourishes along the river Niger and Benue.

4.1.2 GROWTH OF LOKOJA TOWN:

Lokoja is located between the confluence of Rivers Niger and Benue and Mount Patti. It's origin as an important settlement can be ascribed to the activities of the British. In an effort to establish trade and communication along the river Niger, the British in 1814 bought a piece of land at the confluence of the Niger, and Benue rivers from the Attah of Igala land through his representative the Anaja of Gbobe. The land was intended for use as a model farm on which the British hoped freed slaves could be taught to raise economic crops that would serve as substitute for slave trade.

Although, the model farm idea failed, the settlement thus began to grow first as a centre for trade and later of trade and administration for British growing enterprise in the region. In 1889, for example, the Royal Niger Company, Britain's major commercial enterprise in the region, assumed territorial control over the town, extending its southern boundary to include villages like Zango, Zango Daji, Adankolo and Lokongoma.

In January 1st 1990, the Protectorate of Northern Nigeria was declared, Lokoja became the first colonial headquarters for Northern Nigeria. Although the colonial headquarters was moved in 1902, Lokoja remained an important commercial, Military and Administrative centre both during and after the colonial period. It was for example, the Provincial headquarter of the former Kabba Province and has been the headquarters of the Kogi Local Government since its creation in August, 1991, the headquarters of Kogi State.

The historical factors noted above have all had important effect on the development of the internal structure of the town. At its inception in 1841, the British had encouraged local indigenes, then resident on the mount Patti to settle on the lowland. The first group settled on the lowland at the foot of the hill close to Pandara stream. The area located in the native wards is now called "Salamalaikun" compound. From that time, two European commercial activities led to the establishment of store houses along the river bank. The colonial period initiated its own development like in all colonial towns, the Senior Colonial Administrators resided far away from the native wards while African junior officers and soldiers were quartered just south of the Pandara stream, an area now known as cantonment with a parade ground called "Paparanda field".

Since 1914, the town has witnessed continued although irregular, growth in keeping with its various functions as a commercial and administrative centre. In this period, buildings for the provincial offices, hospitals, Federal Inland Waterways Department, Police

and Light Industries have sprang up largely in the area south of the Pandara stream. New residential quarters, both government and private have also sprang up, such as the Newlayout residential area to the north west.

The past years has witnessed more infilling of vacant land than external expansion. Recent development since the creation of Kogi State also extends to Mount Patti; where essential facilities like road that was lacking is now being provided and developments like the NTA stations are sited. Of importance and relevance to the growth of the town are two separate independent villages of Adankolo in the south and Lokongoma in the west where respectively the Bassa Nge and the Yoruba tribes particularly dorminate. The picture presented today is a continium arising from a gradual infilling of interviewing spaçes especially with the construction of housing units of Lokongoma and the allocation of plots along Niger Barracks road. Figure 4.2 shows the growth of Lokoja with time perspective.

4.2 RECENT GROWTH OF LOKOJA

4.2.1 Population Growth in and Other Characteristic in Lokoja:

The 1974 Master Plan of Lokoja prepared by Dar-la-Handzan assumed Lokoja to have grown from about 14,000 in 1952 to 19,700 in 1963 at an average of 3.15% headquarters of the then Kabba Province.

The 1974 Master Plan also assumed that during the period 1963-1974, Lokoja appears to have grown at a higher rate of 5.35% to 35,000 in 1974. This enhanced growth is based on the administrative importance of the town within this area as the headquarters of Kogi Division and also to the attraction of its Regional market as well as the generally improved business opportunities.

Ecoplan Surveys (Nig) Ltd view the period 1974-1991 as a fairly long one within which many administrative reforms took place in Nigeria. Among these were the creation of Local Government in 1978 and 1981. The first exercise saw the emergency of Kogi Local Government based on the old Division which included Kotonkarfe District, while the latter resulted in the separation of the two different local government areas. This was short-lived and the two re-emerged again in 1985. By this action, prominence was given to Koton Karfe at various instances. All these development coincided with the emergence of mining activities at Itakpe in Okehi Local Government Area and establishment of the Ajaokuta Iron and Steel Complex, both of which drew people to these areas. Not so much as to the advantage of Lokoja. This was especially favoured by the opening up of the Murtala Mohammed bridge across River Niger also to the greater advantage of Koton Karfe within this period.

Due to these developments, which were not anticipated by this initial master plan, it is assumed that the growth rate of Lokoja may have reduced slightly within this period. It is estimated therefore that the town had only increased in population from the projected 1974 figure of 35,000 at an annual rate of 4.0% to about 44,90 in 1980 and still at a lower rate of 3.5% to 62,500 in 1990.

However with the creation of the state and the naming of Lokoja as the capital of Kogi State in August, 1991, this growth trend changed drastically. Not only were an estimated over 20,000 civil servants deployed to the new state with a good number of them and their dependants ending up in Lokoja, many other people came in search of business opportunities.

An annual 6.0% population growth rate is projected for the new state from the year 1991 to 1995 beyond which time this spontaneous responses to the state capital is expected

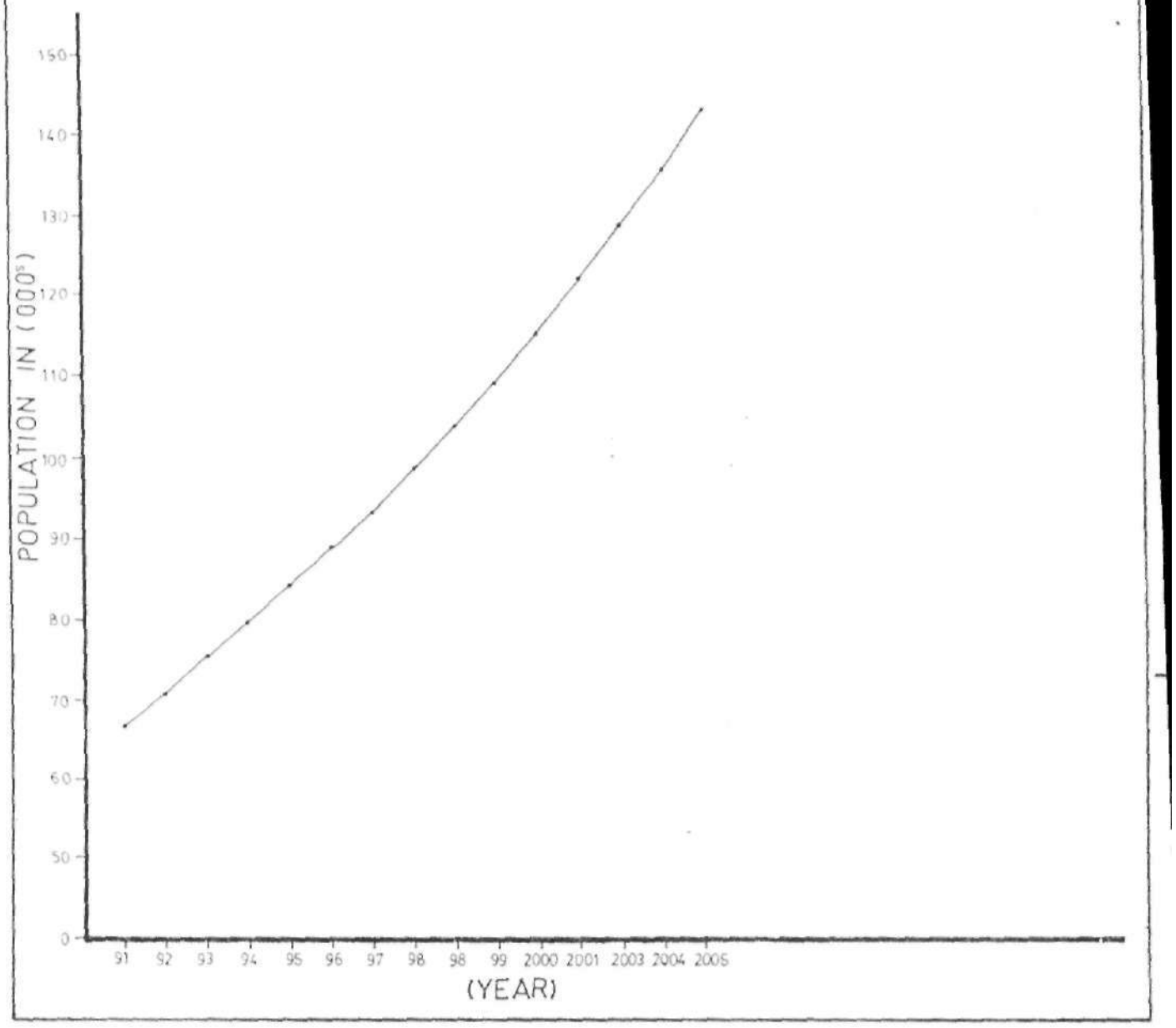
to stabilize to a more sustainable growth rate i.e between the period 1996 to 2005 and 2000s to 2015 respectively.

TABLE 4.11 PROJECTED POPULATION FOR LOKOJA 1991-2005:

Period	Estimated Population	Adopted annual growth rate %
1991	66,200	(base year)
1992	70,172	6%
1993	74,382	6%
1994	78,845	6%
1995	83,576	5.5%
1996	88,173	5.5%
1997	93,022	5.5%
1998	98,138	5.5%
1999	103,536	5.5%
2000	109,230	5.5%
2001	115,238	5.5%
2002	121.576	5.5%
2003	128,263	5.5%
2004	135,317	5.5%
2005	142,759	5.5%

Source: Eco Plan Surveys (Nig) Ltd, 1992

POPULATION PROTECTION OF LOKOJA 1991 - 2005



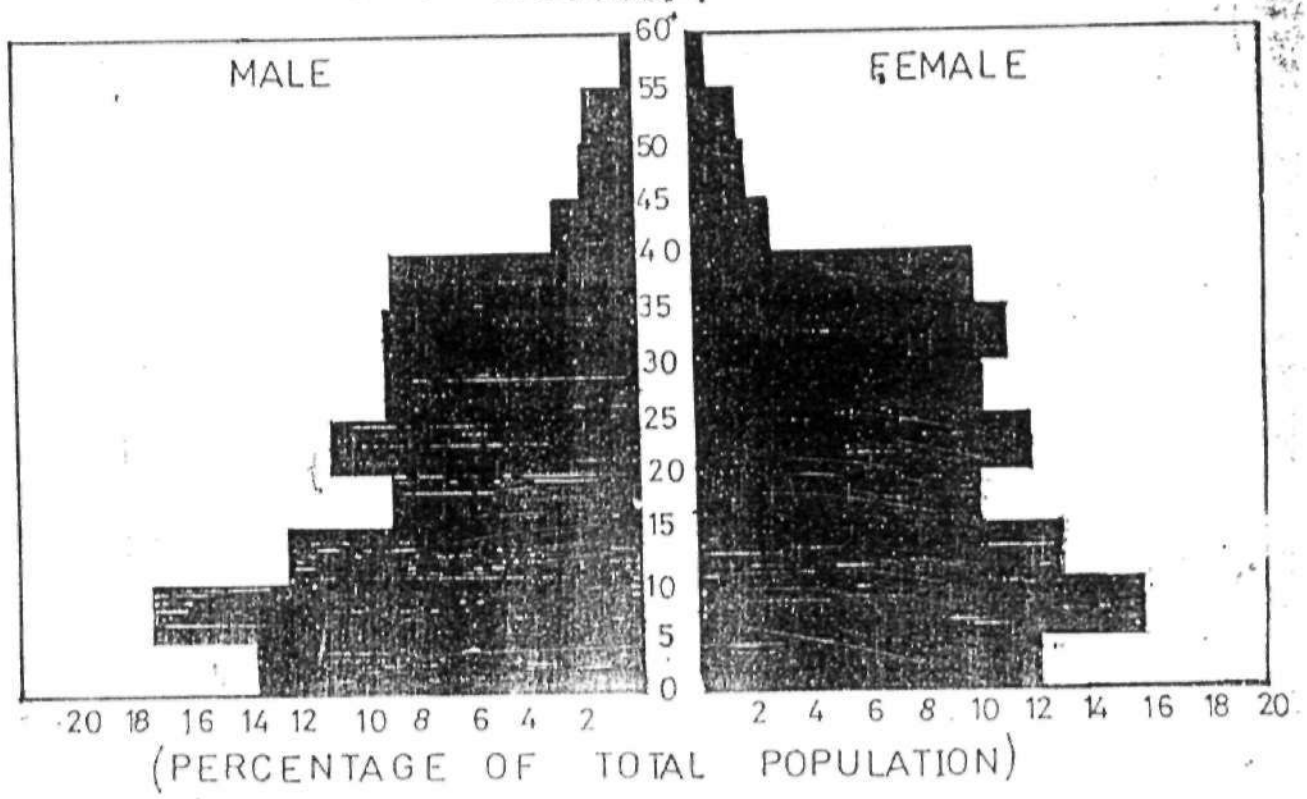
AGE AND SEX STRUCTURE OF LOKOJA

TABLE 4.12

Age Bracket	Male Population	%	Female Population	%	Male/Female Population	%
0-5	4938	13.75	4197	12.24	9135	12.99
6-10	6307	17.56	5397	15.74	11704	16.65
11-15	4511	12.56	4426	12.91	2937	12.73
16-20	3340	9.30	3398	9.91	6738	9.06
21-25	3911	10.89	4025	11.74	7936	11.31
26-30	3225	8.98	3396	9.91	6624	9.44
31-35	3308	9.46	3771	11	7169	16.23
36-40	3160	8.80	3339	9.74	6499	9.27
41-45	1171	3.20	854	2.48	2025	2.87
46-50	743	2.07	600	1.75	1343	1.91
51-55	682	1.90	511	1.49	1193	1.69
56-60	313	87	226	.66	539	0.76
60+	215	60	144	.42	359	0.51
Total	**35914**	**100**	**34286**	**100**	**70300**	**100**

Source: Ecoplan Surveys Nig. Ltd, 1992.

AGE- SEX POPULATION STRUCTURE OF LOKOJA



RAMATU BABA
M.SC THESIS
URP DEPT
ABU ZARIA

The age-set structure of the population of Lokoja indicates that the population, like in other developing worlds urban centres, is dominated by the young age group i.e. 15 years and below which accounts for 42.38% of the entire population. This however shows a further decrease in the percentage of this group over the entire population overtime in line with the trend established since 1952 through 1974 when this age group accounted for the estimated 57% and 50% respectively according to the census and Dar/Handazan (Shares and Partners estimates). This reduction probably may be due to the unfavourable condition for workers to move their whole families into the new state capital. It is expected that the growth of this age group will continue to increase as workers settle down to bring down their whole families to Lokoja. This will imply demand for more primary and secondary schools.

The population of the working age-groups 16-15 years is high (50.7%). This is probably due to the migration of able-bodied men and women into Lokoja as a result of the state creation for jobs and other business. This implies there will be need for more housing, utilities, facilities and services to cope with the increasing population.

There is an over all high sex-ratio, the percentage of male to female population with more male than female especially among the school age group.

This may reflect a greater number of male students attending schools in the township from surrounding settlements either on commuters or resident basis than their female counterparts.

On the contrary, the sex-ratio among the bulk of able-bodied group (15-45 years) is fairly low. The prevalence of polygamy among the indigenous community of the old core of Lokoja township may have promoted a higher percentage of the female population.

The fairly higher sex-ratio among the age group of 40 years and above may be due to availability of some opportunities for the male group in this age bracket to get some source of livelihood especially following state creation and the resultant exodus of people from Kwara and Benue States.

POPULATION DENSITY:

Discrepancy exists in population distribution in Lokoja. Population Density is highest in the old core area with 496 persons per hectare. This far exceeds the gross density for the whole town, which are more persons per hectare. The disparity becomes even more glaring when the old area is compared to the GRA where density is just 120 persons per hectare.

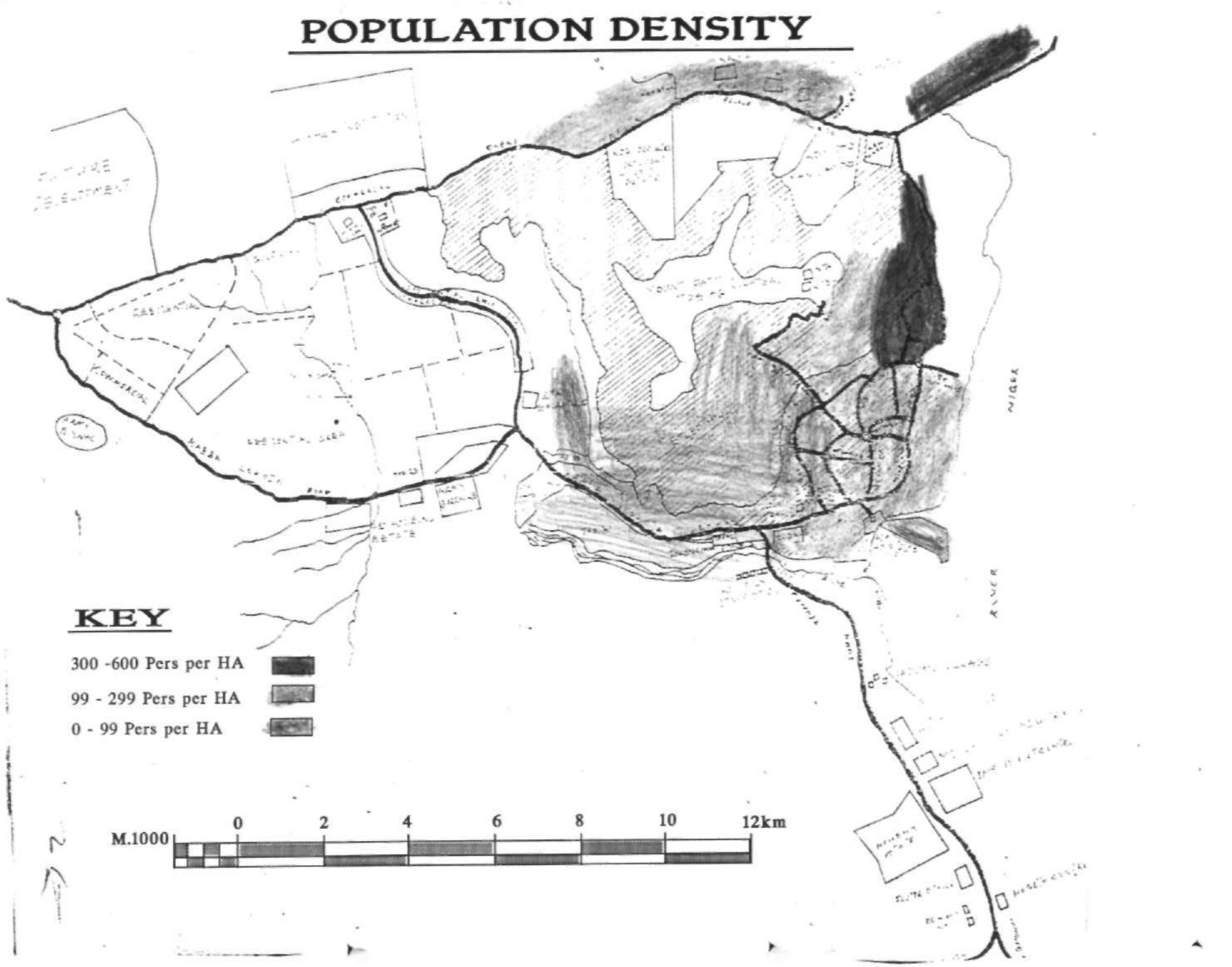
The old core area has about 80% of the total population. Overcrowding and over tasking of existing facilities is the obvious effect of high density and environmental degeneration might also occur if adequate action is not take promptly.

"Map to indicate population density of Lokoja".

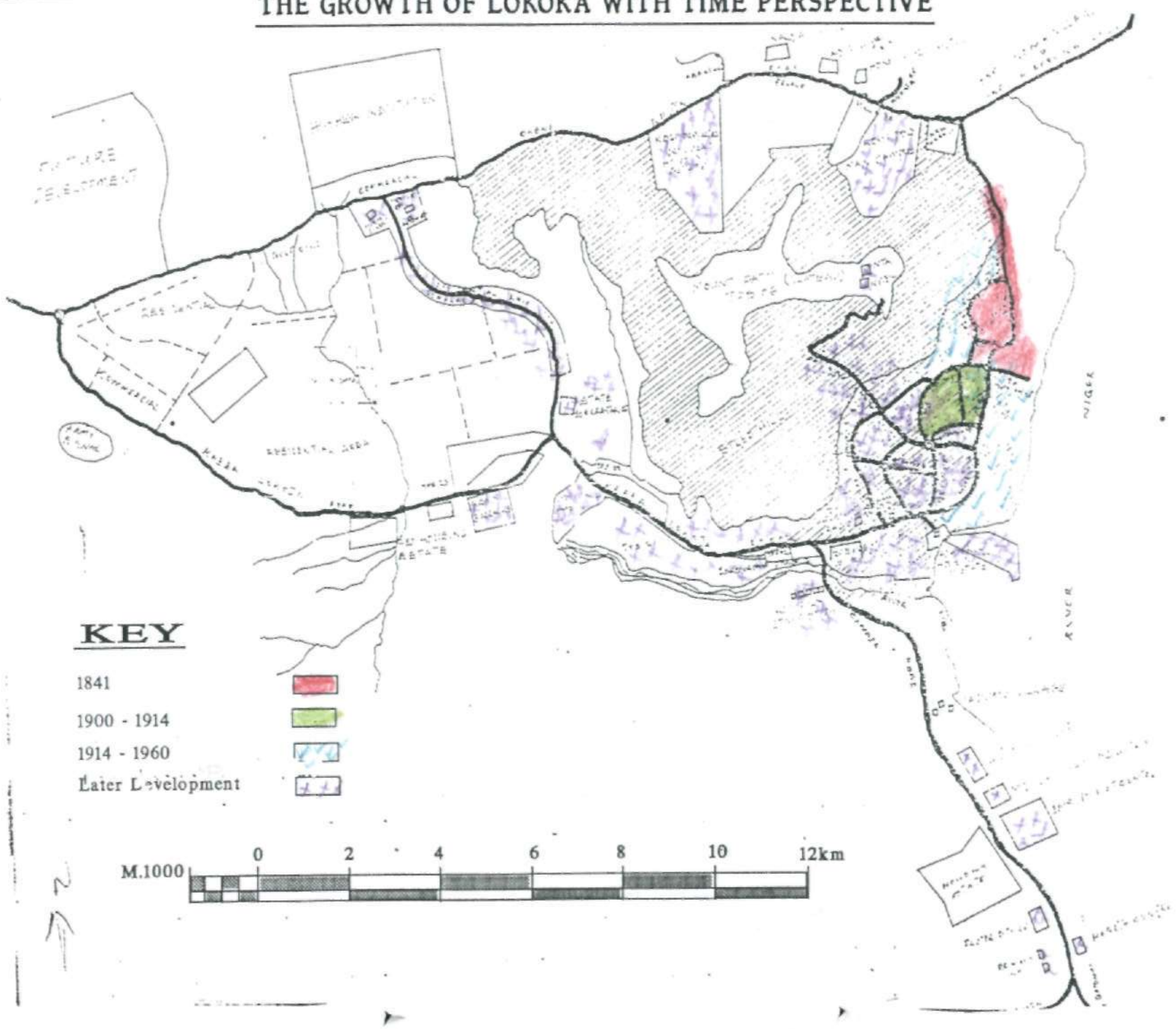
4.2.2 SPATIAL GROWTH OF LOKOJA:

There has been a general but gradual densification of the population particularly in the older parts of Lokoja to the North. Not until the town became a state capital did the other sector joint in an effort to supply accommodation to the sudden population influx. This effort has extended the pace of activity to invigorate some nuclei of developments along Lokongoma axis up to Barracks and even as far away as Felele to make Lokoja a developed area.

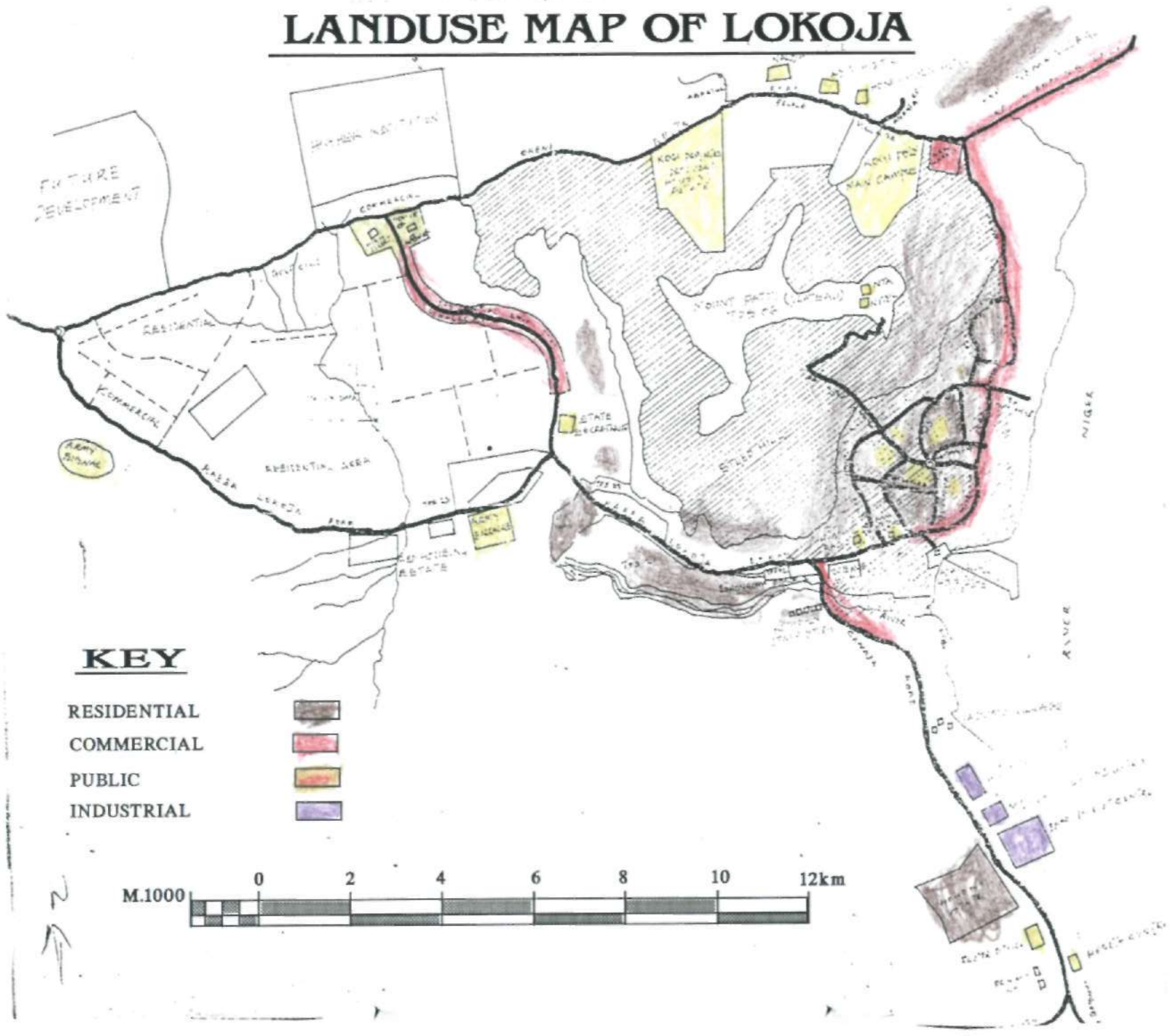
POPULATION DENSITY



THE GROWTH OF LOKOKA WITH TIME PERSPECTIVE



LANDUSE MAP OF LOKOJA



THE LAND USE

The land use distribution of Lokoja is shown in table 4.2 and figure 4.6

TABLE 4.2

LAND USE	AREA IN HECTARE	PERCENTAGE
Residential	191.0	67.06
Commercial	15	5.26
Public & Semi Public	41.0	14.4
Recreational	13.6	4.78
Vacant Land	23.2	8.15
Industrial	1	.35

Source: Lokoja Master Plan.

i. Residential Landuse:

The residential use carries the highest percentage of the land use. About half of Lokoja is covered by private residences. These are to be found in the old sections of Kporoka, Karaworo, Kabawa, Cantoment, Felele, Newlayout, Adankolo, and Lokongoma areas. Residential densities are generally high. It is in these areas that the oldest residences which lack basic amenities, utilities and facilities are to be found.

The low density residential areas in the southern part of the town are largely government quarters, the bulk of which belong to the Inland Waterways Department. This area include the general hospitals and other government departments. Residential densities are low, but the situation is gradually changing to cater for fresh entrants to the town. Other residential development includes the barracks for the Police and the Army.

With the changes of status of Lokoja, residential development has extended to the newly constructed housing units of the Kogi State Government at Lokongoma along Lokoja-Okene Road, and those by the Federal Ministry of Works and Housing, beyond the Niger Barracks. The units under construction by Crown Estates, and along the road constitute another residential development in the town.

ii. Commercial Land use:

A small portion of Lokoja land area is devoted to commerce, but a substantial part of retail business is carried out in residential houses along the major roads in the town, the old colonial offices of UAC and others along marine road inclusive.

There are two major commercial centres in the town.

They are:

a. The New Market:

This is a purely four day cycle market whose range can be as far away as 140km. High grade goods are brought in a day before the market. It deals with mostly foodstuff and crops which constitute 70% of the traded goods.

b. The Old or Main Market:

This is a traditional market located near the central mosque and the Maigari's Palace. The market operate daily and caters for the daily needs of the inhabitants and handles mainly foodstuff, provision and textile. This market has existed since the inception of Lokoja. With the coming of the British in 1841, other commercial uses have grown to some certain parts of the town like the stadium area since the inception of the state.

iii. **Public and Semi Public:**

These are made up of educational, administrative, health and religion uses. There are twelve primary and eight secondary schools in Lokoja and they tend to be concentrated within the same area, (Sabo area). Before Lokoja became a state capital, it had been an administrative centre, having been the headquarters of the former colonial Northern Nigeria, then Kabba province. Lokoja and Development Authority area and the former Kogi Local Government Area. Several Federal and State Government Ministries and Departments, Parastatals had and still have offices in the town. Most of such offices are situated in the Southern part of the town.

With the inception of the state there had been a higher demand for public uses and thus under construction are the State Secretariat, the House of Assembly, Police Headquarters, Stadium etc all along the link road.

iv. **Industrial Uses:**

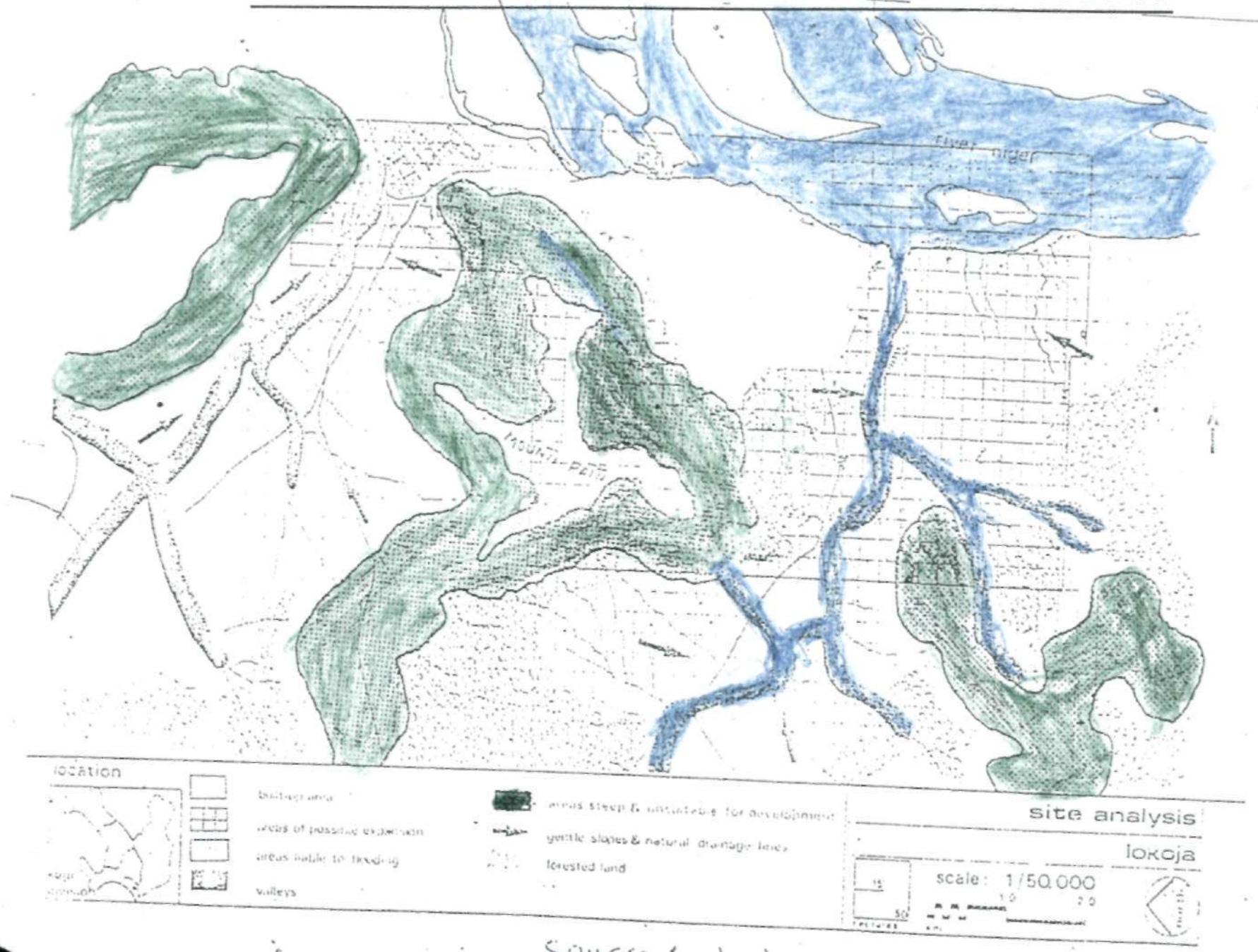
The industrial use has the least coverage. The most noticeable industry is the Quartz Industry along the old Okene road. However, Handcraft Industries located within compounds are not inclusive.

4.3 PHYSICAL DEVELOPMENT PROBLEMS OF LOKOJA:

4.3.1 Physical Constraint to Urban Expansion

Lokoja town is located on a sloppy land between the ridges of Mount Patti to the North West, the River Niger and Benue to the east and the Agbaja hills to the North. The two high land are separated by a pass and are part of the Niger Benue Basement complex rock. Patti ridge is about 445 meters above sea level and Lokoja lies between 45m and 125m above sea level.

CONSTRAINT TO URBAN EXPANSION



Source: Lokoja Master Plan (1974–2000

The terrain is very rugged with development enmeshed in a system of rivers and their tributaries, all tributaries emptying into the Niger. This natural morphology always play a key role in determining the pattern of the town and the possible future growth of directions.

To the north of the town, around the new market, the Niger to the east and Mount Patti to the west almost meet to form a bottleneck for development. If the town is to expand north wards, it has to "jump" this bottleneck to open up Felele and Abuja road areas. Presently these areas are not intervening distances but the potential for growth is there especially with the sitting of offices like ADP headquarters and the mechanic village in Felele.

River Meme is also a constraint. The south wards development of the town will open up this part of effectively integrate the eastern side of the state. The terrain is not too difficult here. The eastern edge of the town crossing the river to join a settlement called "Shintaku" on the eastern end is remote. The river is thus the major constraint to any urban growth.

The area with the least resistance to urban growth is the west particularly along old Okene-Kabba road all through to the bye pass. Both the top of Mount Patti and the low land beyond it also have prospects of offering stable basis for development.

4.3:2 EFFECT OF POPULATION CONGESTION:

The deployment of civil servants to their respective states after the carving out of Kogi State from the former Kwara and Benue States marked the beginning of the influx of people to Lokoja. The businessmen, civil servants, craftsmen and job seekers followed

suite. A survey was carried out to find out the percentage of migrants and their characteristics into the town.

i. **Place of Birth:**

The study reveals that 33% of respondents were born in Lokoja and are found in the old area of Kabawa, Angwan Rimi, Yashia areas. While 56% were born within the state and 11% were born outside the state as shown in Table 4.31 and figure 4.7.

ii. **Time and Movement and Reason:**

Some 56% of the survey sample came to Lokoja on transfer as a result of the state creation, 24% are residents in Lokoja before the state creation, 15% came to seek employment and 5% were temporarily either on business or on visit as indicated in tables 4.32

Table 4.31

PLACE OF BIRTH	%
Lokoja	33
Within the State	56
Outside the State	11

Table 4.32

REASON FOR COMING TO LOKOJA	
Reason	**%**
On transfer	**56**
Resident in Lokoja	**24**
Employment	**15**
On business/visit	**5**

Source: **Field Survey 1994.**

The table and figures indicates that most of the people are migrants into Lokoja. The survey also shows that 74% of those interviewed are civil servants and this indicates that most people will settle in Lokoja for as long as they remained employed and hence will need their own dwellings.

FIG. 4.7 PLACE OF BIRTH

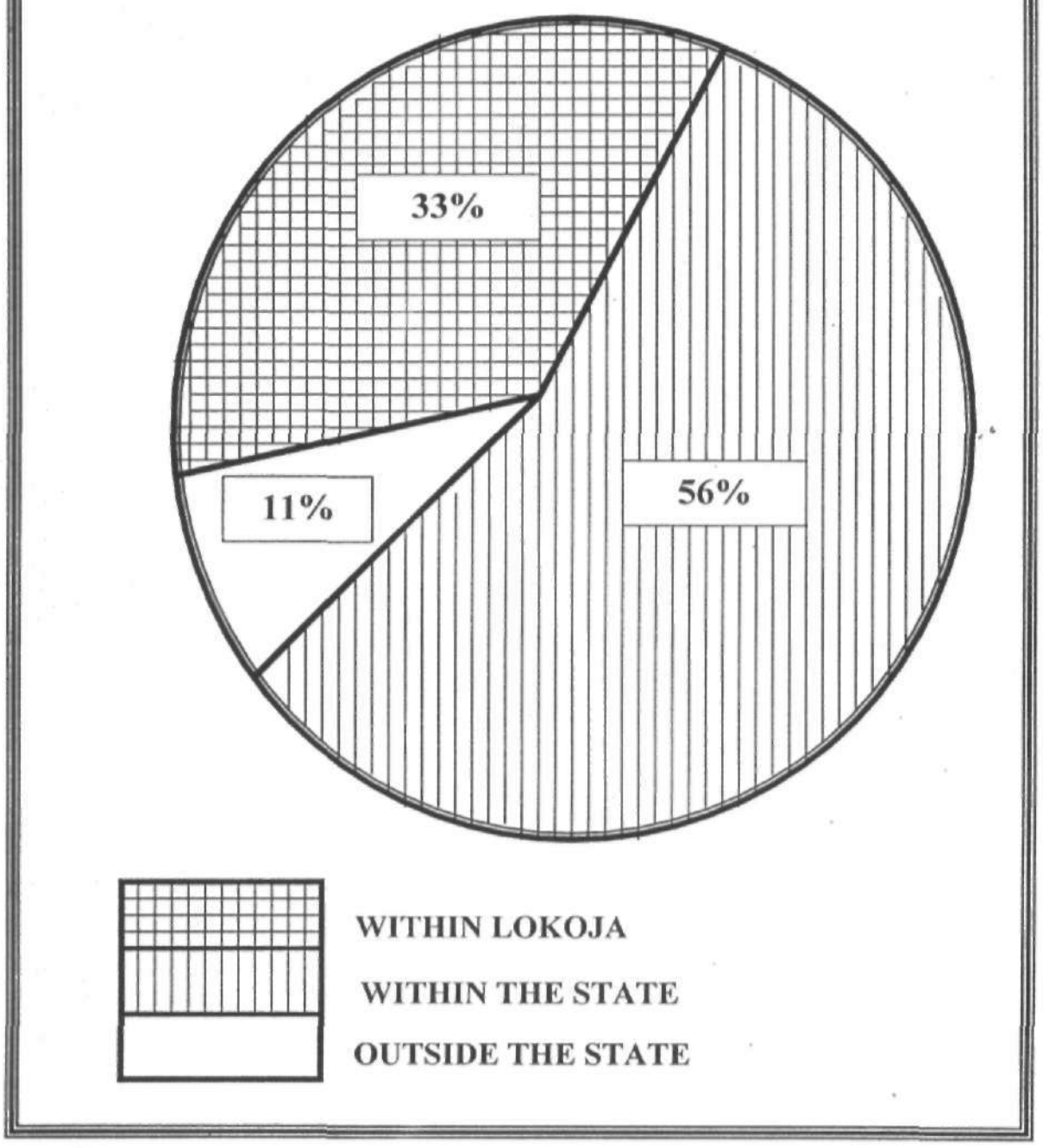
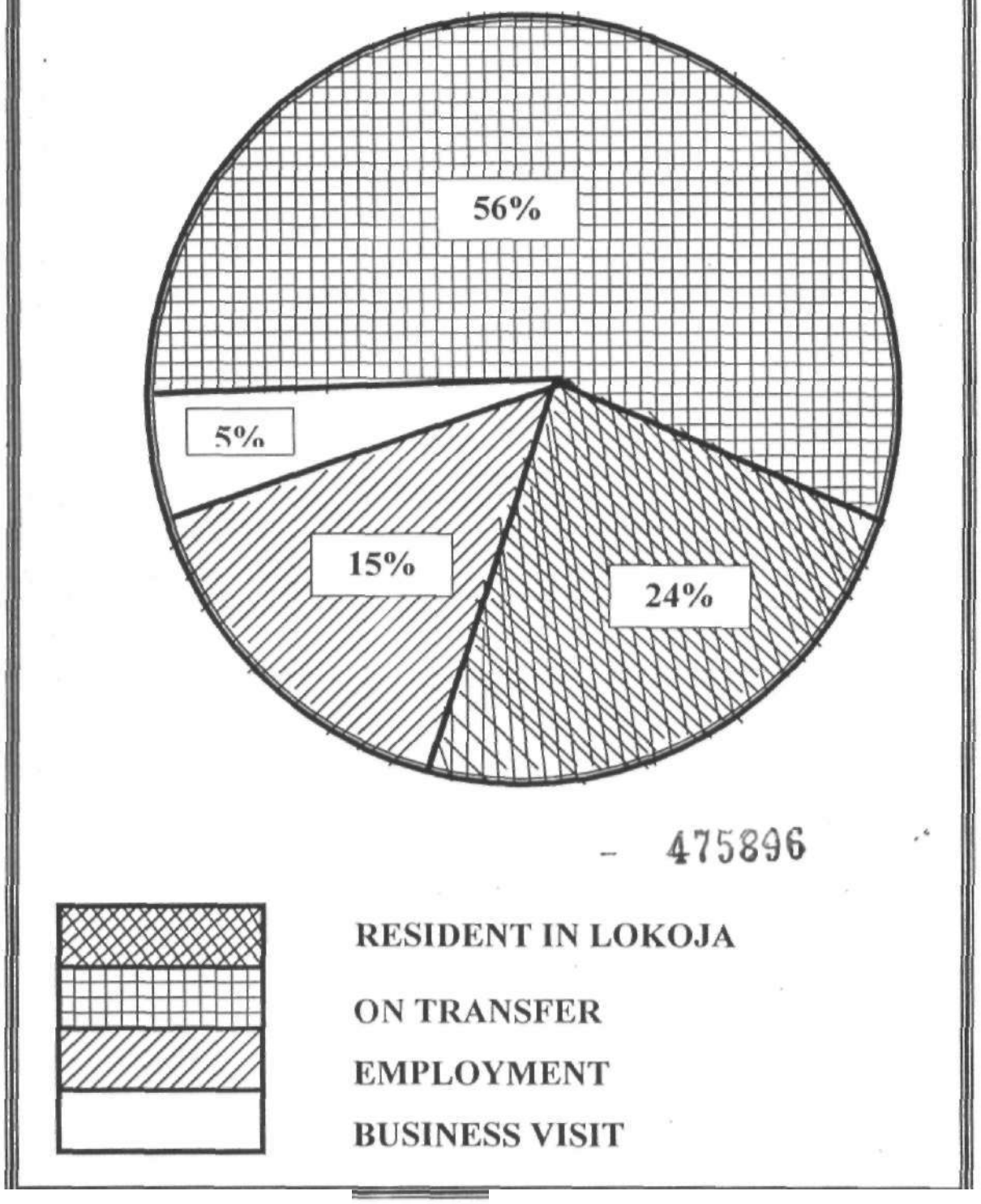


FIG. 4.8 REASON FOR COMINGTO LOKOJA



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The planning implication of this is that physical problems of the town presented themselves in a new light as the town was not set to receive the unprecedented influx of population thus there is pressure on existing infrastructure thereby threatening decay.

iii. **Shortage of Accommodation:**

The housing situation as regards to the number and facilities has not changed greatly compared to what was obtained prior to the time when Lokoja became state capital. Consequently, a great pressure was exerted on the existing houses and facilities. The utilities, facilities and services that were meant for few have to be shared by many and hence a great number of households are either not adequately housed, living over crowded, in an unsanitary conditions or not housed at all. The available housing stock at the time of field survey is 8576. Based on the population, and an average household size of 6, demand for houses is 13,141. This shows a short fall.

iv. **Occupancy Distribution:**

The study shows that 27% of the household live in a single dwelling unit. While 73% live in shared dwellings. The occupancy distribution is shown in table 4.4

Table 4.4

Occupancy Distribution in dwelling units.

Nos. of Households per dwelling	%
1	27
2-5	23
6-10	41
11 and above	9
Total	100

Source: Field Survey 1994.

The study further shows that the occupancy ratio varies, in some areas of the town. Based on the United Nations standard of 2.5 person per room for developing countries, it can be inferred that there is overcrowding. This is because most people that are in need of separate accommodation now stay to share the same unit with other households. The average occupancy ratio is currently estimated at 3.5/room. There is local variation in the occupancy ratio within the town. For instance around the GRA is 2 on the average, while it is as high as 4 in the new layout and 6 in the native area.

v. **Housing Conditions:**

The utilities, facilities (for example bathrooms, toilets and kitchen) that were meant for few have to be shared by many and hence a great number of households live in an unsanitary conditions due to the deteriorating condition of the facilities.

The study shows some variations in the condition of facilities and services in the dwelling areas. The variation is revealed in its inadequancy or total absence of facilities and services needed in housing area.

Table 4.5

Availability of facilities and services	%
Available in good condition	52
Available in bad condition	41
Not available	7

Source field survey 1994

The study shows that 52% of houses have facilities such as Bathroom, toilets and kitchen in good condition while 41% of houses in bad condition. Overcrowding in such houses is the cause of the deteriorating condition of such facilities in the houses. Home environment under this condition are usually polluted with odour from the latrine as most of the holes are left open. They also attract flies which are vector of cholera and dysentry. 7% of the houses do not even have this population, house members in such houses either dump or go into the bush to defecate.

STATE OF FACILITIES AND SERVICES [FIELD SURVEY 1994]

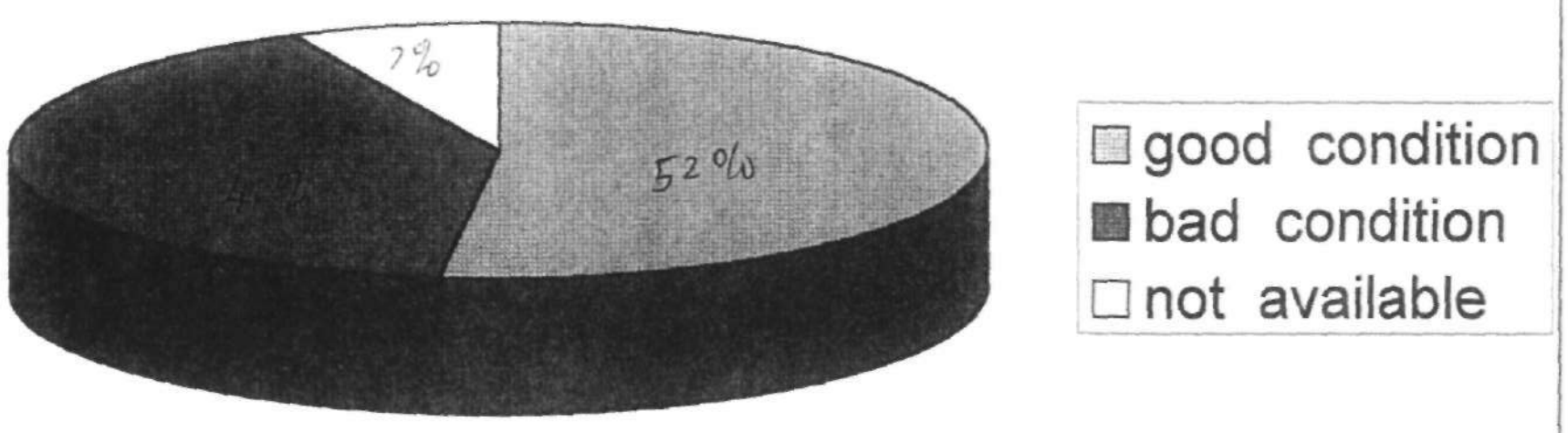
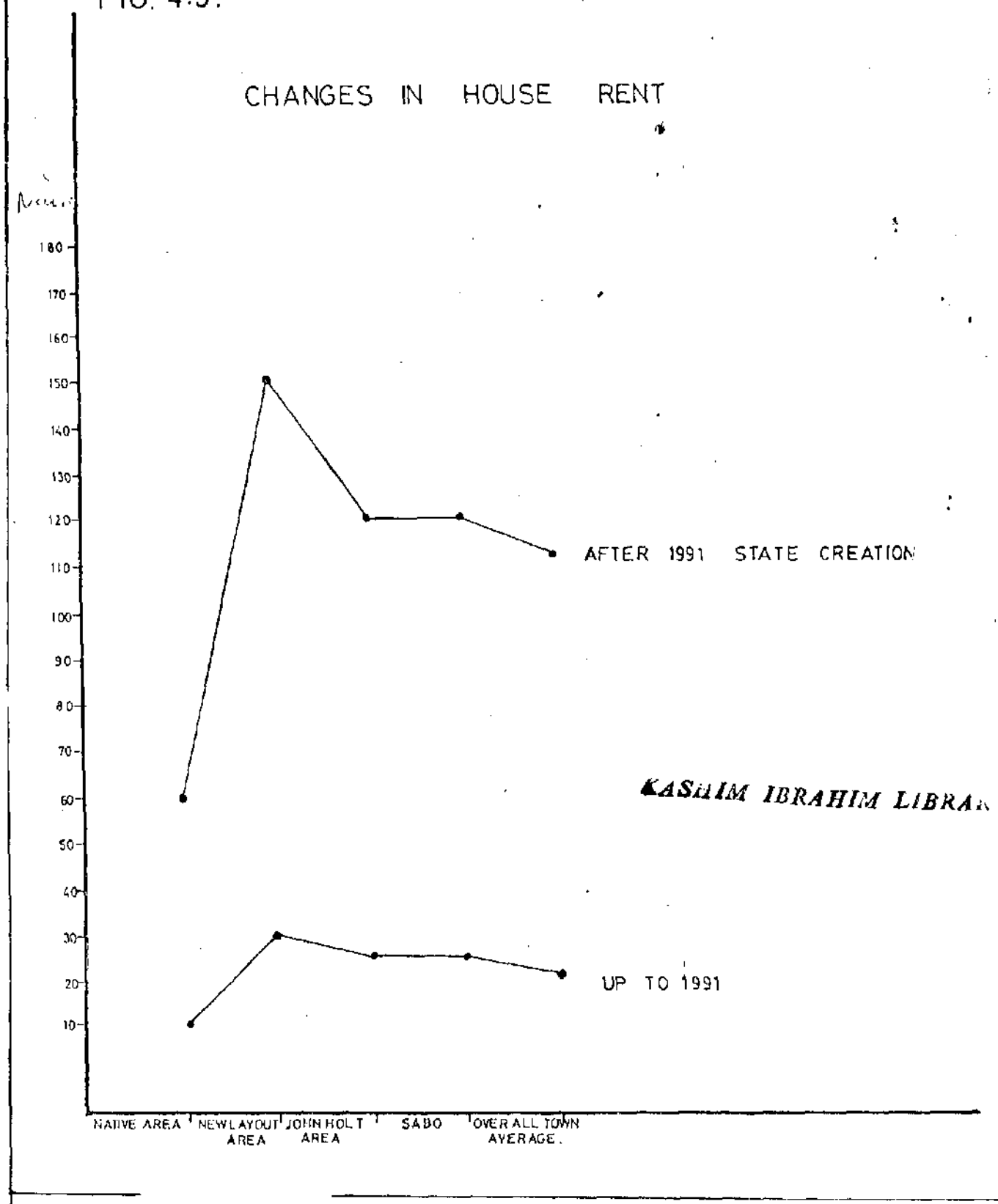


FIG. 4.9.



KASHIM IBRAHIM LIBRARY

Haphazard Development:

As a response to the natural urge to procure shelter by the migrants into Lokoja the natural tendency was for seekers of accommodation to besiege substandard alternative housing environments in the peripheral villages, for example Adankolo, Lokongoma, Sarkin Noma etc.

viii. **Inadequate Public Utilities and Infrastructure:**

a. Water Supply:

Prior to Lokoja being a state capital, 300,000 gallons per day of water was produced. However, since its inception, the daily production has increased to about 700,000 gallons at the rate of 40 litre per second. The average per capital consumption is about 30 gallon per day, based upon the assumed population of 78,845 for Lokoja. The present water production by the Water Works is inadequate to meet high demand of the increasing population of Lokoja town. The effect of this inadequacy is that people result to streams, ponds, rivers as source of water for domestic use.

Dependent on well, river, streams and ponds a source of domestic water is dangerous to health of such consumers as such water is prone to water borne diseases and other social problems.

b. Schools:

There are 12 primary and 9 secondary schools with an environment of 11,058 pupils. These schools existed before Lokoja became a state capital. As would be expected, with the deployment of civil servants from Kwara and Benue States, the number of pupils admitted in the schools rose, and the spaces available fall short of the need. Unavoidably, each of the schools have been over-stretched. The result has been over population and over crowding of every schools in the town. The population of schools going children (0-20 years) is 35,514 out of this only 11,058 are enrolled. There is the need for more schools in Lokoja to meet up to the demand.

c. Health:

Health delivery in Lokoja is via government and private. At the time of creation of state in August 1991, it had a general hospital which includes

dental, eye, maternity and child welfare clinics. However, apart from the general hospital, there are a number of private health institutions in the town, they are Ankuri Hospital, Niger Clinic, Albarka Clinics.

Health facilities in Lokoja is inadequate for the increasing population in Lokoja. Table 4.7 buttresses this fact.

Table 4.7

NO. OF DOCTORS IN HEALTH INSTITUTIONS:		
i.	Number of Doctors at Lokoja General Hospital	13
ii.	Number of Doctors at the State Headquarters	11
iii.	Number of Doctors in the Private Hospitals	10
iv.	Number of Doctors at the Hospital Management Board, Lokoja.	7
	TOTAL	**41**

Source: Field Survey 1994

The table indicates that the number of Doctors in Lokoja is inadequate for the increasing population of Lokoja. Facilities like beds and space in the General Hospital is also inadequate. There is need for the hospital to be improved and expanded.

d. Electricity:

There is the National Electric Power Authority which is responsible for the distribution of electricity to consumers from the National Grid. The present power demand is supplied by a 5MVA, 3/11KV transformer with a maximum capacity of about 131 amps. This is already 9 amps over loaded to about 40 amps due to the high consumption rate of Lokoja as a state capital thus necessitating the load shedding being experienced from time to time within the metroplis. Power distribution is carried out by 31 distribution transformers with a capacity of about 11/415KV excluding the distribution transformers at Lokongomá Housing Estate with a capacity of 500KVA, 33/415 KV that were installed by the state

around dwellings. While 53.6% have organised way of waste disposal through the use of drums, or waste bins which are usually collected at interval. There are some recognised refuse dumping sites located in areas such as new market, newlayout, cantonment that are maintained by the State Task Force on Environmental Sanitation which make use of manual labour to clear the sites regularly by burning the refuse gathered, but due to lack or operational vehicles and the fact that there is increase in the amount of waste generated, the agency cannot collect refuse gathered in the open spaces for disposal.

Moreover due to this lack of adequate organised refuse disposal system and coupled with the fact that there is high refuse generation, drainage facilities are turned to flood and erosion. In some other areas the effect of inadequate drainage is the under cutting of some sections of the road.

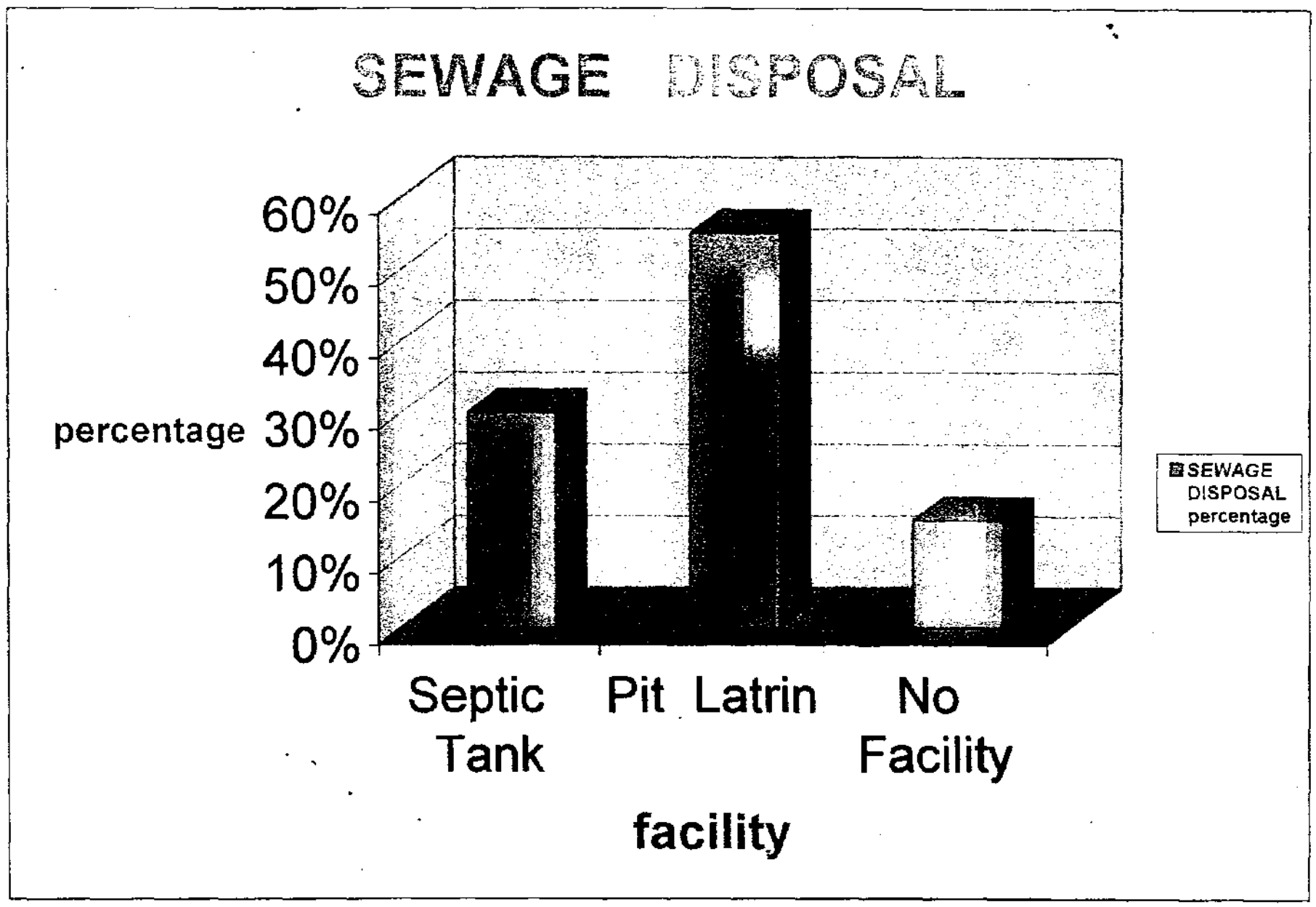
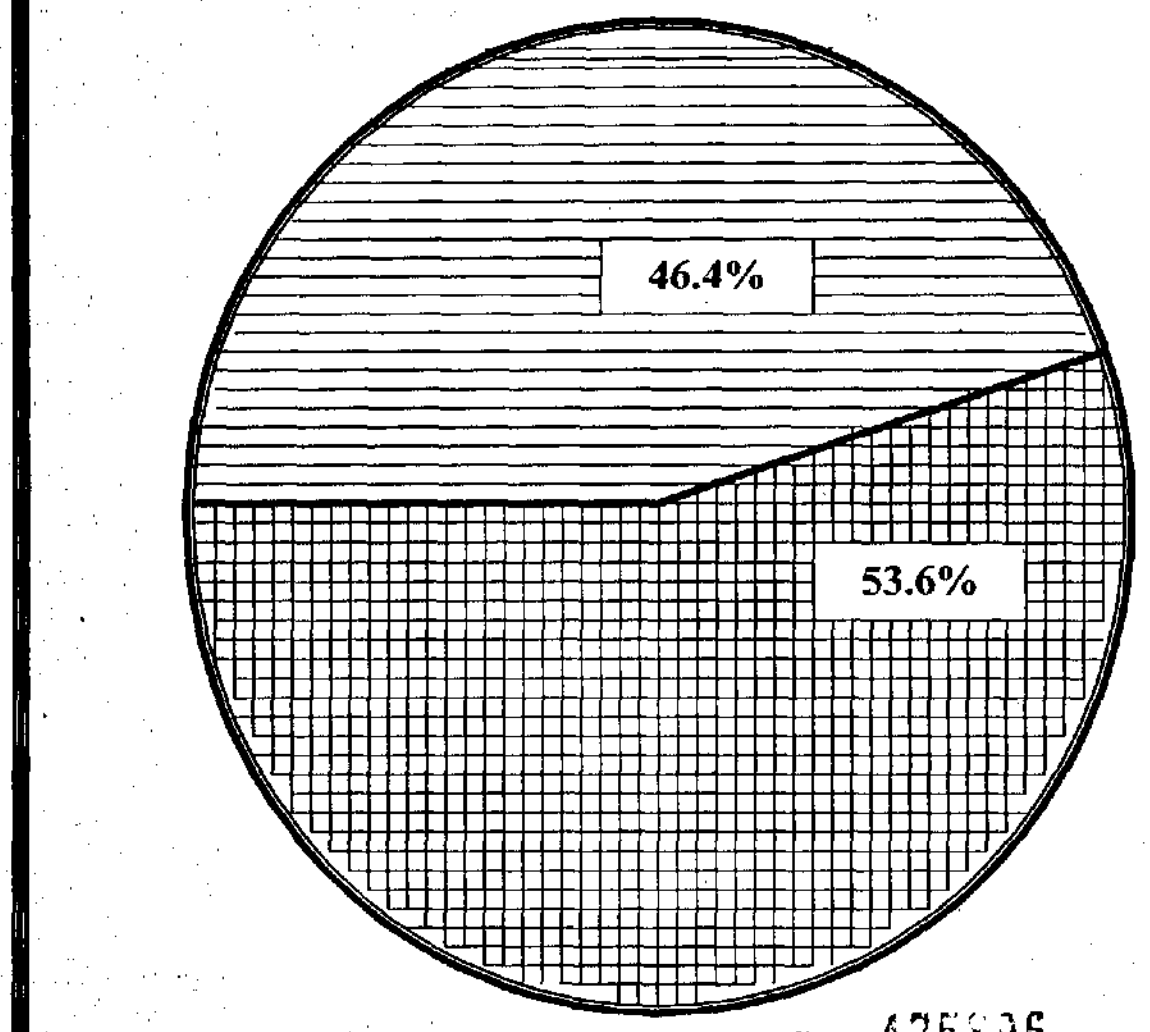

SEWAGE DISPOSAL
60%
50%
40%
30%
20%
10%
0%
percentage
Septic Tank
Pit Latrin
No Facility
facility
SEWAGE DISPOSAL percentage

FIG. 5.21

REFUSE DISPOSAL



475696

ORGANISED WAY OF REFUSE DISPOSAL

DISPOSE WASTE IN BUSH OR OPEN

CHAPTER FIVE

FAILURE OF THE RATIONAL COMPREHENSIVE APPROACH OF MASTER PLANNING IN LOKOJA AND A VIABLE PLANNING APPROACH.

This chapter tries to examine the failure of the master plan to guide the growth and development of Lokoja. Based on what is considered to be the cause of the failure the study will go further to choose a viable planning approach to solve the physical planning problems.

5.1 FAILURE OF MASTER PLAN APPROACH IN LOKOJA:

The Lokoja Master Plan was prepared in 1974 by Dar-al-Handazan Consultant when it was a Local Government Headquarter. In August 1991, Lokoja became the capital of Kogi State. This change of status and the nature of the plan has rendered the plan to be outdated and inadequate to be implemented for it to guide the growth and development of Lokoja due to the following reasons:

i. **Rapid rate of growth:** With the change of status of Lokoja, the plan could no longer cope with the anticipated new pace of rapid population growth and physical development and the subsequent pressure on the physical environment. The inadequacy of the master plan can be seen in the projections as population and relationship to other planning sectors like housing, transportation, public utilities etc which have turned out to be under estimates.

Under Estimation of Population Growth:

The rapid rate of growth has also out grown all projections made on utilities, amenities and facilities, in the town.

i. **Water Supply:**

In the area of water supply and its distribution, the master plan proposes that the public water supply and distribution system be extended to carter for its assumed population based on the 3.5% growth rate, the total per day demand should be 224,000m which is far below the present consumption rate due to the population increase. The effect of this is inadequate water supply.

v. Traffic:

Estimates on traffic volumes based 1974 situations have turned out to be underestimates. As people migrate to Lokoja, car ownership increases and this has necessitated increase in traffic volume on the roads. The effect is congestion on roads.

Another reason for the failure of the master plan in Lokoja is the non implementation of the plan. Most proposals of the 1974 master plan could not be implemented by the planning authority. This has compounded the problem of over-crowding, congestion, haphazard development and poor environmental conditions. Non implementation of the plan was due to reasons such as inadequate resources and manpower.

i. Inadequate Resources:

The master plan is too ambitious or presumptuous and costly for the Local Government to implement most of its proposals. For instance, the plan proposed a sport and hotel complex on the Mount Patti which should have been implemented in the first phase of the plan between the period 1974 – 1980. The plan also proposed a hierarchy of parks that should exist in Lokoja. It proposed a regional, town, community, neighbourhoods and linear parks. None of these proposals was implemented because of the poor financial base and lack of commitment. This has created the problem of lack of recreational facilities in Lokoja. Moreover, sites designated for such land use have been converted to other pressing uses like residential and public uses thereby creating problem of mixed land uses in Lokoja.

The plan also proposed a town centre to take care of a variety of special goods and services including professional services, hotels, government administrative offices, cultural activities and entertainment. It also proposed a hierarchy of centres like neighbourhood and community centres. The proposal of the plan shows that between the period 1974-1985, there should have been the establishment of nine neighbourhood centres and two community centres. In the period 1985-1995, the plan assumed that the development of the town centres together with the central market would have begun to relieve the existing traditional markets which are likely to remain congested. Unfortunately, due to non-implementation of this proposal to carter for the commercial aspects of the town, there is congestion in the traditional market as the site is too small to accommodate the increasingly population.

The master plan was costly in nature, for it to be implemented. The plan was prepared at a time when the country was experiencing the oil boom. The plan therefore assumed a steady flow of resource for the implementation of its proposals. Unfortunately, this was not forth coming because of the country's economic depression being experienced since 1980.

ii. Inadequate Skilled Manpower:

As at the time the master plan was prepared and handed over to the planning agency for its implementation, there was no qualified town planner in the zonal planning office in Lokoja to monitor the implementation of the plan. The planning office then was headed at various times by unqualified officers who only has elementary knowledge in planning and therefore could not even understand the contents of the plan prepared by a firm made up of highly qualified planners and other allied professionals.

iii. Lack of Political Will:

However, apart from inadequate finance, manpower, political will of government is also a factor for non-implementation of the plan.

iv. Absence of Legal Barking:

It was expected that following the completion of the master plan, it would be perused and passed into law by relevant edict by the Military Administration then (or by subsequent Civilian Administration). This was not done. Hence the document had no legal base for implementation.

Furthermore, the review of the master plan has been awarded to a firm since the early part of 1992. However, due to the problem of inadequate finance, no meaningful result has come out of it. Thus the master plan for Lokoja is not being considered. A simpler and less costly strategy be used to cope with the economic situation and rapid rate of growth and development of the town before the review of the master plan is completed.

5.2 CHOICE OF A VIABLE PLANNING APPROACH:

In view of the rapid rate of growth, sprawling physical development, limited resources and manpower to prepare a comprehensive plan to cope with the changes, the study went on to choice a viable planning approach that will suit the condition of Lokoja.

A matrix table shown in table 5.1 was used to enable the researcher choose a more viable approach. Indices such as finance, manpower, political stability, length or times of preparation, rapid rate of growth and commitment of government were used to score the various approaches.

Table 5.1

MATRIX TABLE ON THE CHOICE OF A VIABLE PLANNING APPROACH

INDICES	COMPREHENSIVE PLANNING	INCREMENTALIST PLANNING	MIXED SCANNING
Inadequate finance	2	4	3
Inadequate manpower	1	3	1.5
Socio-economic changes	2	3.5	3
Time conscious	3	5	3
Government commitment	3	3	3
Availability of short term plan	1	1	3

Based on this indices, the matrix table revealed that the incrementalist approach stand out to withstand conditions of inadequate finance and skilled manpower, lack of political stability, socio-economic changes etc. Incrementalist approach to planning utilizes less time to prepare and implement in order to accommodate rapid growth rate under unfavourable conditions. However, there must be government commitment before such plan can be implemented. The incrementalist approach thus calls for the identification and analysis of currently pursued goals thereby picking the most pressing problem and keeping in mind other issues as the resources available in the budgetary allocation and the backing of superiors in order to have large chance of success in implementation.

5.3 CHOICE OF MOST PRESSING PROBLEM IN LOKOJA.

Matters requiring consideration in this respect are housing, transportation, inadequate utilities and facilities such as water supply, schools, health, recreational places, refuse disposal etc.

To select the most pressing problems, the problems were prioritize as they relate to the availability of resources as considered by the State Budgetary Allocation, Government commitment, feasibility of implementation and the short and long term economic, social, political, environmental and cultural impacts of these issues. The 1994 and 1995 budget was studied to consider in order to understand the feasibility of financing projects under the various planning issues.

In both the 1994 and 1995 budget speech, the total revenue expect by the state government was N960,793,595 and N1,395,196,820 respectively.

In 1994, a sum of N307,775,400 was for the financing of capital projects and in 1995, N679,704,615 is also allocated for the financing of capital projects. These amount was located to areas of needs as economic sectors as agriculture and transportation, social services sectors as education, health, water supply and the housing (workers).

To isolate the most pressing problem, score were given to each of this planning issues based on budgetary consideration as well as other listed factors. An assessment criteria feasibility and effectiveness of the various planning issues with scores to the options raised was prepared as in Table 5.2

Table 5.2

ASSESSMENT CRITERIA FEASIBILITY AND EFFECTIVENESS:

OPTION TO BE ASSESSED		SCORE
Feasibility of implementation:		
a.	The option is very feasible to implement	4
b.	The option is questionable in terms of feasibility	2
c.	The option is unlikely to be feasible	0

Resource Availability:

a.	Can be implemented with existing resources	4
b.	Requires getting resources together which would be difficult	2
c.	Not possible to get the resources together	0

Commitment:

a.	Will get the commitment of senior decision makers	4
b.	Will be difficult to get commitment	2
c.	Will certainly not get commitment	0

Another table to show the broad impact on the economic, social, cultural, political environment and cultural impact of the various planning issues was prepared as in Table 5.3

Broad Impact Table 5.3

IMPACT OF OPTION		POSITIVES	UNCLEAR	NEGATIVE
Economic	Short Term	2	1	0
	Long Term	2	2	0
Social	Short Term	2	1	0
	Long Term	2	1	0
Political	Short Term	2	1	0
	Long Term	2	1	0
Environmental	Short Term	2	1	0
	Long Term	2	1	0
Cultural	Short Term	2	1	0
	Long Term	2	1	0

A summary of analysis of both tables 1 and 2 was prepared to select most pressing problem as shown in Table 5.4.

Table 5.4

Summary of Analysis

CRITERIA	HEALTH	WATER SUPPLY	TRANSPORTATION	WORKERS HOUSING	RECREATION	EDUCATION	MKT.
Feasibility		2	2	4	0	2	0
Resources		2	2	4	0	4	0
Commitment		2	2	4	2	2	0
IMPACT							
ECONOMIC							
Short Term		2	0	2	0		0
Long Term		2	1	1	2		1
SOCIAL							
Short Term		1	2	2	1		0
Long Term		2	1	1	1		1
POLITICAL							
Short Term		2	0	2	0		0
Long Term		1	1	2	0		0
CULTURAL							
Short Term		1	2	1	1		1
Long Term		2	2	1	0		1
ENVIRONMENTAL							
Short Term		2	0	2	0		1
Long Term		2	2	2	1		1
TOTAL POINTS		**21**	**19**	**24**	**8**		**7**

Table 5.4 indicate that workers housing is the most pressing planning problem in Lokoja town. This is probably due to the fact that majority of migrants into Lokoja are the civil servants, who on arrival into the town, the most immediate need is a place of residence.

The study revealed that about 14,264 civil servants were deployed to Lokoja town in August 1991 from Benue, Kwara and other parts of the country.

The available housing stock as at that time of field survey was 8,576. With the population of 78,845 in 1994, based on an average household size of 6, the available housing stock should be 13,141. This shows a short fall of 4,565 in housing as the demand for housing increased while the supply remained relatively static. The effect of this is overcrowding in the available housing stock as some civil servant are forced to squat with

5.4.1 PROPOSALS FOR WORKERS IN THE PROVISION OF WORKERS HOUSING:

5.4.2 SITE SELECTION TO WORKERS HOUSING SCHEME:

Two sites have been identified within Lokoja metropolis. These are located along Link road and Lokoja – Abuja express road as indicated in figure 5.3.1. Initial site selection involves many factors, and important one, being located with respect to the generation neighbourhood compatibility availability of community facilities and topography.

The two sites are evaluated in Table 5.5

Table 5.5

Site Selection Evaluation

SITE	LAND USE COMPATIBILITY	CENTRALITY	COST	SIZE	ACCESSI-BILITY	TOPO-GRAPHY	TOTAL SCORE
Site 1 along Abuja-Okene Road	1	1	1	2	2	2	9
Site 2 Along Link Road	3	2	2	3	3	3	16

1 = Poor
2 = Fair
3 = Good

SITE 1

Site 1 is located along Okene-Abuja road as indicated in figures 5.3.1. Covering an area of about 130.5 hectares, the site is not considered because of the following reasons.

1. It is not easy to extend utilities because of the location to the centre of the town
2. The topography of the area is not conducive for residential development. The terrain is rugged and therefore costly to develop.
3. The location is prone to certain nuisances as noise from the traffic along the Abuja express road.

5.4.2 SITE ANALYSIS OF SELECTED SITE

LOCATION: The site is located along the link road off the Abuja express road.

AREA: The site covers an area of about 200 hectare.

ADJOINING LAND USE: Site surrounded by residential layout, commercial and Public uses as the secretariat, police and house of assembly buildings, the stadium complex etc.

TOPOGRAPHY: It is generally flat and lies between 600 and 700 in above sea level. It does not have any physical barrier and there is neither a natural nor artificial drainage channel within the site as shown in figure 5.3.2. The site slopes gently to the west part of the town. It has a gradient of about .....

5.4.3 PLAN PROPOSAL FOR THE SITE

1. **Site and Services Scheme:** Since housing is one of the top priority projects in the budgetary allocation, the government should be involved in the provision of the basic infrastructure on prepared plots. These include road network, water points, electricity line, road side drainage and sewage system.

2. The allocation of such services plot shall attract some fees to recover part of the expenses. This will go a long way in rectifying the possible lack of infrastructure in the future. But because of the high cost of such scheme (site and services), private estate developer make some contribution to compliment government effect. To supplement government effort in the provision of services to this selected site, the high income civil servants or individuals be located farthest from the road or main access. In an attempt to provide for their plots, they will be able to provide for the low income along that road.

3. **Plot Size:** It is also recommended that the present plot size allocated to prospective

house owners must henceforth be reviewed with the aim of reducing the plot sizes from 45m x 150m to 30 x 45m for low-density area. 30 x 45m to 20m x 35m for medium density area. 15m x 30m to 15m x 25m for high-density area. This is necessary if the government must succeed in the site and services scheme to carter for the high population of workers in town.

4. Problems associated with land acquisition should be looked at. Land is a limited resource in extend and is exhaustible. With the rapid rise in population an increase in the tempo of urbanisation in Nigeria, the demand for land for various uses has been rapidly increasing. Any attempt to solve the housing problem is not possible without a forceful policy of acquiring land for public use. The current land acquisition procedures needs a

complete overhaul by a review to streamline the cumbersome procedures to make land more accessible to prospective civil servants.

5. The adaptation to a simple and functional designs must be encouraged to speed up housing development by approving building plans that intend to use locally available construction materials. High cost of conventional building materials also affect supply of housing especially by private commercial sub-sector. Therefore, civil servants be encouraged to construct with traditional building materials. The use of conventional building materials should not be seen as a necessity. With little improvement, the traditional building materials can be just as durable as the conventional one.

6. The new urban development bank in conjuction with the state government should be encouraged to grant loans to civil servants who wish to take such loan. Which must be accessible to the majority urban poor civil servants, so that they can build, buy or repair their own units. Such loan when granted, repayment should be spread over a long time period. Since provision of housing for civil servants is in the top priority projects as indicated in the budget, the state government should be committed fully to see to the realisation of this project by involving organisation that are involved in the provision of housing. This organisation includes Department of Lands and Survey location, who has the duty of selecting sites for construction of houses, the sites and services scheme and preparation of residential layouts. The Town Planning Development Board, Ministry of Works and other various utilities parastatals should be involved fully in despatching their responsibilities to the realisation of housing for the workers. Fund should be made available by the state government to each organisation as quickly as possible. Individual civil servant could also acquire loans of housing programmes through investment companies or by individual savings.

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