

**MANAGEMENT OF FEDERAL HOUSING ESTATES IN NIGERIA:  
CASE STUDY OF KULENDE ESTATE, ILORIN KWARA STATE  
M.Sc. (U.R.P.) THESIS**

**BY**

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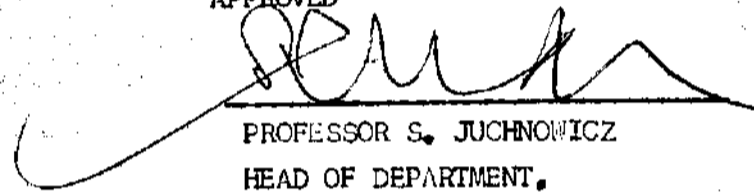
**JUNE, 1979.**

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CERTIFICATE

This is to certify that this Thesis has been  
submitted in partial fulfilment of the requirements  
for the award of the Degree of Master of Science,  
Urban and Regional Planning.

APPROVED



PROFESSOR S. JUCHNOWICZ  
HEAD OF DEPARTMENT.

DEDICATION

TO

MY MOTHER

MADAM AYO ADI

### ACKNOWLEDGEMENTS

I express my sincere gratitude to my supervisor, Mr. G.P. Khanna for his useful suggestions and guidance and to other members of the department for their various contributions to the study.

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While I share the merits of this thesis with all those who helped me in its preparation. I claim responsibility for whatever shortcomings it possesses.

MURI ADI

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CHAPTER ONEINTRODUCTION1.1. Planning Opinion on Public Housing

Governments of both developed and developing countries adopt public housing as one of the strategies for achieving a number of national objectives, particularly those relating to alleviation of housing problems of the less privileged citizens, redistribution of income, improvement in general standard of living, increasing level of productivity and balanced development.

However, very few of them have succeeded in implementing their public housing programmes in a manner that could lead to achievement of the main objectives set for the programmes, particularly the improvement of housing conditions of low and middle income citizens.

The Federal Military Government of Nigeria declared, in Third National Development Plan of Nigeria (1975-80), its intention to develop 202,000 dwelling units throughout the country within the plan period <sup>as</sup> its public housing programme.

The objective of this programme is to alleviate housing problems of low and middle income citizens of Nigeria.

The need for housing aids in Nigeria arises from the fact that there is general housing problems in the country as indicated in earlier findings. This need is strengthened by the fact that 98.7 percent of the citizens of this country are in low income class; the group that cannot provide their needs, particularly housing, by themselves without any assistance. Furthermore, the aids become very necessary in some areas, particularly in our fast growing urban centres, where majority of the population is in the low income class. However, this does not mean that there are no housing problems in rural areas.

As part of public housing programme in this country, Kulende Federal Housing Estate in Ilorin and similar schemes in other towns of Nigeria were developed.

However, policy guidelines set for management of these schemes by the Federal Military Government and those adopted by their respective managing authorities have been indicated to be unworkable for the achievement of those specific objectives in the current National Development Plan. Popular among them are equality of access to public benefits, improved standard of living, bridging the gap between the rich and the poor, increased level of productivity, increasing revenue for public agencies and avoidance of waste. All these objectives are also found in most national development plans, particularly those of developing countries.

It is this general observation and the need to direct government (including its agencies) activities and policies towards the achievement of the objectives it sets for itself that necessitate proper management of public housing.

#### 1.2. Statement of Problems

Problems connected with public <sup>housing</sup> management vary from one country to another. However, in Nigeria scene and with particular reference to Kulende Federal housing estate, Ilorin a number of problems have resulted from the policies for managing the estate. These problems, together with related ones, are as follows:-

- i) Selection criteria and distribution system do not ensure that the citizens or families with the greatest needs are served first. Infact they exclude poor citizen's benefits.
- ii) Rents charged on the units are unfairly discriminatory and they do not reflect ability to pay.

- iii) Constant revenue for managing authority is not guaranteed due to poor rent collection systems and conservative approach to use of powers vested in the managing authority.
- iv) Existence of opportunities for fast depreciation of public resources due to poor maintenance system and activities.
- v) Low level of productivity and inefficiency due to inadequate staffing of managing authority and lack of effective control, co-ordination, co-operation strategies, and non encouragement of public participation in planning.
- vi) Poor living environment arising from lack of necessary facilities and services in the estate and within its environment.
- vii) General dissatisfaction in the design (particularly the units).
- viii) Increasing housing problems due to lack of comprehensiveness of strategies adopted for solving housing problems.

It is with this background that the research adopted a 'System Approach', the details of which is discussed in the later part of this report under 'methodology'.

### 1.3 Research Questions

With the above statement of problems the research, therefore, addresses itself to those principal questions which have arisen in relation to policies for managing the estate and on related problem, evaluation of these policies, and seeks what policies could be recommended for improvement and achievement of general objectives under housing aids.

For these reasons, the research questions centre on the following:-

- i) Tenants selection criteria and distribution system for the units.
- ii) Fixing of rents and their collection system.

- iii) Maintenance system and their activities
- iv) Structure of managing authority and its efficiency
- v) Housing controls, education, and co-operation
- vi) Co-ordination of housing activities
- vii) Public participation in planning
- viii) Housing social integration, social interaction, and social welfare
- ix) Evaluation of design (from basic design concepts)
- x) Housing Preference
- xi) Main problems of the managing authority
- xii) Housing management of similar schemes:- Comparative findings.
- xiii) Preparation of design guidelines and briefs for residential estates
- xiv) Strategies for solving problems of managing authority
- xv) Strategies for alleviating housing problems
- xvi) Areas for further research.

#### 1.4 . Research Justification

This study is justified in view of the magnitude of the planning problems that will result from failure to answer the above research questions and the implications of same to national development.

However, specific reasons for this study are as follows:-

- i) The vital roles proper implementation play in planning processes and achievement of planning objectives, particularly those set in national development plans.
- ii) The search for fair and comprehensive approach to managing public housing schemes.

- iii ) The increasing concern of most national governments on public housing.
- iv ) The ignorance on the part of most managing authorities on what constitute the scope of housing management.
- v ) General lack of understanding of implications of certain policies held to have been made in good motive.
- vi) Planners past neglect of this area in their advocative role.
- vii ) The increasing desire of man for better living environment
- viii) Realisation of the fact that government alone cannot solve housing problems hence the need arises for public participation in planning.
- ix) The need for comprehensive strategies for solving housing problems since the nature of housing problems vary in quantity and quality from place to place.
- x ) Paucity of comprehensive research work on housing management.

#### 1.5. Aims and Objectives

##### 1.5.1. Aims

Consequent to the above situations, the following aims are therefore set for the study:-

- a) To improve the management of Kulende Federal housing estate, Ilorin.
- b) To provide guidelines for management, design, and use of building materials on implementation of related schemes in Ilorin or elsewhere.
- c) To propose strategies for alleviating housing problems in Nigeria.



b) Housing Management

This is the application of skill in selecting tenants and distributing dwelling units; fixing rents and collecting same; caring for the dwellings, their surroundings and amenities; developing a sound relationship between the managing authority and the tenants and between the tenants themselves; coordinating activities of other agencies; encouraging public participation in planning; advising on design of housing, in order that the estate, as well as the individual houses or units, may give fullest value to both the owner and the tenants.

c) Household Income Classification (Nigeria)

According to Federal Office of Statistics, (1978)<sup>1</sup> the following are the bases for household income classification:-

i) Poor Household

This is an household whose head does not earn any income.

ii) Low Income Household

This is an household whose head currently earns basic <sup>income</sup> of less than ₦141.67 per month (less than ₦1700.00 p.a.). This class and poor households constitute 98.56 per cent of the total households in Nigeria.

iii) Middle Income Household

This is one whose head earn a basic income of between ₦141.67 and ₦331.67 per month (₦1700 - 3980 p.a.) This constitute 1.03 per cent of Nigeria households.

iv) High Income Household

This is one whose head earns more than ₦331.67 per month (above ₦3980 p.a.) and this is 0.21 of the country's households.

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1. Business Times of Nigeria, February 6, 1979 page. 1.

### 1.7 Assumption

The central assumption to this study and upheld throughout the report is that the Federal Housing Estate, Ilorin and those in other towns in the country are owned, presently, by the public authorities and that their occupiers are tenants of these authorities.

This is based on the interpretation of the agreement between the residents and the housing authorities.

### 1.8 Description of Study Area

#### 1.8a Description of Ilorin Urban Area

##### a) Geographical Characteristics

Ilorin is located on latitude  $8^{\circ} 30''$  N and Longitude  $4^{\circ} 23''$  E<sup>2</sup>  
Its current spatial extent is about  $70 \text{ Km}^2$

It is about 160 Km. and 600 Km of road distance away from Ibadan in the Southern Nigeria and Kaduna in the Northern part respectively. It is linked with other parts of Nigeria by road, rail and air transport facilities.

By virtue of its frontier location as the major town between the northern and southern parts of Nigeria it has been described as a national "gate way"<sup>3</sup>. See figure 1.1.

The town is situated in guinea savannah region of the middle belts with marked dry season between months of November and March with N.E. and S.W. as the prevailing winds. It has average annual rainfall of 1.3 metres, and moderately hot temperature varying from  $75^{\circ}$  -  $80^{\circ}$ F annually.

2. Philips New School Atlas p. 45

3. "Kwara State of Nigeria" January, 1975 issue p. 1.

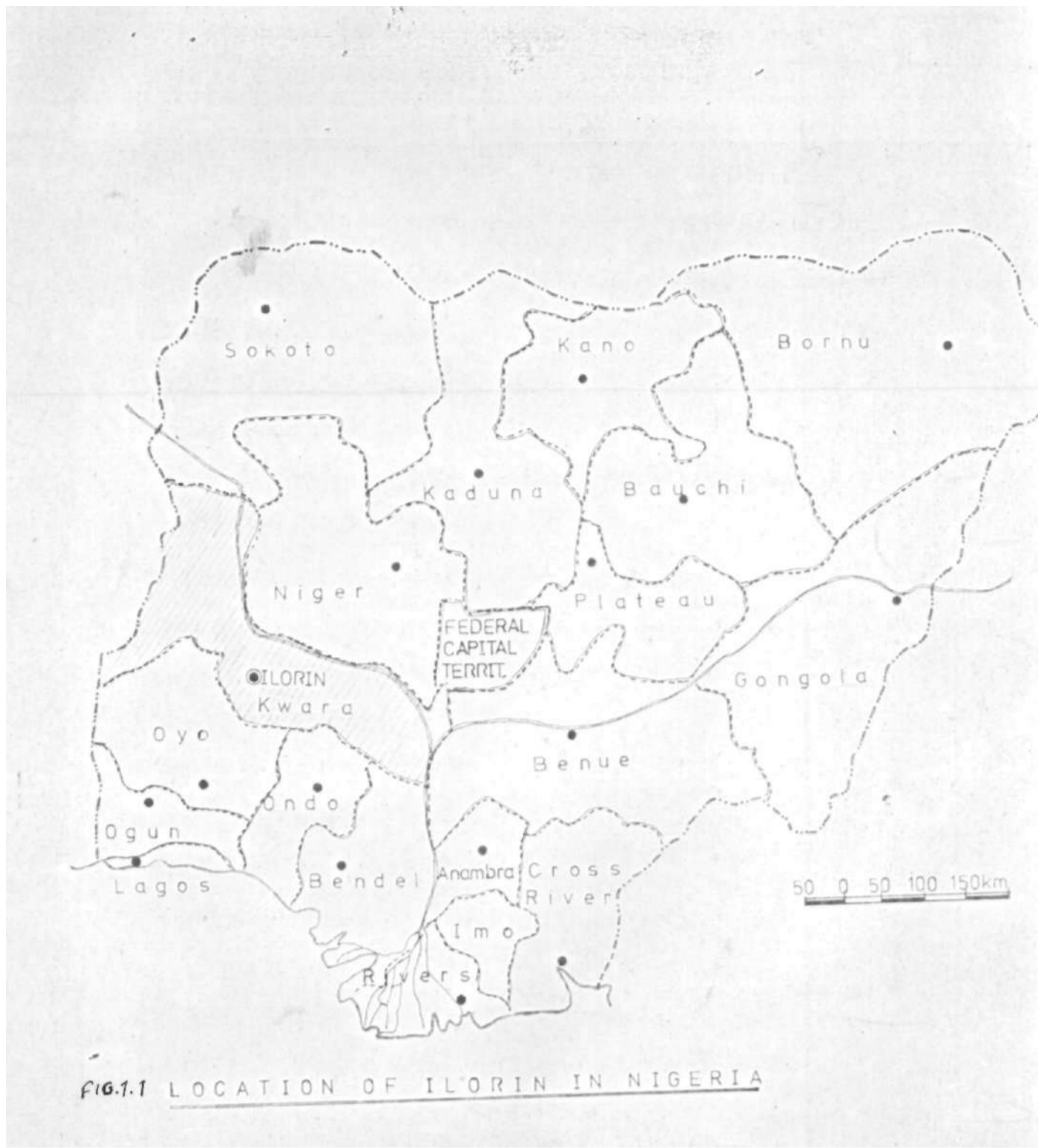


FIG.1.1 LOCATION OF ILORIN IN NIGERIA

Its relief is gently undulating and most parts of the town are covered with contour lines ranging between 290 and 318.5 metres. The town is drained by Rivers Asa and Aluko the former of which runs through the entire length of the town and dividing it into old and new parts.

b) Physical Planning Characteristics

The town has two distinct structural patterns:-

- i) The concentric pattern is its old area at the west of River Asa with Emir's Palace and local government secretariat (and recently relocated main market) as the traditional centre.
- ii) The sector pattern in its fast growing newer part on the eastern end of Asa River with no definite centre but whose main streets, particularly Muritala Mohammed Ways are the high density areas for commercial activities.

With this twin natured structure, the cardinal axis of the development in the town is therefore west to east. Until the time a master plan was prepared for the town in 1976, development in its major parts, <sup>have</sup> been organic and haphazard in manner since there was no planning authority to enforce the then existing planning regulations.

This has led to development of road networks not related to community structure and people's travel desire, narrow or lacking vehicular accessibility to houses, and general chaotic arrangement of built up and open spaces within the residential sectors.

Development within the town is, however, compact with gross densities ranging between 25 and 350<sup>4</sup> persons per hectare from the outskirts to the traditional centre of the town respectively.

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4. Ilorin Master Plan Report. (Existing condition), 1976 p. 7-9.

Buildings, most of which are old and constructed of mud walls, are generally horizontal with exception of few ones who are of 2 - 6 storeys.

The physical planning prospect for the town lies in the implementation of its master plan, the provisions of which are being reflected in the current development in the area.

c) Historical Background

Ilorin was founded in the late 16th century but it came into lime light of Nigeria history in 1810 when it became the Capital of the Fulani Jihadist in the Southern Nigeria.

It started functioning as headquarters of Ilorin Province in 1900 but it never assumed full function until 1923.

In 1967, it became a Capital for Kwara State of Nigeria under Decree No. 14 of May 27, 1967<sup>5</sup> creating the first set of twelve states in the country, the function it still performs under the present nineteen states of the national administrative structure.

d) Socio-Economic Characteristics

The population of the town, has been increasing fastly. In 1856 it was 70,000 and by 1953 it had risen to 117,054. But in 1963, ten years later, it rose to 208,546. Presently (1979) consultants for Ilorin master plan estimated it<sub>A</sub><sup>at</sup> over 300,000<sup>6</sup> in their final report.

Its inhabitants are mostly engaged in tertiary service (over 70%) particularly administration. Others are engaged in manufacturing, commerce and local crafts mainly weaving and pottery. It is a primate town in Kwara State.

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5. Oladele F.O. Housing Problems in Ilorin (Unpublished dissertation 1977) p. 8

6. Ibid p. 27.

Its indigenes are mostly Yorubas and Fulanis but other tribes of Nigeria and Aliens live in the town. Islam and Christianity are the main religions. Yoruba and Hausa - Fulani cultures have become so fused in the town, particularly among the indigenes in their ways of dressing and marriage practice.

#### 1.82. Description of Kulende Estate, Ilorin

##### a) Location

The estate is located along Murtala Mohammed Way (Ilorin - Jebba Road), a trunk 'A' road connecting the town to other parts of the Northern States of Nigeria. See Fig. 1.2. It is about 4 kilometres away from Central Post Office; a popular development on the same road. Close to the estate are Farm Centre of the Kwara State Ministry of Agriculture, and Kulende Village, (now an urban village) the latter of which fronts most of its part.

##### b) History of Kulende Estate, Ilorin

Its development was financed by the Federal Government of Nigeria under its housing programme for the current plan period (1975-80). In the scheme 850 units were proposed for implementation in two phases.

The first phase of the scheme which constitutes the study area comprise 250 units, the details of which are given in <sup>Table 1.1,</sup> was started in October 1973, completed by December 1976 and occupied as from March, 1977.

The second phase is, however, proposed for implementation by the Kwara State Government before the end of the current plan period (1980).

c) Description of the Estate

The completed development (Phase I) is of mixed compound and two storey houses See. Plate 1.1. The units classification and their sizes are as follows:-

TABLE 1.1

| UNIT SIZES AND THEIR CLASSIFICATION |                              |              |            |
|-------------------------------------|------------------------------|--------------|------------|
| Type of Flat                        | Building Size m <sup>2</sup> | No. of Units | Percentage |
| Three bed room flat                 | 130.6                        | 32           | 12.8       |
| Two " " "                           | 89.8                         | 188          | 75.2       |
| One " " "                           | 58.1                         | 30           | 12.0       |
| TOTAL                               |                              | 250          | 100.0      |

Source:- Official Document.

The total land area earmarked for the scheme is about 168 hectares out of which the existing development (Phase I) occupies an area of 14 hectares with a gross density of 107 persons per hectare. The site is generally level with contours ranging between 281.9 and 310.9 metres. General geographical characteristics are similar to those indicated in the description of Ilorin Urban Area.

d) Estate Layout and Components

The road pattern of its phase I is 'grid-iron' type with many cross junctions. See Fig. 1.3.

The buildings are lined along the streets with neither pedestrian walkway nor landscaping on their sides. In addition to 250 dwelling units, the development on site comprise the following:-

1. Primary School building,
2. Open spaces (fairly rugged sites)



Plate 1.1. Description.

Although few 2-3 storey buildings exist in the estate, compound houses are, however, the predominant type.



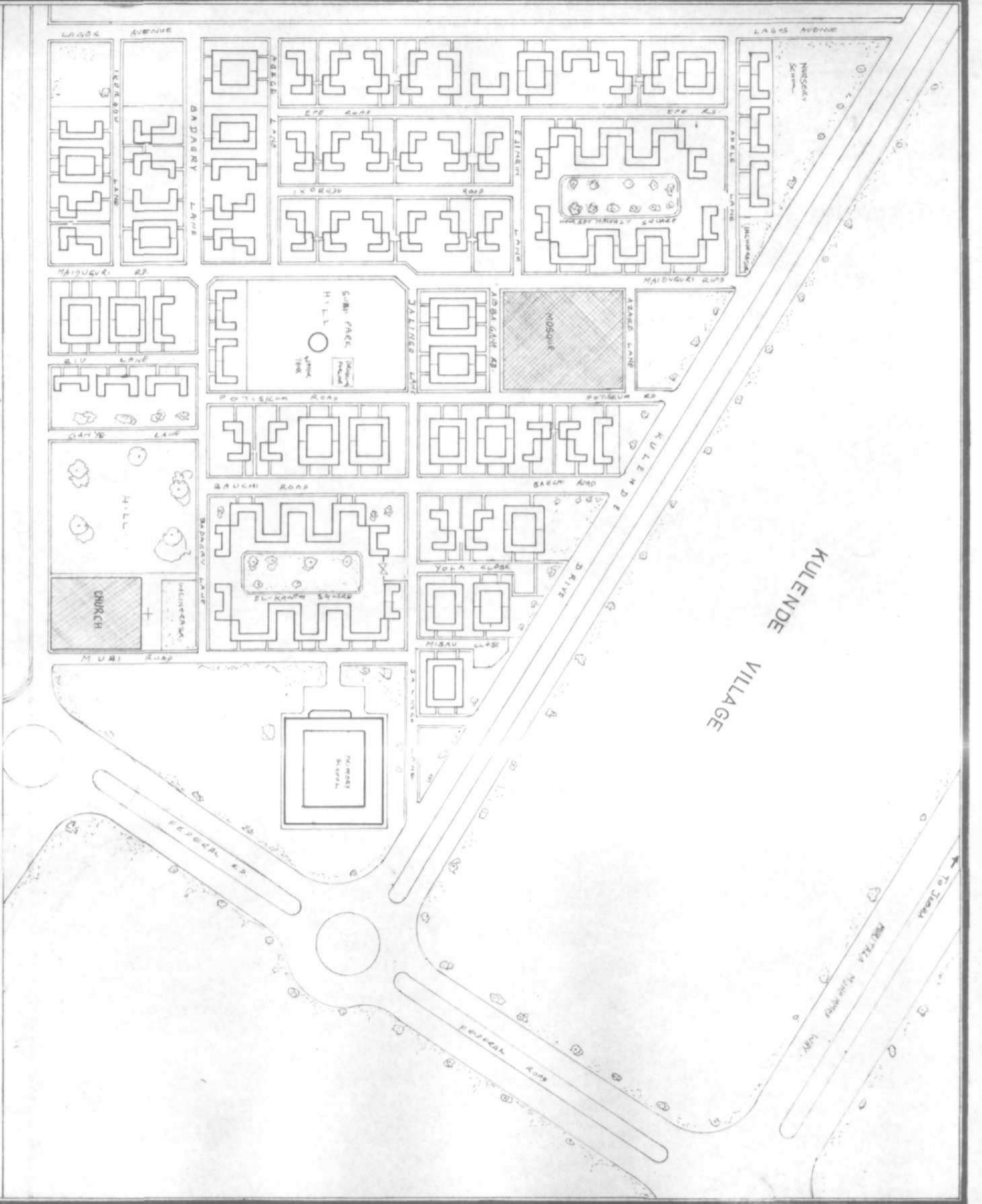


FIG. 1.3 PLAN OF KULENDE ESTATE ILORIN (existing)

Scale - 1 : 5000

2 enclosed open spaces; El-Kanem and Herbert MacCuly squares  
Roads, Streets and 'forced' pedestrian foot paths.

Electricity and drainage facilities.

Also there are sites proposed for mosque, church and incinerator in the existing plan - Shown in fig. 1.3. However the general plan for the estate shown in Fig. 1.4. has proposals for shopping centres, bank, post office, fire station, primary school, four organised open spaces in addition to above facilities and services.

e) Construction

Construction of the buildings are the same.

Each building, roofed of galvanized iron sheet materials under which are timber trusses and celotex ceiling materials is constructed of sandcrete block walls, rendered smooth and decorated both internally and externally.

Floors are of concrete materials and are finished in cement screed except the courtyard floors which are finished in laterite.

Doors are of batten, ledged and braced type and they are fixed to hardwood frames.

Windows are made of Nacolouyse materials fixed on timber frames and some of these windows are internally fixed with burglar and mosquito proofs by the residents themselves.

f) Accommodation

In addition to its bedroom(s) each unit has the following:-

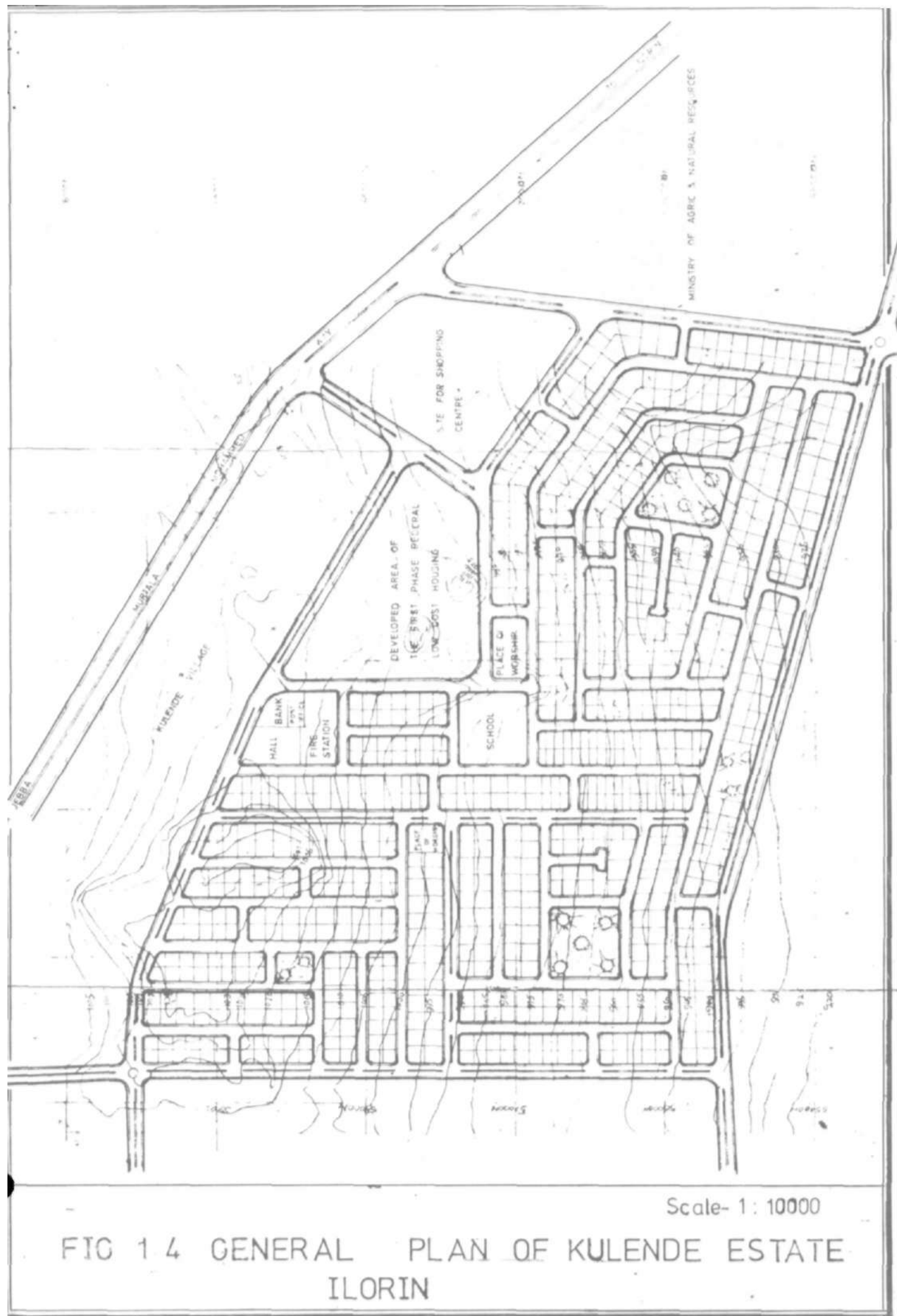
1 sitting room

1 kitchen

1 w.c. room

1 shower room

1 courtyard (for the units on ground floor only)



Scale- 1 : 10000  
 FIG 1.4 GENERAL PLAN OF KULENDE ESTATE  
 ILORIN

Dimensions of the main accommodation are as in table Table .I.2,

TABLE 1.2

| DIMENSIONS OF MAIN ACCOMMODATIONS (METRES) |              |          |           |            |
|--|--------------|----------|-----------|------------|
| Unit Type                                  | Sitting Room | Bedroom  | Kitchen   | Courtyard  |
| 3 Bed roof flat                            | 4.1 x 3      | 4.1. x 3 | 2.5 x 2.1 | 7.7. x 7.5 |
| 2 " " "                                    | 4.1 x 3      | 4 x 3    | 2.4.x 1.9 | 6.7 x 4. 4 |
| 1 " " "                                    | 3.9 x 3.7    | 4 x 3.7  | 2.6 x 2.4 | 4.5 x 2.3  |

Source: Official Document.

Shower and w.c. rooms are of equal dimensions (2.4 x 0.9) and they are the same for all units. For plans of the buildings see Fig. 1.5

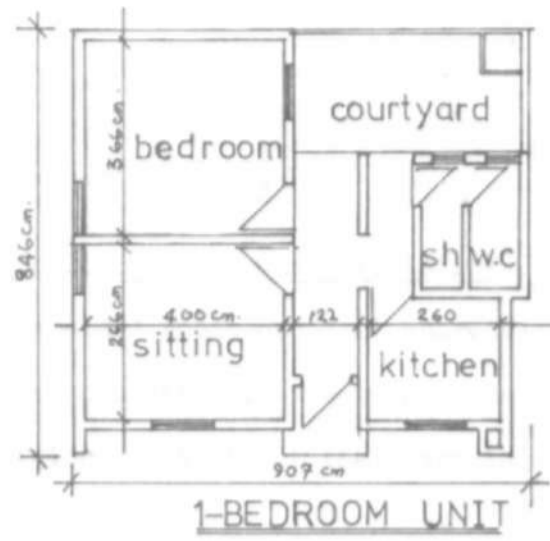
g) Cost of Construction(1976)

The total cost of constructing Phase I of the estate, on contractor basis, was N1,972,677.70. However building costs of three-, two-, and one bedroom units were N6024, N5241 and N4538 respectively.

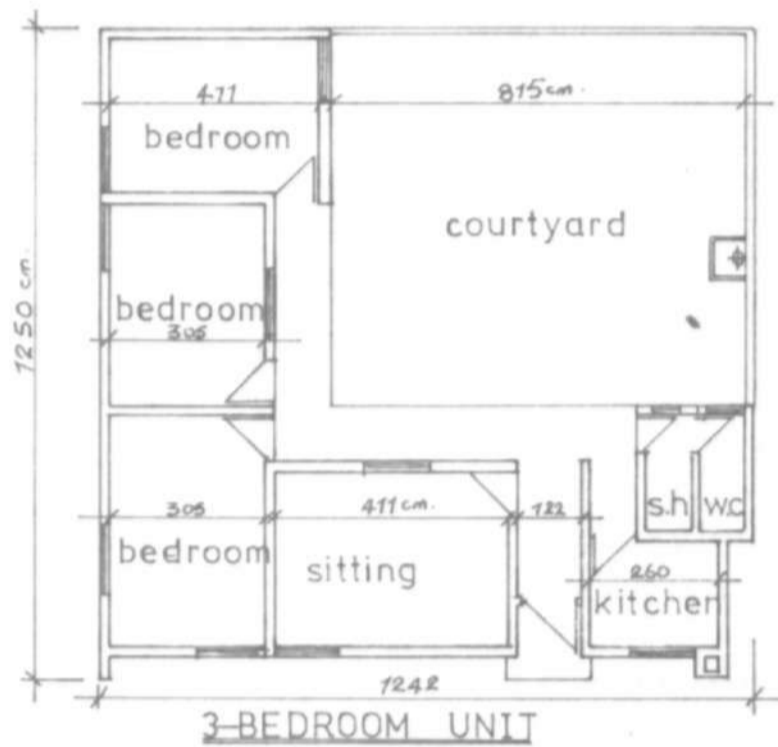
h) General Information Residents

The following information were obtained from analysis of field data:-

|                            |     |  |
|----------------------------|-----|--|
| Total population           | -   | 1500   |
| Number of males            | 758 | (50.5%)  |
| Number of females          | 742 | (49.5%)  |
| Average household size     | 6   |  |
| Children population        | 878 | (58.5% of total population)                              |
| Children in primary school | 498 | (56.7% of their population and 33% of total population). |



**FIG. 1.5**  
 Building Plans Of  
 Kulende Federal  
 Housing Estate  
 Ilorin.  
 scale:-1:150



|                    |       |            |
|--------------------|-------|------------|
| d) <u>Religion</u> |       |            |
| i) Islam           | 28    | 22.4       |
| ii) Christianity   | 95    | 76.0       |
| iii) Others        | 2     | 1.6        |
|                    | <hr/> | <hr/>      |
|                    | TOTAL | 125 100.00 |
|                    |       | <hr/>      |

|   |       |            |
|---|-------|------------|
| e) <u>Length of Residence in Ilorin</u><br><u>Before winning allocation in</u><br><u>the Estate (Years)</u> |       |            |
| i) Below 1 year   | 17    | 13.6       |
| ii) " 1-2   | 29    | 23.2       |
| iii) " 3-4  | 33    | 26.4       |
| iv) Above 4   | 46    | 36.8       |
|   | <hr/> | <hr/>      |
|   | TOTAL | 125 100.00 |
|   |       | <hr/>      |

Source: Field Survey (Dec. 1978).

Section (a) of this table shows that 97.6% (i-iv) of the households' heads are literates while its section (b) indicates that 96.8% (i-iii) are salary earners. See. Fig. 1.6. The significance of this lies in the fact that the scheme has mostly served the urban literate wage earners.

Section (c) of the same table shows that 49.6% have cars; an indication that at least 50% of the households are not, socially and economically in a low income class.

From section (d) of the table indicating Christian to be 78% shows that most of the residents are non-natives of Ilorin since Islam is the sole religion of the indigenes. With section (e) of the table indicating 86.4% (ii-iv) of residents to have lived in Ilorin for more than 1 year shows that most of them satisfied the length of stay criterion of selection.

(I) EDUCATIONAL TRAINING

- a) University Degree
- b) Polytechnic/Professional
- c) Secondary/Technical
- d) Primary
- e) Illiterate

(II) OCCUPATION

- a) Govt & its agencies
- b) Coys & Firms
- c) Selfemployed
- d) Service (N.Y.S.C.)

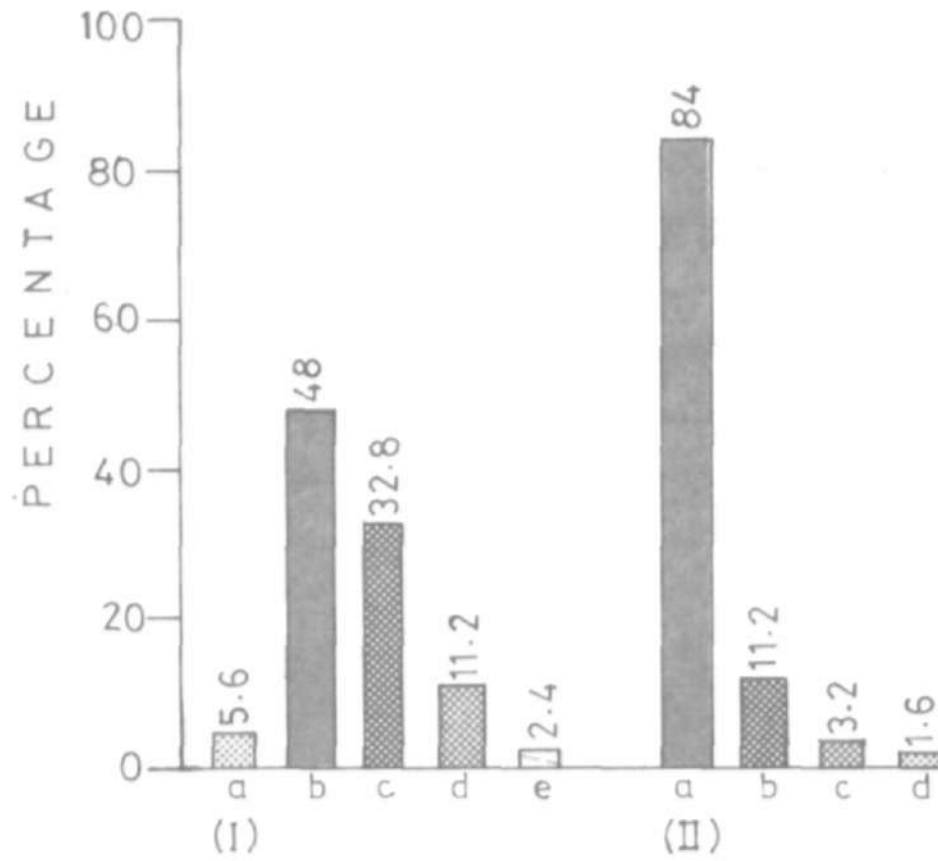


FIG. 1.6 HOUSEHOLD EDUCATIONAL AND ECONOMIC CHARACTERISTICS.

CONTENTS OF CHAPTER II

- 2.1. Introduction (Characteristics of housing management, income and population size of low income people).
- 2.2. Criteria for Selection of Tenants and Distribution Systems
- 2.3. Basis for Fixing Rents
- 3.4. Rent Collection System
- 2.5. Maintenance
- 2.6. Housing Managing Authority (type, structure, and efficiency)
- 2.7. Controls, Co-ordination and Co-operation (including tenants' education).
- 2.8. Public (residents ) Participation in Planning
- 2.9. Social Integrations and Interaction, and social welfare
- 2.10 Evaluation of Design (layout and building plans)
- 2.11 Housing Preference
- 2.12 Main Lessons from Literature Review and Experience of other countries.



CHAPTER IIPUBLIC HOUSING MANAGEMENT: REVIEW OF EXISTING LITERATURE AND  
PRACTICE OUTSIDE NIGERIA2.1 Introduction (Characteristics of Housing Management,  
Income and Population size of Low Income People).

Housing Management had not been given any serious attention, even among the planners, until of recent when most national governments involve themselves in public housing. The result of this is general paucity of literature on the topic and the total misconception of what housing management is. U.N.O. (1969) in its mixed justification for and definition of housing management said "It has also become evident that the building of housing alone does not bring about desired change, and, therefore, does not greatly improve living conditions of low-income and middle-income families, unless effective management concepts and procedures are established to promote community development, social improvement, proper maintenance and upkeep of the estates and sound financial arrangements for repaying loans and collecting carrying charges (rents and other charges). These elements, in fact constitute the core of good management practices"<sup>1</sup>

The size and income of the low and lowest income groups in relation to the total population varies from one country to another hence the following information should not be assumed as comparison.

2.2. Criteria for Selection of Tenants and Distribution System1) Criteria for Selection

The selection of tenants and allocation of units usually try to achieve fairness and adherence to a given policy in order to fulfil certain objectives.

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1. Basics of Housing Management: U.N.O. (1969) p. vii.

However they should be comprehensive and not discriminatory among the qualified class . President Johnson (U.S.A.) included this in his goals on urban policy in his 1965 Message to the Congress on the Cities when he said "We must extend the range of choices available to all our people so that all, not just the fortunate, can have access to decent homes and schools, to recreation and to culture"<sup>2</sup>.

General criteria <sup>often</sup> used include local residence, citizenship, nature of employment, income, personal circumstances, age, ability to pay, adverse housing condition, overcrowding, ill-health, involuntary separation, extreme poverty, and homelessness.

a) Local residence is a common requirement in most countries particularly in occupation of Local Council housing in Britain and Housing Society, Hong Kong in China.

b) Citizenship criterion <sup>is</sup> common among most developing countries, perhaps to limit the available units to the suffering citizens of their countries.

e) Nature of employment is also used in Britain and in India where subsidized Industrial Housing Scheme is limited to factory workers .

d) Income is used in almost all the countries to limit the benefit to low and some middle income classes. However, in New York first set of residents in one of its state's programme were those earning up to six times the fixed annual rents"<sup>3</sup>.

c) Personal circumstance of the applicants is seldomly taken into account by most housing authorities. However this criterion is used in New Zealand and India.

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2. Frieden et al. Urban Planning and Social Policy, Basic Books Inc. New York (1968) p. 313.

3. U.N.O. op. cit. page 11.

f) Overcrowding, ill-health, extreme poverty, adverse housing condition and involuntary separation are not common with most countries except Britain and other countries in Europe which reflect them in their selection.

g) Age and ability to pay are very common among most countries.

ii) Distribution System

The distribution system indicates how the tenants selected are finally allocated dwelling units. This too like the selection criteria should be as fair as possible.

However bases found in practice are those on need, income, ballot, computer, and 'first come first served'

a) Need system of distribution is not common with most countries. However, in Poland "persons whose employments involve creative work as well as those who suffer chronic diseases such as tuberculosis are entitled to larger floor space. Some local councils in Britain too practice this system. A modified form of this system is the allocation on 'Points Scheme' basis where all selection criteria are weighted and units are distributed with those having largest points being allocated first. This system is being used by Greater London area in Britain.

Thorncroft (1974) noting the requirement for effective use of the system said that the managing authority must keep the details of the system away from the public knowledge if fraud is to be prevented.

b) Ballot System always arise from the situation where application for allocation of public housing are too many for the authority to conveniently handle. Hong Kong (China) housing authority used this method for initial screening of applications. Its weakness is that it does not ensure that the greatest needs are served.

- c) Income basis is common in most countries as this is to prevent arrears of rent resulting from occupation of house beyond the means of the would be residents. Its weakness is restriction of poor residents to limited space.
- d) Computer system is in use among housing authorities in developed countries, particularly New York City Housing Authority (U.S.A.). This system is very good if data used are based on need criteria.
- e) The 'first come, first served' rule is being used in some areas in India. The weakness of this is that the first to come may not be the greatest need.

iii) Criteria for Weeding Undesirable Families

Conversely, U.N.O. (1969) advanced criteria for ejecting residents when it said, "On the basis of the theory that an undesirable family might adversely affect others and assuming that the welfare of the whole development and programme is more important than that of a smaller number of families, criteria for weeding out undesirable families are established. Thus there would be a natural elimination of those with some of the following substantial problems: police records; anti-social activities; use of narcotics or over use of alcohol; poor rent paying records; a history of family non-support, extreme problems with children due to lack of parental guidance; misrepresentation of circumstances when applying for apartments; frequent birth of out-of-wedlock children by different fathers; promiscuous behaviour, unstable family compositions, extremely poor reputations in the community; mental disorders"<sup>4</sup>. Transfers and Exchanges too are effected on social grounds.

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4. U.N.O. op. cit. page 11

### 2.3 Basis for Fixing Rents

The main factors influencing the rents to be fixed are their relationship to cost, <sup>as</sup> well as the achievement of social goals.

U.N.O. (1969) indicated that in fixing rents such factors as achievement of government objectives, tenants income capacities, family ability to pay, rents variation for families of diversified income, scaling of rents of dwelling units, proportional reduction in rent of large apartment to accommodate families with many children, should be considered.

Macay et al. (1970) identified such rents types as cost rent, subsidized rent, differential rent (relating to ability to pay) and fair or market rent.

However, a common basis for fixing rent is income which has received several attention from the researchers but of which little use is made by the managing authorities. This approach is sometimes called rent-income ratio.

Wheaton et al. reporting America experience on this basis said "No discussion of the rent-income ratio can begin without a reference to the familiar belief that one month's rent should approximate one week's salary (rent as about 23% of income). It has never been quite clear to me whether this statement purports to be a statistical observation or whether it is a "folkloristic" exhortation to husbandry. .... How this homily has survived in the minds of men, despite a century or more of statistical research on the patterns of consumption, is for others to determine. Long ago Schwabe pronounced an economic law that states that rent expenditures tend to rise with income, but at a slower rate. Hence the proportion of income spent on rent is not constant but declines, on the average, as income increases....

The rent-income function, regardless of its slope, can only have meaning if the average describes a behaviour pattern that reflects a significant concentration around the central tendency in the distribution of rent expenditures (or rent ratios) in each income class."<sup>5</sup>

- i) In India, rent is 6% of cost of construction or 7.5 to 10% of occupiers income whichever is less.
- ii) In Poland, average rent is 3.5% to 5% of a household budget (expenditure)
- iii) In Japan with a capital subsidy of 50-60% of the construction, rent is maximum of 1%, assuming a building life of 50 years.
- iv) In Great Britain, the average rent on local authority housing is about 15% to 20% of occupiers income.
- v) In Israel, the 'social' rent for immigrants is 10%
- vi) In Luxembourg, rent is 10% to 14%.
- vii) In Netherlands, rent is 15% and it is being prohibited from exceeding one fifth of the net income of low and lowest families.
- viii) In U.S.A. rent is 20% to 25%
- ix) In France households set aside on an average of 6.9% of their resources as rent.
- x) In Belgium, 20% of consumption expenses are devoted to lodging (1961).

The IFHP Standing Committee remarking on some of these ratios said "Personalized aid (rent allowances, and rent-subsidies, differentiated rents) seems particularly indispensable for the lowest income groups, for whom a 'social' rent (already reduced in comparison with an economic

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5, Wheaton et. al. , Urban Housing. The Free Press, New York (1966)  
p. 168.

rent) is still even too high (especially in Austria, France, Great Britain and the Netherlands)"<sup>6</sup>

This opinion in effect agrees with Wheaton et al argument.

#### 2.4. Rent Collection System

U.N.O. (1976) reported this as one of the major problems in the financial management of public housing and indicated earlier (1969) that good collection systems (practices) result in having far less than 1 percent of the monthly rent roll outstanding at the end of the month.

Macey et al. (1970) identified four main collection systems.

- a) Office collections at local estate offices
  - b) Door-to-door collection (with various modifications)
  - c) Deduction from income
  - d) Collection by communication (post, credit transfers, banker's order etc.)
- a) Office Collection is practised in most countries. Although collection cost is low by this system but it does not ensure collection of maximum possible rate. It is not a dynamic method.
- b) Door-to-door collection is particularly practised by Hong Kong (China) Housing Authority. While the system has the advantage of establishing direct, regular contact between the housing authority (through its collection staff) as well as to check the state of building maintenance, to acquire an understanding of the reasons for delay in the case of families in arrears, and to exchange information, it, however, requires strict control of the accounts of the collector to ensure the security of the public money.

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6. XXVIIIth World Congress of the International Federation for Housing and Planning. Tokyo (1966) p. 10.

- c) Deduction from income (through pay roll of employees) is common in India, Brazil and Mexico. This system has been described as 'fool proof' (safe guard against all accidents). It has proved to be very effective financial management instrument in the above countries.
- d) Collection by communication appears only popular in few countries, particularly Britain.

#### 2.5. Maintenance (of all estate/housing components)

This has been evaluated by U.N.O. (1969)<sup>7</sup> as "command - as a rule - a large percentage of labourforce, as well as a considerable amount of the funds"<sup>8</sup>

##### a) System of Maintenance

Ellis et al. (1978) noted that there are two systems of maintenance:

- i) Maintenance by request. This is said to be a common approach all over the world. However, its use alone without supplementary approach has been described as ineffective for "safeguarding the physical value of government housing structures and ground"<sup>9</sup>, and for preventing slum formation in housing environment.

##### ii) Programmed Maintenance

This has various characteristics. It could be corrective, or preventive on day-to-day and seasonal bases. The advantage of this lies in providing solutions to the defects of the system in (i) above. Hong Kong (China) and India Housing Authorities are notable in the practice of this system with the latter authority's government rules

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7. U.N.O. (1969), Op. cit. page. 42

8. Social Aspects and Management of Housing Projects, U.N.O. (1970) page.62.

9. Financial Management of Government Housing Projects, U.N.O. (1976) page 48.



providing guidelines on how rents to be charged could include maintenance cost.

Olorunfemi (1975) and Alalade (1978) observed that most public housing estates in Nigeria are not well maintained.

## 2.6. Housing Managing Authority (type, structure, and efficiency)

### a) Type

Management of public housing is performed by various authorities vested with such statutory powers in the locality.

In Britain such functions are performed by Local Councils, Housing Trusts and Housing Associations.

In Poland, apart from State Authorities, (the Szym' Co-operative Organisations are equally popular.

In U.S.A. China, India, and most countries countries in Africa, State Housing Corporations are dominant authorities.

### b) Structure

Macey et. al. (1973) on how the organisation should be structured and its purpose said "the purpose of organisation is to provide framework in which the activities of a group of people can be co-ordinated towards a common end".<sup>10</sup> They went further to say that good housing management should begin 'inside' the housing authority.

Organisational structures of most housing authorities include the policy making body and the policy execution departments.

### c) Efficiency

This depends on the authority's condition of operation.

In Brazil, the provision of basic accounting training to low cost housing companies (COHABs) by the National Housing Bank has improved the level of efficiency of the former bodies.

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10. Macey et. al., Housing Management, The Estates Gazette Ltd. London (1973) page. 475.

Thorncroft (1974) on this section said "Control by the enforcement of lease covenants, for example, can be effected in a variety of ways - strictly, leniently, selectively, formally or informally - and which ever manner is employed, carries its implications for estate policy and management as a whole"<sup>12</sup>.

In China, <sup>and</sup> India, tenants' control, among others, is achieved through their education by social welfare officers, in addition to tenancy agreement. In "Hong Kong (China) film show, and meetings are often used too. In Britain, resident's manual is a common control instrument.

In Poland, enforcement of housing regulations is carried out by building police, and sanitary and police authorities who have powers to give orders within the scope of their responsibilities.

As far as administrative and financial controls are concerned, housing authorities in some countries like Venezuela, Zambia, and Brazil, who have learnt from their experience, are now using planning and control mechanisms, such as the Project Evaluation and Review Technique (PERT) and Critical Path Method (CPM); and Cost Benefit Analysis (CBA), Balance Sheet Approach (BSA), Cost Minimization Techniques (CMT) particularly the Threshold Analysis, Cost Effectiveness, Goals Achievement Matrix (GMA) and Housing Market Analysis to achieve administrative and financial efficiency respectively.

#### b) Co-ordination

Generally necessary housing management functions cannot be performed by housing authority alone. Other bodies are usually involved either in the provision of such facilities and services as water, electricity,

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12. Thorn Croft, M., Principles of Estate Management, Pitman Press, Bath (1974) page. 12.

gas, primary school, market, clinic or dispensary etc. and other maintenance activities including refuse collection. Throncroft (1974) described it as "the function which integrates efforts"<sup>13</sup> From this, housing authorities are supposed to integrate the activities of such bodies responsible for facilities and services so as to make housing environment "a full and happy life for the families"<sup>14</sup> in addition to internal integration of their staffs' works.

However, achievement of objectives in this regard depends upon adequate communication, balance and control. Very few housing authorities achieve remarkable success in this regard due to poor communication instruments and poor response of other bodies. However Comprehensive housing authorities (in terms of their powers) like local councils in Britain and Urban Development Corporation, New York State who perform general urban functions do not experience much problems in co-ordinating activities of few agencies connected with housing.

In Venezuela, the activeness of different units of tenants' associations has been attributed to highest levels of the co-ordinating machinery.

c) Co-operation

Co-operation has been indicated as having the highest quality of achieving planning objectives, particularly in the field of housing management. Housing authorities all over the world seek the co-operation of tenants, through their associations in the management of housing environment particularly on maintenance, social welfare services to one another, and general neighbourliness". However, most of these

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13. Thorncroft, M., (1974) Op. cit. page 12

14. Macey et. al. (1973) Op. cit. page 2.

housing authorities suffer lack, of adequate co-operation by other bodies whose functions relate to housing.

In some countries like Brazil, there is no co-operation among the departments of the housing authorities on matters of mutual interest. Legal and finance departments have been described to be unco-operative.

While such situation is experienced here, housing authorities in India, Mexico, and even in some parts of Brazil enjoy co-operation of employers by their deduction from salaries <sup>of</sup> their employees rents on behalf of housing authorities in the areas.

#### 2.8. Public (residents') Participation in Planning

The unwillingness of the housing managing authority, like other decision makers, to allow residents participate on policy issues has been established beyond doubt. Dennis (1970) describing this situation <sup>the</sup> 'planned' said "To a large extent, however, the consumer's self-perceived interests were regarded as a miscalculation, pernicious to himself and as a datum worthless to the official".<sup>15</sup>

Arnstein (1971) on 'Citizens Participation in U.S.A. observed that housing authorities usually prevent tenants from participating in planning (on why maintenance problems take too long a time to be attended to, arbitrary ejection, and housing segregation) by diverting it from dealing with essential problems to those activities favourable to the authorities' staff and their 'high class' colleagues. He described this level of planning as 'therapy'.<sup>16</sup>

U.N.O. (1969), however, noted "Tenants or co-operators allied with management as volunteers can accomplish more than management can alone.

15. Dennis, N. People and Planning, Faber, and Faber Press, London (1970) page 345.

16. A Ladder of Citizen Participation in the U.S.A. in Journal of the Town Planning Institute (April, 1971) page. 345.

This is particularly <sup>true</sup> ~~true~~ where management has not sustained prior training world, a situation which exists in the management programmes of many newly developing nations".<sup>17</sup>

In Poland, Britain, New York State of U.S.A., Venezuela, Mexico, Jamaica, Chile, Columbia, India, China, Venezuela, Ghana tenants association or similar bodies have played tremendous roles in planning ranging from direct provision of facilities (Poland), decision making (India), to Comprehensive housing management (Venezuela).

U.N.O. (1970) reporting on the great role played by Venezuela tenants association wrote "The '23 January' Housing Project (at Caracas) was characterized by chronic social problems. The rate of criminality was high. The loss of money, as a result of tenants refusing to pay rent, amounted to several million dollars. Vandalism was rampant, and the environment generally was far from being one in which responsible citizenship, could evolve. The Government's task - not an easy one - was that of building a community of people with a sense of individual, as well as corporate, responsibility. The manner in which the Government achieved some measure of success in its task is described below in the case study presented here. Without the active participation of tenants associations, the result could not have been achieved"<sup>18</sup>

#### 2.9. Social Integration - Interaction, and Social Welfare

The correlation between social integration and design, selection criteria, distribution system etc. have been established beyond doubt.

Gans (1961) reported "students of sub-urban communities have found that social relationships are influenced by the site (layout) and the architectural plans"<sup>19</sup>

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18. U.N.O. (1969) Op. cit. page 52.

19. Planning and Social Life in JAIP (May 1961) XXVII No. 2 page 134 .

Rosow (1961) said "In planned communities (residential estates included) friendship groups are determined by two variables:- proximity of neighbours and orientation of dwellings. People select their friends primarily from those who live nearby and those whom their home faces"<sup>20</sup>.

U.N.O. (1978) observed that social integration of diverse groups of people has been sought by those concerned with human welfare such as National governments and the principles of achieving this are equality of all, social justice, oneness of all people, social interdependence, provision of environment suitable for all classes, fair criteria for allocation of housing and for fixing rents, mass education, mixed housing development programmes preference for rental housing to ownership form of housing by relevant authorities, and inter professional exchange of ideas in design of residential environment between architects, planners, economists, engineers, sociologists and social welfare specialists.

However, social integration and the like have been achieved in many countries by a variety of methods.

In U.S.A. tenants associations teach thrift and prudence in financial matters and these associations encourage urban dwellers, through their executives, to spend their money in the city itself rather than exporting to rural areas so that improvement of life in cities could be achieved.

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20. Community Integration in JAIP (May, 1962) XXVII No. 2 page 13.

In Poland social integration and interaction is achieved through co-operative housing which does not deny anybody membership as well as through self government by tenants associations which control residents and undertake activities on mutual basis.

In newly independent countries of Africa and other developing countries, national integration is aimed at through tenants associations when housing is allocated without regard to State of origin.

In India tenant associations look after the welfare of the tenants in the colony, irrespective of their class and place of birth.

In Britain social integration is vigorously pursued through mixed development in local council housing and fair tenants selection criteria.

In Venezuela, Tenant Associations were used to restore order and neighbourliness in housing environments, particularly the "23 January" at Caracas. Vocational training special artistic festivals, and sports and games have been used here to enhance social integration among the youths.

#### 2.10. Evaluation of Design (Layout and Building Plans)

Most Housing Authorities evaluate design either by their staffs or by consultation. U.N.O. (1969) indicating the implications of failure to do this properly by housing authorities remarked "When architectural design in housing projects is unimaginative and non-utilitarian, management must share some of the blame. The manager often fails to present his conclusions to the architect because he fears that his advice will not be taken seriously, due to his lack of architectural training. On the contrary, the manager, his staff and the occupants must live with the construction for years. The manager's experience as a user and supervisor of buildings should be incorporated

into design improvements. Through his experience, a manager should be able to tell that certain materials will not hold up, that a particular pedestrian - path layout would be hazardous, that trees must be protected in a certain way if they are not to be vandalized and that there are specific office, community space and storage needs<sup>21</sup>

It is therefore necessary for the managing authority to evaluate design with a view to satisfying the consumers needs as well as ensuring their gradual transformation.

Goodman (1972) on this wrote "Elitist aesthetics like Venturi's pop architecture or Moynihan's ways of socializing the poor or Hall's "involvement ratio" would be more difficult to promote when they would have to be judged by the people actually affected rather than a cultural or technocratic elite!"<sup>22</sup> Design should therefore be evaluated on the bases of functionality, convenience, preservation of existing values, and economy in addition to other criteria.

#### 2.11. Housing Preference

Most housing authorities do not undertake housing market analysis to guide their decision on production of housing.

The result is that types of housing provided as well as their design do not satisfy consumer's needs but they (consumers) are forced to take such housing because of the general housing problems.

Bell et. al. (1972) justifying the theory of meeting the needs of consumers argued "This paper propounds the theory that the rich fulfilment of the needs of people as individuals and groups is in itself a suitable design objective. This objective serves also a larger purpose: it makes possible the development of a social structure, by means of

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21. U.N.O. (1969) Op. Cit.

22. Goodman, R. After the Planners, Gompton Printing Ltd, Aybesbury (1972) page 248.



which people can create their own social controls, and do their own self-policing".<sup>23</sup>

Alalade (1978) concluded that user satisfaction can only be achieved when design, among others, provide for housing needs of consumers.

#### 2.12. Main Lessons from Literature Review and Experience of Other Countries

a) The scope of housing management include social, economic, and technical considerations and that integration of all these factors becomes necessary for achievement of public housing objectives.

b) Fair Criteria for selection of tenants include, among others, such need factors as homelessness, extreme poverty, over crowding, old age, occupation of poor housing.

i) A system of distribution based on needs with the use of 'Point Scheme' is the most fair approach (as it is practised in Greater London area).

ii) A system of distribution based on ballot does not ensure that people with the greatest needs are served.

iii) Residents whose behaviours could constitute hinderance to total development of the society or the community should be ejected if they fail to take to corrections.

b) Basis for fixing rents and the rent structure should strive to achieve the objectives that lead to implementation of public housing. Essentially, this too should be fair to all in their applications.

i) Existing rent-income ratio of fixing rent in most countries have no relationship with the residents ability to pay, As a rule, ability to pay of each household income class is determinable by the rent on housing demanded by majority of people in such income class.

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23. Bell et. al., Human Identity in the Urban Environment, Butler and Tanner Ltd. Frome and London (1972) page 327.

It is through this approach that fairness can be achieved in greatest magnitude.

ii) Good systems for collection of rents are those which result in having far less than 1% of the monthly rent outstanding at the end of the month.

iii) Collection from estate office practised in most countries does not ensure that maximum possible rate is collected. Infact it creates opportunities for non regular payment of rents.

iv) In housing estates where majority of the residents are salaried earners, collection from source of income with the co-operation of employers (as it is in India), does ensure that maximum possible rate is collected.

c) Maintenance is vital component of housing management and it should be given adequate attention so as to safeguard value of public resources as well as to prevent rapid formation of slums.

i) Programmed or planned maintenance on day-to-day and seasonal bases as practised by housing authorities in India and Hong Kong (China) can lead to achievement of some national development objectives.

d) In addition to State housing authorities, local councils (Britain) and co-operative organisation (Poland) participate actively in the development of public housing on non-profit basis.

High level of efficiency can be achieved by housing organisations with proper structure, adequate qualified staff, and high degree of autonomy.

New York State Urban Development Corporation (U.S.A.) has improved tremendously through its enjoyment of these benefits.

- e) Proper control, co-ordination, and co-operation improve the efficiency of housing authorities as well as result to achievement of its housing development objectives, and provide satisfactory living environment.
- i) Employers' co-operation in India has resulted into maximum possible rate of rent collection.
- ii) Conversely, lack of intra departmental co-operation in some Brazil housing authorities has retarded the progress of its housing authorities.
- iii) To achieve control, co-ordination, and co-operation, effective communication instruments have to be used in dealing with all parties involved in housing.
- iv) Housing authorities in Venezuela, Brazil, Zambia who have learnt from their past mistakes have now resulted to the use of management and project evaluation techniques in their organisations to solve their administrative and financial problems.
- f) Although housing managing authorities are not always willing to allow residents participate in planning, particularly at decision making stage, acceptance of voluntary involvement of residents could accomplish more than what management can alone.
- 1) Residents through their associations in countries where they have been given opportunities to participate in planning have justified their ability to do so.

Their achievements in Venezuela, (the "23 January" Housing Project at Caracas), Poland, Britain, Mexico, and India have been highly appreciated by the governments of these countries.

- g) It has been established in most countries, particularly in U.S.A. (Gans 1961) that design of housing has profound effect on social integration and that properly mixed development suitable of meeting the needs of all income classes can lead to achievement of social integration.
- i) The fact that people make friends from those who live near them or those whom their home faces (Gans 1961) could be used in housing design to achieve social integration.
- ii) Equality of all and of access to public resources, fair criteria for allocation of dwelling units; and for fixing rents; promotion of rental housing as against development for ownership, improvement in education, interdisciplinary approach to housing design have been found to be effective instruments for achieving social integration.
- iii) Tenant association in many countries render services to their communities that have resulted to social integration and social interaction (Poland)
- I) Users satisfaction can only be achieved through a design well evaluated by the management in terms of meeting consumers' needs.
- J) The rich fulfilment of the needs of people as individuals and groups is in itself suitable design objective. Bell et. al. (1972).

CONTENTS OF CHAPTER III

- 3.1. Study Approach
- 3.2. Scope and Limitations of the Research
- 3.3. Basis for Data Selection
- 3.4. Data Collection, their Techniques and Problems
- 3.5. Technique of Data Analysis and their Interpretation
- 3.6. Research Administration.

CHAPTER IIIMETHODOLOGY3.1 • Study Approach

The study generally has been undertaken by adoption of a recent technique to research study which has equally been found most useful in planning profession, because of its effectiveness to achievement of planning goals. This technique is known as 'System Approach'.

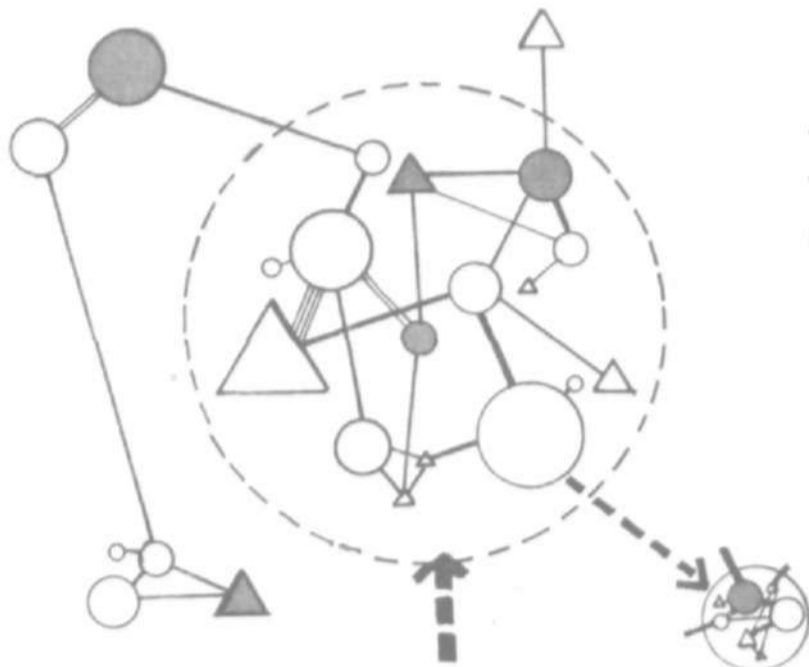
The approach considers public housing management itself as a system and therefore treats basic issues involved in it.

But since public housing management is a part of various measures for solving general housing problems (larger system), the study therefore goes further to consider other issues involved in this, though not to the same magnitude with the principal question. The importance of this approach is the exhibition of brotherly relationship between the subject matter and its other sectors and the inseparability of one from the others if success in their operations is desired in appreciable magnitude.

3.2 Scope and Limitations of the Research

The scope of public housing management is very wide. It ranges from social, economic and technical to administrative and political considerations. Recently, technological factors are beginning to exhibit their impact too. Similarly, the problems arising from it range in the same manner. This study, however, considered those aspects that are essential to comprehensive public housing management as affecting physical planning and national development. Its scope in this regard, is however limited to those research questions relating to housing management as indicated in the earlier part of this report.

PHILOSOPHY PRESENCE OF MAN IN AN ENVIRONMENT IS A PROBLEM TO HIMSELF THAT DEMANDS HIS PERSONAL SOLUTION.



A SYSTEM IS A SET OF INTERCONNECTED PARTS.

[Housing solution such as public housing, self help housing, site and service scheme, improvement in construction industry are all interconnected parts of housing solution].

BUT EACH PART MAY BE SEEN AS A SYSTEM ITSELF

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

[Housing solution is a part of Total Solution to Human Environment which includes urban design, regional planning, planning administration, e.t.c].

[Public housing could be seen as a system in terms of its management, design, and use of construction materials.

This is the aspect the research concerns itself with mainly].

FIG 3.1 A 'SYSTEMS APPROACH' TO THE STUDY  
[WITH ACKNOWLEDGEMENT TO M'LOUGHLIN]

In addition to this, the study also considered other issues having features of providing solutions to housing problems hence housing design and housing strategies were studied. These too are contained in the research questions.

All these have been considered because of their main features which reflect banner of public interest, the central theme of all planning processes and activities. However, the study has not treated highly specialized aspects of works of other professionals who are connected with housing management hence such issues involving practice of administration, managerial economics, construction and engineering are generally excluded.

Financial and manpower problems have made it not possible to administer questionnaire on all the households. Nevertheless, a reasonable (50%) sampling site was adopted.

### 3.30. Basis for Data Selection

The guiding principles in selecting data collected are as follows:-

- i) The need to answer fairly the questions the research sets for itself. For this reason independent and dependent variables selected are those policies and their effect <sup>to the issues ~~despite~~ such as</sup> relating tenants selection criteria, rents, maintenance, public participation in planning and a host of others discussed in the research questions.
- ii) The need to evaluate such policies under (i) above. Hence data on public opinion and observation results were selected to serve this purpose.
- iii) The need to make useful recommendations for improvement on the findings. This has led to selection of some data relating to *the issues*



despite the fact that they fall outside policy statements. For instance information on housing market and type of housing demanded in Ilorin, and housing management outside Nigeria were obtained to serve this purpose.

#### 3.4 . Data Collection, their Techniques and Problems

Data collected range from official policy statements, residents' opinion, to those relating to behaviour, performance to certain characters (attitude), and location and condition of some elements. However, specific information collected and their techniques are as follows:-

##### a) Official Policy Statements

General policies for management of the estate were obtained from the managing authority through interview technique. Also official documents relating to this were also utilized and necessary updating were effected.

##### b) Residents Opinion

Opinion of the residents on the subject matter were obtained through questionnaire approach.

The questionnaire comprise twenty four main questions administered on household heads, using a sampling size of 50 percent.

In addition to the use of questionnaire in obtaining opinion of the residents, informal discussions with some occupiers and the children were also held.

##### c) Information on Behaviour and Performance

Information on interaction between the managing authority and the tenants as well as between the managing authority and other agencies were also obtained from the attitude of these parties to the issues which bring them together.

Observation technique was also adopted in obtaining information on performance of managing authority's and other agencies functions. Thus information on control, co-operation, co-ordination and efficiency etc. were obtained through this technique.

d) Information<sup>on</sup> Location and Condition of Elements

Information on location of Ilorin, Kulende Estate, and conditions of buildings, roads, other facilities, and environmental quality with regard to their maintenance and design of some of them were obtained through maps, plans, and photographs.

Problems experienced in the survey are the usual difficulties in obtaining official information and in carrying out a social research which centre on lack of appreciable degree of co-operation from the characters needed to be interviewed.

3.5 Technique of Data Analysis and their Interpretation

The data obtained were organised and part of them were computerized. Results of the findings were classified and majority were presented in both absolute figures (frequency) and percentages. However, percentages were used in the final analysis.

The analysis was based on the percentage of total sampling size since all the questions were answered because of the care taken in drafting the questionnaire which provides alternative suitable answers to all the question.

Respondents only provided their own answers to one part of a question.

Tables, graphs, charts, and plates were used in presenting some results.

Based on behaviour of findings and their interpretation in relation to the objectives set in the thesis, opinion were made on

the research questions which constitute the components of the topic.

Such opinion were, however, made on the practical significance of the factors of the research questions being tested. For this reason, statistical tests were not used.

### 3.6 . Research Administration

The research was started in July, 1978 and efforts from this time till early December were concentrated on obtaining background information and official statements on the topic.

By December of the same <sup>year</sup> questionnaire forms were distributed to the households' heads with the help of trained relations.

The forms were completed by the respondents themselves as reconnaissance survey revealed that nearly all of them are literates. Education <sup>of</sup> background of households in the earlier part of this report confirms this initial survey.

The expenses of the research were borne, partly by the Kwara State Government of Nigeria, the sponsoring authority of the researcher throughout his University Career, and mainly by the researcher himself.

CONTENTS OF CHAPTER IV

- 4.1 . Criteria for Selection of Tenants and Distribution System
- 4.2. Bases for Fixing Rents and Rents Collection System
- 4.3. Maintenance
- 4.4. Managing Authority
- 4.5. Controls, Co-ordination and Co-operation
- 4.6. Public (residents) Participation in Planning
- 4.7. Social Integration and Interaction, social welfare
- 4.8. Evaluation of Design
- 4.9. Housing Preference
- 4.10. Main Problems of the Managing Authority
- 4.11. Comparative Findings

CHAPTER IV

## MANAGEMENT OF KULENDE ESTATE: ANALYSIS AND INTERPRETATION

OF FINDINGS4.1. Criteria for Selection of Tenants and Distribution System1) Criteria for Selection of Tenants

The criteria for selection of tenants were the same with those given by the Federal Military Government of Nigeria as policy guidelines for allocating housing units implemented under the current plan period (1975-80).

The criteria which apply to both male and female are as follows:-

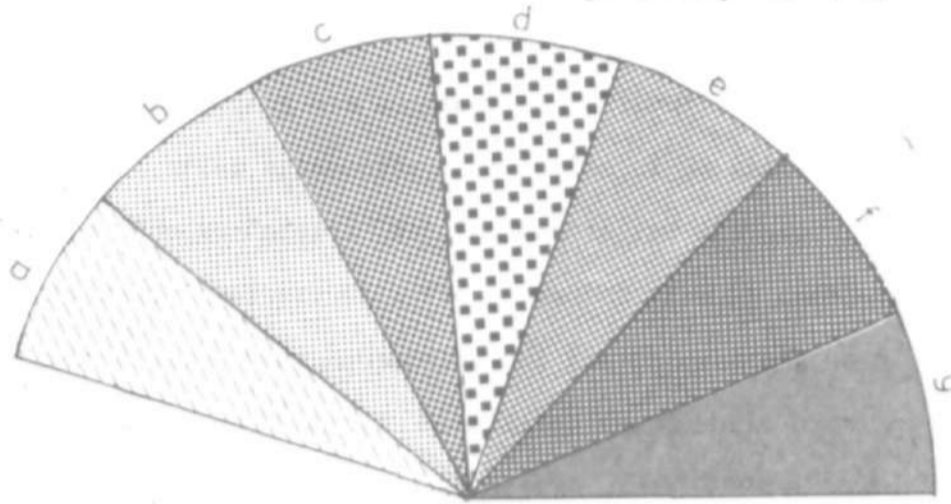
- a) Citizenship of Nigeria
- b) Age - not less than 21 years
- c) Residence in the location of the scheme for at least a year.
- d) None previous receipt of government or its agency housing aid.
- e) None ownership of a house in the location of the scheme.
- f) Not in occupation of a public housing
- g) None previous ejection from a similar scheme due to failure to comply with regulations. See pg 4:1

These criteria in their contents are not comprehensive enough as they do not contain such need indicators as homelessness, extreme poverty, occupation of housing lacking in basic facilities or unsafe for human occupation, overcrowding, ill-health, old age, and young orphans which usually form the key considerations for selection of tenants into public housing.

2) Distribution System

The policy on distribution of units also complies with the Federal Government guidelines and they are as follows:-

- a) Citizenship.
- b) Age (Up to 21 yrs.)
- c) Not less than 1 year stay in the location of the scheme.
- d) Lack of previous related benefit.
- e) Not a landlord in the location of the scheme.
- f) Not ejected from similar scheme.
- g) Ability to pay rent.



WHY THE SHAPE ?

The shape of enclosure formed by all the criteria is of this nature because the criteria are not comprehensive enough to reflect need and that their values, on the basis of need criteria through 'Points Scheme Method' would not be less than 25 percent (90°) but not up to 50 percent (180°)

FIG. 4.1 CRITERIA FOR SELECTION OF TENANTS

Because of this basis of allocation, chances of high rate of occupation by low income households had been slimed down while those of middle and high income families were enhanced. This is shown in table 4.2. and Fig. 4.1. where rates of occupation are 32.7%, 59.6%, and 7.7% for low, middle, and high income families respectively.

TABLE 4.2.  
PERCENTAGE DISTRIBUTION OF HOUSEHOLD BY INCOME CLASS

| Income Class | Frequency | Percentage |
|--------------|-----------|------------|
| Low          | 41        | 32.7       |
| Middle       | 74        | 59.6       |
| High         | 10        | 7.7        |
| TOTAL        | 125       | 100.00     |

Source:- Field Survey, Dec. 1978.

In this situation, percentage for high income families is fair particularly when it is kept below 10%. But that of the middle income families (59.6%) is too high for the class.

#### 4) Transfers and Exchanges

Presently, there are no policies for effecting these, particularly within the estate. This could be due to the youthful stage of both the managing authority and the estate itself.

#### 4.2. Bases for Fixing Rents and Rents Collection System

##### 1) Bases for Fixing Rents

Policies adopted in fixing rents were derived from two sources:-

##### a) Federal Government Guidelines.

These apply to residents who won their allocation on ballot system and the bases are as follows:-

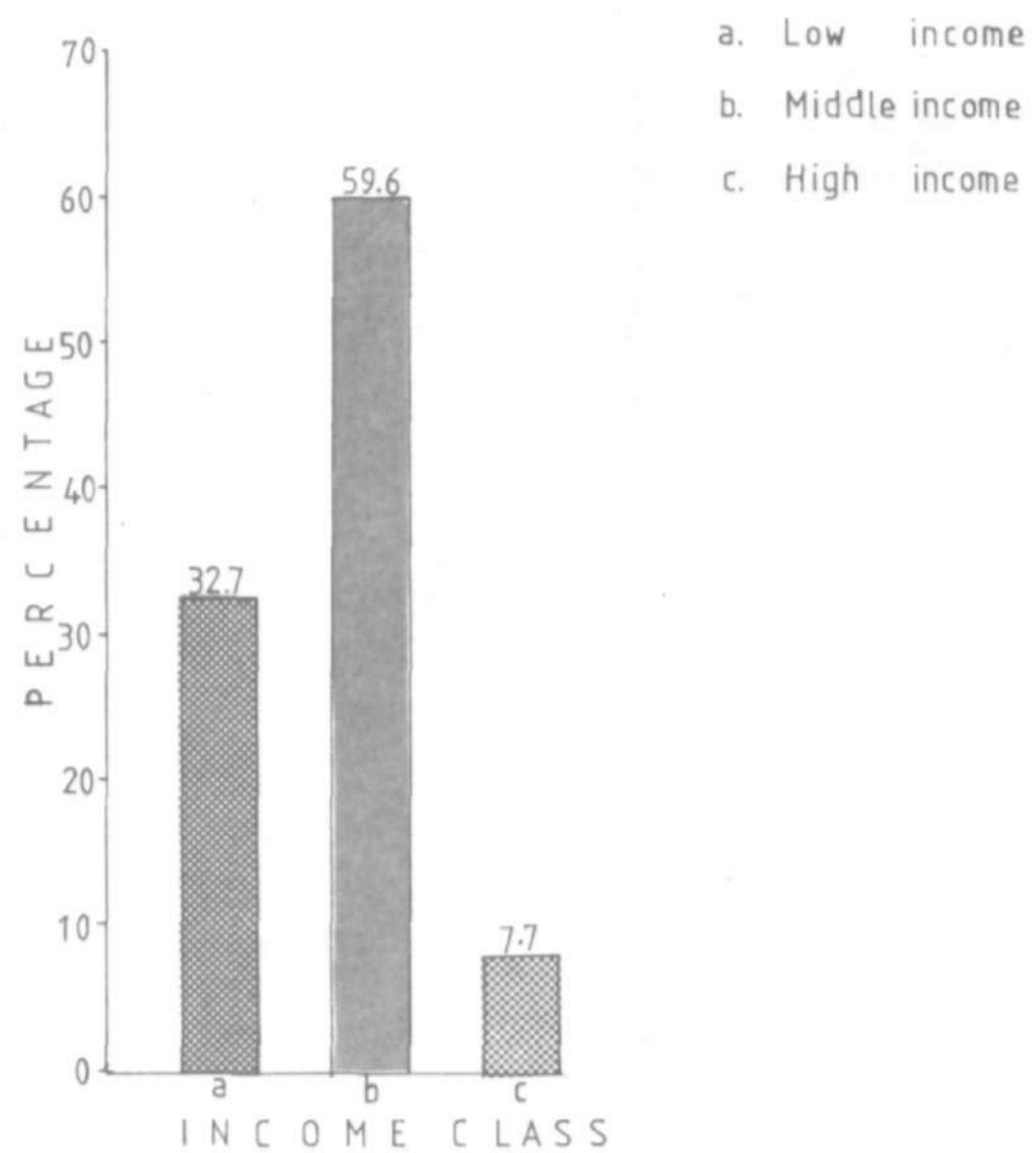


FIG.4.2 PERCENTAGE DISTRIBUTION OF HOUSEHOLD BY INCOME



20% of household income, where he is a salary earner.

1/25 (4%) of cost of the building, where he is on self employment.

b) State Government Civil Service Policy

This applies to residents who were allocated units by the Office of Military Administrator and the basis is 6% of salary.

The rents payable by households on the bases of these policies and the fairness of the policies themselves, with respect to households ability to pay, are determined as follows:-

TABLE 4.3.

HOUSEHOLD MONTHLY RENTS IN DIFFERENT SITUATION

| Income Class | Unit Type Occupied | Fed. Govt. Policy | State Govt. Policy    | Equivalent             |           |
|--------------|--------------------|-------------------|-----------------------|------------------------|-----------|
|              |                    | 4% of Cost        | 20% of Income Average | 6% of Income (Average) | Mkt. Rent |
|              |                    | N                 | N                     | N                      | N         |
| Poor         | No Provision       | -                 | -                     | -                      | -         |
| Low          | 1 bed room unit    | 15                | 19                    | 6                      | 15        |
| Middle       | 2 " " "            | 17                | 33                    | 10                     | 35        |
| Upper        | 3 " " "            | 20                | 62                    | 17                     | 70        |

Source: Analysis of Policies, Official Document and Field Survey Dec. 1978.

With Table 4.3. indicating low income household rents for 1 bedroom unit as N15, N19, N6, and N15 on 4% of cost, 20% of income, 6% of income, and under the market situation respectively shows that the residents who are employees in the State Government service pay the least rent (N6) among their income class. The same situation is true for both households in middle and high income classes.

This discriminatory system, on the basis of nature of employer which is not an equitable consideration, resulting into intra differential enjoyment of public benefits by people in the same income group is unfair because the policies do not treat all residents (citizens) in the same income class equally. The same table, showing market rents for 1 bedroom unit, 2 bedroom unit, and 3 bed room unit as ₦15, ₦35, and ₦70 respectively, indicates that most of the residents enjoy some benefit since the rents payable by them, on all considerations, are lower than these market rents of the units they are occupying.

Ability to PayTABLE 4.4.

HOUSEHOLD ABILITY TO PAY: RENT INCOME RATION IN  
ILORIN, 1978

| Income Group | Household <sup>2</sup> Monthly Income (₦) | National Salary Scale Grade. | Citizen Example | Type of Housing unit mostly occupied | Monthly Rent (₦) | Estimated Rent as % of Income |
|--------------|---|------------------------------|-----------------|--------------------------------------|------------------|-------------------------------|
| Poor         | Gift                                      | -                            | Beggar          | Public Building                      | -                | -                             |
| Low          | Below 142                                 | Max. 05                      | Messenger       | 1 Br in fair tenement                | 4                | 5%                            |
| Middle       | 142-332                                   | 05-08                        | Nurse           | 1 sitting 2BR in apartment           | 15               | 6%                            |
| Upper        | Above 332                                 | Above 08                     | Graduate        | 3BR flat                             | 45               | 13%                           |

Source: Analysis of Policies, Official Documents, and Oladele: Housing Problems in Ilorin, (1977) page 70.

2. On the same basis with Table 4.1

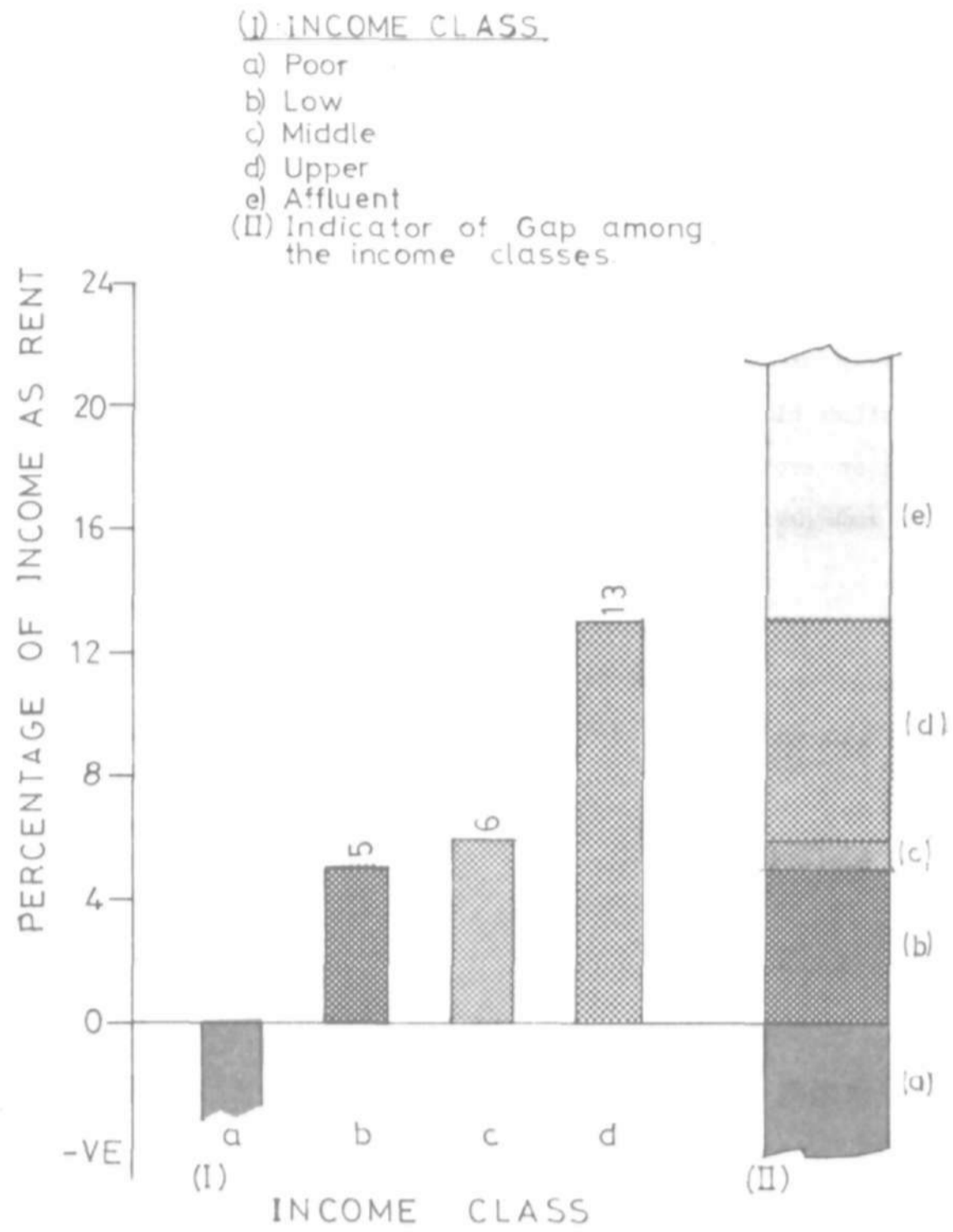


FIG 4.3 HOUSEHOLD ABILITY TO PAY RENT BY INCOME CLASS (1978) ILORIN.

TABLE 4.5.

PROPORTION OF HOUSE HOLD (MONTHLY) INCOME ABSORBED BY  
RENT AT DIFFERENT INCOME LEVELS

| Income Brackets |                 | Average Income | Average Rent | Rent as a % of Income |
|-----------------|-----------------|----------------|--------------|-----------------------|
| -9              |                 | 7              | 2.2          | 31.3%                 |
| 10-24           | † Lower Income  | 9              | 3.4          | 17.6%                 |
| 25-44           |                 | 35             | 3.6          | 10.4%                 |
| 45-69           |                 | 56             | 4.4          | 7.7%                  |
| 70-99           |                 | 83             | 5.8          | 7.0%                  |
| 100-139         |                 | 117            | 6.7          | 5.8%                  |
| 140-199         | + Middle Income | 165            | 12.7         | 7.7%                  |
| 200-299         | + High Income   | 238            | 26.1         | 11.0%                 |

+ Self included (as at 1974)

Source: Ilorin Master Plan Report (Existing Conditions)

Doxiadis Associates; Table 6.12 page. 6.15

The incidence of this policy varies from one household type to another. It shows that the multiples of rents they are paying to what they can afford are five time (5) twice (2), and one and a half times (1.5) on low, middle, and high income families respectively. This indicates the highest incidence on the low income households. However such incidence on the low income household is less in real value since he is occupying twice the accommodation he would normally occupy on his ability to pay basis.

The effect of this policy as a whole is that it is beyond the ability to pay of an average citizen of this country in Ilorin. But on 6% income basis, the high income households paying ₦17 enjoy about

two and half (2.5) the benefit of what they would have paid on their ability to pay (N45) basis while middle income households' benefit on the same basis is one and a half times (1.5). However, on this basis again low income families still experience some incidence of about one and a half times (1.5).

The effect of this policy is that while it is too generous to the high income families, and moderately generous to the middle income families it is however not beneficial to the low income families.

The significance of these two criteria for policy making purposes is that 6% of income as rent is high for low income families if other objectives that go along with public housing are to be achieved and that 20% of their income as charging rent is not solving their problems in any form.

However, on 4% cost of construction basis, which has limited application since a majority of the units are occupied by households on salary (see household characteristics in chapter one) the high income household would still benefit up to twice (2) what he should have paid on his ability to pay basis and this approach is fair to middle income families, given a low cost approach in stable market their rents are almost equal (N17 and N15) but, similarly unfair to low income families since he would be paying almost quadruple (4) of what his ability can afford him.

From the behaviour of these policies on various households it appears, from their analyses that the public housing program is meant to serve both the middle and high income classes and to keep off low income households whose interests. in the conceptual sense. the programme exists for.

Table 4.6 indicates actual rents being paid by the households. It shows that rents of ₦21-30 (37.3%) and ₦31-40 (28.1%) are most common. This correlates earlier information in Table 4.2. on dominance of middle income families in the estate (Table 4.5(a) ii+iii) and in Table 4.3 which indicates the maximum average rent for high income households as ₦62 since only 5.3% of the residents pay above ₦50 as rent.

TABLE 4.6.

HOUSEHOLD MONTHLY RENTS

| Factors/Variables          | Rent ₦         | Frequency | Percentage |
|----------------------------|----------------|-----------|------------|
| <u>a) Accomodation</u>     |                |           |            |
| i) 1 Bed room unit         | 5-10           | 4         | 3.5        |
| " " " "                    | 11-20          | 18        | 14.1       |
| ii) 2 " " "                | 21-30          | 47        | 37.3       |
| " " " "                    | 31-40          | 35        | 28.1       |
| iii) 3 " " "               | 41-50          | 14        | 11.5       |
|                            | Above 50       | 7         | 5.3        |
| TOTAL                      |                | 125       | 100.00     |
| <u>b) Electricity Rate</u> |                |           |            |
|                            | No consumption | 6         | 4.8        |
|                            | 1-5            | 14        | 11.2       |
|                            | 6-10           | 87        | 69.6       |
|                            | 11-15          | 17        | 13.6       |
|                            | 16-20          | 1         | 0.8        |
| TOTAL                      |                | 125       | 100.0      |
| <u>c) Water Rate</u>       |                |           |            |
|                            | ₦1.50          | ₦1.50     | ₦1.50      |

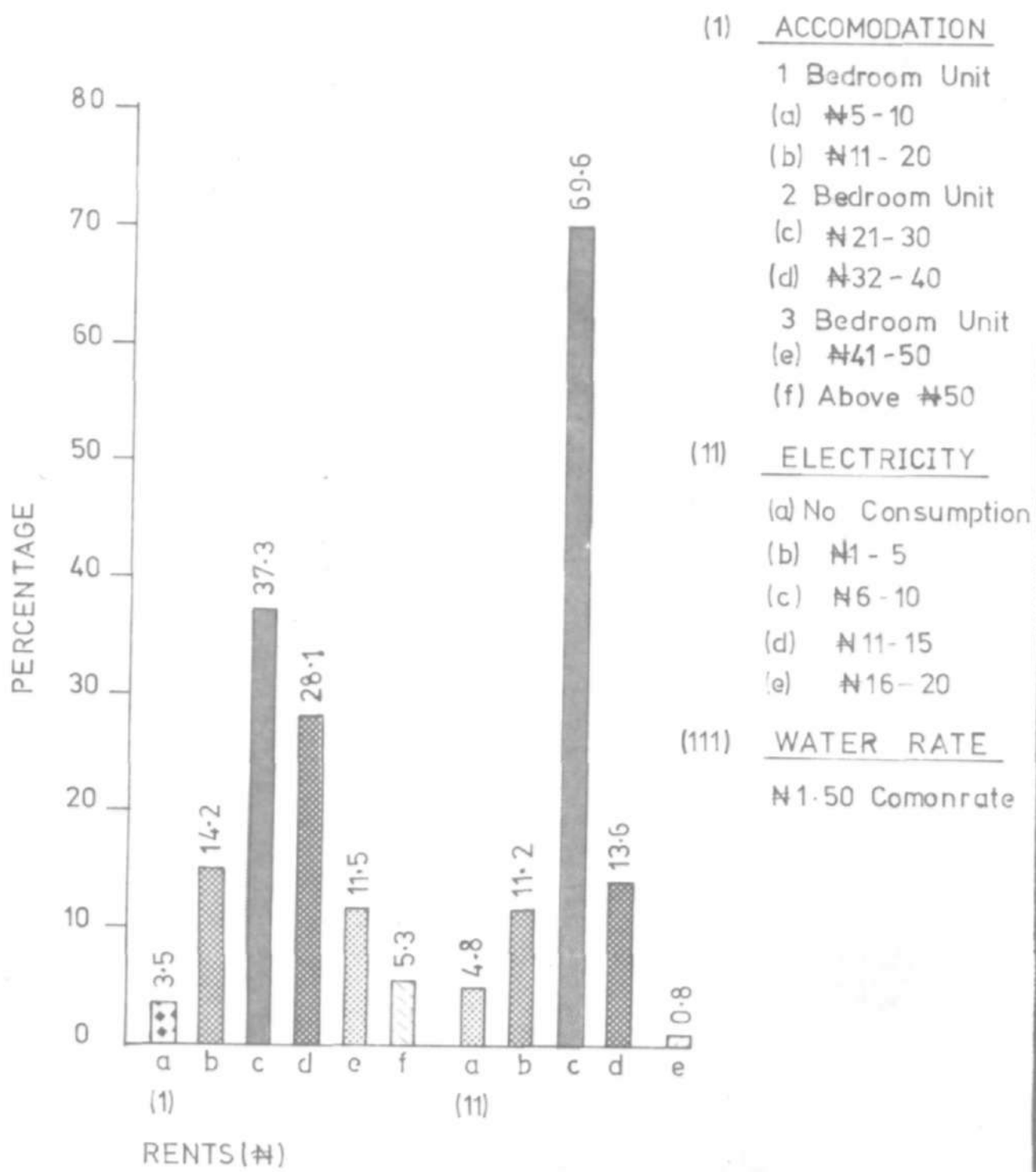


FIG. 4.4 HOUSEHOLD MONTHLY RENTS

Electricity Rate

From Table 4.6 (b) most households (69.6%) pay as electricity charges ₦6-10 per month.

Water Rate

All wage earners in the state pay, through their employers (by deduction from their income) water rate of ₦1.50 per month to the Kwara State Water Corporation.

ii) Rent Collection System

As from this stage, all other policies for management of Kulende estate are those formulated by the managing authority itself.

The system of collecting rents is by office collection at the estate.

Because of the use of this system a sum of ₦10,000.00 was outstanding by October, 1978 within a period of one and a half years of operation, and police assistance had to be sought before part of this could be collected later.

Uptill December, 1978, monthly collection rate never exceeded 83% despite the knowledge of the residents that irregular payment of rents could make it difficult for them to own the buildings after the first 3 years of residence.

Reasons given by those involved in irregular payment as shown in Table 4.7 include occasional financial problem (12%), and lack of call to demand for rent (5%).

Given these reasons, particularly the last one, it shows that a better rent collection system would improve the monthly collection rate.



TABLE 4.7

REASONS FOR IRREGULAR PAYMENT OF RENTS

| Variables                                   | Frequency | Percentage |
|---|-----------|------------|
| 1. Not applicable                           | 104       | 83         |
| 2. No demand for it                         | 6         | 5          |
| 3. Occasional financial problem             | 15        | 12         |
| 4. Rent Officer not always<br>in the Office | -         | -          |
| TOTAL                                       | 125       | 100.0      |

Source: Field Survey Dec. 1978

#### 4.3. Maintenance

##### System of Maintenance

The general system of maintenance is by request. Because of the use of this system alone, the following are the resulting maintenance situation.

##### a) Building

Because of the relatively new age of these structures (completed 1976) they are generally in satisfactory maintenance condition as it is shown in Table 4.8. However, there were evidence of loose floors unreplaced window louvres, broken ceiling boards, weak banisters and broken sewers, and bad septic tank cover slabs.

TABLE 4.8

BUILDING MAINTENANCE SITUATION

| Variables | Frequency | Percentage |
|-----------|-----------|------------|
| 1. Good   | 28        | 22.4       |
| 2. Fair   | 78        | 62.4       |
| 3. Poor   | 19        | 15.2       |
| TOTAL     | 125       | 100.0      |

Source: Field Survey Dec. 1978

From Table 4.8 showing that 15.2% of the residents were not satisfied with the maintenance of the buildings, this alone reveals the weakness of the maintenance system.

b) Roads, Streets, and Gutters

The maintenance condition of the estate roads, particularly the connecting access of Federal Road and Kulende Drive was very poor.

On these roads, there were deep pot holes at close intervals. See Plate 4.1 for the rough texture of one of the roads which does not offer harmonious background that could unify the whole estate composition.

It was understood that the roads had been in this condition before the residents moved in which indicates that the construction was unsatisfactory.

The effect of this situation of the roads is the difficulty in getting taxi down to a destination in the estate.

Table 4.9 shows the residents opinion.



Plate 4.1. - Bad Condition of Road.

NOTE - its rough texture which does not offer harmonious background that could unify the whole estate composition.

TABLE 4.9

MAJOR MAINTENANCE PROBLEMS

| <u>Factor/Variables</u>                            | <u>Frequency</u> | <u>Percentage</u> |
|--|------------------|-------------------|
| <u>What hate most on maintenance of the Estate</u> |                  |                   |
| 1. Non repair of buildings                         | 6                | 4.8               |
| 2. Bad roads                                       | 100              | 80.0              |
| 3. Bad drainage                                    | 4                | 3.2               |
| 4. Dirty environment                               | 15               | 12.0              |
| TOTAL  | 125              | 100.0             |

Source: Field Survey, Dec, 1978

From this table, the fact that 80% of the residents indicated bad road condition as what they hate most about the maintenance of the estate gives an indication on the terrible situation of the roads.

c) Environmental Sanitation - Refuse Disposal

The situation on maintenance of this is also bad.

There are no refuse disposal facilities such as household dust bins, incinerators or refuse collection service.

As a result of this disposal of household refuse is on open space 'Sobi Park' and available undeveloped site or air space. See Plate 4.2.

A respondent's comment on the effect of this while giving his preference for first floor accommodation runs "It provides a good view of the surrounding, if the surrounding is beautiful. But unfortunately refuse depots are the case here. Nothing here in the surrounding to admire".

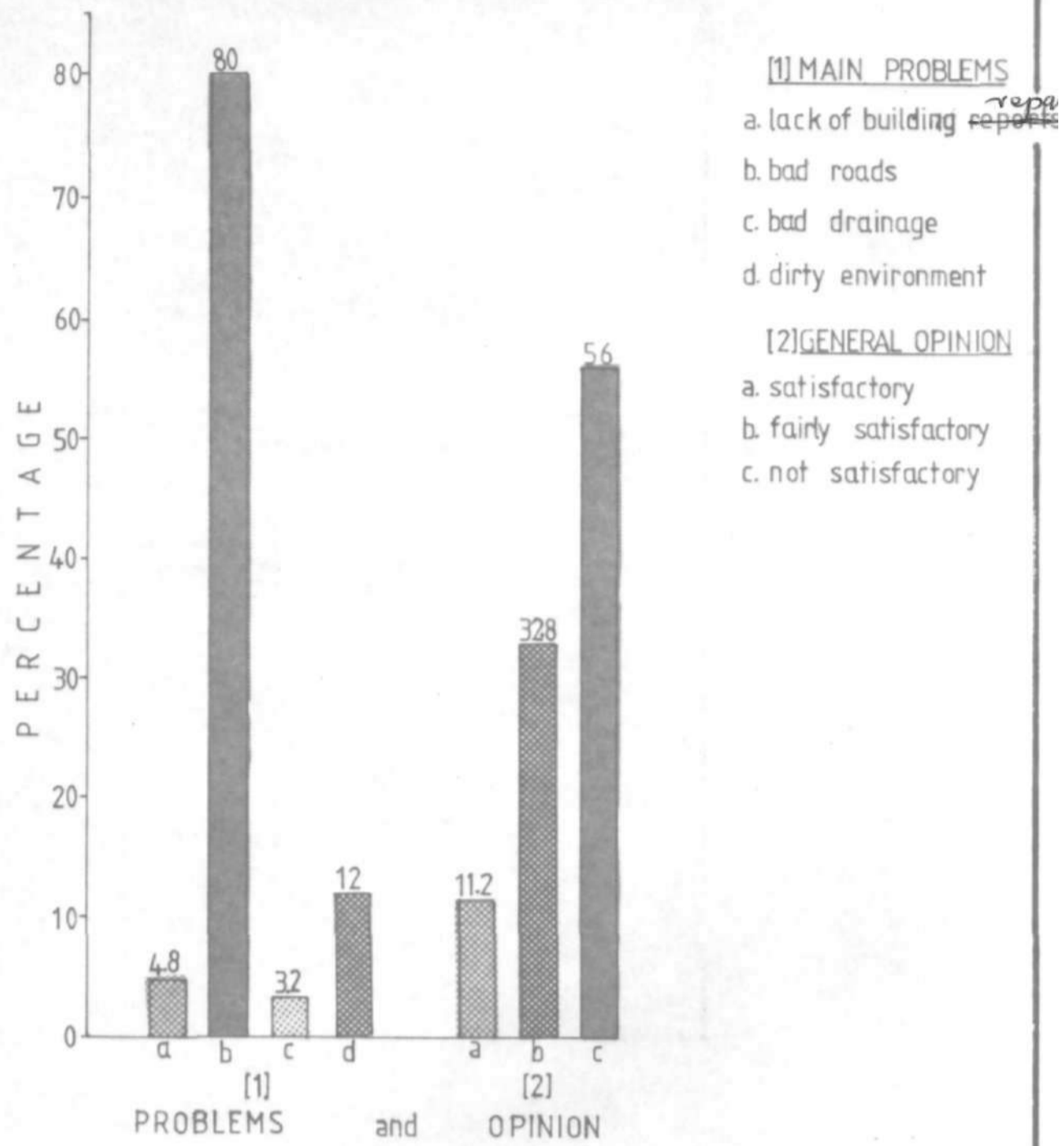


FIG.45 MAINTAINANCE SITUATION



Plate 4.2 (a)

Open space (Sobi Park) being used as refuse depot.

NOTE - the presence of 'high' solid waste.



Plate (b)

Mosque site being used as refuse depot.

NOTE - the increasing area extent of the system.

This remark coupled with the evidence in plate 4.2 indicates the unsatisfactory maintenance of this aspect apart from the respondents assessment of it at 12% as a main problem in Table 4.9.

d) Others - Water and Electricity Mains.

Water pipes were buried underground and there was no evidence of broken pipes.

The estate has not been provided with street light.

However the electric poles and the distribution cables to the houses were in good order.

e) General Opinion on Maintenance of the Estate

Residents opinion on general maintenance is shown in Table 4.9

TABLE 4.10

GENERAL OPINION ON MAINTENANCE OF THE ESTATE

| Variables              | Frequency | Percentage |
|------------------------|-----------|------------|
| 1. Satisfactory        | 14        | 11.2       |
| 2. Fairly satisfactory | 41        | 32.8       |
| 3. Not satisfactory    | 70        | 56.0       |
| TOTAL                  | 125       | 100.0      |

Source: Field survey, Dec. 1978

With this indicating 56% as unsatisfactory and 32.8% as fairly satisfactory and their relative values, the general opinion therefore is that maintenance of the estate is unsatisfactory.

4.4. Managing Authority

a) Objectives and Powers

The estate is being managed by Kwara State Housing Corporation, the main authority charged with the responsibility of executing the

Kwara State Government Housing Programmes in the state.

In addition to its power to prepare developments schemes, it can equally undertake real estate services, participate in capital market and run general consultancy services.

b) Organizational Structure

For executing its functions the organisation structure comprise

- 1) Board of Directors, who oversee the affairs of the Corporation
- 2) General Manager as the Chief Executive
- 3) Administrative department which deals with general administration aspect of Corporation services.
- 4) Finance department, the branch responsible for all financial aspects of Corporation.
- 5) Estate Department which is principally concerned with general management of Corporation's estates and Valuation matters.
- 6) Design department which prepares all the plans for execution of Corporation's schemes.
- 7) Engineering department, the division that handles engineering aspects of Corporation schemes and general properties.

The organisational structure is shown Fig. 4. However, all the posts indicated have not been filled due to financial and personnel problems.

The observation from this structure is its conformity with the fairly recent recommended structure for such organisation (The Institute of Housing Manager, Britain 1972) in terms of its comprehensiveness and simplicity.



In addition to this credit, it has also satisfied major requirements of functional organisation in terms of its expression of purpose; specialisation of activities; facilitation of internal co-ordination and unity of effort (related operators are grouped together); certainty of where authority lies; definition of responsibility; limitation of span of control (no one supervises or controls more than six direct subordinates); balance of various units (no department is unreasonably large); flexibility; correspondence (General Manager is the mode of correspondence between the staff and the Board of Director).

c) Efficiency

Information could not be obtained on the staff strength of the Corporation hence its level of efficiency in relation to its major activities cannot be fairly determined.

However earlier findings on rent collection and maintenance activities, apart from deficiencies in later part of this report, have shown that the authority has not attained a reasonable level of efficiency in its major operations, the causes of which relate to financial, technical and administrative bottle neck problems.

4.5. Controls, Co-ordination and Co-operation

a) Controls - (including tenants education)

Tenants are being controlled and educated through the following:

- 1) Agreement documents
- 2) Rule and Regulations enforceable in all Federal Housing estates.

The effects of these control measures lie in their technicalities and cumbersomeness to encourage convenient reading and use of their provisions.

Because of the authority's limitation to use of formal control methods in dealing with the residents, the provisions of some of them have been breached by residents as shown in Table 4.11 where 40.8% (2-4) have undertaken some form of improvement without the authority's consent. Of most important is their installation of window burglar and mosquito proofs by 32.8% which suggests the need for this component in the design of units.

TABLE 4.11  
UNAUTHORISED IMPROVEMENT

| Variables                             | Frequency | Percentage |
|---------------------------------------|-----------|------------|
| 1. None                               | 74        | 59.2       |
| 2. Wardrobe                           | 6         | 4.8        |
| 3. Kitchen fittings                   | 4         | 3.2        |
| 4. Window burglar and mosquito proofs | 41        | 32.8       |
| TOTAL                                 | 125       | 100.0      |

Because of the ~~like~~ lax attitude of some junior members of the staff to their duties they are therefore not properly controlled. However intermediate and senior members of the staff appear dutiful.

There is proper administrative control of finance because of the scrupulous checking of receipts, vouchers, and invoices by the Accounts department. However, technical control of finance is lacking because of the absence of market study in implementing housing schemes, particularly the Adewole Estate, Ilorin whose demand for its accommodation is very low.

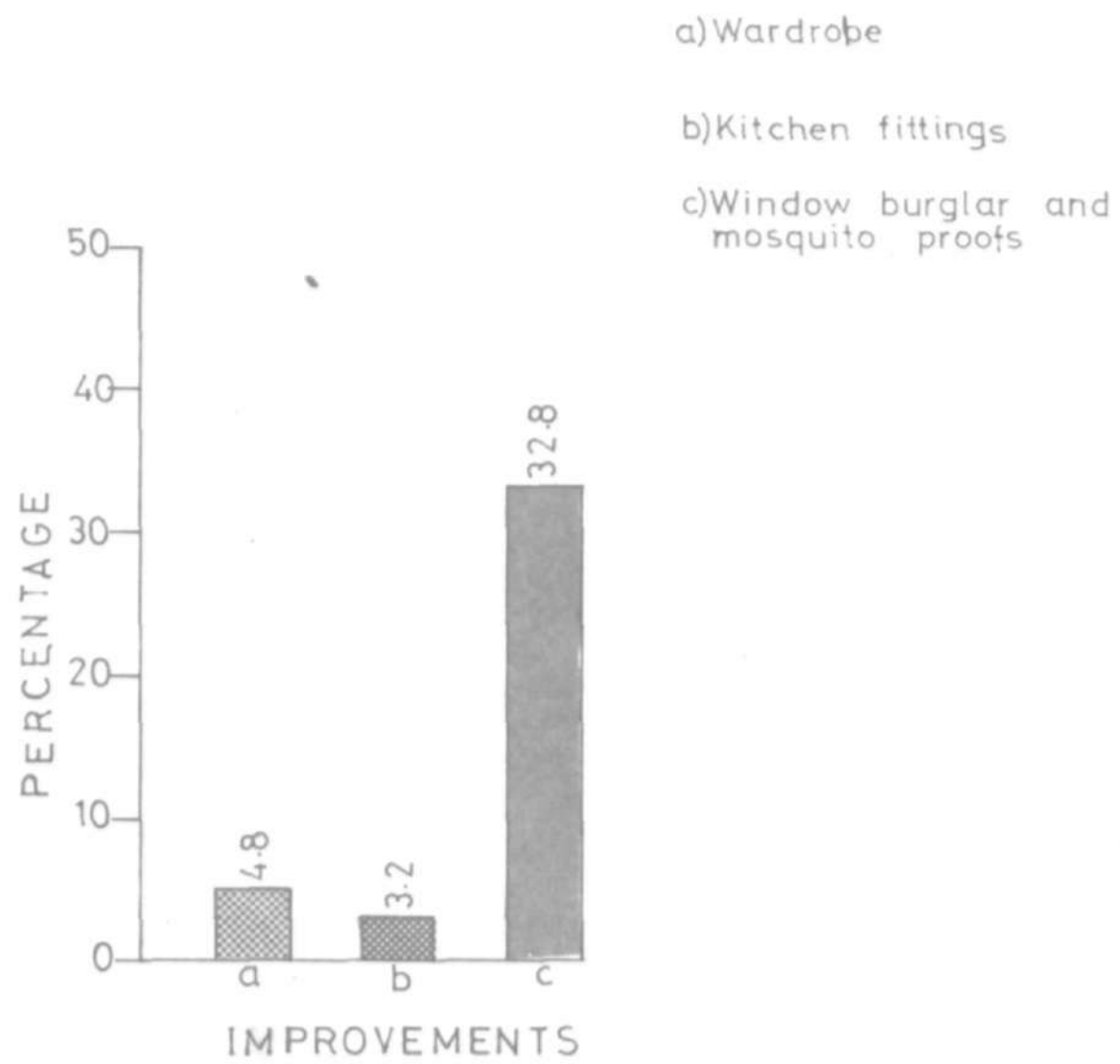


FIG 4.7 UNAUTHORISED IMPROVEMENT TO UNITS

Because of the careful handling of materials in all the departments, particularly in the store, and the estate and design departments, there is a reasonable degree of control on them.

b) Co-ordination

The external co-ordination of activities is not satisfactory because of the authority's main reliance on formal means of communication with health, market, transport, and the town's local authorities whose services are badly needed by the residents of the estate and those in the surrounding settlement "for attaining the wider goal of a full and happy community life".

However, there is satisfactory degree of internal co-ordination of activities because of the mutual exchange of ideas by the key members of the staff in various department and the role of the General Manager who co-ordinates the activities of all the departments. The effect of this is the base it offers for achieving the common objectives.

c) Co-operation

The authority is not enjoying the co-operation of some authorities particularly the Ministry of Health for its lack of response to appeal on supply of households with dustbins. The State Government too is not fully co-operative because of its delay in treating authority's appeal on ceasing the occupation of the estate primary school buildings by the Federal Training Centre to allow the buildings serve their purpose.

Co-operation of water and electricity authorities and the residents employers (in the forwarding of salary increase of their employees who are tenants of the authority for purpose of adjusting rent to conform with policy in that regard) were however obtained.

The co-operation of the resident's employees has arisen because of the earlier request from them to guarantee their employees who won allocation of units in the estate that they would furnish to the Housing Corporation from time to time increase in the salary of such employees for necessary revision of rents.

The significance of this employer's co-operation is the possibility of using such opportunity to improve the management of the estate by using this to explore other possibilities for introducing collection of rent from source of income since most of the tenants are salary earners.

While there is co-operation between these authorities such, however, does not exist between the managing authority and the residents perhaps due to the authority's reliance on formal control techniques or some unavoidable situation that could not make such co-operation forthcoming.

From Table 4.11 indicating that 40.8% (ii-iv) of the residents have undertaken improvement on the buildings without the consent of the authority and Table 4.7 showing that 5% of residents are not paying their rents regularly because the authority would not call to demand for them confirm this absence of tenant's co-operation with the authority in the vital areas of its management functions.

However the organisation enjoys the internal co-operation of the friendly working relationship that exists among the employees, a good basis for achieving success in the common objective they all share in the organisation.

#### 4.6. Public (Residents) Participation in Planning

Besides the fact that the residents were not co-operative with the authority by their failure to abide with the agreement terms, the authority itself has not seriously involved them in management of the estate through effective communication media.

Despite this situation, tenants formed association of their own for using it as a vehicle to correspond with the authority.

In its meeting of 25th May, 1977 the association communicated, formally, with the managing authority and copied the Military Governor (now Military Administrator), Secretary to the State Military Government, Kwara State Ministry of Education, and the Federal Housing

Authority, Lagos demanding, as of top priority, the removal of Federal Training Centre, an Adult Educational Institution, from the estate primary school buildings so that they could serve their purpose.

Also included in their demand were health facility, market, provision of refuse disposal facilities, repairs of roads, and the extension of State intra Urban bus service to the estate.

The importance of this action of the residents is the expression of the desire to participate in planning of the estate. Such demand, when analysed with respect to the provisions of Ilorin Master Plan Report and the Scope of housing management, has shown that the residents possess planning ability. The Ilorin master plan report provides such to a population of 10,000, which the estate own (1,500) and that of Kulende Village (8000), the community with which the estate is integrated roughly make. Rather than the authority seeing to this demand with minimum delay, it responded by supplying each household with a water tank just a few months to commissioning of Asa Dam Ilorin (now commissioned) which the Ilorin Master Plan Report indicates that it is

TENANTS ASSOCIATION  
DEMAND

- (a) Functional use of school building
- (b) Market
- (c) Health facility
- (d) Club building
- (e) Road maintenance
- (f) Refuse facilities
- (g) Street light and police patrol
- (h) **Bu**s service to the estate.

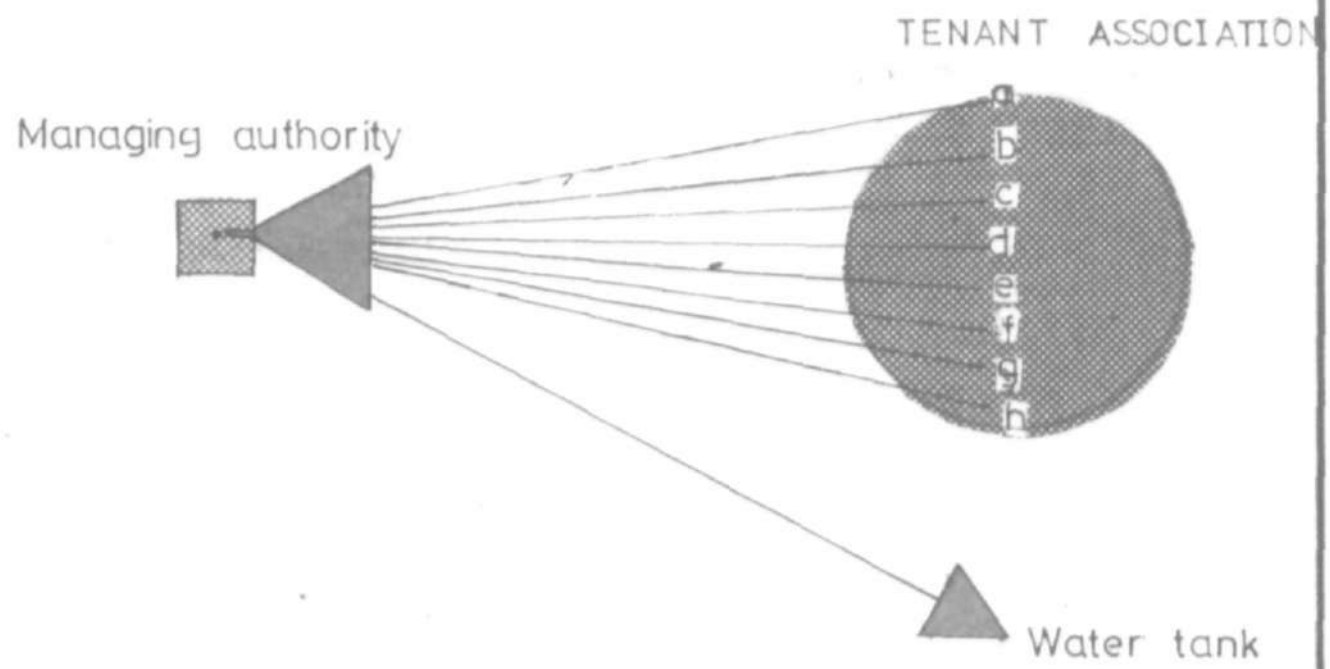


FIG. 4.8

"THERAPY" APPROACH TO  
TENANTS EFFORT TO  
PARTICIPATE IN PLANNING

TABLE 4.12

ELEMENTS OF SOCIAL INTERGRATION

| Factors/Variables                                  | Frequency | Percentage |
|--|-----------|------------|
| a) <u>Have Friend in the Estate and Visit them</u> |           |            |
| i) Yes   | 122       | 97.6       |
| ii) No   | 3         | 2.4        |
| b) <u>Give lift to people in the estate</u>        |           |            |
| i) Yes   | 106       | 84.8       |
| ii) No   | 9         | 7.2        |
| iii) Have no vehicle                               | 10        | 8.0        |
| c) <u>Disturb by neighbours</u>                    |           |            |
| i) Yes   | 22        | 17.6       |
| ii) No   | 103       | 82.4       |
| Total  | 125       | 100.00     |

Source: Field Survey, Dec. 1978

b) Social Welfare

Social welfare services available in Ilorin Urban Area are limited. The most concern type is that being rendered by a department of the State Ministry of Local Government and Community Development. Because of this situation there has been no large scale social welfare services in the estate. The managing authority too has not such provision in its organisational structure. However, it was understood that the authority's members of staff residing in the estate were quite helpful.



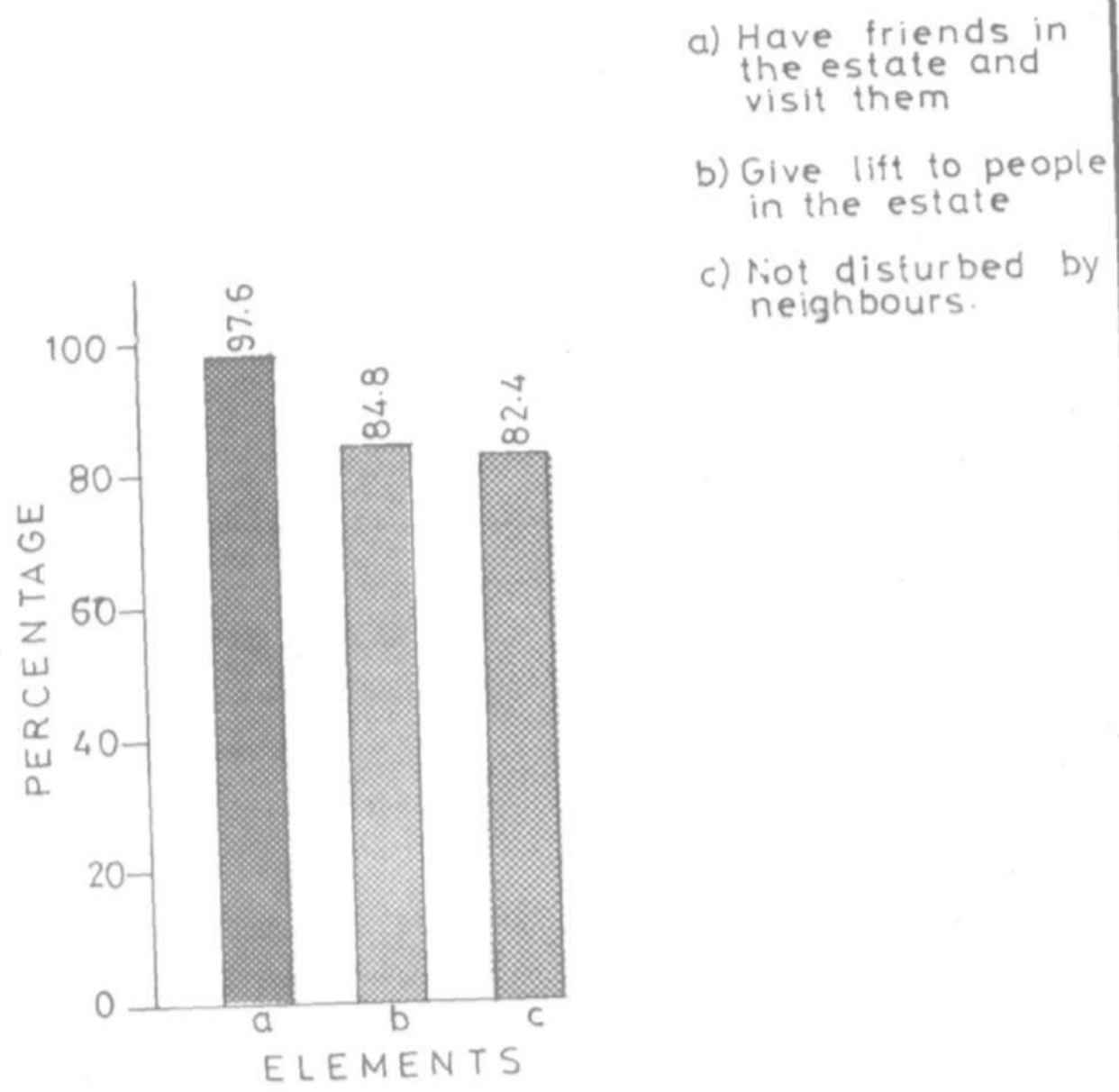


FIG.4.9 ELEMENTS OF SOCIAL INTEGRATION

From this table showing 80.4% unsatisfied about lack of primary school service indicates that this service is very essential to residential community. Market requirement too is evidenced by 10.6% while distant location from the town, and lack of children's play area being 6.6% and 2.4% respectively. However the children were not happy about lack of playing fields within the area.

#### Architectural Design

The units have no direct link between the sitting and a bedroom. This has not been satisfactory, in first order, to 69.6% while 23.4%, 4% and 3% have not satisfied with inadequate space, inadequate amenities and poor ventilation respectively.

The effect of this is the need for unit design to satisfy the needs of the residents, particularly provision of direct link from sitting to a bed room.

#### 4.9. Housing Preference

The general character of development in the estate is mixed horizontal and two-and three storey buildings.

From Table 4.14 showing 82.9% preference for compound type with separate amenities and courtyard in each, and 10.5% for compound type with common courtyard but separate amenities, the total of which makes 98.4% indicates that households, given option, would like to occupy horizontal buildings, particularly the compound type.

TABLE 4.14  
HOUSING PREFERENCE

| Variables   | Frequency | Percentage |
|---|-----------|------------|
| a) <u>Home Type</u>   |           |            |
| 1. Compound type with separate amenities and courtyard        | 104       | 82.9       |
| 2. Compound type with common courtyard but separate amenities | 13        | 10.5       |
| 3. 2 - Storey building  | 8         | 6.6        |
| TOTAL   | 125       | 100.0      |
| b) <u>Reasons</u>   |           |            |
| 1. <u>Groundfloor</u>   |           |            |
| Children play and safety need                                 | 74        | 59.2       |
| 2. Dislike climbing   | 16        | 12.8       |
| 3. Enjoy more space   | 33        | 26.4       |
| <u>First floor</u>  |           |            |
| 4. Better view is observed                                    | 2         | 1.6        |
| TOTAL   | 125       | 100.0      |

Source: Field Survey, Dec. 1978

Reasons given for the preference were 59.2%, 12.8%, 26.4%, and 1.6% for children play and safety need, dislikeness for climbing, enjoyment of more space, and observation of better view respectively.

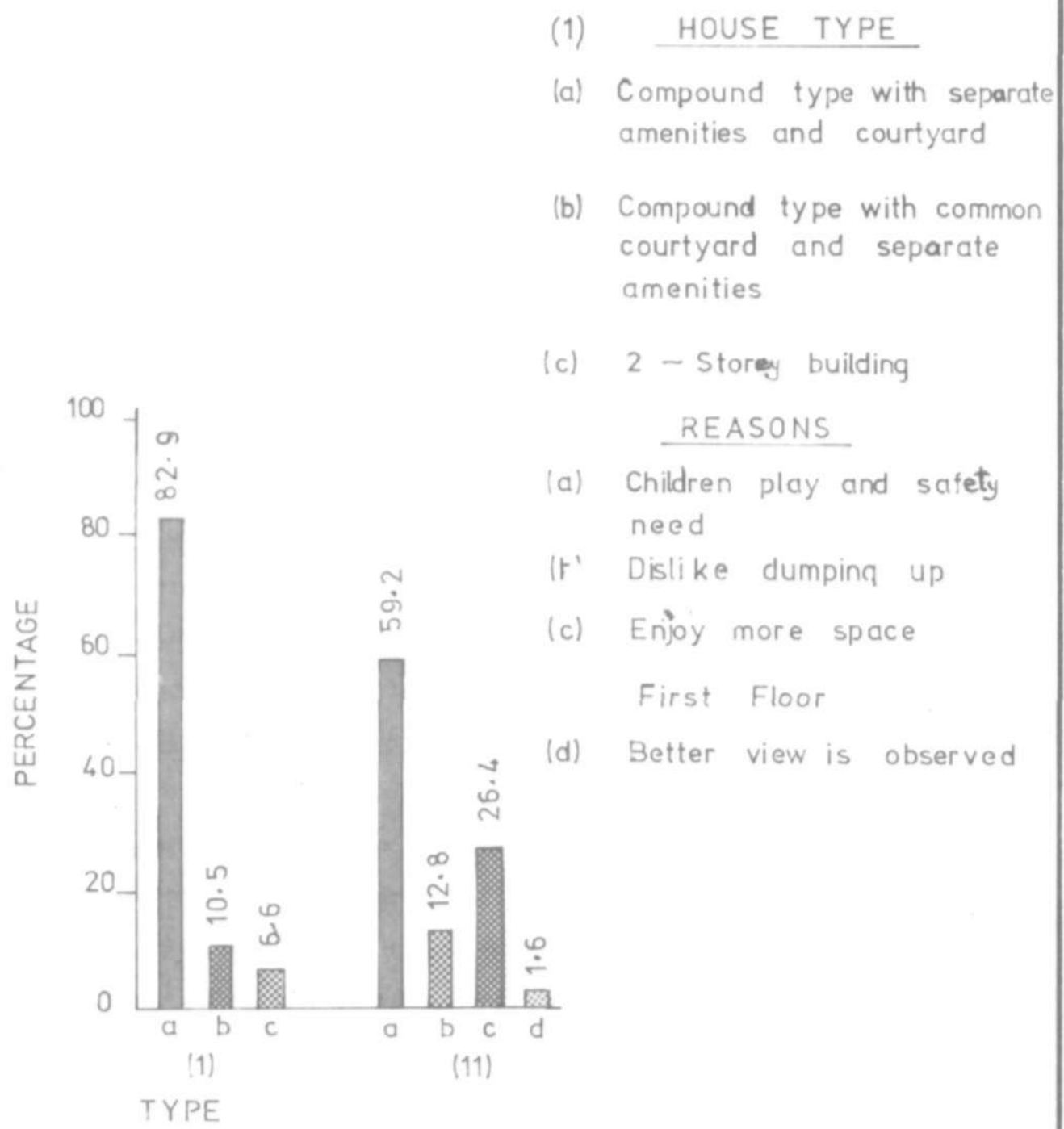


FIG.4.11 HOUSING PREFERENCE

#### 4.10 Main Problems of the Managing Authority

##### a) Finance

The main sources of revenue for the authority are through the State Government grant, occasional Federal Government grant, and rents from its estates.

Because of the need for the authority to meet a number of obligations such as payment of staff salaries, maintenance of estates, and payment of overhead expenses (electricity) with the limited resources available to it, financial problem has therefore been described as the core of its handicap.

##### b) Personnel

Although the authority financial resources were limited, it was however understood that the resources set aside for staff matters were rarely exhausted as technical personnel offered employment seldomly turn up and this has caused the organisation a lot of problems in executing its programmes to desired level of success.

#### 4.11. Comparative Findings

General information obtained on the management of similar schemes in Lagos, Kaduna, and Kano have indicated some similarity with the management of the study area, particularly on policies for selection of tenants, fixing of rents and rents collection system, maintenance, public participation in planning as well as social integration.

CONTENTS OF CHAPTER V

- 5.1. Summary of Findings
- 5.2. Planning Implications of Findings
- 5.3. Proposals for Improving the Management of Kulende Estate
- 5.4. Proposals (Guidelines and Briefs) for the Location and Design of Public Housing Estates in Ilorin.
- 5.5. Proposals for Improving Financial and Personnel Problems
- 5.6. Proposals for Solving Housing Problems.
- 5.7. Proposals for Research.

CHAPTER VSUMMARY OF FINDINGS, PLANNING IMPLICATIONS  
AND PROPOSALS5.1. Summary of Findings

1) The criteria for selection of tenants are based on the Federal Government guidelines and the distribution system is by ballot while the allocation of units is made on the basis of household income, and this has given rise to dominant occupation by middle income families.

2) Rents payable per annum are 20% of household income or 4% of cost of building under Federal Government guidelines and 6% of employee's salary on the basis of Kwara State Civil Service rules.

All these are beyond the ability to pay of low income families in Ilorin.

3) Rent collection system is through payment at the estate office and the rate of monthly collection is relatively low.

4) Maintenance system is by request and maintenance activities particularly on roads and refuse collection are poor.

5) The managing authority has satisfactory organisational structure because of its simplicity and comprehensiveness for undertaking large scale housing activities. However, it lacks adequate staffing and its level of efficiency, in terms of its neglected activities, is relatively low.

6) The methods of control and co-ordination mostly adopted are of formal types and they have given rise to non-compliance with some rules and regulations as well as lukewarm attitude of other agencies towards the provision of necessary facilities in the area.

7) The managing authority does not enjoy the co-operation of some authorities in managing the estate and this has affected the quality of life in the estate and in the neighbourhood.

It, however, enjoys the co-operation of others particularly the water and electricity authorities as well as the employers of the residents.

8) There is high degree of social intergration and interaction among the residents possibly through the moderately undiscriminatory criteria for selection of tenants, the design of the estate that encourages mixed development and/or the tenant association which comprise all classes of income.

9) The design of the estate is unsatisfactory because it has not provided for useful and adequate open spaces, landscaping, corner shop and service plots, and its adoption of dangerous road pattern.

10) Given the option to choose their unit accomodation most residents would prefer compound type of buildings.

11) The main problems of the managing authority centre on finance and personnel and these have consequently affected its level of achievement.

12) The basic management concepts on and the problems of authorities responsible for similar schemes in Lagos, Kano and Kaduna are the same with those observed in the study area.

#### 5.2. Planning Implications of the Findings

Arising from the above observations, the following are their significant planning implications:-



- 1) Because of the selection criteria which exclude consideration for needs, poor condition is created for enhancing equality of access to public benefits and consequently widening the gap between the rich and the poor.
- 2) Because of the distribution system and the allocation basis which have no regard for need factors some individuals are therefore not given fair chance to be served and others are put to derive more or less benefits than they deserve.
- 3) As a result of rent structure which is unfairly discriminatory and have no relationship with ability to pay individuals in the same natural (e.g. income) class are therefore unequally benefitted and this has consequently not improved the condition of others.
- 4) Because of the poor rent collection system, opportunities for increasing revenue for public authority (Housing Corporation) can therefore not be achieved.
- 5) Due to poor maintenance system and activities, chances are therefore created for rapid depreciation of public resources.
- 6) Because of the inadequate staffing of the housing authority and ineffective control, co-ordination, and co-operation mechanisms the authority's chances of attaining high level of efficiency therefore stands shaky.
- 7) Because of the denial of residents the opportunity to participate in planning and management of the estate to their interest, opportunities for enhancing human benefits in the environment is therefore hindered.
- 8) The existence of social integration in the estate therefore means that all the possible forces that could lead to this should be identified in the estate and they should be encouraged in planning of residential area.

9. As a result of unsatisfactory design of the estate and its buildings, poor living environment has been created thus retarding opportunities for balanced development of man.
10. Because of the residents preference for horizontal housing, this, therefore, indicates that planning efforts should strive to provide the community with this type as much as possible.
11. The fact that the problem of the housing authority centre on finance and personnel indicates the need to make the best use of available resources through rational investment decisions and the use of adequate controls so as to minimize waste.
12. The similarity of management concepts and problems in areas of comparative findings with the main study area calls for the common solutions towards their improvement.
13. The fact that the problems constitute obstacle to achievement of National Development goals, particularly those of the developing countries including the Third National Development Plan of Nigeria (1975-80) calls for urgent solutions through concrete suggestions if benefits of planning were to be derived.
14. The realisation of importance of good public housing management through the experience of other countries (discussed in the literature review) calls for proper attention to this subsector by the authorities of all countries, particularly those in the developing stage, if the desire to develop evenly is the national priority.

### 5.3. Proposals for Improving the Management of Kulende Estate

#### (also as Guidelines for Managing Public Housing Schemes)

In order to achieve the social, economic, administrative and technical objectives that are connected with management of public housing estates, the following policy proposals, based on the findings and lessons from other countries, are therefore advanced,

#### a) Selection of Tenants and Distribution Systems

To enhance equality of access to public housing as well as ensure fair treatment of individuals, the selection criteria should include homelessness, extreme poverty, over crowding, occupation of housing lacking in facilities or unsafe for human occupation, ill-health, old age and they should not discriminate against the youths.

b) To ensure that the greatest in need are served first, the distribution system and allocation of units should be on the basis of need with the aid of 'Point Scheme'.

Sociologists, Social Welfare Officers and Economists should be involved in assigning values to the points and those relating to need should not be less than fifty per cent of the total value for allocation.

#### 2) Fixing of Rents and their Collection System

a) To ensure fairness in the determination of rents and achieve other objectives of human development, rents should be related to household ability to pay and they should not be discriminatory on inequitable considerations.

By the present condition, 5% and 6% of income of low and middle income families in Ilorin respectively are what they can afford as rent on housing, hence these should be their rent limits.

b) To ensure maximum rate of collection, introduce collection from source of income since the residents are mostly salary earners. The existing co-operation of residents employers could make this easy to implement.

c) Apply legal and police assistance, when necessary, to enforce payment of rents.

### 3. Maintenance

a) In order to prevent rapid depreciation of public resources introduce programmed maintenance system .

b) Repair buildings, roads and drainage channels in bad condition to prevent their increasing effects.

c) Provide dust bins at regular intervals and empty them periodically so that environmental sanitation in the estate would not be lacking.

### 4. Managing Authority

a) To improve the efficiency of the Housing Corporation, provide adequate staff and assign responsibility on the basis of training, experience and other quality criteria.

b) To cure the deficiencies in the existing staff, introduce staff training programme and encourage staff to meet the requirements of the institution that provides the training.

### 5. Control, Co-ordination and Co-operation

To obtain the best from the employees, increase the life of materials, as well as obtain good return from investment, intensify control at all levels and see to their proper applications.

b) To enforce rules and regulation for managing the estate, extend the methods of controlling tenants to use of practical methods by periodical inspection and use of informal means of communication

(meetings, film shows, campaigns, radio and television programmes)

- c) To ensure that other agencies whose services are needed in the estate respond with minimum delay, apply informal communication methods through repeated personal call at their offices.

b. Public (resident's) Participation in Planning

- a) To encourage residents participate in planning, implement their suggestions <sup>made</sup> through the tenant association.
- b) To obtain good result in the management of the estate, involve residents in planning and development of their area by identifying their leaders and communicate to the residents on their need to undertake community development programmes through these leaders.
- c) Co-opt some leaders of tenant association when matters of common interest to both the authority and the residents are to be discussed. This will make the residents feel that they are involved in the decision making when it is heard from one of them rather than the authority communicating them its decision.

7) Social Integration and Social Welfare

- a) To maintain the existing social integration among the residents as well as achieve this in the proposal for similar schemes, the forces responsible for this situation, particularly the mixed development of the estate which provide accommodation for all income classes and the orientation of buildings that make two bed room and three bed room units face each other or put

side by side, and thenondiscriminatory selection criteria, should be adopted as a rule of operation.

- b) For co-ordinating activities of the management particularly on tenants, a public relation and social welfare section should be established under Estate Department. This should concern itself with social welfare services of the management to the residents and should also serve as co-ordinating machinery in the organisation dealings with other authorities on informal communication basis.

8) Basis for Housing Design and Production

- a) In order to create a satisfactory living environment, basis for design should have regard to consumers preference and satisfaction by providing necessary facilities that could make life in the area satisfactorily interesting.
- b) For achievement of maximum housing satisfaction by individuals, the needs of the consumers as well as their preference should be the bases for decision on the types of housing to be provided and on the design of the building.
- c) Provide door to link sitting room and a bed room directly in all the existing units and plant trees in the <sup>estate</sup> ~~estate~~, particularly along the main roads, to correct the existing deficiency.

5.4. Proposals (Guidelines and Briefs) for the Location and Design

of Public Housing Schemes/Estates in Ilorin (could be used for similar schemes in other Nigerian towns with some modification.

A) General Guidelines

In addition to propos<sup>ing</sup> residential estates in are earmarked for such purposes, in Ilorin master plan report (areas presently close existing and future major places of work), the following

specific factors should be considered in the choice of a particular location.

1) Health

To enhance well being of the intended occupiers the area should be healthy and free from possible disease outbreak.

2) Safety

The site should be free from all environmental (pollution air, water and land) so as to ensure safety of life.

3) Economy

Avoid rugged, floodable steep slope sites to minimize cost of development, maintenance and unproductive works.

4) Convenience

To achieve convenience of man, it should be within reasonable distance to places of work, play and other service areas such as primary school, shopping centre/market, dispensary when these services shall not be provided within the estate.

5) Integrability

To achieve social integration among communities as well as achieve compact development, the scheme should not be an isolated development but integrated with an existing community.

6) Accessibility

To facilitate interaction with other parts of the town, the scheme should be accessible and served by efficient urban transport facilities.

A distance of about 750 metres to the bus stop should not be exceeded so that the residents would not have to trek too far.

7) Flexibility

For gradual implementation of the scheme, the whole idea about it should, as much as possible, be flexible.

B) Aims of Design Concepts

The design concepts as a whole should strive to achieve the following so as to create satisfactory environment where life could be interesting at moderate cost:

1. Functionality
2. General accessibility
3. Attractiveness (aesthetics);
4. Economy;
5. Preservation of the existing social pattern, life and values in the community;
6. General integrability
7. Convenience, and
8. Flexibility in space and its implementation.

C) Components of the Design

In order to promote the implementation of Ilorin master plan, the design of public residential housing scheme should, as much as possible, provide for a 'self-contained' community so as to make life interesting in the estate and to cater for the existing deficiency in the adjoining community. For this reason, the design should provide accommodation for the following, in addition to the buildings, using the standard recommended in Ilorin master plan.

1. Kindergaten and primary school.
2. Market or shopping centre, corner shops and restraunts
3. Dispensary or clinic,
4. Places of worship;



5. Community centre;
6. Service workshops;
7. Community open spaces; house block open spaces, and children playing field;
8. and possibly secondary school site where the community being planned for is very large.

#### D - Housing Layout and Design

In order to create a frictionless community that will enjoy maximum benefit of housing, the following factors <sup>should</sup> be considered in the design process.

##### 1. Density

The Ilorin master plan recommends a gross density of 250 - 400 persons per hectare for medium density development. The housing authority could adopt this in its public housing scheme so as to meet the need of all income classes in its estates.

##### 2. Plot Sizes

For this density, the same document recommends plot sizes of 200 - 400 square metres. These standards should serve as bases for determining areas for development of compounds which the community prefer most.

In all cases, ratio of plot width to its depth could be 1:2, but not less than 1:1.5 or greater than 1:3 so as to avoid frontage wastage, minimize cost of infrastructures, and allow for flexibility in building design. For these purposes as well, dimension of house blocks should be a multiple of two house plots in at least one direction.

3. Zoning Regulations

Building sizes, heights and set backs should be related to recommendations in the master plan for the areas where the scheme is to be located and the local building regulations so that the proposed development could conform with the desired pattern of development for the entire community.

4. Orientation of Buildings

Buildings should be properly orientated to avoid hazardous effects of climate and to enhance social integration by placing low income housing units besides the middle income or fronting the high income family housing.

5. Housing Mix

In order to encourage public participation in planning, design of housing should provide for serviced plots for all income classes so that both Government and private resources could be invested in housing and consequently enhance social integration of all income classes.

The design should also provide for mixing of all types of housing demanded by the society in such a manner that relates well to the site, street, space about them and to their setting in the landscape in three dimensional aspects.

6. Architectural Design

In addition to satisfying architectural design concepts, the building design should be flexible to allow for incremental development by the families, and should encourage use of durable local materials so as to avoid high cost. Provision of one bed room flat should be discouraged since two unmarried people can

be put together. Provision should be made for fixing burglar and mosquito proofs to all windows as well as provide direct link from sitting room to a bedroom so that the need of the people could be met.

#### E. Infrastructures

##### 1. Roads, Street and Foot paths

To minimize danger on the road, service streets should meet, as much as possible, at right angles to the collector streets. Prior to the design of the roads, information should be obtained on rate of car ownership expected in the estate so that adequate accomodation for parking facilities would be made. Generally road hierarchy, based on functions, should be adopted in the design for distributing traffic in the area. Road lengths should be as short, adequate and efficient as possible for economic and functional considerations.

Avoid culs-de-sacs but where they cannot be avoided keep their lengths as short as possible, generally <sup>not</sup> exceeding 150 metres and their turning ends should not be less than 15 metres in radius. Roads should be of sufficient widths to accomodate anticipated volume of traffic.

Ensure that minimum distance between two parallel roads is not less than twice the average plot depth so as to prevent land wastage.

Vehicular accessibility to all houses should be ensured for convinence.

For pedestrian safety and comfort, provide definite pedestrian foot path system in the area. Also along the streets, provide raised foot ways to appropriate width for separating pedestrians from the motorists.

2. Water Supply Mains

Since there is adequate water supply to Ilorin township from Asa Dam use of pipe borne water in the estate should be assumed and the design of its pipe network should consider terrain and topography for ensuring free flow of water without need for pumping.

3. Electricity and Street Lighting

With increasing demand for electricity this utility should be provided in the estate and its design of distribution cables should ensure safety and economy.

4. Storm Water Drainage and Sanitary Sewerage System

Possibility of combining storm water drainage with sanitary sewerage system to minimize cost of development should be considered. Their design should therefore consider the effects of terrain, topography and slope for ensuring free flow and minimum damage to the appurtenances.

5. Garbage Collection and Refuse Disposal System

To minimize the cost involved in collection of garbage and its disposal, the possibility of adopting a central disposal system with few collection points should be considered in the general networks for the estate.

F. Landscape and Open Spaces

1. The design should provide for adequate landscaping of the area including the roads so that the environment could be quite attractive and make moving within the area, particularly during the sunny period, comfortable.
2. Special land marks capable of arousing feeling and of which the community would be proud of should be provided.
3. Open spaces should be provided both at the front and rear of the buildings with the rear ones being larger and integrated with house block or community open spaces.
4. Adequate play grounds for children should be provided and this should be integrated with community or neighbourhood open spaces.
5. Provide small open spaces 'squares' to house blocks in relation to density of the buildings and the need of the community on the basis of recommendation in Ilorin master plan.
6. To achieve beauty in the area, deliberate attempt should be made to organise open spaces by orderly integration of house open spaces to house block ones and on to community open spaces so that they all form part of the overall green system.
7. Steep areas, lowlands, rivers, streams should be deliberately integrated with community open spaces for enhancement of aesthetics in the areas.

5.5. Proposals for Improving Financial and Personnel Problems of the Kwara State Housing Corporation (could be used by similar authorities)

Generally all public agencies have the limitations imposed on their activities by the statutes establishing them hence their use of initiatives are constrained by the powers granted them in their

2. Joint Partnership in Construction Industry

Given the employment of skillful personnel, partnership could be formed with the State Invest Corporation for the purpose of running a joint construction firm on medium scale. Profits from this should be diverted to solving housing financial problems.

3. Participate in Money Market

Invest moneys not immediately needed in stocks, shares, debentures and other securities so that they could appreciate in value by the time they would be needed.

4. Establish Savings and Loan Scheme (public participation in planning)

Funds from this could be used in granting loan to the public at moderate interest rate for housing development. This too will help in solving housing problems as housing supply would be increased. Similar authorities in Oyo and Lagos States are in practice of this.

5. Obtain Loans from Financing Institutions

Opportunities should be utilised in obtaining loan from both local and international financing institutions as long as the authority (borrowing) shall not be put in disadvantageous position nor jeopardize national interests.

6. Adequate Control on Available Resources

Since experience all over the world indicates that resources are not always adequate to meet all the requirements, and that they are also difficult to obtain as loans, it therefore becomes necessary to control the available financial, human (staff) and material resources for the purpose of getting the best result from their utilization. For this reason, investment decisions of the authority should be based on satisfactory analysis with the aid of evaluation

techniques as Cost Benefit Analysis, Planning Balance Sheet, Goal Achievement Matrix.

Also, increased productivity of the staff could be achieved by use of such planning and control mechanisms as the Project Evaluation and Review Technique and Critical Path Method while material resources could be controlled to minimize waste by upholding existing control practice in the store and by putting the materials in various departments under the direct control of the heads of the departments.

#### 7. Maintain Consultancy Services

When the organisation is adequately staffed with highly qualified and experienced professionals it should run consultancy services in Town Planning, Architecture, Valuations, Quantity Surveying, Accountancy and Engineering on relatively lower charges so that it could be well patronized by members of the public. However, its method of implementation should follow the system currently in use in National Universities where both the authorities and the technical staffs involved share in the return. This is necessary so as to achieve the best of both the primary and secondary services of the technical staff.

#### B. Recommendations on Personnel Problems.

1. Since the authority cannot employ outside the provisions of Civil Service rules, its policies on staff should reflect rapid promotion prospects so as to attract the necessary personnel.
2. Employment offer to technical personnel should include such incentives as generous housing and training opportunities since these usually form the targets of man's aspirations.

## 5.6 Proposals for Solving Housing Problems

Statistical evidence show that housing problems in Nigeria exist in both qualitative and quantitative terms.

With this situation it therefore becomes necessary to evolve comprehensive strategies of legal, technical, financial, institutional, managerial and administrative characteristics like those suggested below for alleviating housing problems in both our urban and rural areas.

### 1. People's Responsibility for Housing

The government in its formulation of housing policy should, only aim at providing the necessary legal, financial, technological, institutional and administrative framework for the people to contribute their cash, material and labour resources in producing their own housing. It is this method John Turner (1976) described as 'Housing by People' and the approach planners believe to be most effective in providing solutions to housing problems because of its greater ability to offer maximum possible housing satisfaction.

### 2. Public Participation in Planning (managing people to provide their own housing).

With the above stated policy and government aids, the public should be managed to provide themselves with housing through such second best solutions as self-help housing schemes (in all forms); co-operative housing, and site and service schemes.

This will allow resources allocated to housing go round as many people as possible.

Given this situation, it therefore means that implementation of public housing would be limited to provision of housing for



economic and physically handicapped citizens or to cases where it is necessary to provide housing close to sources of employment for reasons of convenience and efficiency

3. Proper Care of Existing Stock

Most housing policies in the past concentrated on building of new residential areas as means of solving housing problems without serious thought on the existing stock. But ideally comprehensive housing policies should include provisions for upgrading, rehabilitation, renewal of existing stock so as to ensure that the quantity and quality of housing available at any time does not fall below acceptable standard. Fair approach towards this is by physical and social improvement of human environments (including villages) through provision of such lacking facilities and services as roads and street, water, electricity, primary school, market, dispensary, open spaces and building maintenance which are capable of improving quality of living environment.

4. Immediate Implementation of Credit Facilities to Middle and Low Income Families

Government should implement its recent decision on extending credit facilities to the citizens in low and middle income classes and this should include the self employed and the rural dwellers if remarkable progress is to be made in our efforts towards solving national housing problems.

5. Improvement of Local Building Industry

Research should be intensified on use of Local materials for building construction so that they could serve as better substitutes for imported materials.

The efforts and achievements of responsible authorities should be widely publicised. In addition to this, measures should be taken to improve intermediate construction technology through practical training to the large illiterate craftsmen.

6. Subsidy on Prices of Building Materials

Basic building materials, such as cement, iron sheets, timber should be subsidized through aids to their producers so that their sale prices could be moderate.

In addition to this, prices of basic building materials should be controlled so as to prevent a situation that could lead to galloping inflation.

7. Increase Supply of Land for Housing

The States' Land Use and Allocation Committees should speed up their efforts in processing applications for plot allocations. The provisions of the Land Use Decree (1978) should be amended to make it possible for those individuals who have resources to acquire and develop large scale housing provided the rents payable on them shall be consistent with public policy.

Security of tenure should be granted to participants in the cases of self-help, co-operative and site and service housing schemes.

## 8. Application of Regional Planning to National Development

The current practice of concentrating industries in few urban centres has similarly given rise to undue concentration of population in these cities.

It has also resulted into appreciable neglect of our rural areas to such an extent that the environments repel most of their inhabitants, particularly the youths hence there is high rate of migration to the primate cities for satisfaction of human economic, social and educational desires.

To arrest this situation, efforts should therefore be geared up towards spatial distribution of development activities through Regional Planning strategies which are capable of improving the conditions, in both rural and urban areas and consequently result into greater development of our society.

### 5.7. Proposals for Research

Arising from this study are a few questions which, by their nature, are significant to achievement of national objectives particularly in the housing sector.

Because of this reason, they demand urgent attention through research into them so that our efforts towards solving national housing problems could become convincingly beneficial to all.

Among others, the following are suggested for immediate research.

#### 1. 'Points Scheme' of Allocation

Study on this should consider what values or weights are to be attached to social, economic and political criteria for selection of tenants into and allocation of units in the public housing so

that maximum benefit could be derived from the scheme by adoption of the method to distribute units to the people in order of the magnitude of their housing problems.

### 2. Collection of Rents from Source of Income

Research into this should evaluate the prospects and problems involved in implementing this system of collecting rents in the management of public housing. In the process efforts should be made to critically identify and analyse the ~~approach~~ <sup>requirements</sup> to make this a success in its implementation.

### 3. Self-Help Housing

Since it has become crystal clear that the most realistic way of solving our national housing problems is through self-help housing it therefore becomes crucial to conduct a study on this system <sup>so that it</sup> could be implemented in our society, particularly in urban centres.

Approach to this study should include comprehensive analysis of social, economic, technical, administrative and institutional factors that would be involved and how they could be integrated to produce desired results.

CONTENTS OF CHAPTER SIX

- 6.1. Federal Government
- 6.2. Kwara State Government
- 6.3. Kwara State Housing Corporation
- 6.4. Local Governments
- 6.5. The Public
- 6.6. Conclusion

CHAPTER VIIMPLEMENTATION AND CONCLUSION

An X-ray of the proposals advanced in this study would undoubtedly require the participation of all levels of government and the public itself for their implementation. For this reason, implementation strategies have, therefore, been grouped under characters to be involved for their execution and each personality should act its part most fairly so that the union of all the efforts could produce satisfactory results.

6.1. Federal Government

1. Proposals on criteria for selection of tenants, distribution system and fixing of rents on public housing schemes undertaken or to be undertaken under its housing programme should be implemented with minimum delay and necessary directives should be given to State governments and their housing agencies to comply with same accordingly.
2. Proposals for solving housing problems should be incorporated in the national long term goals for development and they should be considered in the drafting of the periodic National Development Plans.

6.2. Kwara State Government (and similar bodies in the country)

1. Proposals on avoidance of discriminatory rents based on factors not supported by equity, and those on co-operation with the housing corporation in achieving its objectives should be implemented soonest.
2. Proposals on housing by the people, at the State<sup>level</sup> and self help housing should be seriously considered in drafting of its State's Development Plans.

Its Ministries of Lands Works and Housing, and Local Government should be vigorously involved in implementing such housing policies.

## 6.6. Conclusion

Based on the findings of this study, the problems being experienced in the management of public housing estates, particularly Kulende estate and similar ones in this country are those arising from the mistakes of man in his decision making processes. However situation would 'improve' as soon as we are educated enough by the lessons of others.

APPENDIX

AHMADU BELLO UNIVERSITY, ZARIA

M.Sc. URBAN AND REGIONAL PLANNING RESEARCH

QUESTIONNAIRE

Dear Sir/Madam,

I am a post-graduate student at Ahmadu Bello University, Zaria.

Purpose of Survey

The following questions are for the purpose of knowing how this estate is being managed. The completed questionnaire would assist me in knowing where problems exist in the management of the estate and, on this basis, make recommendations to the relevant authorities for improvement.

Required Action

I will therefore be grateful if you will kindly and MOST FAIRLY answer the questions on the attached sheets.

Guaranty of Information

I assure you that all information given in this questionnaire shall be treated in strict confidence. For this reason, do not write your names on the questionnaire.

+Call Back

I shall call in few hours time to collect the completed questionnaire.

Thanks for your co-operation.

Yours sincerely,

MURI ADI

M.Sc. Urban and Regional Planning Student,  
1978/79 Session.



QUESTIONNAIRENOTE

- A Each question is provided with alternative answers. You are therefore to tick in the box ( ) e.g. ( ) against the answer most appropriate AFTER you have read and understood the question.
- B In few cases, you are required to provide your own answers.  
Happy Reading.

PART 1

1. Name of Estate.....Town.....
2. Total Number of people living in this Unit?
  - Male.....
  - Female.....
3. Total number of children in this unit:-  
Specify.....
4. a) Total number of children still in primary school in this unit. Specify.....  
b) Which primary schools children attend? Give names and areas in the town.....
5. Religion  
Islam ( ) Christianity ( ) Others ( )
6. Main Occupation
  - Government employed, including Teaching ( )
  - Private Company or Firm ( )
  - Self-employed (Trading, Crafts) ( )
  - Army ( )
  - Others ( )

## 7. Highest educational qualification or training obtained:-

- Primary ( )  
 Secondary or Trade Centre ( )  
 Polytechnics or Professional ( )  
 University ( )

## 8. What is your annual basic salary or its estimate?

- Below ₦1000 ( )    ₦1000 - ₦2000 ( )    ₦2001 - ₦3000 ( )  
 ₦3001 - ₦4000 ( )    ₦4001 - ₦5000 ( )    Above ₦5000 ( )

## 9. a) How long have you lived in Ilorin before you won an allocation in this estate?

- Under 1 year ( )    1-2 years ( )    3-4 years ( )  
 5-7 years ( )    Above years ( )

## b) How long have you lived in this unit?

- Under 1 year ( )    1-2 years ( )    3-4 years ( )  
 5-6 years ( )    Above 6 years ( )

PART II1. Type of Dwelling Unit

- Three Bedroom type ( )    Two Bedroom type ( )    One Bedroom type ( )

## 2. Type of this house:-

- Compound Type ( )    Terrace or Row type ( )    Storey Blocks  
 of Flats ( )

## 3. House type like most:-

- a) Compound type with separate courtyard and amenities ( )  
 b) Compound type with common courtyard but separate  
 amenities ( )

## 4. a) What do you like most about this dwelling unit?

- Usable space ( )    Amenities (e.g. water, w.c. electricity,  
 shower ( )  
 Courtyard ( )    Primary ( )

b) What do you dislike generally about this dwelling unit?

Inadequate Space ( ) Insufficient amenities ( )

Lack of direct link between sitting room and a bedroom ( )

Poor ventilation ( )

5. a) How much do you pay as rent per month on this unit?

₦5-10 ( ) ₦11-20 ( ) ₦21-30 ( ) ₦31-40 ( )

₦41-50 ( ) ₦51-60 ( ) Above ₦60 ( )

b) Do you promptly pay this rent?

Yes ( ) No ( )

If No, why? Nobody class to collection ( ) Occasional

financial problem ( ) Collection Officer will not stay

in the office ( )

### PART III

1. What is your opinion on the maintenance of this unit or house?

Good ( ) Fair ( ) Poor ( )

2. When there is any structural or service fault in this unit, do you immediately report to the housing authority?

Always ( ) Occasionally ( ) No ( )

3. What major additions or changes have you made to this unit?

None ( ) More windows ( ) Added warrobes ( )

Kitchen fittings ( ) Change the door ( ) Sanitary

fittings ( ) Install burglar or/and mosquito proofs ( )

4. What is your general opinion on the maintenance of this estate?

Satisfactory ( ) Fairly satisfactory ( ) Not satisfactory ( )

5. a) What do you hate most on maintenance of this estate?

Bad drainage ( ) Bad roads ( ) Disrepair of buildings ( )

Dirty environment ( )

b) What do you hate most about the estate?

Lack of primary school ( ) Lack of children playing field ( )

Lack of shop or market ( ) Far from town ( )

6 a) Do you feel always disturbed by your neighbours or their belongings? Yes ( ) No ( )

b) If Yes, what is the main source?

Children's play and cry ( ) Playing music at high volume ( )

Animals ( ) Family quarrel ( )

c) If animals, mention names.....

7. a) Have you made friends with some people in this estate?

Yes ( ) No ( )

b) Do you sometimes visit them?

Yes ( ) No ( )

8. a) What type of vehicle have you?

None ( ) Bicycle ( ) Motorcycle ( ) Car ( )

b) Do you sometimes give lift to people in this estate?

Yes ( ) No ( )

THANK YOU.

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