PLANNING, DECISION MAKING AND PUBLIC PARTICIPATION IN HOUSING PROGRAMMES IN NIGERIA

BY

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DECLARATION

I declare that this work is wholly the author's and has not been part of any presentation for any other qualification.

AUTHOR

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16th June 1983.

DATE.

DEDICATION

TO

GOD ALMIGHTY

my Strength and Saviour

particularly during the hectic

period of this course.

ACKNOWLEDGEMENTS

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ABSTRACT

A recent interest has been developed towards the participation of the public in programmes and decisions that affect them. In Nigeria, decision making in housing is centralised. This centralised nature of planning and decision-making process do not encourage the participation of the people being planned for. Basically, the approach negates the fundamental principle on which planning is based - 'Public Interest'. Public's needs, wants, preferences and requirements are not properly identified or often neglected before plans are prepared. The people are therefore not satisfied with housing programmes.

The research evaluates the role of public participation in housing programmes and its decision making process, and tests the validity of the fundamental assumptions underlying public participation in relation to housing. It establishes among other things reasons why there is lack of public participation in housing process and decision making. These problems as established from the results of the test of hypotheses include lack of trust for the planners and the decision makers as to their role as the custodian of the people's interest. The people participate only when personally affected by housing and its related programmes. Their attitude towards participation is generally discouraging. The people are not properly informed about what planning means. Channels for communicating the people's views and opinions to the decision makers and vice versa are not adequate and efficient.

As part of proposals, models have been developed for improving the existing centralised housing process and integrating public participation with housing process and decision making. In this model instead of centralisation, a decentralised organisation is suggested.

The second model integrates public participation with housing process. Various stages of the process where direct and indirect participation are essential and where the decision makers and the planners should be the sole actors are highlighted. The feedback is communicated between the two groups of participants, hence facilitating coordination and integration of the various actors and activities in housing, consequently fostering participation. The other recommendations include educating the people on what planning is meant to achieve by employing Charrette technique; enlighting them on the valuable role their involvement in housing process and decision making plays; and making efficient channels of communication available to facilitate a two-way dialogue between the decision makers and the planners on the one hand, and the people on the other. The concept of metaplanning is also recommended whereby the people's needs, wants, preference, socio-ecomomic and cultural values are identified in order to make housing programmes responsive to its users.

Folajogun V. Ayodeji

TABLE OF CONTENTS

	Page
LIST OF TABLES	iii
LIST OF FIGURES	iv
LIST OF PLATES	v
PART ONE	
CHAPTER ONE	1 - 15
1.00 INTRODUCTION	
1.10 Public participation in housing.	
1.20 Statement of research problem and justification.	
1.30 Aim and Objectives.	
1.40 Scope and Limitations.	
1.50 Methods of data collection	
1.60 Thesis Structure.	
CHAPTER TWO	16 - 36
2.00 PUBLIC PARTICIPATION IN HOUSING PROCESS: THEORETICAL AND HISTORICAL PERSPECTIVES.	
2.10 Review of related Literature.	
2.20 Trends in Housing development in Nigeria.	
2.30 Organisation of decision making in Housing process: Nigeria's case.	
PART TWO	
CHAPTER THREE	37 - 49
3.00 DATA ANALYSIS AND FINDINGS.	
3.10 Socio-economic characteristics of respondents	
3.20 Level of users' satisfaction.	

3.30 Influence of Socio-economic characteristics on satisfaction level.

CHAPTER FOUR 50 - 69

4.00 HYPOTHESES, ANALYTICAL TECHNIQUE AND TEST FINDINGS.

4.10 Research hypotheses.

4.20 Analytical technique.

4.30 Results of the hypotheses.

4.40 Implication of test findings.

PART THREE

CHAPTER FIVE 70 - 88

5.00 PLANNING PROPOSALS

5.10 Proposed Models of public participation.

5.20 Proposed strategy for public participation in housing process.

5.30 Proposed principles of public participation.

SUMMARY AND CONCLUSIONS.

REFERENCES.

APPENDIX.

LIST OF TABLES

3.1 Socio-economic characteristics of respondents.

3.2 Level of Users' Satisfaction.

3.3 Reasons for dissatisfaction.

3.4 Reasons for satisfaction.

3.5 Modifications made by users.

3.6 Relationship between educational level and satisfaction

3.7 Relationship between income level and satisfaction.

4.1 Results of the hypotheses.

4.2 A cross tabulation of responses on hypothesis 4 by education (Ondo State).

4.3 A cross tabulation of responses on hypothesis 9 by education (Ondo State).

4.4 A cross tabulation of responses on hypothesis 9 by income (Ondo State).

4.5 A cross tabulation of responses on hypothesis 7 by education (Ondo State)

4.6 A cross tabulation of responses on hypothesis 7 by satisfaction.

5.1 Means of communication.

LIST OF FIGURES

		Page
1.1	Lack of public participation: Problems and effects.	6
1.2	Kano and Ondo States: National Content .	9
1.3	Thesis Structure.	12
2.1	Stages of decision making in Housing process	23
2.2	Decision making organisation in Housing	26
2.3	Pattern of decision making in Housing.	26
2.4	Organisational structure of public housing programme in Nigeria	31
2.5	Location of housing estate in Kano	33
2.6	Location of housing estate in Akure	35
3.1	Socio-economic characteristics of respondents (Kano State)	39
3.2	Socio-economic characteristics of respondent (Ondo State).	40
5.1	Functional Organisation of authorities.	71
5.2	Proposed pattern of authority in Housing	73
5.3	Proposed integration of public participation with housing process and decision making.	77
5.4	Proposed strategy for identifying users' need.	80

LIST OF PLATES

		Page
2.1	Low income housing estates in Kano	34
2.2	Medium and High income estates in Akure	36
3.1	Modifications made by users.	47 - 48

PART ONE

CHAPTER ONE

INTRODUCTION

CHAPTER ONE

1.00 INTRODUCTION

1.10 Public-participation in Housing.

Public participation is one of the most popular concept in planning profession today. The subject has raised the awareness of the decision-makers, the physical planners and the public. There has been calls from different quarters for public to participate in programmes and decisions that affect them. People's interest which is crucial to planning cannot be identified if they are not encouraged to participate as no individuals or groups have the ability to identify and solve the problems of the society absolutely, especially in a pluralistic society such as Nigeria.

Housing is one of the most basic human needs. It is a collective term for human shelter, second only to food. The rapid rate of growth of urban population has resulted in many urban problems, the most striking of them all is that of providing adequate housing facilities for the teaming population. Housing problem is a global one, it only varies in nature from one geographical setting to another. The nature of housing problems in Nigeria is both quantitative and qualitative. The housing facilities in the country are grossly inadequate, while the existing stock is old, neglected and majority are beyond

repairs. It is in appreciation of these problemsthat the Federal Government decided to intervene in housing provision with a view to ameliorating housing problems.

Decision making in Housing as in other Sectors is being handled by a centralized authority. The administrators at the top set out the basic rules as general policy guidelines, these are passed to the successive levels where policy guidelines are made into detailed rules of procedure for application. These Federalized bureaucracies do not encourage the involvement of the people being planned for, and consequently do not deliver the goods effectively and efficiently.

The basic goal of the national housing policy aimed at provision of adequate housing and solving its related problems is "To provide affordable housing to accomodate all Nigerian households in a livable environment"[1]. The policy identified the crux of housing problem in Nigeria as that related to low-income groups, hence priority was given to housing programmes designed to benefit them. Livability in this sense is centered around issues of health and safety, these entail setting minimum standards which are used for designing and construction of houses. These standards are determined officially by planners in government agencies. Housing is percieved in different ways by different people, solutions for housing and its related problems therefore depend on how it is percieved.

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1. National Housing Policy. Federal Republic of Nigeria. Pg. 11

Housing is inevitably viewed by the decision makers as what 'it is' and not what 'it does' for the inhabitants; as a product and not a process in itself. Housing problems are therefore concieved as that of need only, hence defined in terms of deficit. These represent an over-simplification of housing problems. Consequently resulting in lop-sided nature of housing policy objectives and unsuccessful housing delivery system in Nigeria.

The crux of the problem with the decision making process in housing programmes is that the bureaucratic system emphasizes lines of action rather than limits of actions. An interplay between desirability and feasibility is most often left out of decision making. This partly explains why houses initially meant for low income groups could hardly be occupied by them. The high price index of the houses is above what they could afford.

Centralised planning and decision making in Nigeria's housing programmes pay little attention to the environment in which housing is located. It is not treated in totality with the houses themselves. Social infrastructural facilities like access roads, drainage, water and electricity that ought to go pari-passu with housing provision are left until the houses are finally constructed. In some cases they are not provided at all, leading to environmental degeneration.

Housing is a complex system, its attributes include household composition, size and income, which in turn

determine the people's priorities and preferences. For housing programmes to be successful therefore, the people themselves should be involved in its decision making process, instead of setting the goals and laying down the optimal courses of actions by the decision makers and implementing them following a blue print approach.

Vagale (1972) emphasizing the importance of public participation remarked that "the city is its people and planning is for the people, if the plan is to be accepted by the people it should be democratic, comprehensive and comprehensible"[2]. Any denial of the public to participate in the planning and decisions that affect them could be taken to mean a betrayal of democratic principles which are entrenched in Nigeria's constitution. It is also a negation of the notion of 'overriding public interest' or 'Common good' which serves as a fundamental principle on which planning is based.

20 Statement of Research Problem and Justification

In most cases planning process and decision making in housing programmes are carried out without the participation of the people being planned for.

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2. Vagale, L.R (1972) "The Local Government in metropolitan Cities of India in relation to urban planning and development" in Adedeji, A & Rowland, L (ed) (1973) Management of rapid Urbanization in Nigeria Univ. of Ife Press, Ile-Ife Nigeria Pg. 90

Decisions are made by the government bureaucrats in the society denying the beneficiaries of planning free hands to partake in the decisions that affect them. Planning is adopted, alternative courses of actions are identified and evaluated, plans are prepared and finally implemented until it is revealed to the public. The people's socio-cultural background - customs, beliefs and attitudes, needs, wants, interest, preferences and requirements are mostly not reflected in these plans.

Sometimes, foreign ideas are adopted without testing their suitability to the local condition. The beneficiaries of such plans are therefore not satisfied with the outcome of housing programmes. Such is the case with the Federal Government low cost housing scheme. Many of the housing units remain unoccupied in most parts of the country. For example only 80 (4%) out of the 2,000 winners in Lagos State have actually occupied them. Majority of the allotees did not take possession of the houses on the ground that "they are not habitable"[3].

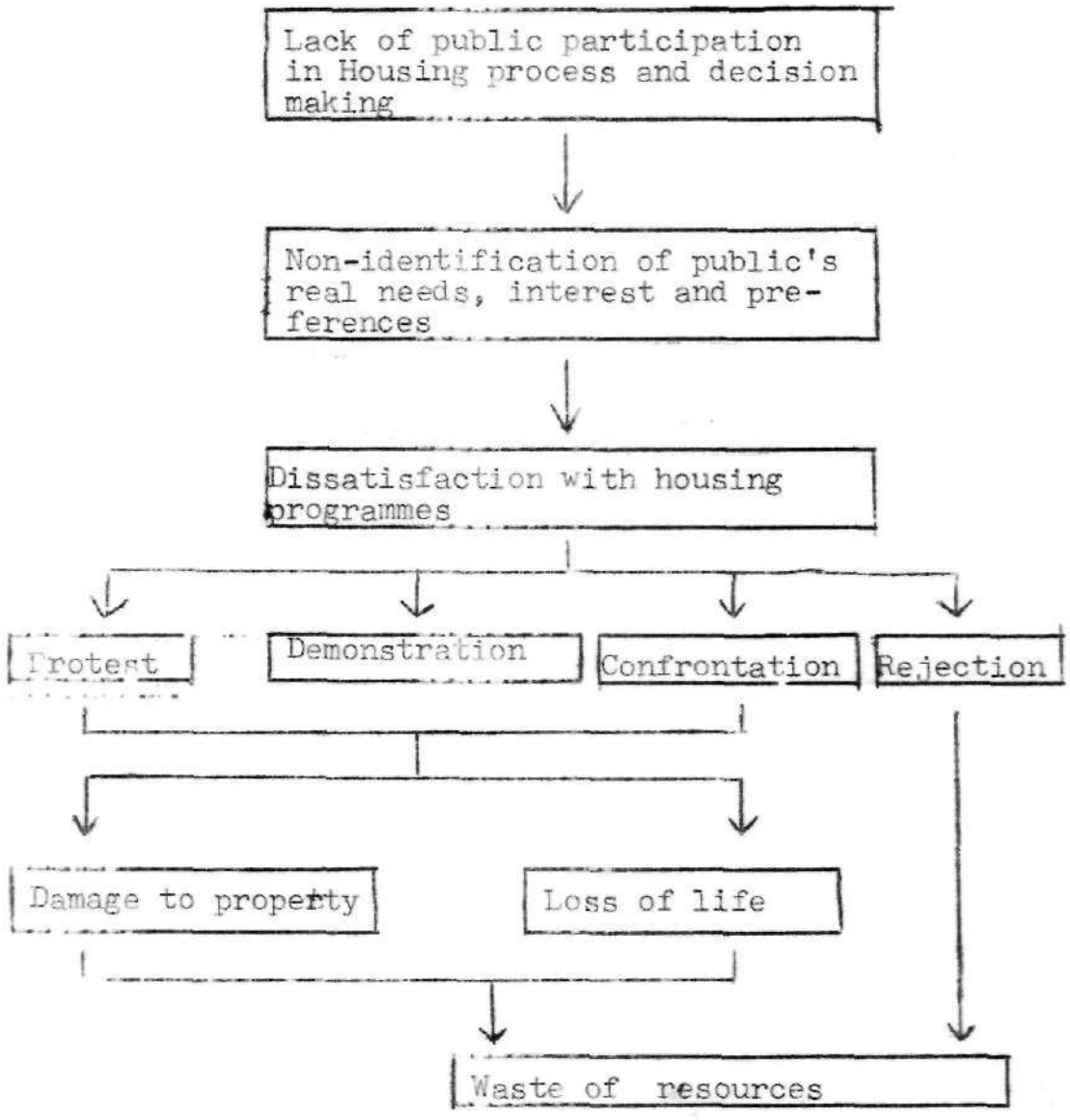
Public outcries, demonstrations, protest and confrontations are indications of the people's dissatisfaction with planning process and decision making in Housing and its related programmes. Demolition exercises carried out by State governments as a punitive measure of controlling the spread of unauthorised developments are often met with protest and confrontations by the people to the extent that some lives could be lost in the duel.

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3. Concord, Vol. 3, No.99, January 23, 1981 Pg. 1

The effect of lack of public participation in housing programmes is, thus, dissatisfaction, non acceptability of housing programmes and finally waste of resources (fig.1.1)

Fig 1.1 LACK OF PUBLIC PARTICIPATION: PROBLEM & EFFECTS.



Despite the popularity of public participation, very little has been done to investigate its feasibility in physical

planning and the validity of the fundamental assumptions on which it is based particularly in relation to housing programmes. It is this observation that has prompted this research work.

1.30 Aim and Objectives

1.31 Aim

The aim of this research is to evaluate the role of public participation in housing programmes and its decision making process with a view to giving suggestions for improving the housing environment.

1.32 Objectives

The objectives set for the attainment of the above aim are as follows:

(1) To critically appraise housing process and decision making in Nigeria.

(2) To identify the degree of satisfaction of the users of public housing and how it is influenced by their socio-economic characteristics.

(3) To test the validity of the fundamental assumptions underlying public participation in relation to housing.

(4) To establish the behaviour, attitude and interests of the public towards participation in housing process based on their response to the hypotheses.

(5) To identify stages where public participation is essential in housing process.

(6) To recommend ways and means for a meaningful inte gration of public participation with housing process and decision making.

1.40 Scope and Limitation

This research work focuses on public involvement in the planning and decision making process in housing. Housing is generally provided by both public and private sectors, but this work is limited to public housing programmes. The detailed study is restricted to housing already constructed by the government in Kano and Ondo States of Nigeria (Fig 1:2). Generally, the public housing estates are located in the capitals of these states (Kano and Akure). Hence only these were focused upon in this study.

1.50 Methods of data techniques

The data on which this study is based have been collected by the following methods:

1.51 Direct interview techniques

The direct interview techniques employed include.

(a) Questionnaire method: Questionnaires were prepared and administered, most of the questions were precoded to reduce the time used in administering the questionnaires and to facilitate easy analysis. The questions were directed to the household heads. They included, among others the hypotheses to be tested (See Chapter four for the hypotheses).

There was a total of 215 and 172 respondents from Kano and Ondo States respectively.

(b) Informal interview: In addition to using questionnaires, informal meetings were held with officials of the States' Ministries of Lands and Housing, Lands and Surveys and parastatals like Housing Corporations and Urban Development Board. This is to gather information about how decisions are arrived at, and the various housing programmes embarked upon by the different states.

1.52 Field Survey

This provided an on the site assessment of the housing estates with the aid of plans, layouts and photographs.

1.60 Thesis Structure

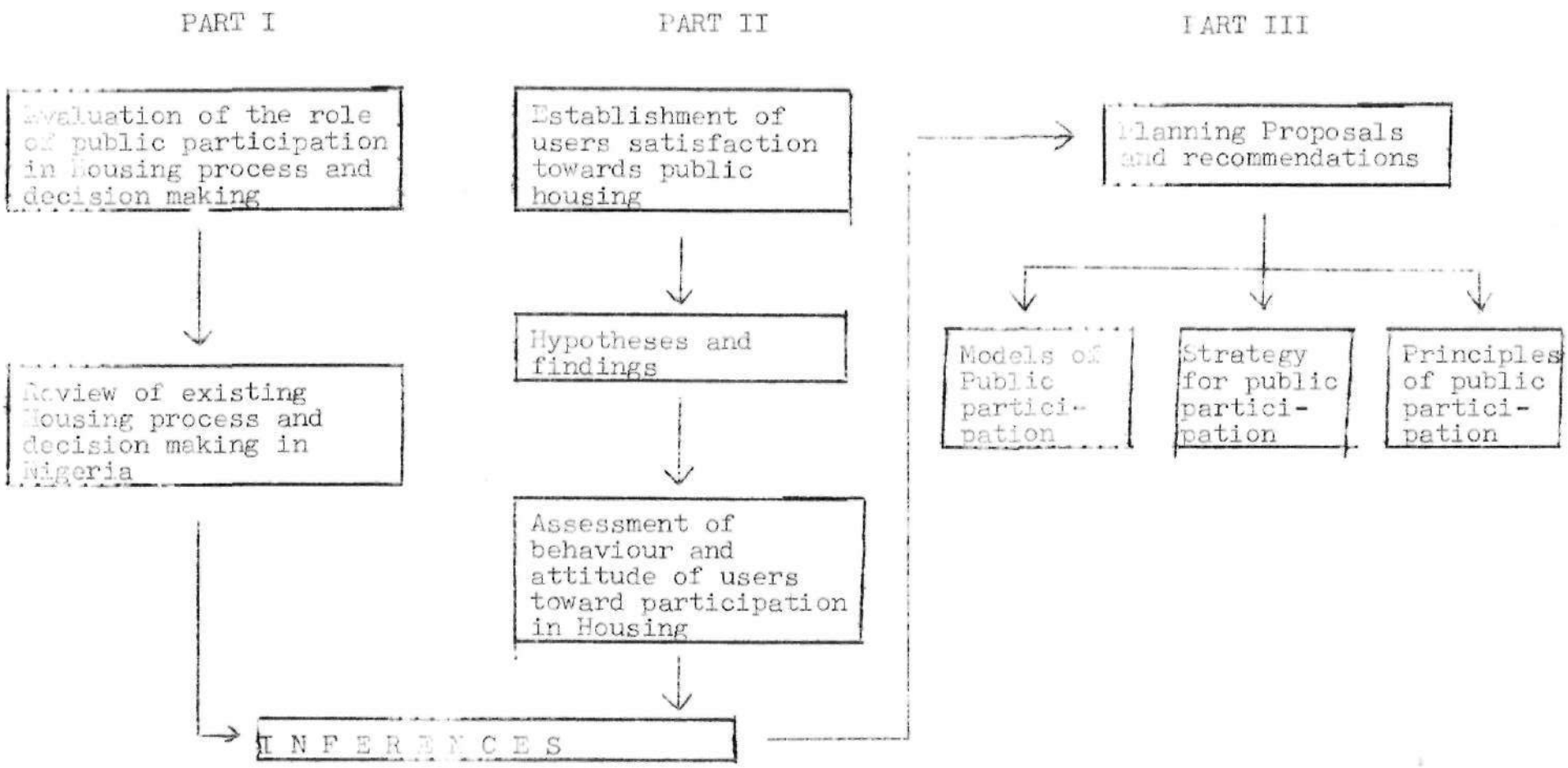
The thesis is made up of three parts (Fig. 1.3) Part one deals with evaluating the role and importance of public participation in housing process and decision making; the historical and theoretical background of housing and public participation; and trends of housing development with the intension of making a critical review of the existing housing process and decision making in Nigeria.

Part two deals with the assessement of the degree of satisfaction of public housing users and how it is influenced by their socio-economic characteristics. It also comprises the research hypotheses; analytical technique used for testing them and their findings, establishing the validity or otherwise of the assumption

hence the peoples' behaviour and attitude towards participating in housing process.

Planning proposals based on the inferences drawn from parts one and two are discussed in Part three. Summary, and conclusion arrived at are also devoted to this part.

Fig. 1.3 Thesis Structure



1.70 Operational definition/explanation of concepts

1.71 Planning: 'Planning is the conscious attempt to solve problems and control the courses of future events by foresight, systematic thinking, investigation, and the exercise of value preferences in choosing among alternative lines of action'[4].

1.72 Decision making: Decision making involves the selection of a rational choice amongst alternative courses of action available.

1.73 Public participation: This may be defined as the involvement of the members of the community in the shaping of policies and plans that will affect the environment in which they live through a series of formal and informal means. All participant groups in planning including decision makers (Politicians) and professionals officers (Planners, Architects, Engineers) are also members of the public. However 'public' as used in the context of this work refers to the people affected by or the beneficiaries of housing programmes.

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4. Gilbert, N and Specht, H. (1977) 'Planning for Social Welfare: Issues, Models and Tasks. Prentice - Hall Pg. 1

C H A P T E R T W O

PUBLIC PARTICIPATION IN HOUSING PROCESS: THEORETICAL AND HISTORICAL PERSPECTIVES.

CHAPTER TWO

2.00 PUBLIC PARTICIPATION IN HOUSING PROCESS: THEORETICAL AND HISTORICAL PERSPECTIVES.

2.10 Review of related Literature

2.11 Public participation in planning process:

Advocacy for increased participation in community affairs began in the 1960s in the developed countries of Britain and U.S.A. This movement is still at an early stage in most other developing countries. Despite this, public participation has generated a considerable volume of literature in planning today. There has been a lot of mixed-feelings about it and its importance particularly in decision making and in planning generally.

Taylor, M. and Stringer, P. (1971) carried out a study in Western Hill Triangle in South London, to find out among other things, how the people feel they might influence local decisions and whether they really want to be involved. A random sample of 200 adult women were interviewed by means of questionnaire. A high percentage (78%) of the people felt they should have a say in local matters. 12% thought it should be left to the council, while 8% thought that both parties should play an active role in decision making.

Crooke, P. (1973) described the rapid rate of urban growth in developing countries which gave rise to urban problems.

Despite these problems only a small proportion of the populations of the developing countries actually benefitted directly from urban housing authorities and similar urban agencies. Many of these authorities have been forced to take a closer look at the problems confronting them, and modify housing programmes in line with the existing needs and circumstances, as an increasing proportion of such urban areas have developed illegally through squatting. Crooke focused on the variable relationship between the physical components of settlements that housing programmes aim to provide and on the distribution of controls and decision making in the housing process. He noted that in public housing scheme, the various components of urban settlement are delivered to the household in 'a single, fixed and finite package - the dwelling unit.'[5] The authorities take complete control over the housing process and decision making. Choices are made regarding the form, cost, speed and number of housing units to be provided by the authority on behalf of the people. Reviewing different housing scheme Crooke concluded that it is necessary to realise that people are usually able to provide some form of shelter for themselves and the effort of housing authorities should be directed towards the provision of basic

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5. Crooke, P. (1973) Towards participatory Urban settlement and Housing systems. Proceedings of Town and Country planning Summer School 1 - 12 September, 1973 Pg.27

utilities, services and facilities which the people are not able to provide for themselves.

Darlington, R (1973) highlighted the success of public participation in the improvement area work initiated by 1969 Housing Act in Cambridge. Blank Canvas approach in which the residents are consulted before any proposals are formulated was used, as against the usual approach in which the residents are only consulted when a complete set of proposals are prepared. Residents' Committee was set up. The representatives making up the committee held regular meeting with the council officials and kept every household informed of all proposals and discussions throughout the design process. The residents on the other hand are able to comment through their representatives to the improvement Area team, thus ensuring a 2-way consultation process. This method proved to be of great benefit in Cambridge experience as the council officers prepared proposals in line with the wishes of the residents, at thesame time contributing their own skills. Increased communication and friendship between residents themselves is another valuable finding. He concluded that community can develop in response to planning proposals with the full participation of the public.

Masters, P. (1973) outlined the various methods used by Coventry County Borough to involve the public in the production of its first local policy plan and structure plan, and how they can be integrated into planning process.

Methods used include exhibition bus with a single decker equipped as travelling exhibition centre and located at various points in the city; a centralised public meeting where the draft structure plan was explained with the aid of slides; open discussion on the draft proposals. Other methods include the use of questionnaires, posters and newspapers. He found out that whichever method was used, responses from the public were dependent on the issues raised as people were more concerned with matters relating to their immediate environment and hence expressed their views on matters relevant to them.

Wood, C.B. (1973)'s study of the goldstream case in Victoria, British Columbia reaffirms that the role of the public in decision making is important. He examines the the conflict between a resource manager (decision maker) and the public over the requirements of a Salmon-Spawning stream. The goals of the manager were that of selling water to the community and ensuring adequate reserve capacity, while that of the community was to protect the fish stocks. There was no provision for an input of citizen's views and preferences; this led to confrontations between the two parties.

Cole, R.L. (1974) furthermore, attempted a policy analysis of public participation programmes. He tried to find out the social and political environments that were most condusive to public participation; the effect of federals policy on urban decentralization; the attitudes of

participants and the effects of participation on the participants. He finally evaluated the implications of his findings on the future of public participation. A general interest in community development was reported as the people's motive for participation. He also found out that neighbourhood participation fosters an increase in the participants' confidence and trust in local planning officials, helps to achieve a more favourable allocation of services to the neighbourhood and improves the participants' skills.

Noble, J. and Gilfoyle, I (1975)'s work was based on the objectives of involving the public in the formative stages of structure plan, providing them information on strategic issues and policy options, creating adequate opportunities for the people to give their own opinions, listening to the people's view on planning generally and their idea on the planning for their locality in particular, and also testing several participatory techniques available. Three alternative plans for Cheshire showing different scales and patterns of urban growth were put forward for public comments. Techniques used include exhibition, public meeting and publications. The exhibition afforded the people the opportunity of meeting and discussing with the planner. They discovered that the disadvantages of exhibition outweighed the advantages in that it could be cramped and noisy if too many people turned up at the same time. The salient characteristics of the three alternative plans were

presented to the public during the meetings held. This method afforded the opportunity for the planners to give information and answer questions thus ensuring a face to face contact between the planners and the public. Publications as a technique was found to be faulty in terms of theircontent and number to go round. It was concluded that public participation is worth-while. It exposes planners to people's comments and critiscisms and they develop a greater awareness of the people's view.

// In a case study of Sparkbrook West Two area of Birmingham, Paris, C. (1975) attempted to find out how public participation can fit into the urban renewal policy of the city. His aim was also to involve the local residents to contribute their knowledge of the problem and needs of the area in the early stages of the environmental improvements. Public meetings were organised by the city who promised a preparation of a plan for Sparkbrook West Two within 12 months; consultation between the planners and the resident representatives. Sparkbrook West Residents Council consisting of elected representatives from the local street Committees was set up. The council meets once a week. From the survey carried out by the members of the council, it was noted that majority of the people wanted to stay on indefinitely in the houses they were occupying. This became a vital information to the planners and an effective result of participation in Sparkbrook. Based on this the amount of property to be retained increased.

He concluded from this case study that if participation is well organised it does not slow down development and execution of policy.

Fagence, M. (1977) was prompted by the continuing debate on participation and the increasing realization that some significant sector in the community have not been allowed an effective role in making decisions that affect them. He considered among other things, the various interpretations of decision making, public interest and public participation in planning and the means that can be employed to secure different level of participation. He was however successful in his valuable contribution to the subject, most especially in the sensitive issues like public interest and decision making environment; and in the techniques by which meaningful participation may be achieved.

Attempt was made by Brown, C.K. (1978) to find out the extent of local participation in local development programmes. The study was carried out in Soba and Kachia Villages in Kaduna State of Nigeria. Information was collected by means of interview and from available data. Some of his notable findings include major contribution towards the development of the communities in cash, kind and through communal labour; a favourable attitude towards the development Committe for the role it plays in the local development programmes. An overwhelming percentage of the people expressed the view that community participation was a crucial factor in development process.

The people were not satisfied with the available channels for active participation of the local people in the development programme. His analysis also showed that the local women group was to be given an insignificant role to play in the development process.

Perhaps this last finding aroused the curiousity of Brown when he went further in the same year (1978), using thesame study area to ascertain its validity. He was of the opinion that it would be unwise for a developing country like Nigeria to keep about half of its population (women) out of development process. 'Indeed by neglecting the education and leadership role of women in development and leaving them out of the decision making process, a country denies itself the possibility of realising the potential of half of its human resources'[6]. His study indicated that though males made more contributions towards the development programmes of the local community, certain areas were better operated by women than men in rural development.

Though, public participation enjoys a wide-spread popularity, it has not been without its critics. In his counterview, Mutch, W.S. (1973)'s study of the local public response to the planning proposal for the redevelopment of Edinburgh Airport reported that it is the inadequacy

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6. Brown, C.K (1980) 'The participation of women in rural development in Kaduna state of Nigeria' Centre for Social and Economic research, Zaria. Pg 1.

of the planning process that resulted into the eruption of disturbances in many countries today. An inquiry was set up because of the objections raised by the local community to the planning proposal. Based on the public inquiry findings the plan was rejected. The public inquiry report was overturned after several weeks. A go-ahead order was given by the then Secretary of State without producing a valid reason for doing so. An appeal was made by the people against the Secretary of State's decision, for the injustice done to them. The people were not successful as the construction went on undisturbed. The appeal judge had been influenced. Mutch concluded that 'public participation is a non-essential'[7], a good planning therefore, should identify people's needs and take proper care of them without any special step by the people.

Similarly Wiener R. (1976) concluded that public participation is a misleading term after his experience on a redevelopment programme in the Shankill road area of Belfast. Public participation he contended implies some equality between those participating, whereas with the planners' professional background their suggestions are always seen as superior to the layman. From the studies reviewed so far, it seems there is a general agreement that success in the solution of our urban problems particularly housing problems will not be achieved without the extention and

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7. Mutch, W.S (1973) The expansion of Turnhouse, Edinburgh Airport in Sewell, W.D and Coppock, J.T. (1977) Public participation in Planning John Wiley & Sons Pg 57.

development of decision making process to include public participation.

2:12 Planning and decision making process in Housing:

Planning takes palce only when a decision is being taken about the courses of action to be followed in order to achieve a desired goal. Decision making is therefore an integral part of planning.

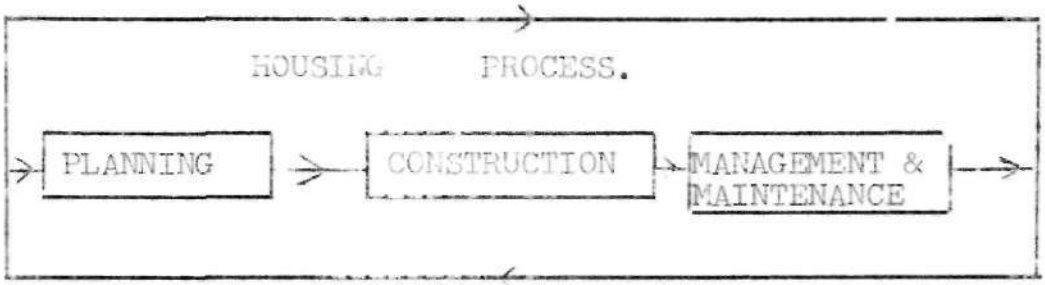
Decision making process in Housing generally involves three stages (Turner 1976) (Fig. 2.1)

(1) Planning:- This includes operations that take place before construction. It is the decision making stage which involves policy formulation, embracing the level of financial investment, land policy and standards to be employed during implementation.

(ii) Construction: This is an implementation stage. It involves translation of the chosen housing programmes into a physically-manifested form.

(iii) Management and Maintenance: This stage embraces organizing, coordinating, repairing and consequent improvement of the houses constructed.

Fig 2.1 Stage of decision making in Housing process.



Source: Adapted from Turner.

2.13 Actors in Housing decision making process:

Turner (1976) identified three actors in the process of decision making in housing as the users, the supplier and the regulator. He then came up with three sectors in housing.

(i) The private popular sector: This sector involves private individual providing housing primarily for his personal use and satisfaction. The question of financial returns from his investment is secondary.

(ii) The Private Commercial Sector. It represents private entrepreneurs who are motivated by the principle of profit maximization,

(iii) The conventional public sector: This sector embraces all government agencies at all levels, like the ministries and parastatals related to housing. The public sector is both socially and politically motivated for the fulfilment of its social responsibility and political obligations towards the people. It is however not profit oriented.

2.14 Organisation of decision making in Housing process.

Turner (1976) classified the nature of the organisation of decision making in housing process into:

(i) Heteronomy: In heteronomy powers of decision making, both administrative and operational are centralised. Decisions then flow from the top level of the authority down to the base through divisions of labour at successive levels of authority.

A hierarchical pattern of decisions and control therefore emerges (Fig 2.2a), thus representing a 'top down' Organisation in housing (Fig 2.3a).

(ii) Autonomy: Decision making powers in autonomy are not centralised but separated. This Organisation allows for the existence of autonomous decision makers who are free to combine as they wish, so long as they operate within the limits of housing rules and regulations. This results in a non-hierarchical network (Fig 2.2b); an entirely different structure from the hierarchical pattern of heteronomy. This represents a 'bottom up'organisation. (Fig 2.3b).

2.20 Trends in Housing development in Nigeria

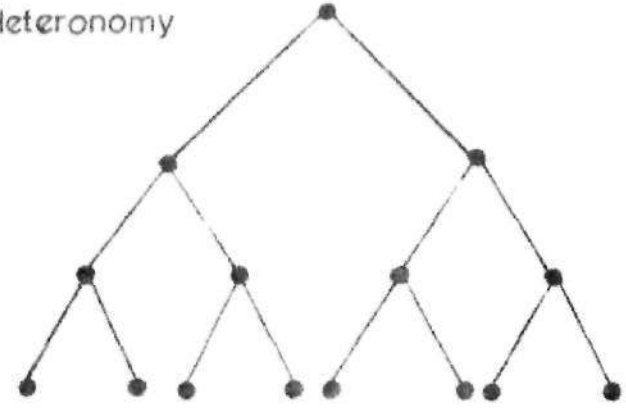
The effort of the government in terms of housing development dates back to the colonial period. The effort was limited to the provision of houses for the expatriates in a vantage area of urban centres tagged Government Reservation Area (G.R.A). The earliest public housing development in Nigeria started in 1928 when Lagos Executive Development Board (LEDB) was established after the outbreak of Bubonic plagues to clear the affected slum areas and establish housing units in Lagos metropolis.[8] Another scheme introduced during that period was African Staff Housing Scheme, this was to provide loans to Senior Civil Servants.

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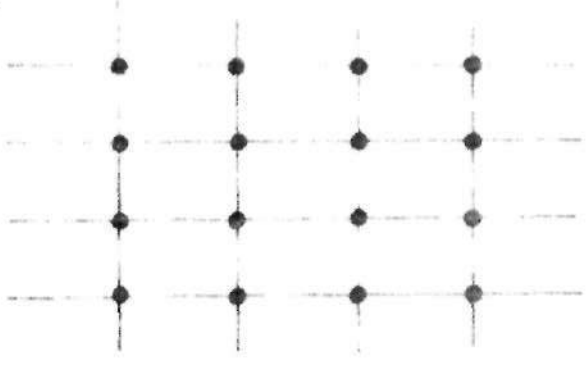
8. Abicdun, J.O (1976): Housing problems in Nigerian Cities. Town Planning Review, Vol. 47, No. 4 1976 pg. 340.

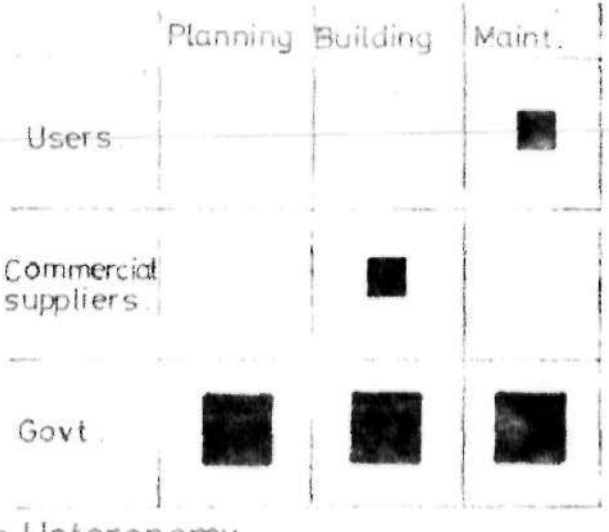
Fig 2.2 Decision making organisation in housing.

a. Heteronomy

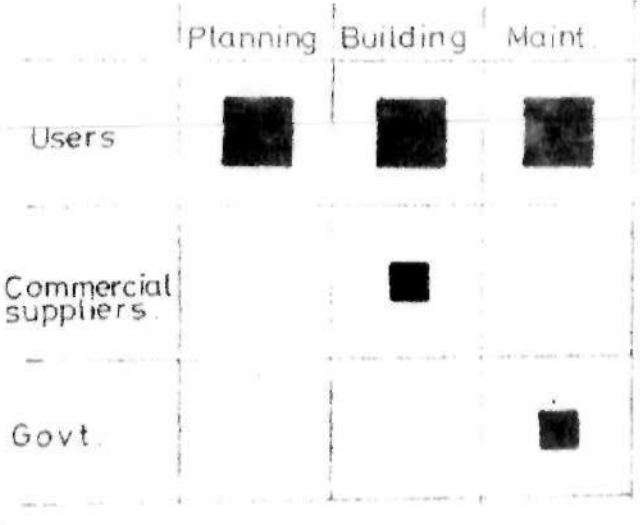


b. Autonomy





a. Heteronomy



b. Autonomy

The success of the Scheme was however meagre.

There was little or no attempt towards effective housing development about a decade after independence. The outbreak of the civil war further worsened housing problems. The public sector activity was confined to the Lagos Redevelopment Board (LRB), the Nigerian Building Society and the Regional Housing Corporations. Although attempts were made towards provision of housing for the low income group, this failed because it was beyond their economic means. Hence the medium and high income groups were favoured.

During the second National Development Plan Period (1970 - 74) attempt was made to bring housing issue to a national level; National Council on Housing was formed in 1971. This attempt also led to the establishment of National Housing Programmes by decree in 1972. The Federal Housing Authority was set up in 1973 to prepare and submit to the government from time to time, proposals for National Housing programmes.

The boldest attempt by the Federal government was made during the third National Development Plan period (1975 - 1980) when it decided to participate actively in housing provision. In the light of this, the Federal Ministry of Housing, Urban Development and Environment was created. The Federal Housing Authority was to act as an implementation unit. The Federal Mortgage Bank was established in 1976 to replace the Nigerian Building Society.

The government also decided to construct housing Units directly for the low income groups.

The Civilian administration of 1979, also created the Federal Ministry of Housing and Environment. Housing provision was one of its cardinal programmes and the Federal low cost housing scheme was initiated.

The fourth National Development Plan (1981-85) estimated about 440,000 dwelling units to be constructed annually, out of which 115,000 should be meant for low and middle income groups.[9]

2.30 Organisation of decision-making in Housing Process: Nigeria's Case

Heteronomy as a system of organisation of decision making process typifies the public housing programmes in Nigeria, where the government is the sole actor and decision maker. During the military regime, the Supreme Military Council set out the national housing policy. It decided on the number of housing units to be constructed, where and at what cost. For example, during the third National Development Plar period, a decision was made by the government to provide 60,000 dwelling units, which were increased to 202,000 units in 1977, with 8,000 units each in the

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9. Fourth National Development Plan (1981-85) Volume 1 January 1981 Pg 341.

19 States and 50,000 units in Lagos. ₦2.5 billion was budgetted for the programme.[10]

The role of monitoring the execution of the policy set by the Supreme Military Council was delegated to the Ministry of Works and Housing. The Federal Housing Authority was to act as an implementation unit. It set guidelines for preparation and execution of housing schemes, approved housing plans and programmes, and made money available for executing the programme. It was also responsible for coordinating the state programme. The state acted as the executing agency. Each state was expected to prepare and submit a 'Workable Programme' to the Federal Housing Authority which should include the type of buildings, location of the housing units and the selection of contractors and consultants for building the units.

In the present Civilian administration, the Federal Ministry of Housing and Environment acts as the executing agency for the national housing policy set by the government. Its responsibilities include preparation of layout plan and building design, award of contract for construction of the housing units and supervision of construction work. Presidential Liasion Officer was appointed for each State and charged with the responsibility of supervising the programme on behalf of the government. The State is only to make land available for implementing the housing programme.

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10. National Housing Policy: Federal Republic of Nigeria. Pg. 11.

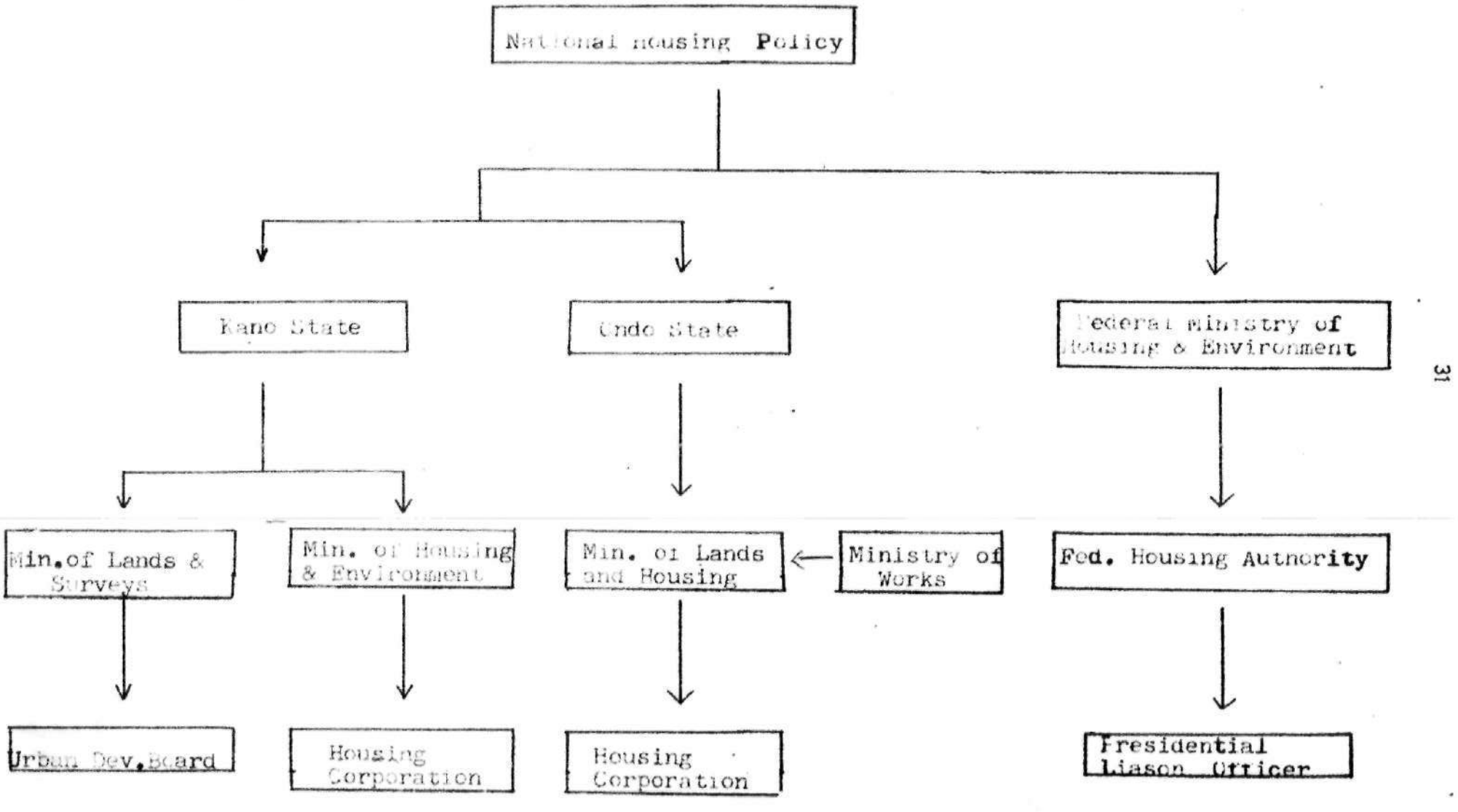
Whereas, the situation during the Military regime was better as the State was involved to some extent in the housing process. The State was given a free hand to design its 'Workable Programme' towards meeting the need of the people.

The system of organisation that exists during the present Civilian regime has far removed the opportunity for involving the people in decision making process. The prevailing political environment is also acting as a clog in the wheel of success of the housing programme in Nigeria. Some States with different political ideology from the Federal Government thought that certain power of decision making should be delegated to them rather than setting the courses of action right from the top to be implemented at the local level without involving the people.

It is pertinent to mention here that a neat line of distinction cannot be drawn between the roles performed by the Federal Ministry of Housing and Environment and the Federal Housing Authority, as there is sometimes a duplication of functions between them.

Similar level of authority exists in the states like the Ministries of Lands and Housing in Ondo State; Lands and Surveys, Housing and Environment in Kano State; and para-statals like Housing Corporations and Urban Development Boards (Fig 2.4).

While each state was free to operate within the framework of the guidelines set by the Federal Housing Authority during


National Housing Policy
Kano State
Ondo State
Federal Ministry of Housing & Environment
Min. of Lands & Surveys
Min. of Housing & Environment
Min. of Lands and Housing
Ministry of Works
Fed. Housing Authority
Urban Dev. Board
Housing Corporation
Housing Corporation
Presidential Liason Officer

the Military regime. Many States have embarked on their own housing programme independent of the Federal Government Scheme during the current administration.

Kano State government's policy on direct construction scheme made provision for rental accomodation mainly for the low income groups. These estates include Kundila, Gwammaja (Plate 2.1), Zoo road and Joaji in Kano (Fig 2.5).

The Ondo State direct construction programme provides rental accomodation and home ownership through sale of the built-up houses to the public. The scheme in Akure includes Alagbaka and Ala housing estates constructed by the government and Ijapo estate (Plate 2.2) owned by Ondo State Housing Corporation (Fig 2.6). This provision mainly favours the medium and high income groups. Other housing programmes embarked upon by these states include site and service, savings and loan schemes.

The sets of operation involved in direct construction programme comprise of determining the number of housing units to be constructed, designing the building, acquisition of land, preparation of layout and construction. It is only at construction stage where there is some sort of public involvement. Their involvement at this stage has nothing to do with policy decision, but with the execution of programme already decided upon by the State Government. In which case contracts are awarded to the members of the public for construction of the buildings.

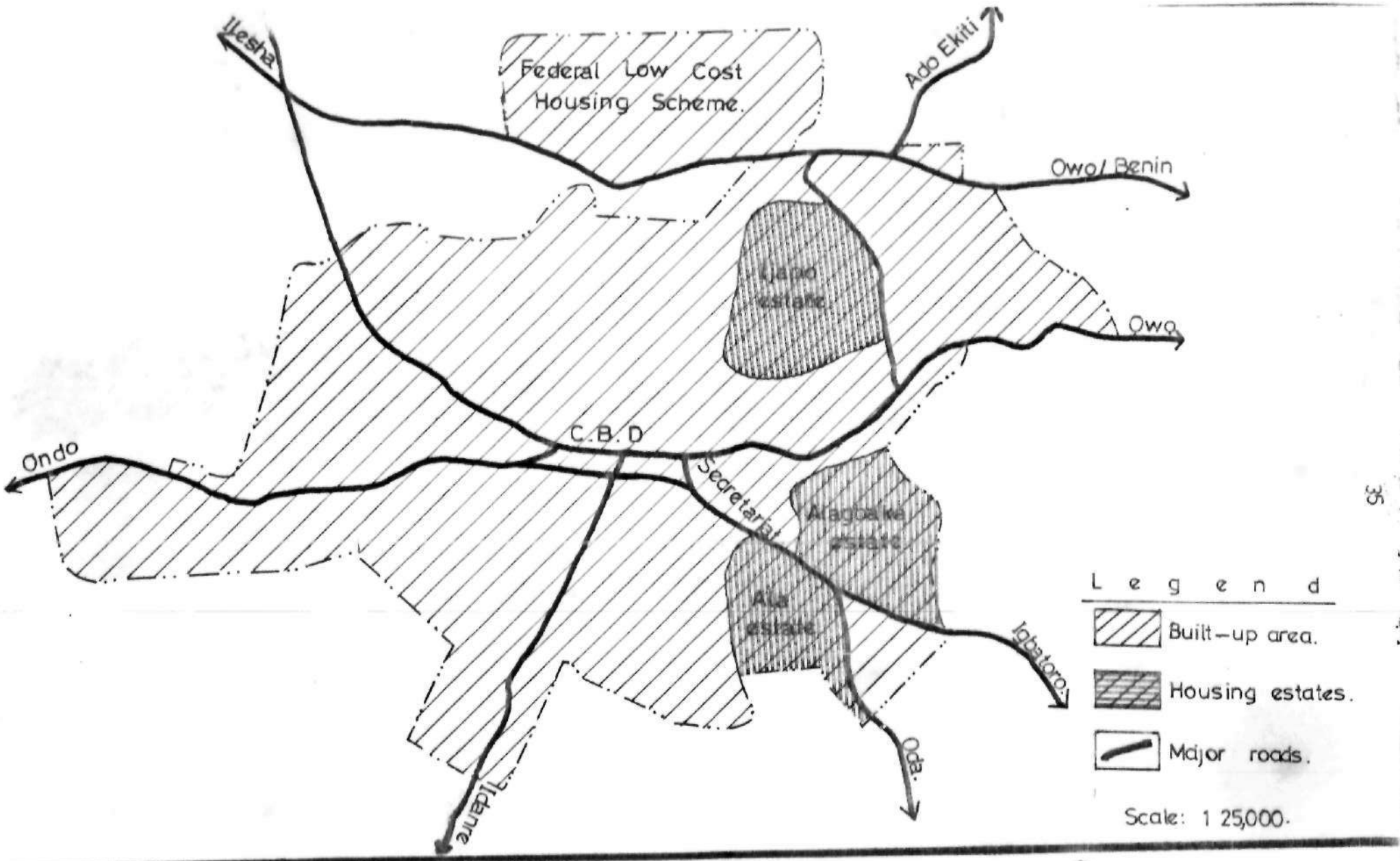


Fig. 2.6 Akure: Location of housing estates.

F. Ayodeji
M.sc (u r p) june 1983.



a. Alagbaka.



b. Ijapo

Plate 2.2 Akure: Medium income housing estates



Ijapo

Fig.2.2b. High income housing estate.

PART TWO

CHAPTER THREE

DATA ANALYSIS AND FINDINGS.

CHAPTER THREE

3.00 DATA ANALYSIS AND FINDINGS

3.10 Socio-economic characteristics of respondents.

3.11 Sex

The sample of 215 respondents in Kano State was made up of 164 (76.3%) males and 51 (23.7%) females as illustrated by Figure 3.1a. In Ondo State a similar result was obtained (Fig.3.2a), out of 172 respondents, 133 (77.3%) were males while 39(22.7%) were females (Tab. 3.1a).

Table 3.1a Distribution of Respondents by Sex.

	Kano State		Ondo State	
Sex	No	%	No	%
Male	164	76.3	133	77.3
Female	51	23.7	39	22.7
Total	215	100.0	172	100.0

Source: Field Survey 1983.

3.12 Marital Status

Majority of those interviewed in Kano State were married 170(79%); single 35 (16.3%), others were either separated or widowed (Tab. 3.1b; Fig 3.1b). A similar result was recorded for Ondo State, 143(83.1%) were married, while 29(16.9%) were single as illustrated by Figure 3.2b. This overwhelming proportion of married respondents was due to the fact that the questionnaires were directed to the household heads who in most cases were married.

Table 3.1b Distribution of Respondents by Marital Status.

	Kano State		Ondo State	
Marital Status	No	%	No	%
Single	35	16.3	29	16.9
Married	170	79.0	143	83.1
Widowed	3	1.4	-	-
Separated	7	3.3	-	-
Total	215	100.0	172	100.0

Source: Field Survey 1983.

3.13 Religion

125(58.1%) of the respondents in Kano State were muslims, while 88(40.9%) were Christians, two others (0.9%) claimed to be free thinkers.

(Tab. 3.1c; Fig.3.1c)

Tables 3.1c Distribution of Respondents by Religion.

	Kano State		Ondo State	
Religion	No	%	No	%
Christianity	88	40.9	153	89.0
Islamic	125	58.1	19	11.0
Others	2	0.9	-	-
Total	215	100.0	172	100.0

Source: Field Survey 1983.

Respondents in Ondo State were predominantly christians 89.0%, only 19(11.0%) were muslims (Fig.3.2c).

3.14 Tribe

Among the respondents in Kano State, 97(45.1%) were Hausas (Fig.3.1d), followed by other tribes 74(34.4%), who were mostly northerners but not Hausas like the Kanuri, Fulani, Kaje, Jaba, and Nupe[13].

13 These other tribes were specified by respondents in the questionnaires

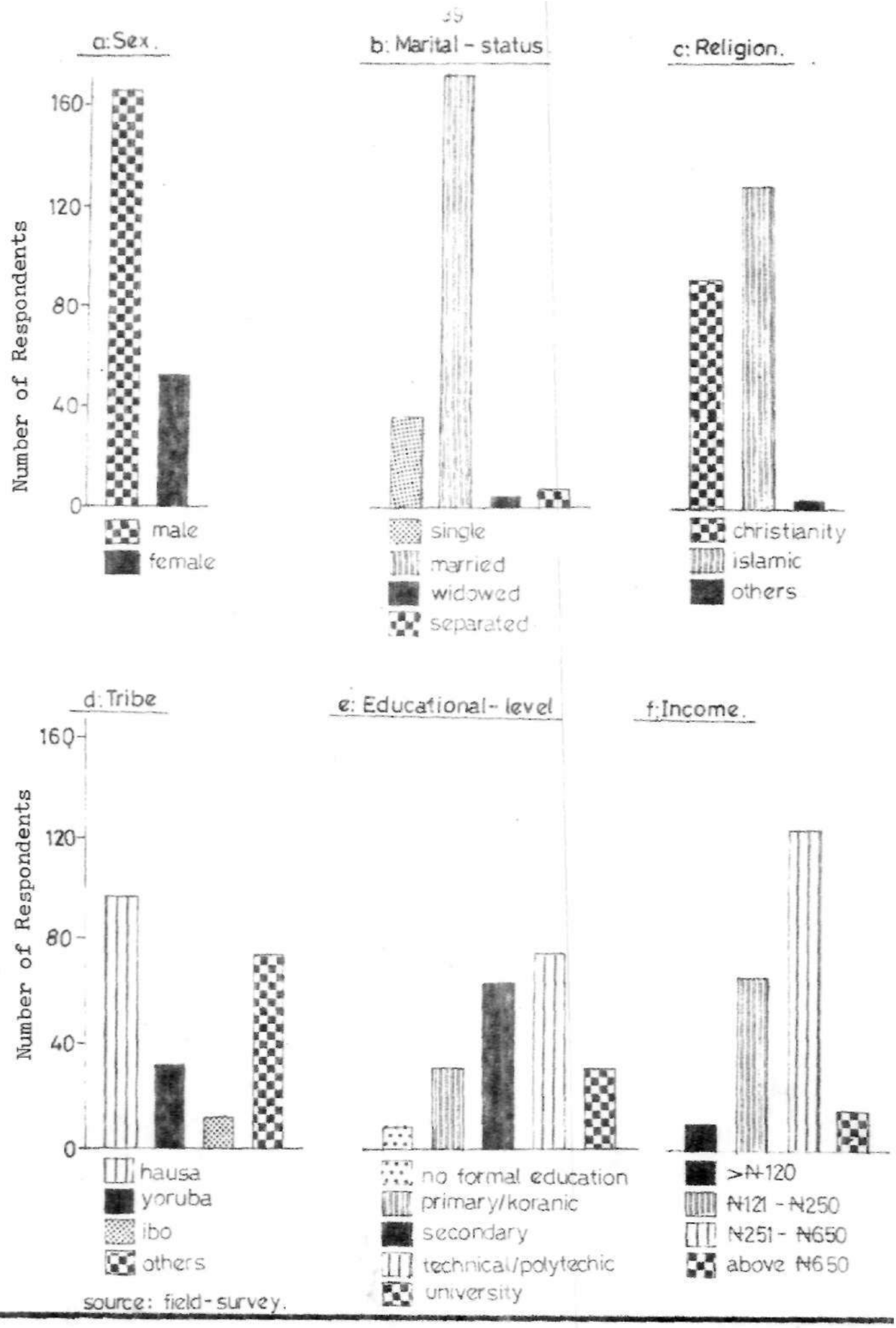


Fig 3.1 Socio economic characteristics of respondents (Kano state).

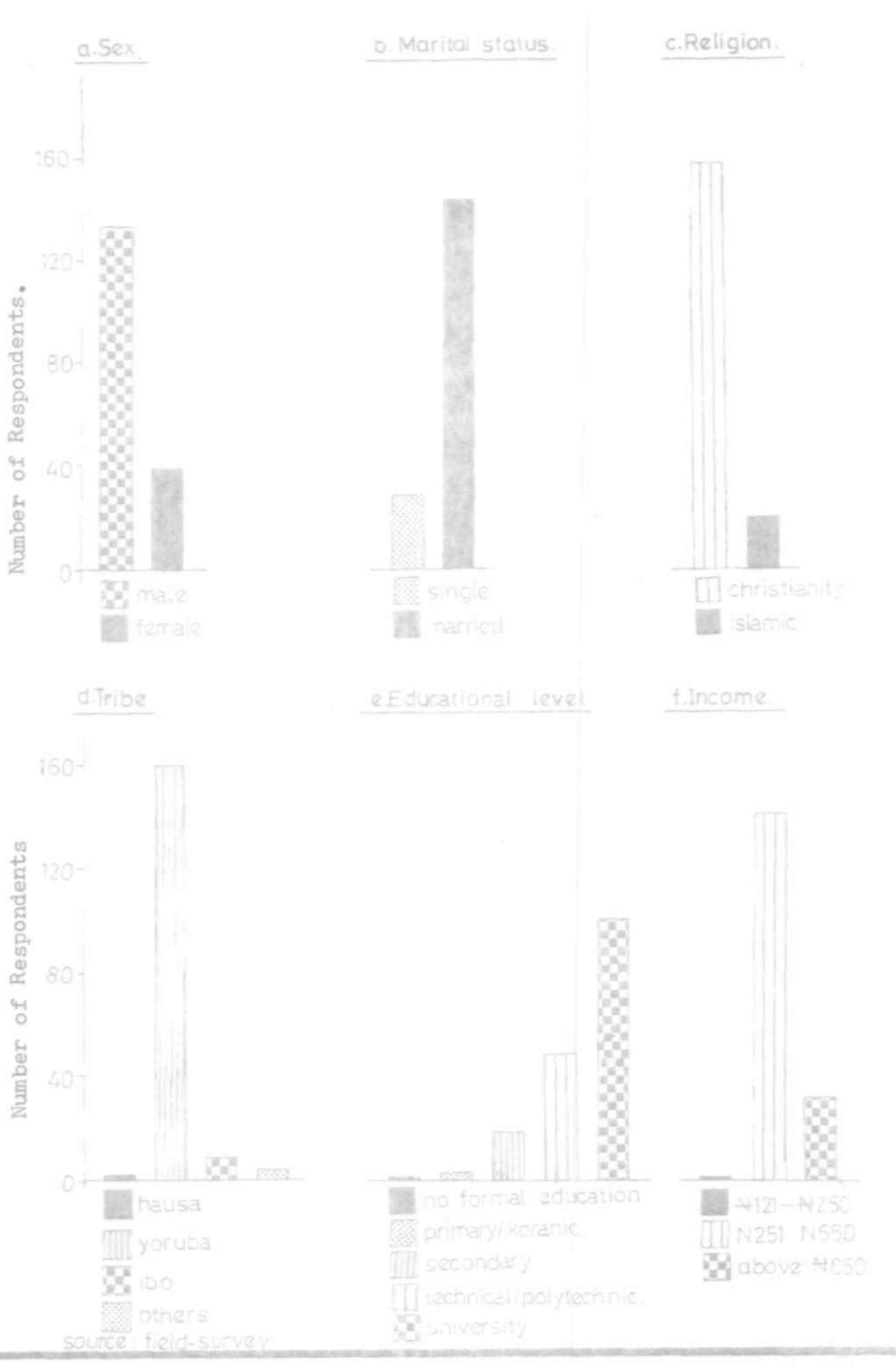


Fig.3.2 Socio economic characteristics of respondendents. (Ondo state).

The Yorubas were 32 (14.9%) and the Ibos constituted 5.6% of the respondents (Tab. 3.1d).

Table 3.1d Distribution of Respondents by Tribe.

	Kano State		Ondo State	
Tribe	No	%	No	%
Hausa	97	45.1	2	1.2
Yoruba	32	14.9	157	91.3
Ibo	12	5.6	9	5.2
Others	74	34.4	4	2.3

Source: Field Survey 1983.

In Ondo State the Yorubas constituted an overwhelming majority 157(91.3%) as illustrated by Figure 3.2d. Ibos were 9(5.2%), other tribes 4(2.3%) and the Hausas 2(1.2%). This result is in line with the fact that the Hausas and Yorubas are predominantly found in the North and South respectively.

3.15 Educational level.

With regards to their level of education majority 77(35.8%) claimed to have technical/polytechnic education, 65(30.2%) had secondary education, Primary/Koranic 32(14.9%) and University education 32(14.9%). Only 9(4.2%) of the respondents in Kano claimed to have had no form of education as indicated on Table 2.1e and Fig. 3.1e

Table 3.1e Distribution of Respondents by Education

	Kano State		Ondo State	
Educational level	No	%	No	%
No formal educ.	9	4.2	1	0.6
Primary/Koranic	32	14.9	3	1.7
Secondary	65	30.2	19	11.0
Technical/Polytechnic	77	35.8	48	27.9
University.	32	14.9	101	58.7
Total	215	100.0	172	100.0

Source: Field Survey. 1983

More than half of the respondents claimed to have University education in Ondo State, 101(58.7%), technical/polytechnic 48(27.9%), Secondary 19(11.0%), while only one respondent had no formal education (Fig 3.2e).

3.16 Income Level

136(64.6%) of the respondents fall between medium and high income bracket in Kano State. 125(58.1%) earn between ₦251 and ₦650 per month and 14(6.5%) earn above ₦651 monthly. Only 76(35.4%) are low income earners, as 66 (30.7%) earn between ₦121 and ₦250, and 10(4.7%) earn below ₦120 permonth (Tab. 3.1f). This percentage (35.4%) represents the actual beneficiaries and the rightful occupants of the estates. They fall within the low income bracket defined as those earning less than ₦250 per month[14] (Fig 3.1f)

14. National Housing policy Op.Cit pg 6.

Table 3.1f Distribution of Respondents by Income.

	Kano State		Ondo State	
Income level	No	%	No	%
₦120 per month	10	4.7	0	0
₦121 - ₦250	66	30.7	1	0.6
₦251 - ₦650	125	58.1	140	81.4
Above ₦650	14	6.5	31	18.0
Total	215	100.0	172	100.0

However in Ondo State, majority of the respondents are medium and high income earner. 140(81.4%) earn between ₦251 and ₦650, while 31(18%) earn above ₦651 per month, only one respondent (0.6%) is a low income (₦121-₦250) earner. The reason for a higher proportion in the middle and high income groups is connected to the fact that the housing estates were designed to favour these groups, who have the means to afford the housing units, hence their relatively higher income than those recorded in Kano State.

3.20 Level of Users' satisfaction

Respondents (users) were asked to personnally assess their satisfaction level. Only 10(4.7%) expressed total satisfaction in Kano State, while 80(37.2%) claimed to be fairly satisfied; 33(15.3%) had no feeling towards their units, 76(35.3%) were rather dissatisfied and 16(7.4%) were very dissatisfied with the housing Scheme. This is indicated on Table 3.2a.

Table 3.2a Level of users' Satisfaction

	Kano State	
	No	%
Very Satisfied	10	4.70
Fairly Satisfied	80	37.2
No feeling	33	15.3
Rather dissatisfied	76	35.3
Very dissatisfied	16	7.4
Total	215	100.0

Source: Field Survey. 1983

This high level of dissatisfaction recorded can be explained by the fact that the estates are otherwise occupied by middle and high income groups as shown on Table 3.1f. One would naturally expect their tastes and expectations to be more sophisticated than the low income groups for whom these estates are supposed to benefit. Their dissatisfaction is thus understandable.

Reasons given for their dissatisfaction include insecurity 44(25.3%), lack of proper waste disposal system 36(20.7%), poor house arrangement 26(14.9%), crowdedness 19(10.9). Other reasons include lack of children playing ground 18(10.3%); far distance from work place 12(6.9%), dirty environment 11(6.3%) and noise 8(4.6%) (Tab.3.3).

Table 3.3 Reasons for dissatisfaction

	Kano State	
	No	%
Insecurity	44	25.3
Lack of proper disposal system	36	20.7
Poor house arrangement	26	14.9
Crowded	19	10.9
Far distance from work place	12	6.9
No children playing ground	18	10.3
Dirty environment	11	6.3
Noise	8	4.6

In Ondo State however, satisfaction level is higher. Over 70% were satisfied with their housing units, while the remaining either expressed no feeling or were rather dissatisfied (Tab 3.2b)

Table 3.2b Level of Users' Satisfaction

	Ondo	State
Satisfaction level	No	%
Very satisfied	25	14.5
Fairly Satisfied	108	62.8
No feeling	32	18.6
Rather dissatisfied	7	4.1
	172	100.1

Source: Field Survey. 1983

Reasons given for Satisfaction include quietness of the estate 70(40.7%); nearness to work place 69(40.1%); privacy 65(37.8%); cleanliness 59(34.3%). Others include good arrangement of the units 26(15.1%) and Security 10(5.8%) as shown on Table 3.4.

Table 3.4 Reasons for Satisfaction

	No	%
Quietness	70	40.7
Nearness to work place	69	40.1
Privacy	65	37.8
Cleanliness	59	34.3
Good house arrangement	26	15.1
Security	10	5.8

3.21 Modifications made by Users

More modifications were recorded made by residents of Kano State public housing estates than those of their Ondo State counterparts (Tab. 3.5). This is in line with the difference in the levels of satisfaction. recorded in the two cases and the reasons earlier discussed in section 3.20.

Modifications made include building of garages and corner-shop as illustrated by Plate 3.1a & b. Others are poultry house, additional rooms and stores.

Table 3.5 Modifications made by Users.

	Kano State		Ondo State	
	No	%	No	%
Poultry house	72	71.3	32	69.6
Garage	19	6.9	4	8.7
Additional room	9	8.9	3	6.5
Corner shop	9	8.9	7	15.2
Store	4	4.0	-	00.0
Total	101	100.0	46	100.0

Source: Field Survey. 1983.



a. poultry shed



b. corner shop.

Plate 3.1 Akure: Modifications made by residents

3.30 Influence of Socio-economic characteristics on Satisfaction level.

In order to test for any correlation between Socio-economic characteristics (sex, marital status, tribe, religion, educational and income levels) and the level of satisfaction, the former were cross-tabulated against the later.

Chi-square technique was then employed as a test tool as is normally done with standard statistical tests. Education and income levels were found to correlate significantlly with the users' level of satisfaction in both states. This means that the satisfaction of the respondents is influenced by their levels of education and income. Tables 3.6 and 3.7 indicated this relationship.

Table 3.6 Relationship between Educational level and Satisfaction.

Kano State

Educational Level	Very Satis.	Fairly Satis.	No Feeling	Rather Dis.	Very dis.	Total
No formal educ.	0	8	1	0	0	9
Prim/Koranic	4	18	2	5	3	32
Secondary	3	36	15	9	2	65
Polytechnic	3	18	13	34	9	77
University	0	0	2	28	2	32
Total	10	80	33	76	16	215

$X^2 = 89.6$, 16 degree of freedom $P \leq 0.05$

Ondo State

Educational level	Very Satis.	Fairly Satis.	No feeling	Rather Dis.	Very dis.	Total
No formal educ	1	0	0	0	0	1
Prim/Koranic	1	0	0	2	0	3
Secondary	3	10	6	0	0	19
Polytechnic	5	32	9	9	1	48
University	15	66	17	3	0	101
Total	25	108	32	6	1	172

$X^2 = 49.97$, 16 degree of freedom, $P \leq 0.05$

With 16 degree of freedom at 0.05 level of confidence both Chi square values 89.6 and 49.97 respectively for Kano and Ondo States are significant. The higher the level of education of respondents in Kano State the lower their satisfactions, the reverse is the case in Ondo State. These trends are due to reasons already given in section 3.2.

Table 3.7 Relationship between income level and Satisfaction

Kano State

Income level	Very Satis.	Fairly Satis.	No feeling	Rather Dis.	Very dis.	Total
₦120 monthly	1	7	0	2	0	10
₦121-₦250	3	40	9	9	5	66
₦251-₦650	6	28	24	57	10	125
Above ₦650	0	5	0	8	1	14
Total	10	80	33	76	16	215

$X^2 = 47.6$ 12 degree of freedom at $P \leq 0.05$

Ondo State

Income level	Very Satis.	Fairly Satis.	No feeling	Rather Dis.	Very dis.	Total
₦120 monthly	0	0	0	0	0	0
₦121-₦250	1	0	0	0	0	1
₦251-₦650	17	90	26	6	1	140
Above ₦650	7	18	6	0	0	31
Total	25	108	32	6	1	172

$X^2 = 25.5$: 12 degree of freedom at $P \leq 0.05$

The pattern observed in Kano State as indicated in Table 3.7, the users in low income groups tend to be more satisfied while the feeling decreases with increase in income. Similar to the pattern observed with educational level in Ondo State, with increasing income, satisfaction also increases. This could be attributed to market forces and purchasing power. With these factors coming into play, there is therefore the likelihood that each user considers and compares his ability and willingness to pay for the unit he occupies with his income, (in this case majority being middle and high income groups, Table 3.1f), and secures that which gives him satisfaction.

C H A P T E R F O U R

HYPOTHESES, ANALYTICAL TECHNIQUE AND TEST FINDINGS.

CHAPTER FOUR

4.00 HYPOTHESES; ANALYTICAL TECHNIQUE AND TEST FINDINGS

4.10 Research hypotheses

Eleven hypotheses which were based on the general opinions and findings of various researchers whose works were reviewed were tested. These hypotheses deal with the role of public participation in housing process and decision making The hypotheses are:-

(1) The planners and decision makers understand the socio-economic problems of the people better.

(2) Nigerian public trust the planners and decision makers because they protect the interest of the people.

(3) Housing programmes will satisfy the people of their needs and wants are identified before plans are prepared.

(4) Planning, designing and implementation of housing programmes will be better and more acceptable if the people are allowed to participate right from the start.

(5) Nigerian public participate in housing programmes only if they are affected personnally.

(6) People participate in housing programmes mainly because of their interest in the general development of their environment.

(7) People do not participate in the planning of housing programmes because it is difficult for them to understand the technical language of the planners.

(8) The general attitude of the public towards participating in the planning of housing programmes is encouraging.

(9) Well planned and implemented housing programmes will satisfy the people without seeking their opinions.

(10) Public participation is not essential.

(11) Existing channels of communication are adequate for the people to express their views on housing programmes before they are introduced by the government.

Some of the hypotheses have been delibrately made to relate to one another so as to assertain the consistency in the responses of the people. Standard statistical techniques were employed in testing the hypotheses. The results of the hypotheses are discussed under four headings, namely:

(a) Role of the planners and decision makers in planning.

(b) Need for public participation.

(c) Public's attitudes and behaviour towards participation.

(d) Means of Communication.

These discussions are contained in sections 4.31 to 4.34.

4.20 Analytical technique

The Chi-square test is normally used to determine if a conspicuous discrepancy exists between the observed call frequencies and those expected under an assumed null hypothesis. With regard to the present case, the

null hypothesis assumed is that the opinions of the sampled people on each of the various issues covered by the above stated hypotheses, are inconclusive. In such a case, it would be expected that the responses obtained should be almost equally divided amongst the various options suggested in the questionnaire. Each of the questions forming the basis of the hypotheses has four options - Yes, No, sometimes and dont Know. The respondents chose one from these options.

However, in order to avoid situations in which some more fundamental aspects of the responses are hidden by relying wholly on the overall aggregated responses, all the responses were crosstablutated against factors likely to influence respondents views. Such other factors are income level, educational level and satisfaction level. The aim of the cross tabulation exercise is to test whether there is to any association between the factors and the responses. The required computations on cross tabulation were undertaken at the Ahmadu Bello University, Zaria, Computer centre with the CYBER 72 Computer. The remaining calculations were then mannually done.

4.30 Results of the hypotheses

4.31 Role of the planners and decision makers in Planning

Planning supposedly exists to take care of public interest. Public interest in planning concerns the welfare and the livability of the urban environment. These deal with the fundamental living needs and wants of the public of which housing is basic.

The planners and decision makers are therefore regarded as the custodian of public interest. Hypothesis 2 is designed to test this notion in the Nigerian context.

Hypothesis 2 States that

'Nigerian public trust the planners and decision makers because they protect the interest of the people.'

Attempt was made made here to find out whether the public believe and trust in the role assumed being played by the planner and decision makers as the guardian of people's interest.

About half of the respondents in Kano State 111(51.6%) felt this is sometimes so, thereby meaning that their interest is not always protected by the planners and decision makers. However 71(41.3%) of Ondo State respondents answered in the affairmative, 62(36.0%) felt that the planners and decision makers sometimes but not always, protect their interest, while only 21(12.2%) felt their interests are not at all catered for. The results from the cross tabulation showed that there was no significant relationship between this opinion and levels of income education and satisfaction of the respondents in both States. The chi-square values ranging between 9.1 and 18.67 are not significant at 0.05 level and 12 degrees of freedom.

These half-hearted responses creat doubt as to whether or not the people really trust and believe in the role of the planners and decision makers as the custodian of public interest.

4.32 Need for public participation

The hypotheses formulated to affirm whether or not there is need for public participation are hypotheses 1,3,4,9 and 10.

Hypothesis 1 states that

'the planners and decision makers understand the Socio-economic problems of the people better.'

This hypothesis assumes that socio-economic considerations are the most important is formulating housing programmes and policies. If planners and decision makers are conversant with the Socio-economic problems of people, then there is no need for public participation in housing programmes. Majority disagreed with this assumption (Kano State 68.4%; Ondo State 49.4%), as indicated on table 4.1. There was also no significant relationship between this view and their income, educational and satisfaction levels. The Chi-square values (13.4-19.8) are not significant at 0.05 level, meaning that the respondents' views are independent hence results derived from aggregating the responses can be taken as reliable.

The people therefore feel that their problems are better understood by them rather than the planners and decision makers. This points to the need for public participation especially in identifying the socio-economic problems of the people to be catered for by housing programmes,

Fig 3.1 Results of hypotheses

KANO - STAIE

	Yes		NO		Sometimes		D.K	
	No	%	No	%	No	%	No	%
1	14	6.5	147	68.4	49	22.8	5	2.3
2	19	8.8	81	37.7	111	51.6	4	1.9
3	202	94.0	3	1.4	10	4.6	0	0.0
4	194	90.2	8	3.7	13	6.0	0	0.0
5	156	72.6	30	14.0	23	10.7	6	2.8
6	85	39.5	69	32.1	51	23.7	10	4.7
7	61	28.4	99	46.0	49	22.8	6	2.8
8	27	12.6	105	48.8	75	34.9	8.	3.7
9	28	13.0	152	70.7	33	15.3	2	0.9
10	174	80.9	20	9.3	19	8.8	2	0.9
11	35	16.3	163	75.8	13	6.0	4	1.9

ONDO - STATE

	YES		NO		Sometimes		D.K	
	No	%	No	%	No	%	No	%
1	32	18.6	85	49.4	49	28.5	6	3.5
2	71	41.3	21	12.2	62	36.0	18	10.5
3	162	94.2	10	5.8	0	0.0	0	0.0
4	149	86.6	5	2.9	18	10.5	0	0.0
5	140	81.4	14	8.1	6	3.5	12	7.0
6	92	53.5	37	21.5	34	19.8	9	5.2
7	15	8.7	92	53.5	40	23.3	25	14.5
8	26	15.1	30	17.4	43	25.0	73	42.4
9	41	23.8	54	31.4	74	43.0	3	1.7
10	134	77.9	12	7.0	26	15.1	0	0.0
11	10	5.8	157	91.3	4	2.3	1	0.6

Source: Field Survey. 1983

Hypothesis 3:

'Housing programmes will satisfy the people if their needs and wants are identified before plans are prepared'.

An overwhelming majority (94.0% and 94.2%) in Kano and Ondo States answered in the affairmative, as illustrated by the fact that chi-square values are not significant at 0.05 level. Since this positive opinion has no relationship with income, educational and satisfaction levels of the respondents, it then holds that only housing programmes that take congnizance of the people's needs and wants will satisfy them more.

Having established the fact that the people themselves understand their problems better than the planners and decision makers (Hypothesis 1). It logically follows therefore, that there is need for the public to participate in identifying their housing problems, needs and wants before plans are prepared to ensure satisfaction.

Hypothesis 4.

'Planning, designing and implementation of housing programmes will be better and more acceptable if the people are allowed to participate right from the start'.

Most of the respondents in Kano State (90.2%) and in Ondo State (86.5%) are in support of this hypothesis. Chi-square values of 435.8 for Kano and 352.1 Ondo State are significant at 0.05, thereby meaning that aggregated responses can be relied upon.

The responses are also independent of educational, income and satisfaction levels except in Ondo state where there is significant relationship between the response and educational level. As indicated in Table 4.2; with 8 degrees of freedom a chi-square value of 18.15 was significant at the 0.05 level.

Table 4.2 A crosstabulation of responses on hypothesis 4 by education (Ondo State).

	Yes	No	Sometimes	Total
No formal education	1	0	0	1
Primary/Koranic	3	0	0	3
Secondary	15	1	3	19
Tech./Polytechnic	34	3	11	48
University	96	1	4	101
Total	149	5	18	172

$X^2 = 18.15$, 8 degrees of $P \leq 0.05$

The implication then is that level of education has some influence on the opinion of the people sampled and that more reliable information can be derived from a class by class inspection of the responses than from the aggregated responses. However, the fact that most of the respondents are concentrated in two groups (ie Technical and University education) makes it difficult. Nonetheless,

Table 4.2 shows that people with no-formal education, primary/Koranic are overwhelmingly in support of the hypothesis. Majority of those with Secondary and Technical education also support the hypothesis, but a relatively large proportion are in the 'Sometime' and 'no' groups.

However, with a high number of respondents supporting this hypothesis means that housing programmes are more acceptable if the people are involved in co-determination of its ends and means of achieving them.

Hypothesis 9 states that

'Well planned and implemented housing programmes will satisfy the people without seeking their opinion.'

70.7% of respondents in Kano State held a contrary view of this hypothesis. The result is not influenced by the people's income, educational and satisfaction levels. The result in Ondo State is slightly different as respondents felt that if housing programmes are well planned and executed they could sometimes satisfy the people even if their opinion is not previously sought. This view cannot be regarded unanimous as the responses are influenced by the respondents' educational and satisfaction levels indicated by chi-square values. The responses are cross tabulated against educational level in table 4.3 and against satisfaction level in table 4.4.

Table 4.3 A Cross tabulation of responses on hypothesis 9 by education (Ondo State).

Educational level	Yes	No	Sometimes	Dont Know	Total
No formal education	0	0	1	0	1
Primary	0	0	0	1	3
Secondary	7	9	3	0	19
Tech./Polytechnic	18	15	15	0	48
University	16	28	55	2	101
Total	41	54	73	3	172

$X^2 = 40.57$ at $P \leq 0.05$

Table 4.4 A Cross tabulation of responses on hypothesis 9 by income level (Ondo State).

Satisfaction level	Yes	No	Sometimes	Dont Know	Total
Very Satisfied	11	4	10	0	25
Fairly satisfied	20	27	59	2	108
No feeling	8	21	4	0	33
Rather dissatisfied	2	2	1	1	6
Total	41	54	74	3	172

$X^2 = 40.41$ at $P \leq 0.05$

A general indication that emerges from a class by class investigation of table 3.4 is that lesser proportion of the sampled people hold a negative view of the hypothesis with appreciating level of education. However, when table 4.4 is examined in a closer detail, less of those who expressed their satisfaction about their housing units than others who had no feeling or dissatisfied hold negative view of the hypothesis. Perhaps it is not by coincidence that the above phenomenon has been observed. The fact that housing estates are meant for middle and high income groups and are occupied by these groups (the respondents in this case) the high level of satisfaction recorded is understandable. This finding is in tune with the findings discussed in chapter 3 section 2 (3.20). Hence their consequent sympathy for this hypothesis (9).

It can also be assumed that the opinions and the socio-economic characteristics of the target groups (middle and high income in this case - Ondo State) must have been v evaluated during the planning process. Their satisfaction is thus, not just a mere chance. This means that no matter how well planned and implemented a housing programme is, it cannot totally satisfy the users without seeking their opinion regarding their socio-economic characteristics, needs and wants, either directly or indirectly, even if housing programme is being formulated by geniuses.

Hypothesis 10

'Public participation is not essential'. Overwhelming majority in Kano (80.9%) and Ondo (77.9%) States disagreed with this hypothesis. This view is very unanimous, as the Chi-square value is significant at 0.05 level. Public participation is thus regarded highly essential.

4.33 Public's attitude and behaviour towards participation.

A general consensus of opinion from results of the hypotheses discussed in the background points to the fact that the public are more satisfied with housing programmes that cater for their needs and wants; also the consequent acceptability of such programmes if the public are encouraged to participate right from planning inception. It is therefore logical that the public will be willing to cooperate and assist the planners in

the formulation of programmes and policies that are meant to protect their interest. This is the assumption here. The hypotheses designed to test the validity of the above assumption are hypotheses 5,6,7 and 8.

Hypothesis 5 states that:

'Nigerian public participate in housing programmes only if they are affected personnally'.

The respondents in both states (Kano 72.6%; Ondo 81.4%). supported this view. The overwhelming support for this hypothesis can be regarded binding. The chi-square values at 0.05 level of confidence were significant, meaning that the observed differences in the proportion of the people supporting the various opinions (Yes, No Some-times and don't know) are real rather than accidental, that is, the majority's opinion that gives an affirmative view of the hypothesis is of significance.

Housing programmes are designed to improve the living conditions of the people. It provides shelter a basic human need which offers a bundle of services to its users. Housing programmes could be regarded as issues relevant and personnel to its users. The people's attitude therefore need be enhanced by motivating them to participate in programmes that affect them and their environment as well.

Hypothesis 6

'People participate in housing programmes mainly because of their interest in the general development of their environment.'

39% of respondents in Kano answered in the affirmative, while 32.1% expressed a contrary opinion, 23.7% said 'sometimes' (Table 4.1). In Ondo State 53.5% thought that people participate mainly because of their interest in their environment, the remaining 46.5% is split between 'No' (21.5%) and sometimes (23.3%), 5.2% claimed they had no idea. The Chi-square values at 0.05 level of confidence were significant, this observed pattern of opinion is therefore reliable.

The relatively low positive response could then been taken to mean that the general development of environment weighs less in the minds of the public than the provision of dwelling itself.

Hypothesis 7:

'People do not participate in the planning of houshing programmes because it is difficult for them to understand the technical language of the planners'.

Opinion expressed here is not emphatic. 46% and 53% of respondents in Kano and Ondo States respectively opined that technicality of planner's language does not constitute a serious obstacle to public participation in housing programmes. This result got from Kano State was found not to be influenced by respondents' income, educational and satisfaction levels. It can therefore be regarded as cutting across the classes. The view of Ondo State respondents is however dependent on their educational and satisfaction level as indicated by the Chi-square values.

The opinions expressed are cross/tabulated against educational level in table 4.5 and against level of satisfaction in table 4.6.

Table 4.5 A cross tabulation of responses on hypothesis 7 by education (Ondo State)

Educational level	Yes	No	Sometimes	Dont know	Total
No formal education	0	1	0	0	1
Primary/Koranic	1	1	1	0	3
Secondary	4	10	4	1	19
Tech/Polytechnic	4	23	20	1	48
University	6	57	15	23	101
Total	15	92	40	25	172

$X^2 = 29.47$, $P \leq 0.05$ at 12d.f.

The chi-square value of 29.47 at 12 degrees of freedom is significant at 0.05 confidence level.

Table 4.6 A cross tabulation of responses on hypothesis 7 by satisfaction (Ondo State).

Satisfaction level	Yes	No	Sometimes	Dont Know	Total
Very Satisfied	2	4	8	11	25
Fairly Satisfied	6	65	24	13	108
No feeling	5	20	7	1	33
Rather dissatisfied	2	3	1	0	6
Total	15	92	40	25	172

$X^2 = 35.10$, $P \leq 0.05$ at 9d.f

This value 35.10 is also significant at 0.05 level.

On the basis of the cross tabulation by educational level (i.e Table 4.5), the general indication is that the

proportion of respondents holding negative view to the hypothesis increases with appreciating level of education, just like the proportion holding positive view. The proportion having no opinion (ie Don't Know) increases with appreciating level of satisfaction, while those who are mildly positive (i.e sometimes) seems to be fluctuating. Against changing levels of satisfaction, the negative view to the hypothesis appears to increase with appreciating level of satisfaction, while the other opinions exhibit no discernable trend.

Since public participation is virtually non-existent, a conclusion could be drawn that the public have not really been given the opportunity to interact with the planners to be able to assess whether or not their language is technical. Assuming it is really true that planners language is technical thus posing a problem to participation, if the people are really to be involved in housing programmes, it is believed that the planners could evolve a way of simplifying the technical terms for the layman.

Hypothesis 8 States that

'The general attitude of the public towards participating in the planning of housing programmes is encouraging.'

This hypothesis assumes that planners and decision makers have been involving the public in the planning and decision making in housing process. Almost half of the respondents held a contrary view of this hypothesis in Kano State. In Ondo State those who replied 'Dont Know' constitute the

majority (42.4%) as shown in Table 4.1. The Chi-square values indicated that , there was no significant relationship between the opinion expressed and income, education and satisfaction levels of the respondents. These views can therefore be regarded unanimous in both cases.

Similar to the inference drawn from the result of hypothesis 7, only planners and decision makers who have actually tried to involve the public at any stage of housing process can express a valid opinion about the attitude of the public towards participation. This perhaps, explains why there is relatively moderate response that public attitude is encouraging in Kano State (48.8%), while the majority in Ondo State was non-committal as 42.4% answered 'don't know'.

4.34 Means of Communication

Public participation programmes are best achieved through a development of adequate channels to facilitate the communication and exchange of ideas, attitudes and opinions, and the evolution of agreement between the planners and decision makers on the one hand, and the public on the other.

Existing channels of Communication are adequate for the people to express their views on housing programmes before they are introduced.

The underlying assumption here is that whatever problems militate against the feasibility of public participation in housing programme, are due to factors other than

communication, since existing channels are adequate.

Contrary to expectation, an overwhelming majority in both states (Kano 75.8%) and Ondo 91.3%) expressed the feeling that channels of communication are not adequate. The response was found not to be influenced by respondents' income, educational and satisfaction levels. Thus indicates that the feeling cuts across all classes.

For public participation to achieve its desired purpose attempt should therefore be made to creat channels for communicating planning to the people and feedback from the people to the planners and decision makers.

4.40 Implication of test findings.

Findings from the hypotheses tests have brought some of the problems militating against public participation in Nigeria into focus planning and decision making particularly in housing is both elistist and bureaucratic. There is often an under-estimation of the public's, ability to participate intelligently in decision making, they are therefore not opportuned to take part in decisions that affect them. Adequate and effective means of communication and exchange of opinions on a number of issues pertaining to public welfare are not available; The people are most often not kept informed of decisions to adopt planning activities, only to be revealed when implemented. These constitute the reasons why public participation is virtually non-

existent in Nigeria or ineffective where it exists.

Aside these problems on the part of the planners and decision makers, as identified by the results of some hypotheses tested, other reasons militating against the feasibility of public participation is that Nigerian public lack confidence in the role played by the planners and decision makers as the custodian of their interest. This was revealed by the result of hypothesis 2. Perhaps this is the reason why the attitude of the public is not encouraging towards participation as they participate only when their interest is at stake.

The establishment of the inherent and unequivocal need for the public to be involved in housing programmes from the results of the hypotheses, therefore calls for strategies for ameliorating the identified problems, thereby making public participation a reality. Attempt is made towards attaining this objective in Chapter 5.

PART THREE

CHAPTER FIVE

PLANNING PROPOSALS

CHAPTER FIVE

5.00 PLANNING PROPOSALS

5.10 Proposed Models of Public participation

5.11 Model 1: Proposed pattern of authority in Housing

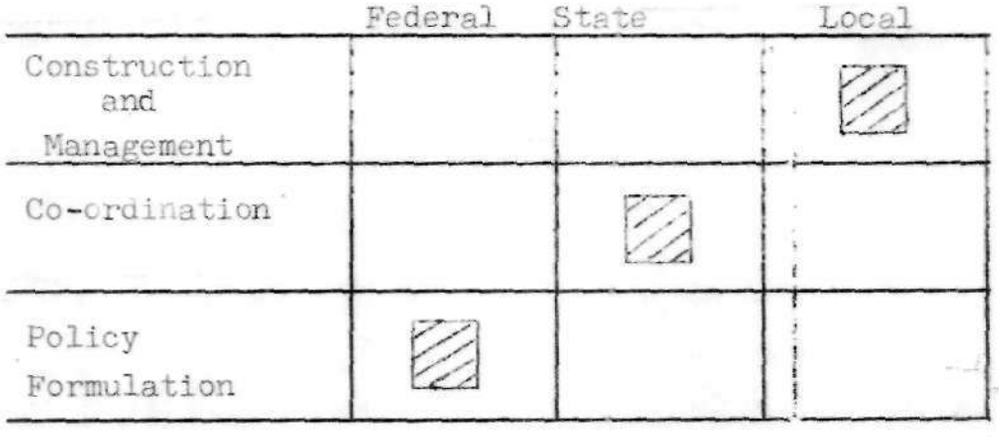
In Nigeria, decision making power with respect to housing is the prerogative of the Federal Government, whose main cardinal programmes include housing. Decision making power is concentrated in the hands of centralised authorities as earlier discussed in chapter two. Decisions trickle down from the Federal Government to the Federal Ministry of Housing and Environment and Federal Housing Authority. These are finally implemented at the local level as illustrated by figure 2.4.

Model 1 presents an alternative pattern of authority in housing. It proposes functional decentralisation of authorities, power and decision making. Towards this end creation of Local Housing Authority is suggested.

(a) (i) Organisation and Functions:
Federal Authority: Federal Ministry of Housing and Environment should formulate national housing policy (Fig. 5.1) which are passed directly to the State Ministry of Housing and Environment. It should make funds available to the State; helps in carrying out comprehensive research into issues connected to housing like building materials. It should also help in training of manpower required. The Federal Housing Authority whose functions often conflict with those of the Federal

Federal Ministry of Housing and Environment should be abrogated.

Fig. 5.1 Proposed Functional Organisation of Authorities



Source: Adapted from Turner.

(ii) State Authority: The State Ministry of Housing and Environment should liase with the Federal Ministry of Housing and Environment , and the Local Housing Authority. Its functions include evaluation of the national housing policies, preparation of guidelines for specific projects to be implemented in relation to various needs of the people as expressed by the Local Housing Authority through the State representative, coordination of the activities of the various Local Housing Authorities. It should also be involved in other institutional matters like seeking avenues for financial support from the Federal Government and other sources, obtaining legal mandate, acquisition and approval of land for project implementation.

(iii) Local authority: The Local Housing Authority is to be established in each of the major regions of the States. It's area of jurisdiction to be reasonably delineated on the basis of population. It would act as the developer and manager. It's functions include planning which involves carrying out surveys to determine housing problems that need the solved; construction; selling; leasing and collecting rents; management and maintenance of the houses. The membership of the Local Housing Authority should be constituted among others, at least, a representative each from both the State and Federal Ministries of Housing and Environment. The Federal representative forwards the housing problems and needs of the local people directly to the Federal Ministry of Housing and Environment to reduce the red-tapisms involved in going through state agencies.

The model (Fig 5.2) provides opportunity for public participation. The peoples consensus arrived at during community meetings and discussions regarding their problems are brought into the notice of the local housing authority by the community representatives and officials from the authority. Since the people living in a particular environment usually have a better knowledge about the local and ecological conditions of the area, this knowledge if passed onto the decision makers and the planners would be useful for plan formulation and selection.

Turner (1976) argues that "the complexity of and variability of individual household priorities and consequent housing behaviour are beyond the practical grasp of any central institution or organisation"[15].

Model: 1: Proposed pattern of authority in Housing

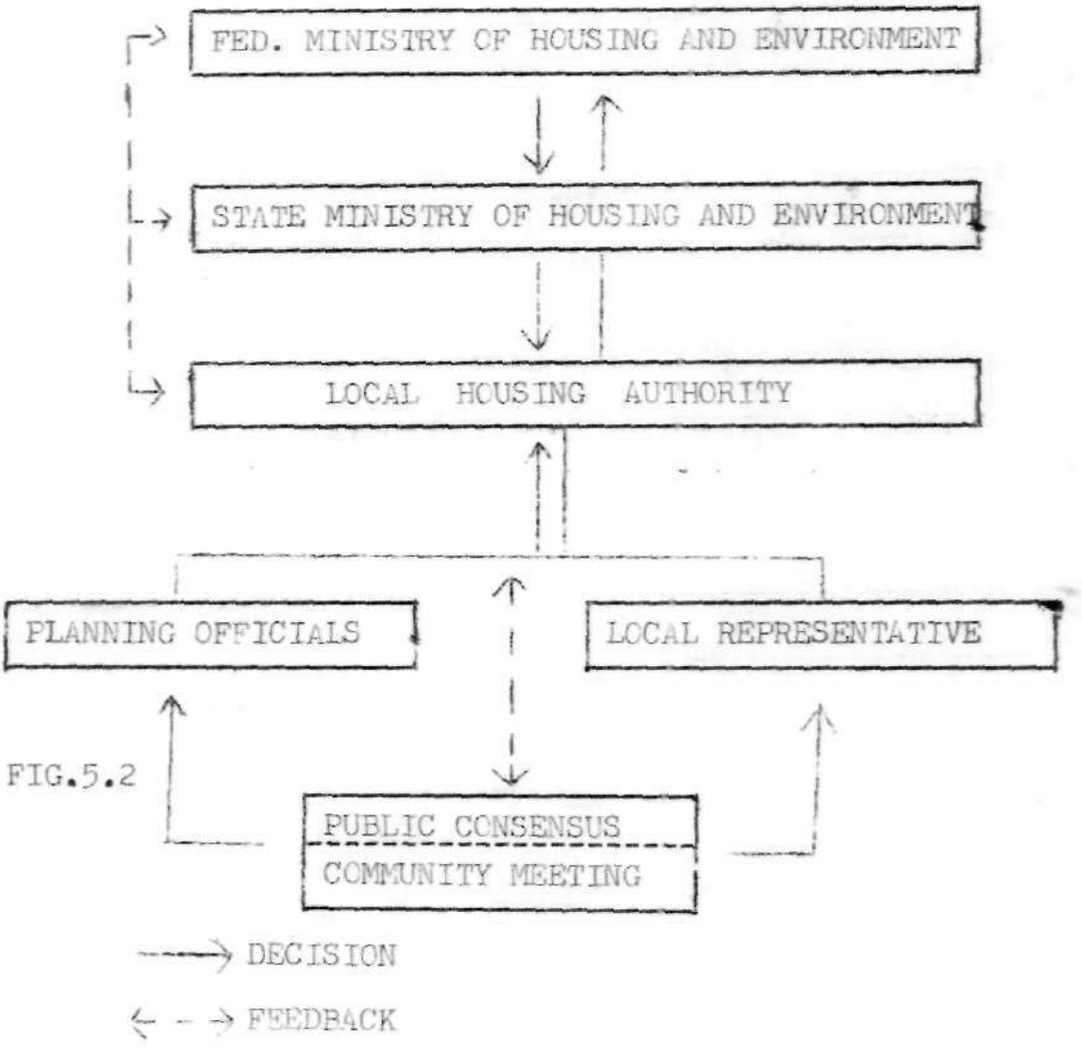


FIG.5.2

15. Turner, J.F.C (1976) 'Housing by people' Marian Boyars, London pg. 100

5.12 Model 2: Proposed Integration of public participation with Housing process and decision making

The first step in housing process is the definition of housing problems that need to be solved. Housing inventory is crucial at this stage. Survey and analysis of existing housing conditions enable problems, needs and demand of the people to be clearly appreciated and understood. The second step of housing process involves identification of goals, and objectives aimed at achieving the set goals. This is followed by the formulation of alternative housing policies and strategies in terms of programmes for solving identified housing and its related problems. The identified alternatives are evaluated and the choice of the most rational one made . The chosen alternative is designed bearing in mind the established socio-cultural and economic characteristics of the people.

Other steps include management and maintenance of the houses constructed. The programme should be reviewed from time to time to ensure that the problems it is designed for are solved.

(a) Essential Stages requiring public participation: It has been established that the limited success of housing programmes to solve the people's housing problems in in Nigeria are due partly to lack of participation of the beneficiaries of such programmes at certain stages of housing decision making process (Chapter 4).

This attitude has further divorced the planning process from the people. A successful housing programme is that which takes adequate cognizance of the people's felt needs, wants and preferences. This is better achieved by involving the people themselves in planning process. Fig. 5.3 shows the stages where public participation is highly essential in the planning and decision making process of housing.

Public participation is crucial at the initial stages of housing process. Direct participation is essential for the identification of housing problems, and goals and objectives. These require understanding the housing problems facing the people. If the people themselves are not incorporated in this stage to work as a team with the planners, their problems cannot be well identified and appreciated. The objectives identified based on ill-defined problems will definitely result in unattainable goals.

The role of the public in the policy formulation is advisory, hence indirect. This increases the wealth of knowledge of the planners and decision makers which helps in the formulation of practicable policies and strategies. Direct public participation should also be sought in the selection of the most rational course of action, after which the planner might have applied his basic planning skill, professional training, experience, and his concept for evaluating and testing the alternative strategies

formulated. Public involvement at the selection stage ensures that the most agreed upon choice is made. Thus reduces people's dissatisfaction and lends credence to the fact that deficiencies in housing are better tolerated if caused by the owner than if they are somebody else's responsibility[16].

The level of commitment of public housing users is very low. Apathy on their part has resulted in poor and unkept environment of many housing estates, apart from the neglect on the part of the agencies. Damages are done to the housing units themselves including infrastructures provided. The users should therefore be assigned a direct responsibility of maintaining their units. To make this effective they should, before allocation of units, be made to sign an undertaking of financial responsibility of any damages done to the housing units occupied by them. This will change the attitude of the people and hence use their units with care. However major repairs should be carried out by the local housing authority.

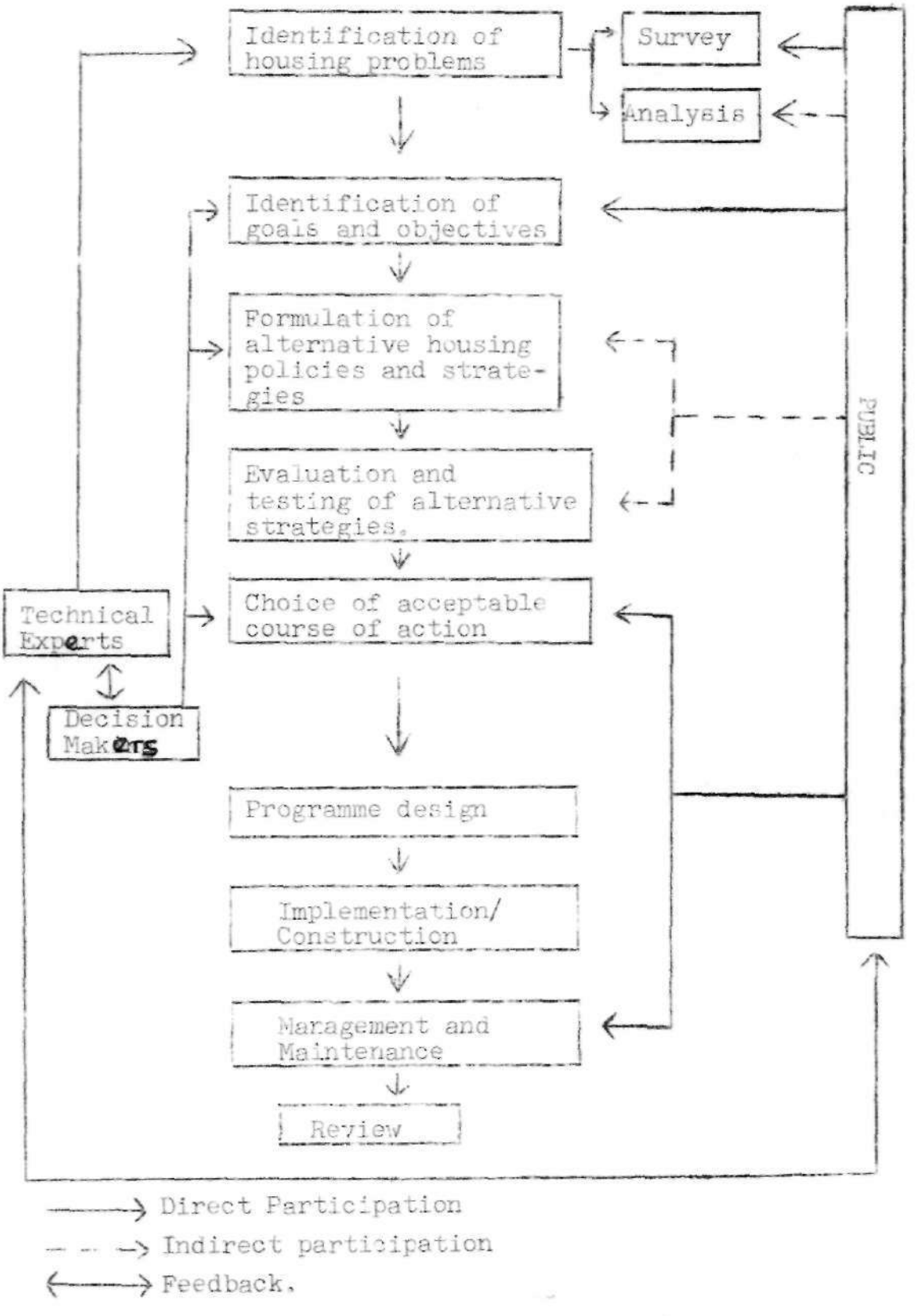
Planners and other technical experts' role is tremedous they are directly involved in all stages of housing process. The decision makers (Politicians) are involved only in the identification of goals and objectives of housing programmes, formulation of housing policy and strategies and choice of programmes to be implemented.

This model also proposes a forum for guiding the public at different stages of the process enumerated above.

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16. Turner F.J.C (1976) Ibid pg. 102

Fig 5.3 Proposed Integration of public participation with Housing process and decision making.



The planner in his professional capacity provides adequate explanation on the technical terms used to the people. The people on the other hand air their views and opinion, and consequently participate in the planning and decision making process through the feedback loops. Feedback of the field situation is also communicated to the decision makers by the planners. This model reiterates the need for planning to be made a public affair. It is only then that users' satisfaction and values can be met.

5.13 Model 3: Identification of users' needs, wants and Priorities in Housing Design

It is most often believed that the planners have an overriding and superior ability to identify the people's needs and incorporate essential planning criteria in plans designed by them. This assumption is erroneous and has been proved on the contrary by this work (Chapter 4: results of the test of hypotheses). Thus the concept of metaplanning is adopted with the view to making housing programmes responsive to its users. In this regard, the people's needs, wants, attitudes and interests should be identified before plan is prepared instead of imposing it on them. It is by so doing that the programme can satisfy the people and be acceptable to them.

> Rather than trying to mould consumer's tastes to fit attributes of a product, the supplier of a good or service will be more successful if he or she determines the needs and wants, and values of the target market and orients his or her efforts towards satisfying those needs, wants and values 17.

To achieve the above, the target group must be clearly identified (Fig 5.4). A Survey and analysis of socio-cultural backgrounds of the target group should be carried out. Customs, beliefs and attitudes of different users and the divergent tradition of the different ethnic groups are important in project design. Economic characteristics such as house-hold income and level of expenditure should also be determined. These are indications of how much the users will be willing to pay for the housing units provided ultimately helping to determine the type of programmes suitable for a given group.

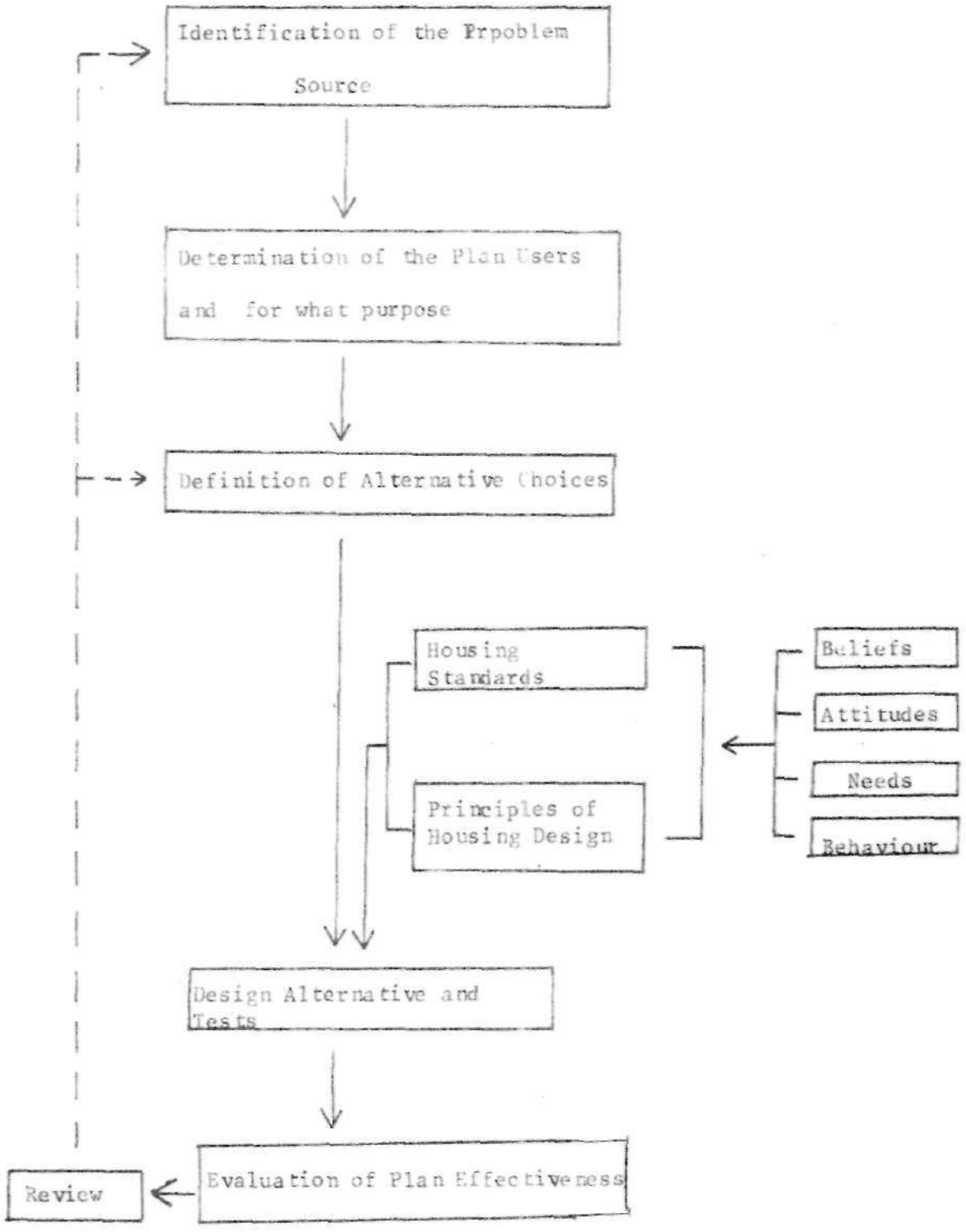
The low income housing meant to accomodate the low income group defined as those earning less than ₦2,500 per annum[18] is actually occupied by a small proportion of this group as established by this work in Chapter 3. This is due to the fact that economic factors are not properly assessed before the projects took off.

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17. de Betterncourt et al (1973) 'Making planning responsive to its users: The concept of metaplanning' in Environment and planning a , Volume 14, No.2 3, March, 1982 pg. 314.

18 National Housing Policy Op.Cit pg. 6

Fig. 5.4 Proposed Strategy for Identifying Users needs.



Source: Adapted from de Betterncourt et al.

They are characterised by high capital index. Affordability by the target group (low income) in thus made difficult.

Housing programmes that take care of these factors enjoy higher acceptability and success. If the concept of metaplanning is carefully applied the divengent needs, wants and attitudes of the people can be identified and used as planning tools for programme design. Housing provision in Nigeria will hence cease to follow a blue print approach, whereby the same types of housing units are constructed all over the country neglecting the multiplicity of people's needs, wants and priorities. The designed programme should be evaluated to determine its effectiveness and should also be reviewed to make possible the inclusion of changes that might take place over time.

5.20 Proposed strategy for public participation in housing process.

This research work has ascertained that the public generally are not adequately informed about what planning means. The people have misconcieved ideas about the role planning plays. To an ordinary man in the society, planning simply means provision of water, electricity and access roads. The public shy away from participation in planning programmes particularly housing, with the feeling that formal planning efforts made no change in their situations and circumstances. In many cases they feel they are worse off. Planning is thought to be an academic exercise and a government affair which is dictatorial.

Having earlier reiterated the important role public participation plays in the co-determination of ends, and means of achieving the ends especially in housing programmes, it is essential therefore to provide a mechanism for involving the public in housing process and decision making, and educating them on what planning is and what it is meant to achieve. A form of gaming simulation method, Fagence 1973 described as charrette[19] is suggested for achieving this.

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19. Fagence, M. (1977) Public participation in planning, Pergamon Press, Oxford, pg 301.

The Charrette is a means of providing a learning environment to heighten the awareness of the community on the intricacies of planning. It involves the public and the planners working together in an informal atmosphere. This type of environment makes the participants feel free to interact and exchange views. It is hence suggested that a planner be assigned to each district of a city to work with the people. His responsibility should include educating and informing the people of the ever-expanding role of planning. This technique does not presuppose that everybody should be involved at this level. Representatives should be chosen from the local residents whose duty involves presenting the identified community's problems to the Local Housing Authority. He also keeps the people informed during the community meetings about the decisions arrived at.

The planning officer should go further to involve the residents in developing programmes by supplying the necessary informations and tools to the interested groups with which to plan under his guidance and supervision. This method of participation could also be useful in rehabilitation programmes.

5.30 Proposed principles of public participation.

1. Means of communication: To achieve adequate understanding, support and active public participation within the broad planning process, the planner should strive to achieve an informed citizenry, as the best

way to avoid opposition and conflict is through the the fostering of understanding. Meetings and discussions should be used mainly at the community level. This ensures a 'face to face' contact between the planners and the public. Table 5.1 indicates public preference towards this technique. Other means that could be employed include radio, television, exhibition, newspapers and posters.

Table 5.1 Means of Communication.

	Community Meeting	Radio	T.V	Exhibition	Newspapers	Posters
No.	129	113	84	40	11	10
%	33.3	29.2	21.7	10.3	2.8	2.6

Source: Field Survey 1983

For communication to be effective it should be simple and clear, especially in reports and during discussions. A simple sketch or diagram should be used to save many words. Photographs and models should be used as illustrations of the programmes to be discussed.

2. The audience being addressed should be understood and the report or discussions directed to them.
3. Simple and plain language should be used, local dialets could also be employed where majority have no formal education.
4. Deliberations at the meetings should not be lengthy and should take place within the shortest possible time.
5. The audience must be told about the actions to be taken towards carrying out the proposed project.

6. Findings and recommendations should be made easier to follow by listing and numbering them especially in report and discussions.
7. The people should always be kept informed at the various stages of programme implementation.
8. Attempt should be made to mobilize voluntary public effort by encouraging voluntary agencies, welfare societies, educational and cultural associations, 'charitable organizations, clubs trade unions, and community representative bodies of all kinds at all levels to be identified with development and housing programmes. They could be of help particularly in plan formulation, selection, and implementation.
9. Effective local leadership should be developed and utilised especially in the rural areas. The Obas, Chiefs and Village Heads could be effective in dissemination of ideas and informations to their subjects.
10. Participation programmes should be drawn up in such a way as to make use of a different skill of organised interest group in the community so as to facilitate a meaningful, effective and responsible role.
11. Public participation should be built in the Town and Country Planning Law of the various regions. The decision-makers and the planners should be given the mandate to involve the public in housing process. The plan prepared by them should be compelled by law to pass the test of public participation.

12. Direct construction by the government should be minimal. Only the poorest segment of the Society should be catered for by the scheme.

The 'home ownership' proposed in the Fourth National Development Plan should be modified to include 'do-it-yourself' whereby the people are involved in the actual construction of their housing units, rather than selling already constructed houses. This is a way of ensuring satisfaction. However, more serviced plots should be made available and the existing financial institutions expanded.

5.40 SUMMARY AND CONCLUSIONS

The first part of this work attempted to bring into light the issues of organisation involved in Housing as they relate to decision making. The hierarchical structure of authority in the Nigerian context has also been highlighted. The finding that socio-economic characteristics are necessary to be identified to act as an important tool for programme design, and their inluence on the level of users' satisfaction present a good case for the need for participation. Results of the hypotheses tested in Part two have also brought into focus the problems facing the public participation. Amongst the identified problem are: Lack of trust for the planners and the decision makers; inadequacy of existing channels of communication and the indifferent attitude of the public themselves. The public appears willing to participate only when their interest is at stake.

Findings from the survey indicate that the Nigerian public believes that decision-makers (Politicians) protect their individual interest rather than the interest of the masses. The fact that planning cannot be divorced from politics is recognised. Perhaps this is why the bad image the public have for the decision makers (Politicians) has been extended to the planners as well. However, it is pertinent to reiterate the fact that planning is one of the most difficult fields, as planners have to work in widely differing and sometimes opposing environments.

He has to be actively involved in decision making as well as fulfilling his professional role to the public.

Findings from this work have buttressed the fact that effective participation is not easy to accomplish as it involves attempts to harmonise myriads of public interests. Planners should be prepared to scope with public opinions, the public themselves, and the complexities of decision making processes. Public participation therefore will not just happen without a lot of sweat and frustration. Sacrifice, devotion and endurance on the part of the participants especially the planners will only make it a success.

However, it is not the contention here that public participation is a substitute for good planning, but if well integrated, it serves as fundamental approach towards the achievement of democracy in planning. For housing programme to be successful in Nigeria greater attention must be paid to overwhelmingly acceptable and implementable plan. In achieving this the people should be enccuraged to take part in shaping the decisions that affect them. It is by this that planning for and with the people can become a reality instead of paying lip service to the subject.

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APPENDIX

Sample questionnaire

1. Sex: (i) Male ☐ (ii) Female ☐
2. Marital Status: (i) Single ☐ (ii) Married ☐
   (iii) Widowed ☐ (iv) Separated ☐
3. State of residence .....
4. Educational Level: (i) No formal education ☐ (ii) Primary/Koranic ☐ (iii) Secondary ☐ (iv) Technical (Polytechnic) (☐ (v) University Education ☐
5. Religion: (i) Christianity ☐ (ii) Islamic ☐ (iii) Others (pls specify) ☐
6. Tribe: (i) Hausa ☐ (ii) Yoruba ☐; (iii) Ibo ☐ (iv) Other (pls specify) ☐
7. Income Level: (i) Less than ₦120. per month ☐ (ii) Between ₦121 - ₦250 per month ☐; (iii) Between ₦251 - ₦650 ☐; (iv) Above ₦651 ☐
8. Have you benefitted from any housing scheme: Yes ☐ No ☐
9. If yes which type of housing scheme (pls tick as appropriate).
   (i) Houses built by the government and sold to me ☐
   (ii) Houses built by the government and let to me ☐
   (iii) Plots of land sold to me by the government ☐
   (iv) Houses built by private individuals and let to me ☐
   (v) Houses built by private individuals and let to me ☐
   (vi) Plots of land sold to me by private individuals. ☐
10. If your house has already been constructed by the government before sold or let out to you, does the House have any of the following (pls tick as appropriate).

	Exclusive use	Shared	None
(i) Water Supply			
(ii) Electricity			
(iii) Kitchen			
(iv) Toilet			
(v) All of the above.			

11. How many sleeping rooms are there in the house: 1 bedroom ☐ 2 bedrooms ☐ 3 bedrooms ☐ 4 bedroom and above ☐

12. How many people are living in your household .....

13. What was your contribution to the housing development in your area (pls tick as appropriate): (i) I built the house, provided electricity and water supply ☐; (ii) I built the house and provided access road ☐; (iii) Modified the house as follows ☐ (pls tick the appropriate modifications you have made) (1) added more rooms ☐ (2) Toilet ☐; (3) Kitchen ☐; (4) Store ☐ (5) Garden/Poultry house ☐; (6) Small shop ☐

14. How do you feel about your govt. constructed house on the whole: (i) Very satisfied ☐ (ii) Fairly satisfied ☐; (iii) No feeling ☐; (iv) Rather dissatisfied ☐; (v) Very dissatisfied ☐.

15. If not satisfied why? (Pls tick as appropriate): (1) Far distance from my work place ☐; (2) Crowded ☐; (3) Noisy ☐; (4) Lack of proper disposal system ☐ (5) No children playing ground ☐; (6) Dirty environment ☐; (7) Poor arrangement of the house ☐; (8) Insecurity ☐ (9) other (Pls specify) .....
.....

16. If satisfied what do you like about your area: (1) Nearness to my work place ☐; (2) Quietness ☐; (3) Privacy ☐; (4) Cleanliness ☐; (5) Presence of children playing around ☐; (6) Good arrangement of the house ☐; (7) Security ☐; (8) Other (Pls specify) .....
.....

17. If your house was constructed by you how do you feel about it: (1) Very satisfied ☐; (2) Fairly satisfied ☐; (3) No feeling ☐; (4) Rather dissatisfied ☐; (5) Very dissatisfied ☐.

18. If not satisfied, give reasons as in question 15:.....
.....
.....

19. If satisfied, give reasons as in question 16: .....
.....

20. Do you feel that planners and Decision makers understand the socio-economic problems of the people better: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

21. Nigerian public trust the planners and the decision makers because they protect the interest of the people: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

22. Do you feel that housing programmes will satisfy the people if their needs and wants are identified before plans are prepared: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

23. Do you feel that planning, designing and implementation of housing programmes will be better and more acceptable if the people are allowed to participate right from the start: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

24. Nigerian public participate in housing programmes only if they are affected personnally: Do you agree? Yes ☐ No ☐; Sometimes ☐; Don't know ☐.

25. Do you think that the people participate in housing programmes mainly because of their interest in the general development of their environment: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

26. People do not participate in housing programmes because it is difficult for them to understand the technical language of the planners: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

27. What do you think about the general attitude of the public towards participating in housing programmes: Encouraging ☐; Sometimes encouraging ☐; Not encouraging ☐; Don't know ☐

28. Do you think that well planned and implemented housing programmes will satisfy the people without seeking their opinions? Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

29. On the whole do you think that public participation in housing programmes is not essential: It is not essential ☐; It is essential ☐; Sometimes essential ☐; Don't know ☐.

30. If it is not essential, why? (Pls tick as appropriate): (1) Public participation generates a lot of conflicting opinions ☐; (2) It wastes time, delays plan preparation and implementation ☐; (3) It creates confusion, thereby reducing the chances of the plan's acceptance by the government ☐; (4) The majority of the people being planned for are ignorant hence their decisions should be made for them. ☐.

31. If you feel that public participation is essential, do you think that all citizens should be involved in all the stages of housing programmes: Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

32 If you feel that everybody cannot participate, which group(s) do you want to be participating and at what stage(s). (Pls indicate clearly the group(s) and stage(s) you have chosen on the table below).

Plan inception
Setting the aims of planning
Identifying the alternative courses of action to be taken.
Evaluating the alternative courses of action to be taken.
Implementation.

(1) Decision makers and the planners only.
(2) Representatives chosen by the people.
(3) Traditional office holders (Obas, Chiefs, Elders of the Community etc.)
(4) Religious leaders.
(5) Low income groups.
(6) Interest groups (Social Clubs, Education and Cultural Association etc).
(7) Cthers (Pls specify and rank).

33. Do you think that there are adequate channels of communication for the people to express their views on housing programmes before they are introduced by the government Yes ☐; No ☐; Sometimes ☐; Don't know ☐.

34. Which of the following channels of communication would you prefer to be used as sources of informing the people about planning activities (Pls mark in order of preference e.g. put: (1) for the one preferred most and (6) for the least preferred)
(a) Radio ☐; (b) Television ☐; (c) Newspapers ☐;
(d) Posters/Leaflets ☐; (e) Exhibitions ☐;
(f) Community meetings/discussions ☐;
(g) Other (Pls specify and rank) .....