# ANALYSIS OF POLICIES AND STRATEGIES FOR THE DEVELOPMENT OF TOWNS IN THE FEDERAL CAPITAL TERRITORY, ABUJA

**M.SC(U.R.P) THESIS**

**BY**

**IDRIS ABUBAKAR MOHAMMED**

**B.Sc. (HONS) GEOGRAPHY**

**BAYERO UNIVERSITY KANO**

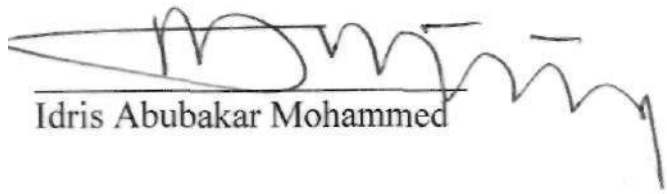
**DEPARTMENT OF URBAN AND REGIONAL PLANNING**
**FACULTY OF ENVIROMENTAL DESIGN**
**AHMADU BELLO UNIVERSITY**
**ZARIA, NIGERIA**

**MAY, 1999**

**DECLARATION:**

I hereby declare that this thesis is an outcome of my research work. All other sources of literature referred to in this work have been acknowledged in accompanying footnotes.

This work has not been previously submitted for the award of any academic certificate.



Idris Abubakar Mohammed

DEPARTMENT OF URBAN AND REGIONAL PLANNI NG

FACULTY OF ENVIROMENTAL DESIGN

AHMADU BELLO UNIVERSITY

ZARIA NIGERIA

## CERTIFICATION

This is to certify that this thesis has been submitted as a partial fulfilment of the requirement for award of a degree of Master of Science, Urban and Regional Planning.

**APPROVED BY**

Dr M. B. Yunusa ..... 24/1/2000

(1st Supervisor)

Mr. S.U. Okotie ..... 24/1/2000

(2nd Supervisor)

Dr. M.B. Yunusa .....

(Head of Department)

Dean, Postgraduate School .....

Zaria

May 1999.

# DEDICATION

To my Sister Halima

May Allah grant her eternal rest.

## ACKNOWLEDGEMENT

I wish to express my sincere gratitude to my supervisors Dr. M.B. Yunusa, Dr. J.B. Kaltho and Mr S.U. Okotie for theirs tolerance, and constructive criticims throughout the duration of this work. Other members of staff of the URP Department, who have contributed in making this work possible also deserve my deep gratitude.

I am grateful to the entire members of staff FMW & H Abuja especially Mr. M.K. Mohammed; Mr. J. O. Okunfulure, Mr. R.O. Adebayo, Arch Sani Gidado and many others too numerous to mention for their professional advice, moral and financial support. I am indebted to my friends in the URP Department ABU Zaria especially my group members for the team spirit they exhibited throughout our stay in Zaria.

I am grateful to God Almighty for making this works reality.

**TABLE OF CONTENTS.** **PAGES**

**CHAPTER 2**



**CHAPTER 3**



**CHAPTER 4.**

**CHAPTER 5**

## LIST OF FIGURES



## LIST OF TABLES

## ABSTRACT

**It has been increasingly recognised that there are substantial contrasts in the Development of some regions compared to that of others. Indeed contrasts operate at different spatial scales because in reality some parts of individual regions are richer and more developed than others.**

**Regional planning strategies are employed to redress disparities.**

**In setting development goals for our towns there is need for utilising existing theories and models as tools for attaining set targets and objectives. Placing much emphasis on city and town masterplan implementation without giving due emphasis to wider regional level interactions might not help in achieving set objectives.**

**After about 20 years of implementation of the Federal Capital Territory, Abuja Region Plan there is need to examine how strategies for the development of towns in the territory have met their desired objectives. It is necessary to make review of existing strategies on the basis of observed spatial dynamics that might have not been anticipated initially.**

# CHAPTER 1

## 1.0 INTRODUCTION

The clamouring for a new Federal Capital had arisen because of hightened intolerable conditions of living and working in Lagos amongst other things. With the end of the civil war and the initial mindless spending of the early years of Nigeria's oil boom, the unplanned development of major structures and residential districts for hosting continental sports and the festival of African Arts and Culture resulted in cries that all this was giving undue developmental advantage to one section of the Country.

The Udoji salary award of 1974 which was also part the then public sector spending spree has resulted in massive importation of cars and commercial vehicles as well as in the acquisition of innumerable durable consumer goods. Traffic congestion on Lagos roads gradually became the order of the day. Heavy migration into Lagos was leading everywhere to serious environmental degradation. The pressure on the barely inadequate infrastructural facilities began to make life in Lagos most unbearable. With this circumstance from all over the country the cry went up that the nation needed to start looking for a new capital outside of Lagos, preferably in the relatively underpopulated area of the middle belt region of Nigeria, thus giving birth to the new Federal Capital Territory of Abuja.

On the basis of recommendations submitted by Aguda panel to the then Federal Military Government decree no 6 of 1976 was promulgated. This decree

established the Federal Capital Territory, FCT which was carved out from Kaduna, Niger and former Plateau and Kwara States a location that is central to the Federation of Nigeria (see fig 1.1.)

At early stages in the development of the Federal Capital City FCC, all existing settlements within the FCT were slated for relocation to neigbouring states. The commencement of this policy gave birth to new settlements such as Sabon Wuse and Karu in Niger and Nassarawa states respectively. A subsequent survey by University of Ibadan consultancy services revealed the enormity of resources needed by the Federal Capital Development Authority, FCDA to completely relocate existing FCT population. Thus a policy shift towards selective relocation of population from only areas of intensive development was later embarked upon. These relocation areas include:

1. - The Federal Capital City Site.
2. - Forest and game reserve areas
3. - Reservoirs and watersheds
4. - Plains containing International Airport
5. - Key access point to the FCT (See fig 1.2)

On the basis of strategies for development of the FCT contained in the two regional plans ie the IPA and Doxiadis Associates regional development plans a hierarchy of settlement has emerged comprising of:

1 - the Federal Capital city, FCT the primate city
2 - Satellite townships

3 - Sub-Regional centre settlements comprising of the six local government Headquarters.

4 - Existing settlements with community facilities

4 - Minor settlements and homesteads.

This hierarchy of settlement where designated specific functions on the basis of Their natural potentials to support the new capital city. Such roles include absorbing populations a evacuated from intensive development areas mentioned above, industrial centres, commercial, agricultural, tourism and educational centres. Presently the F.C.T. is experiencing rapid population growth with an average of 3.8% per annum as against the national average of 2.5% per annum (National Population Commission 1998). Also it is experiencing a rapid growth in physical development in residential, commercial and institutional landuses. The seeming emphasis given to the development of the FCC as against that of the FCT sub-regional centres has resulted to physical planning problems that need to be addressed in a regional context.

## 1.1 RESEARCH PROBLEM

On the basis of initial IPA regional plan proposal the Federal Capital city is now located in the extreme eastern sector of the Federal Capital Territory about 5 km to the FCT boarder with Nassarawa state. This means certain settlements outside the FCT in Niger and Nassarawa states have more proximity to the capital city than the sub regional centre settlements within the Territory. Centres in the development areas i.e sub-regions in the territory regional plan have not

developed as expected and as such nearby settlements outside the FCT area taking the benefits of the new FCC the more. This has resulted in regional imbalance in the development of the territory. Advantages of limited distance constrain between settlements close to the FCC compared to sub-regional centres are now an important determinant in the growth and development of settlements in the territory. The regional development policies and plans prepared at the inception of the territorys development were based on the FCT administrative boundary as the planning area. This further meant that settlement such as Suleja, Karu, and Keffi etc within the functional region of the FCC were excluded in the regional plan. Subsequent interactions between settlement within and outside the territory might have disorganised the spatial structure of the F.C.T. as envisaged in the initial regional plans. This shall need to be examined for further planning actions after 20 years of implementing the FCT regional plan. It is now necessary to assess and explain the present spatial structure of the territory for policy and plan improvement.

This constitutes the focus of this work. An answer is to be found for the question. Why have the policies and strategies for the development of the FT not produced a balance regional growth and development.

## 1.2 AIM

To examine the nature and explanatory factors on why the regional centres are not performing their designated functions. To also formulate viable planning proposals for the sustained development of the FCT region.

## 1.3 OBJECTIVES:

The aim of the study will be achieved through the following objectives.

1. To review theories of regional growth and development and their application as tools for development.
2. To review policies and strategies for the development of the Federal Capital Territory, FCT.
3. To identify the outcomes of the initial policies, programs and operational procedures in FCT development.
4. To identify the positive and negative aspects of the initial and operational policies based on outcomes in objective three above.
5. To make planning and policy recommendations towards the attainment of sustained growth and development of the F.C.T.

## 1.4 JUSTIFICATION OF THE STUDY

One of the goals of the decree establishing the new FCT is to shift focus of growth and development to the less developed interior and also to give all part of Nigeria equal access to opportunities emanating from the national government. There is the need for a sustained growth and development of the Federal Capital Territorys sub-regional centres so that they can support the FCC to perform its administrative functions for the Federation of Nigeria. After 20 years of operation there is the need to look at how the strategies for the development of towns in the FCT have not met their desired objectives.

## 1.5 SCOPE AND LIMITATIONS:

This study covers the Federal Capital Territory and its immediate surrounding. This area mainly constitute the northern and northeastern areas of the territory containing major towns i.e Zuba –Suleja and Karu – Keffi axis in Niger and Nassarawa states respectively. The study will limit itself to those developments that have significant planning implications within the study area. This study does not claim to be a review to the F.C.T. regional plan.

METHODOLOGY

Data used in this work are to be obtained from two main sources.

A – Primary sources of data

- Reconnaissance survey of selected settlements within the study area in view to having an idea of their size and direction of growth.
- Traffic count along major routes from regional centres to the FCC to have an idea of interaction between them.
- Formal and informal interview with MFCT and Area Council officials to determine present operational policies for township development in the territory.

B – Secondary Sources of Data.

- The 1991 census figures and population projection obtained from National population commission to see trends in population growth of study area including major towns.
- Reports of various surveys carried out on the FCT.

- Masterplans for the FCC and other major town to see their proposal and projections for comparative analysis with existing situations.
- The Doxiadis Associates and IPA Regional plan for the F.C.T.
- The 4th National Development plan as it relates to the FCT and its adjoining states.

Population figures and present rates of growth for the FCT and boarder towns is obtained in view to making comparison with FCT regional plan projections and also to make contrast with national growth rate and that of the FCT. Traffic count computed on basis of passenger car unit, PCU is to be undertaken in view to obtaining the prevailing interaction pattern between towns within and outside the FCT with the new Federal Capital City. This is also contrasted with the FCT anticipated interaction pattern.

## 1.7 DATA ANALYSIS

Major technique employed in this study is the inverse weighting chart which is a simple matrix technique that seeks to relate inversely the weight of each variable of central functions to a number of, settlements which poses that particular function.

It is assume that "functions present in a few centres are of higher order than the more common ones" – Grove & Huszar (1966). This method is used to identify the second order settlements in the FCT assuming the FCC as the first order settlement. Third order settlements are also identified in the sub-regions of the F.C.T. The variable considered for ranking of settlements includes population

size, Administrative function, commercial activities (markets) Educational facilities, and Health facilities distance from FCC and other services.

The inverse weighting chart is utilized in view to facilitating the ranking of settlements on basis of their functional specialization or the kind of central functions they offer their surrounding region.

## 1.8 LOCATION OF STUDY AREA:

The Federal Capital Territory lies between latitudes 25° 00" 9° 20" North and longitudes 6° 45 " to 7° 00" East and is located in geographical centre of Nigeria it has an area of 8000km$^2$ and is bounded to the north by Kaduna and Niger states, to the south by Kogi state, to the west by Niger state and to the East and northeast by Nassarawa state. The site for the FCC is in the northeastern sector of the FCT and occupies an area of 250 km$^2$ with a basic planning concept consisting of a crescent shape oriented towards also hills that form the focal point of the city materplan.

### ACCESSIBILITY:

The FCT is accessible from all parts of Nigeria as a result its central location with major road link being.

A – 2 running north/south from Kaduna to Lokoja

A – 124 running east/west between Bida and Abuja city

A – 234 running East/West between Keffi and City

F – 124 running northwest/southwest between Minna and Abuja. The FCT is accessible by air from all major cities in Nigeria within a flight period of less that

an hour. The new International Airport which in now operational, links Abuja with the West African subregion, Europe, Asia and Southern Africa.

While there is no railway transport in the FCT there are proposals to link Karshi, Kuje and Gwangwalada with the national railway network. There is also a proposal for linking the planned inland port in Lokoja to Abuja with a rail line.

## 1.9 SOCIO – CULTURAL CHARACTERISTICS:

The original inhabitants of the FCT comprise Gwari, Gade, Gwandara, Gana-gana, Koro, Bassa and pockets of Hausa communities. Presently the territory is considered to be a place that avail all Nigeria citizens with equal opportunities in respect to indigene status, access to land and freedom to participate in local politics. The FCT is now a melting pot for cross-fertilization of ideas, cultural and religions value an other forms of interactions between ethnic groups from all parts of the Federation.

## 1.0 PHYSIOGRAPHY:

The topography of the FCT is typified by gentle undulating terrain interlaced by riverine depressions occupied by seasonal rivers and streams. The Gwagwa plains that rise from an elevation of 303 metres in the west to 610 metres in the east constitute the FCC site. The steep hills of Gwagwa plains comprise of granite masses rising above the level of the surrounding country with steep sides and culminating into prominent summits. The area between the FCC and the A-2 corridor is comprised of plains with isolated granite outcrops and contain the

International Airport. There is a distinct dry and rainy season regimes giving rise to the characteristic wooded guinea savanna vegetation of the F.C.T.

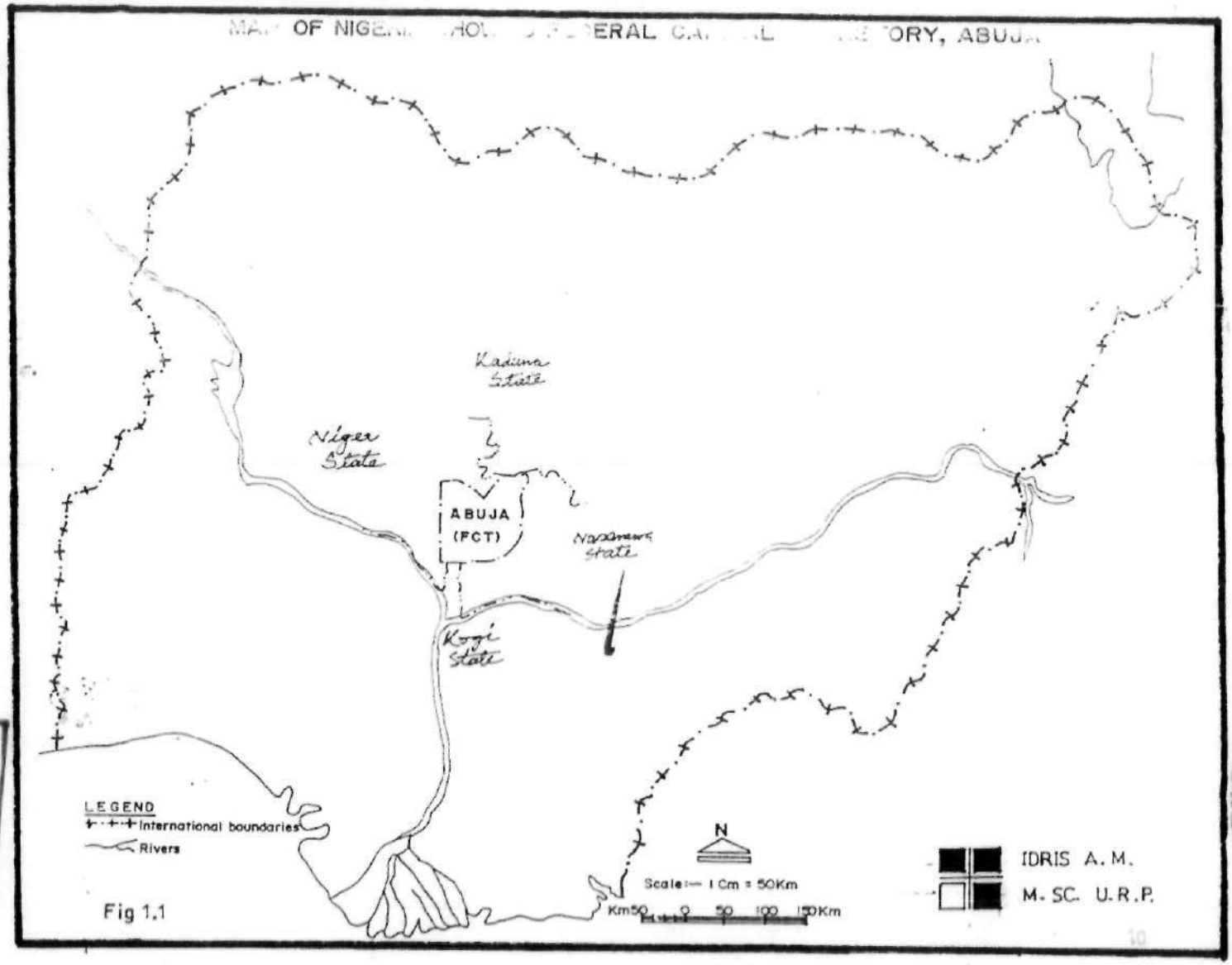



Fig 1.1

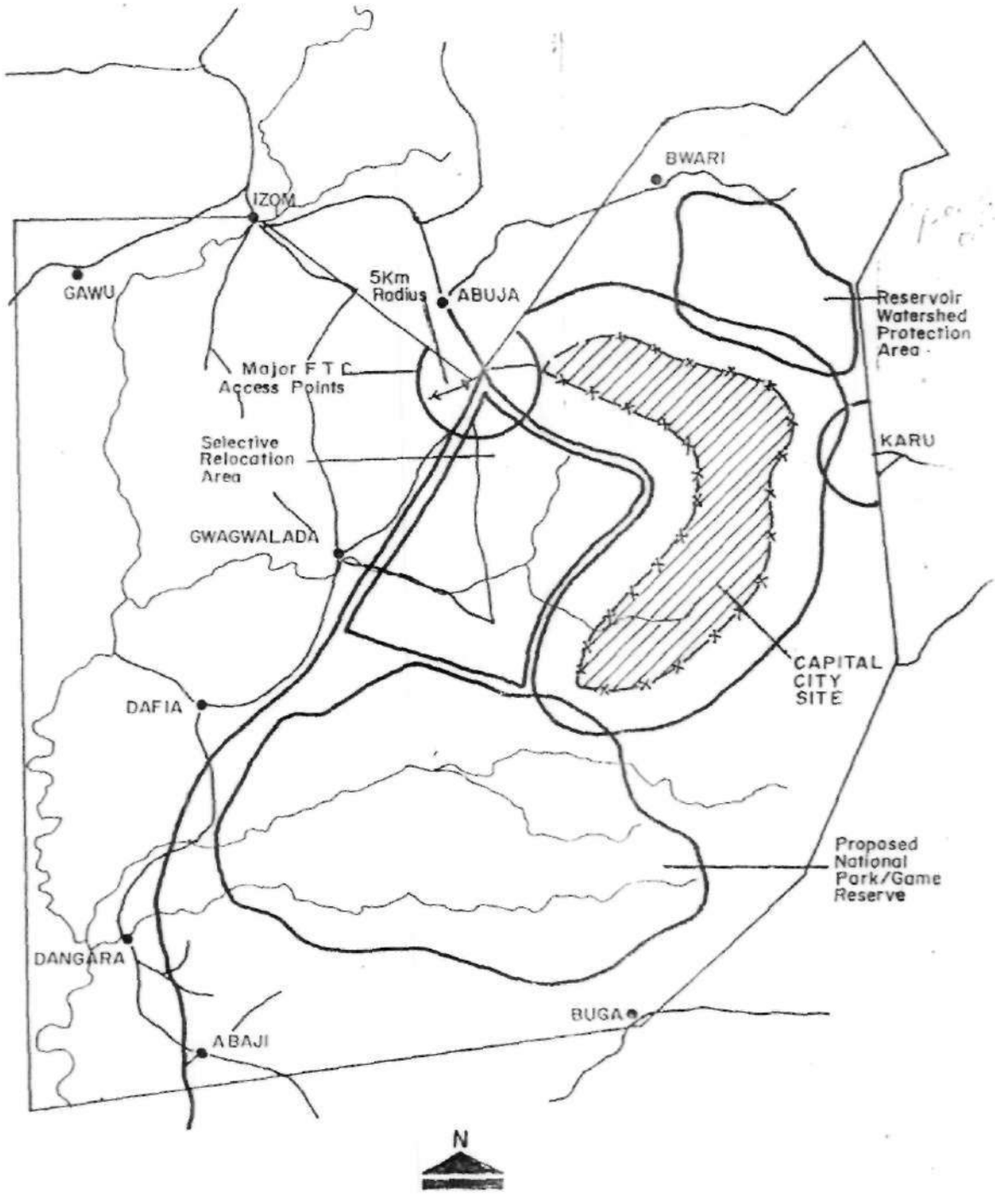
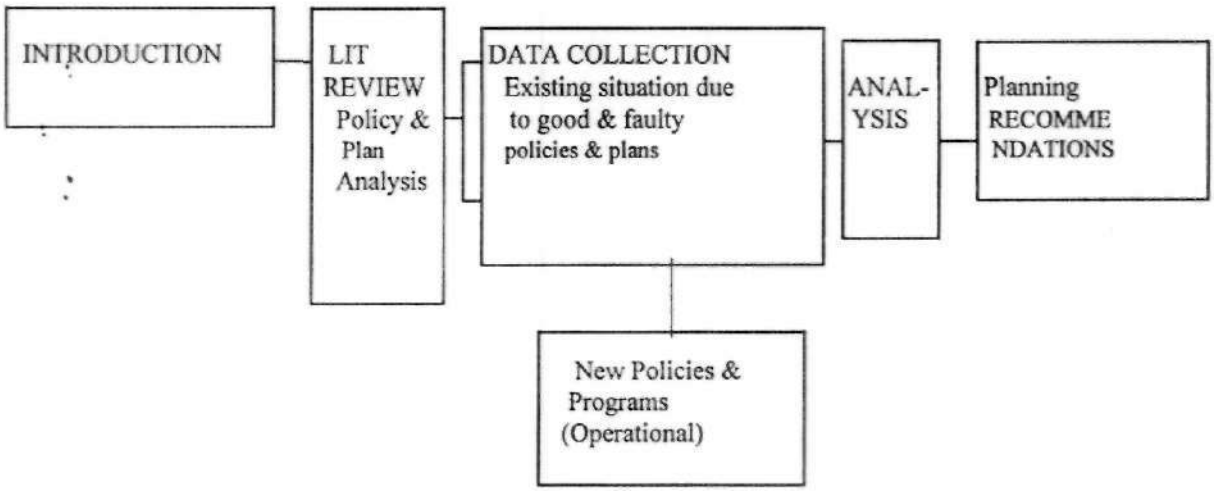



Fig 1.2 FEDERAL CAPIL TERRITORY SHOWING MAJOR RELOCATION

SOURSE: FCC MASTERPLAN.

## 1.11 THESIS STRUCTURE:



# CHAPTER 2

## 2.0 REVIEW OF THEORIES OF REGIONAL GROWTH AND DEVELOPMENT AND THEIR APPLICATION AS TOOLS FOR DEVELOPMENT:

Development involves value judgement about the direction and speed of change. The idea of regional development inspite of its ambiguity is regarded as a social good. According to Clarke 1983 " to be developed is good, stagnation is bad, indifference is inadmissible". While most developing countries have emphasized the need for accelerated economic development there is a new wave of thinking that calls for conscious planning strategies aimed at creating a sustainable physical development that will perpetuate the capital generating role of economic growth.

Certain scientific theories have been utilized in regional planning in an attempt to understand spatial structure for the purpose of distributing population and economics activities in space. This theories and models are based on hypothesis and assumptions, some of which are of value and hold true for a large number of cases in which they are applied, Regional planning strategies have been applied with varying degree of success mostly in developed countries with a strong data base. A test of success of these strategies might not therefore be easy in developing countries since rural areas especially are devoid of firm database. Inspite of these difficulties many countries have put to use these theories as tools in their attempts towards the development of their regions.

## 2.1 THE CENTRAL PLACE THEOTY:

This theory is an outcome of the work of W. Christaller in his pioneer work on "The Central places of south Germany" in 1933. The basic question Charistaller seeks to answer is that are there any general principles which determine the number, size and distribution of human settlements?

Christallers studies resulted in the central place theory, which seeks to relate central place to their hinterland, and he defined a central place as a settlement providing service for the population of its hinterland. The threshold population of a settlement is the minimum population necessary to support a service activity. It may be as low as 250 for a conershop or as high a 150,000 for a cinema and any fall in population below this threshold will result in the activity running at loss and thus facing closure. The market range of a service activity is the distance which people are willing to travel to reach the service. It is the outer limit of the market area for service activity beyond which people will look to another centre. So the market range is a function of linear distance and will be likely influenced by time and cost factor. The theory assumes that some ordering principle governs the distribution of central places. Christallers presentation of the system of central places employed specific arithmetical measures of distances for the range of central service and he arrived at five hierarchies of central places (see fig 2.1). Central places whose activities extend their influence over a large area are termed central places of a higher order and those with less extensive areas are described

as that of lower order. Thus it has been argued that goods and services and their market areas can be ordered in such a way as to give to a hierarchical distribution of central places. The functional hierarchy of centres is therefore the backbone of the central place theory.

In regional planning the concept of central place is based on the assumption that rural dwellers need to travel within a convenient distance to purchase goods or have access to some facilities and services. As the distance increases so does the level and variety of goods and services increases. At a higher level of hierarchy of centres a wider variety or range of goods and services are offered. There is a positive correlation between the size of a centre and the nature of activities it can sustain. The larger the population of a centre the more complex and specialised its activity pattern. The population size of a centre helps to determine the range of goods and service provided in it and therefore its level in the hierarchy.

For purposeful regional planning some kind of hierarchy of towns and villages is necessary to ensure the efficient supply of social service to rural populations. The idea of different hierarchy of central places at regional level is seen to act as the basis for much more national level complex hierarchy of central places capable of knitting the entire spatio-economic structure in a functional manner.

However in application, the selection of central places might not necessarily follow the rigid theoretical hexagonal arrangement of central places. This is because factors of terrain, political or administrative boundary etc distort Chistallers assumption of a uniform plain in the real world. Thus a more

pragmatic application of the theory would take into account local factors in choice of central places and arrangement of other settlements in the hierarchy of spatial ordering.

In the face of encouraging empirical studies and discouraging criticism, the central place theory has the potential role of.

1. - It serves as a framework for understanding the regional spatial structure.
2. - It serves as a model of future planning by providing a valuable spatial framework with a hierarchical system of centres, which avoids duplication and waste of resources.
3. - It provides a relatively efficient way of administering and allocation of resources within a region thereby facilitating the realization of social benefits accruing from economy of scale.
4. - A network of interrelated centres means that planning any cenre within a planning area must take into account the implication for other centres within the area e.g. the lack of recognition of this principle has lead too much wasteful duplication of shopping facilities such as markets in Nigerian towns which end up not being fully utilized. The central place theory has been applied in Ghana when a comprehensive economic planning was initiated in an attempt to achieve economic take off. Such planning involved The location of vast investments but some locations may be of

- Better resource utilization than others.

In an attempt to identify such locations Grove (1980) drew a hierarchy of central places and ranked towns according to their functions and he discovered that first tier settlements are approximately 80Km apart with a 40Km radius of service area (range). However the hierarchy reveals a certain first tier gaps with minor settlements in their place and this it was concluded represent potential first tier centres for future population increase and economic development. It was also concluded that the development of such centres would fit into the hierarchy thus avoiding the waste of developing competing first tier centres.

## 2.2 THE GROWTH POLE THEORY:

This strategy has its theoretical basis on the growth pole theory developed by Perroux in 1950 in an attempt to explain the mechanism by which developmental impulses are transmitted into space economy. Perroux conceived of growth poles as centres in abstract economics space form which centrifugal forces emanated and centripetal forces are attracted.

In regional planning the strategy of growth centres or poles assumes that the large settlements are more apt to attract economic activity and facilities than smaller settlement and so development impulses are deliberately channeled to this centres. It also assumes that the growth generated at these centres would gradually diffuse to the surrounding peripheral areas.

A policy of deliberate concentration of investments within few selected centres in a region is pursued. This concentration engenders certain economies of

agglomeration including both external economics accruing to the firm and more tangible economies of scale in the growth and development of the towns in which investment is cited.

Concentration is also an efficient means of indirectly promoting higher levels of development over much wider area. (Mosely 1972) As Berry (11969) would put it "growth impulses and economic development --- trickle down to smaller places and ultimately infuse dynamism into even the most tradition bound peripheries". Ayida pointed out the need to grant priority to a national development policy in Nigeria" based on growth points and productivity over a policy of subsidization for economically backward areas of Nigeria (Ayida 1971). The policy of growth centres has since been explicitly incorporated into Nigeria third national development plan (1975 – 80) and the planners subscription to the belief in positive spread effects is evidenced in the following statements.

"The urban areas are the main centres of population concentration and modern industry commerce and public administration. Many of them having developed into leading growth centres with rapidly growing incomes and employment opportunities. Consequently they constitute a powerful attraction to rural dwellers who by contrast depend mainly on agriculture which has been growing much more slowly for their livelihood. The urban and rural areas are in many ways interdependent and the overall development of the economy largely depends on the two'. During the plans period therefore policy will be directed towards ensuring that both the rural and urban areas are equipped for their proper role in

the development of the national economy – Nigeria third National Development plan 1975 – 80.

Selection of growth centres depends on their potentials in terms of services available, resources base and skills. The growth pole theory as a policy tool have been favoured in both advanced and developing nations, a major example being the Bari –Taranza – Brindisi industrial complex for the development of the less developed Mezzogiorno region of southern Italy. There was a national policy of growth points i.e (metropoles dequilbrium) in France.

Several attempts where made to establish poles of development in the interior of newly independent countries of third world to break the metropolis-satellite relations created by colonialism and a global capitalism. In Brazil the national capital was relocated from the coastal city of Rio – de – Janairo to Brasialia in the interior state of Goias so as to shift political and psychological focus of the country away from the colonial centres on or near the cost and to create a pioneer zone in Brazils empty and less developed interior. In Nigeria the relocation of the Federal Capital from the coastal city of Lagos to Abuja in the less developed central region of the country can be interpreted as an attempt to create a new growth pole.

The growth pole strategy in regional planning has been criticized in that it is only effective in expanding the zone of metropolitan influence of the selected towns and the absence of an automatic relation between growth in the selected settlements and development in complementary areas.

## 2.3 THE POLARISED ACTIVITY CENTRES:

This is basically an improvement to the growth pole strategy and was developed by Kulshretha (1980) to overcome the weakness of the growth centre strategy. The polarized activity centre (PAC) works on same theoretical assumption of the growth pole i.e development achieved through deliberate channeling of activities in selected centres. This concept goes further in its assumption to include:

i. Spatial development results from a complex interaction of economic, social, political, administrative, physical and historic forces which generate different kind developmental impulses which result in a variety of activities which when located in space produce specific spatial patterns.

ii. The types of activity determinants are dynamic and depend on existing policies, demands and group or individual actions.

iii. Through diffusion of development impulses the behavioral pattern of growth and individuals change over time thereby generating new demands, policies and actions.

iv. A polarized region comprise of core and periphery i.e each urban or rural centre, has an area of influence which contains a set of primary rural settlement directly depending upon and interacting with it.

v. Such urban area can be induced to developed a lagging or depressed periphery area by deliberate planning.

vi. The basic characteristic of various settlements of a polarized region may vary depending on nature of activities of that polarized area.

vii. A system of square lattice can be more practical in explaining the spatial model

(See fig 2.2)

From above assumption it is obvious that the PAC is descriptive because it explains past and present as well as future location of activities and their resultant spatial model. In PAC the basic spatial unit consist of eight villages i.e the smaller hierarchies having a field of influence of 8x8Km and distributed around a higher order settlement, the rural polarized activity centre, RPAC. This pattern maximises number of settlements served for the distance between the RPAC and the furthest village. It also provides a compact and manageable basic spatial unit where all surrounding eight villages depend upon the RPAC. The distance between two RPAC is 24 km and a set of eight RCPA form the influence area of a PAC. Each PAC serves all RPAC within its area and covers an area of 72 x 72km. This is the highest order settlement i.e dominant polarized centre, which serve the PAC. This spatial model of PAC has advantage over the centre place theory (See fig 2.2).

## 2.4 VILLAGE REGROUPING:

This involves the regrouping of small, scattered villages and hamlets into larger settlements in view of the assumption that cost per head would be reduced in provision of communal service with a more concentrated population. Thus it is a means of raising the population threshold of settlements. So that the grouped villages benefits from the amenities which they could not enjoy under a dispersed

nature. In regional planning village regrouping is expected to achieve changes in the pattern of settlements that will increase the range of facilities available to a greater proportion of the inhabitant of a region.

Certain criteria are used in deciding which villages are to be grouped together basically on the assumption that the villages are compatible because of their proximity and common historic experiences. This is mostly applied in a relatively homogeneous area in terms of beliefs and occupations. Another criterion is where villages with similar characteristic are grouped together given the assumption that compatible social groups can live in harmony. A third criteria for regrouping is based on the result of preference of inhabitant. This method is mainly used where there is a multiplicity of ethnic groups and heterogeneous socioeconomic characteristics.

Village regrouping may not necessarily mean the physical removal and relocation of settlements but could also mean the provision of service and facilities at central or chosen villages taking into cognizance the lower order settlement requiring such services. The other surrounding villages that were supposed to be regrouped would due to their lack of facilities and through settlement rationalization be phased out at a future date.

The Nigeria second and third national development plans suggested the strategy of regrouping settlements for the effective provision of service and infrastructure.

## 2.5 INTEGRATED PLANNING STRATEGY:

This is a comprehensive approach to regional planning which considers all aspects of development and planning. Thus the socio- economic and physical aspects of development are treated in combination. Advocates of this strategies argue that the region should be seen as one entity since all its components are interlinked in a dynamic system and changes in one component will have a repercussion on all the others. While all components are linked together in functional terms, the particular combination will vary between regions. So each region is seen as being unique in the method used for its planning.

The integrated planning strategy aims at providing a settlement pattern, which would stimulate the socio-economic and physical development of the inhabitants of the region. Thus an inventory of the regions resources, potentials and constrains are taken, the land use pattern, the economic base, population size and future demographic trends and demand on resources are made. It is on the basis of the observations of data gathered that planning for the region is made. This strategy allows broad policies to be made and to be modified with time to take into cognizance the spatial pattern and socioeconomic trends of a given region. It also considers the varying potentials and constraints within the regional environment by so doing the strategy has shifted from sectoral planning ie piecemeal and fragmented planning. Integrated planning strategy is longterm and is formulated on the basis of previously set targets and also incorporates the mechanism for monitoring and reviewing of regional plans over time.

In Nigeria the third and forth national development plans (NDP) recongnised the needed for comprehensive regional planning. So also subsequent policies such as the establishment of Directorate of food roads and rural infrastructure (DIFFRI) are based on the philosophy of comprehensive regional planning strategy.

## 2.6 BALANCE AND UNBALACED REGIONAL DEVELOPMENT STRATEGY

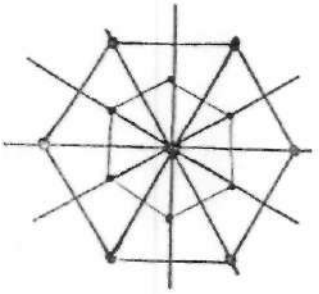
Other strategies for regional development also include balanced and unbalance regional

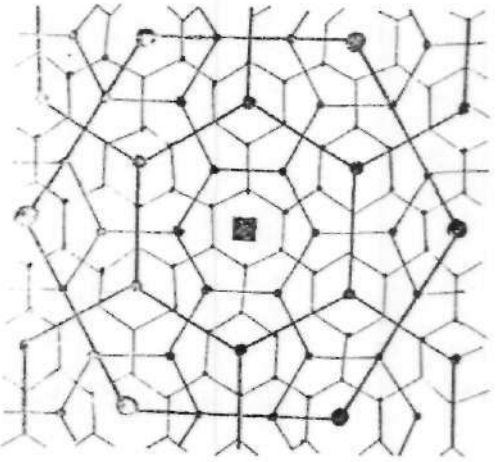
Development strategies. A strategy for unbalanced development would permit a development agency to concentrate its resources on few key sectors or project without taking into account complimentary investments. The resulting imbalance would according to Lloyd et al – (1969) " create political pressure for action on other fronts and eventually lead to a reallocation of resources on an emergency basis to less advantage areas of the region". This happens with a high degree of forward momentum. Since resources are generally in the premium it is better to invest capital where an optimal utilization is expected and which will later set the "multipliers at work" and hence trickle down benefits of development to disadvantaged area of a region.

A balance regional development strategy on the other hand attempt at distributive justice i.e to spread investment and hence opportunities aimed at a simultaneous advance on a number of roughly balanced fronts. By rapidly building a balanced physical and economic environment the strategy is hoped to engender the dynamism that will ensure a "sustained growth of the region, create an efficient

local matrix and hence exudes the magic of success. So necessary to any large scale enterprise" –Lloyd et al 1969.

Regional growth development is a product of various factors some internal to the regions other external. The complexity of the variety of physical, economic and social factors make the formulation of single generally accepted regional growth and development theory or model very difficult. The reviewed theories and modes are an attempt to explain dynamics of regional development and there are other models such as export base theory, sector theory e.t.c. which are also important. It is difficult to say there is an end state to development. The new concept of sustainable development, intermediary technology, Environmental diplomacy participatory approach to planning process etc help in enriching the dialogue.





First order settlement

Second order settlement

Third order settlement

Fourth order settlement

Fifth order settlement

FIG 2.1

FORMATION OF CENTRAL PLACES

SOURCE CENTRAL PLACE THEORY BEAVON 1979

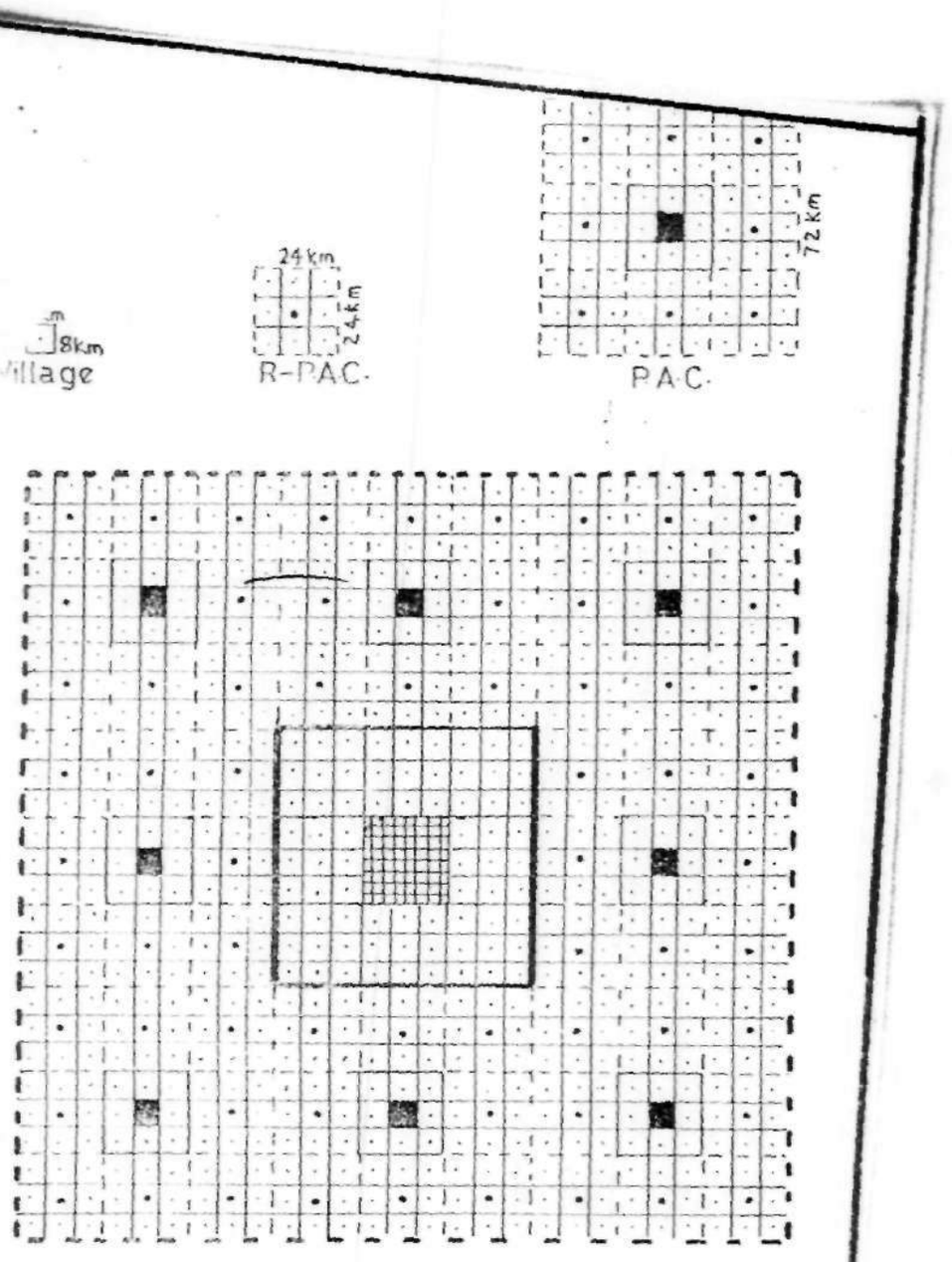



Fig 2.2 POLARISED ACTIVITY CENTRES

SOURCE POLARISED ACTIVITY CENTRES FOR SPATIO ECONOMIC DEVELOPMENT KULSHRESTHA 1980

# CHAPTER 3

## 3.0 REVIEW OF POLICIES AND STRATEGIES FOR THE DEVELOPMENT OF THE F.C.T

The initial International planning Associate IPA masterplan for the Federal Capital city and Regional plan for the Federal Capital Territory was completed and approved in 1979. In 1983 Doxiadis Associates submitted to the Federal Capital Development Authority a more comprehensive Regional plan for the territory, the Doxiadis Associates plan (1983) which is a review of the initial IPA plan which was then under implementation.

## 3.1 THE IPA REGIONAL PLAN 1979

IPA was commissioned by FCDA to prepare the masterplan for the new capital city; it however included a Regional plan for the territory. The proposals for the regional plan was based on the 1979 policy on settlements where village in the priority areas were to be resettled out. This regional plan therefore based the settlement pattern on following parameters i.e

1. That most pat of the territory especially the Gurara river basin and the southeastern areas were inaccessible.

2. Most villagers were below the critical threshold population needed to warrant investment in facilities.

3. Settlement with already existing facilities can serve as relocation centres.

4. Certain settlements because of their size and location could become new centres of employment and are expected to be sub-regional centres in future

The plan (See fig 3.1) therefore recommended that settlements of Gwagwalada, Dafia and Dangara were to be reinforced as potential population centres by expanding and improving existing facilities. They were to serve as relocation centres. Gwagwalada was recommended as the major satellite town for the FCT due to its central location (ref. To fi 3.1). Other villages such as Abaji, Gawu and Bwari were to remain and become centres for small-scale commercial, industrial and agricultural activities. Other minor settlements for away from centres with facilities were also to remain until their populations increase to warrant provision of facilities.

These recommendations coupled with earlier enumerated policy of relocation of populations outside intensive development areas mention in chapter one if fully implemented would result in uneven distribution of settlements within the territory. There would be the concentration of the large settlements along the existing Kaduna Lokoja road that traversed the territory. This would also result in development of unplanned development along road corridors since villages will move towards the roads to benefit from facilities provided.

## 3.2 THE DOXIADIS ASSOCIATES REGIONAL PLAN (1983)

This Regional plan for the Federal capital territory is more comprehensive and it recommended four alternative for the development of the region i.e

Alternative A:

This was based on proposals of the IPA plan for the FCT where Gwagwalada, Dafia and Dangara would develop as urban centres and the remaining areas in the territory would maintain their rural character.

Alternative B:

This considers the distribution of urban population within the FCT. It is assumed that the additional urban population will concentrated in the various existing settlements utilizing existing services.

Alternative C:

This is a comprehensive development plan formulated on basis of set targets and objectives for the development of the FCT with emphasis on the natural ecological containers in the region.

Alternative D:

This used the central place theory to organise settlements in hierarchies in the region and assumed that the territory would operate as a closed system where the central place theory would be applied.

Alternative C was finally chosen fore implementation by FCDA. Had it been that this alternative was fully implemented to date there have been a fairly even distribution of settlements in the territory (see fig 3.2). However as a result of new observable shortcomings of this alternative plan its implementation was not a complete success e.g the factors considered in the location and distribution of settlements laid down too much emphasis on suitability and capability of natural containers. The whole territory was divided into potential urban and rural areas. Thus if a settlement is located within an area designated as suitable for rural development it will remain rural notwithstanding its size and growth potentials.

Total urban population of the FCT in the year 2000 was projected by Doxiadis plan to be 1,840,000 and is distributed to the various areas determined as "suitable" for or "capable" of receiving urban expansion which include.

i. Areas not suitable for primary activities.

ii. Need for preservation of good quality natural environment.

iii. Need maximum exploitation of primary resources.

iv. International experience, which shown that urban land uses if planned correctly require relatively small surface area.

Areas considered not suitable for urban development include.

i. Areas with slope higher than 20%

ii. Area prone to flood and soils erosion etc

Accessibility to and from the new FCC along both existing and proposed transport network plays a dual role: on one hand it is natural that most of the people that flow into the, FCT in future will seek as close a location to the FCC as possible. On the other hand however the principle of comprehensive planning require that some of this area around the FCC be eliminated from urban expansion in order to avoid urban sprawl and uncontrolled development, deterioration of the environment and elimination of all the positive characteristic sought to be created by the FCC masterplan.

On basis of above policy the Doxiadis regional plan distributed the 1.8 million urban population of the territory as follows by the year 2000. (See table 3.1).

## F.C.T. POPULATION OF URBAN AREA BY 2000

| | SURFACE AREA | | POPULATION | | GROSS DENSITY | |
|---|---|---|---|---|---|---|
| URBAN AREA | HECTARES | % | NUMBER | % | PPH | % |
| Gawu | 680 | 1.49 | 27,800 | 1.51 | 40.9 | 1.0 |
| Izom | 2470 | 5.42 | 117,000 | 6.36 | 47.4 | 1.1 |
| Gurfata | 730 | 1.60 | 30,200 | 1.64 | 41.4 | 1.0 |
| Gwagwalada | 3100 | 6.81 | 168,600 | 9.16 | 54.4 | 1.3 |
| Baban Rafi | 1940 | 4.26 | 69,000 | 3.75 | 35.6 | 8.8 |
| Bwari | 1860 | 4.09 | 91,100 | 4.95 | 49.0 | 1.2 |
| Zuba | 250 | 0.55 | 12,000 | 0.65 | 48.0 | 1.1 |
| Karu | 1880 | 4.13 | 86,100 | 4.68 | 45.8 | 1.0 |
| Karshi | 940 | 3.29 | 41,800 | 2.27 | 44.5 | 1.1 |
| Kiyi | 1500 | 1.34 | 61,300 | 3.33 | 40.9 | 1.0 |
| Kuje | 610 | 3.03 | 27,600 | 1.50 | 45.2 | 1.1 |
| Gomani | 1380 | 3.71 | 43,200 | 2.35 | 31.3 | 7.7 |
| Sheda/Kwali | 1690 | 3.14 | 61,800 | 3.36 | 36.6 | 9.1 |
| Fwoge | 1430 | 3.14 | 45,300 | 2.46 | 31.7 | 7.8 |
| Kwaita | 2030 | 4.46 | 67,700 | 3.68 | 33.3 | 8.2 |
| Abaji | 3260 | 7.16 | 157,900 | 8.58 | 48.4 | 1.2 |
| G/Karya | 2050 | 4.50 | 87,000 | 4.73 | 42.4 | 1.0 |
| Komau | 1100 | 2.42 | 38,500 | 2.09 | 35.0 | 8.7 |
| Yaba | 880 | 1.93 | 23,700 | 1.29 | 26.0 | 6.7 |
| Leda | 1350 | 2.96 | 44,300 | 2.41 | 32.8 | 8.1 |

| | | | | | | |
|---|---|---|---|---|---|---|
| Dangara | 2220 | 4.88 | 75,400 | 4.10 | 34.0 | 1.0 |
| Rubochi | 1890 | 4.15 | 65,000 | 3.53 | 34.4 | 9.6 |
| Gwargwada | 2070 | 4.55 | 86,800 | 4.72 | 41.9 | 23 |
| Ure | 2700 | 5.92 | 104,300 | 5.67 | 38.6 | 1.1 |
| Zagabutu | 1140 | 2.50 | 39,700 | 2.10 | 34.8 | 8.0 |
| Total | 45,540 | 100 | 1,840,000 | 100 | 40.4 | 100 |

Source: Doxiadis Associates (1983) Table (3.1)

## 3.3 ORGANIZATION OF FCT INTO PLANNING AREAS

The FCT has been divided into five planning areas namely the Capital, Abaji, Gwagwalada, Izom, and Waje planning areas. This organisation derives directly from the subdivision of the entire FCT into "polygons" defined as areas of influence of central settlement in the Doxiadis regional plan.

As expected the polygons have taken into account factor such as slope, hill ridge, watercourse and primary road network have been used as boundaries for the polygons. the planning areas and their population are as follows.

**FCT POPULATION BY PLANNING AREA - 2000**

| PLANNING AREA | URBAN | | RURAL | | TOTAL | |
|---|---|---|---|---|---|---|
| | NO | % | NO | % | NO | % |
| Izom | 175,000 | 70.6 | 73,055 | 29.4 | 248,050 | 100 |
| Gwagwalada | 334,900 | 63.3 | 194,550 | 36.7 | 529,450 | 100 |
| Abaji | 665,800 | 93.1 | 49,550 | 6.9 | 715,350 | 100 |
| Waje | 336,700 | 72.4 | 128.450 | 27.6 | 456,150 | 100 |
| Abuja | 327,600 | 75.7 | 105,400 | 24.3 | 433,00 | 100 |
| FCT TOTAL | 1840,000 | 77.0 | 551,000 | 23.0 | 2,391,000 | 100 |

Table 3.2

Source: Doxiadis Reg. Plan 1983

**PROVISION OF CENTRAL FACILITIES FOR MAJOR SETTLEMENTS:**

The Doxiadis regional plan considered it necessary that throughout the territory people should be properly served by adequate first order central facilities in nearby settlement. This is in order to avoid the trend of all inhabitants wanting to reside in the FCT itself of in other urban centres. Such facilities would be located in central settlements of the order of 2000 or 4000 population respectively and include following.

| TYPE OF FACILITY | AREA OF 5000 POP | AREA OF 10.000 POP |
|---|---|---|
| Secondary school | X | |
| Health clinic | X | |
| Health centre | | X |
| Child care centre | X | |
| Community centre | X | |
| Public Library | X | |
| Cinema | | X |
| Shopping centre | | X |
| Postal Agency | X | |
| Sport Facility | | X |

Source: Doxiadis Reg. Plan 1983

Table. 3.3

All policies contained in the IPA and Doxiadis regional plan where expected to allow the unimpeded development of the new FCC and to enhance new structures to the benefit of the city, the region, the neighbouring state and Nigeria as a whole. Through the implementation process of the two regional plan certain fundamental changes and deviation from initial regional plan provisions have been made ie operational programmes.

## 3.5 OPERATIONAL PROGRAMME DURING REGIONAL. PLAN IMPLEMENTATION PERIOD:

The issue of resettlement and compensation as contained in the IPA regional plan dates back to 1976 when the FCDA commissioned the University of Ibadan consultancy services to undertake population census and that of compensationable assets. The decision to relocate all FCT inhabitants was based on understanding that FCT population stood at about 80,000. That period witnessed the emergence of new settlements such as new Wuse in Niger State, new Karu and Karshi in Nassarawa State.

Lack of sufficient funds, environmental effects, health and socio-cultural effects that emerged along the implementation period necessitated a review of the resettlement policy to that of selective resettlement within the territory. This development thus stalled the implementation of "the biggest resettlement programme ever conceived in tropical Africa" –(NISER Ibadan 1984). In view of above reasons FCDA in 1979 restricted compulsory movement of populations to the five priority areas earlier mentioned while others were allowed to remain.

By 1984 the seven development areas in the territory were further divided into nine local government areas. This raised the status of hitherto small settlements to local government headquarters, this means traditional dwellings have to be incorporated into whatever new layouts that are to be implemented in those towns.

Presently there are six local government areas in the FCT with their headquarters performing administrative functions in addition to their designated roles of supporting the FCC by absorbing low-income populations, food productions and small-scale industries.

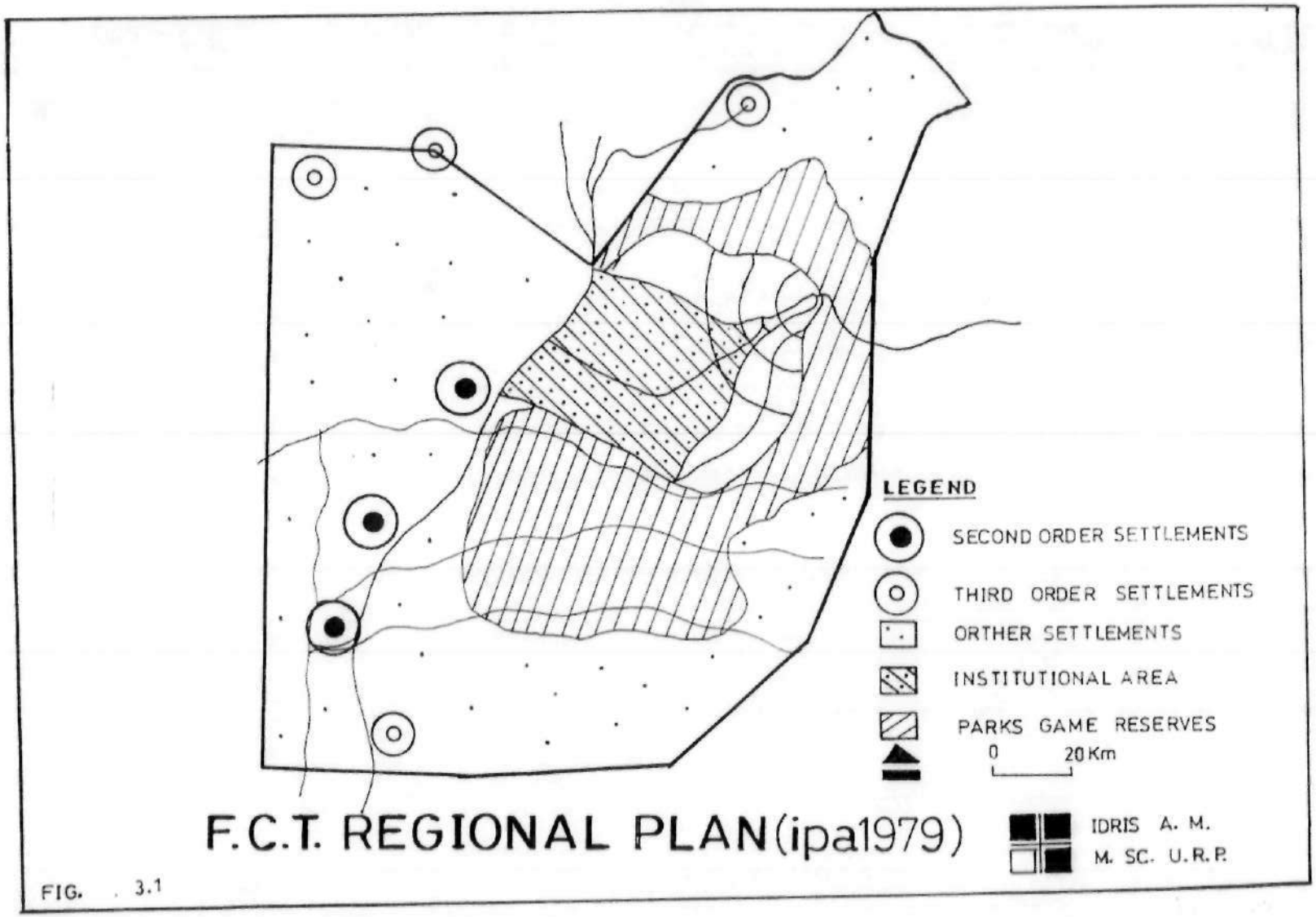

LEGEND
SECOND ORDER SETTLEMENTS
THIRD ORDER SETTLEMENTS
ORTHER SETTLEMENTS
INSTITUTIONAL AREA
PARKS GAME RESERVES
0
20 Km
F.C.T. REGIONAL PLAN (ipa1979)
IDRIS A. M.
M. SC. U.R.P.

FIG. 3.1

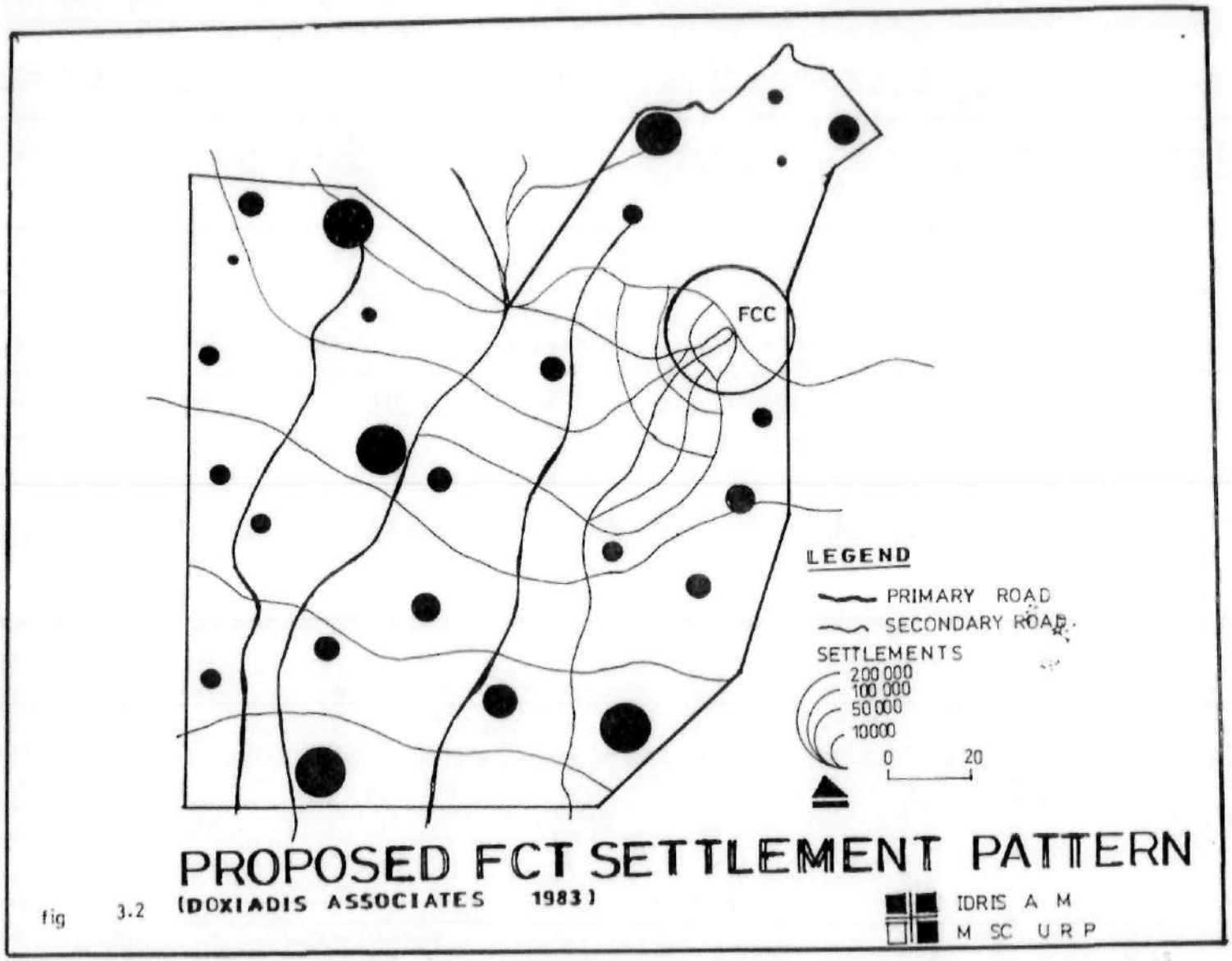

FCC
LEGEND
PRIMARY ROAD
SECONDARY ROAD
SETTLEMENTS
200 000
100 000
50 000
10000
0
20
PROPOSED FCT SETTLEMENT PATTERN
(DOXIADIS ASSOCIATES 1983)
IDRIS A M
M SC U R P

fig 3.2

# CHAPTER 4

## 4.1 OUTCOMES OF INITIAL AND OPERATIONAL PROGRAMMES IN F.C.T. DEVELOPMENT.

On basis of initial IPA regional plan proposals the FCC is now cited in the extreme eastern sector of the territory. Selective resettlement of existing towns and villages has resulted in emergence of satellite towns close to the FCC and sub-regional centres which presently serve as local government headquarters in the territory. There has emerged a hierarchy of settlement in the FCT which can be categorised on basis of their population size, location within or outside FCT boundary, legal status and distance from the FCC ie:

i. The Federal capital city
ii. Satellite towns
iii. Sub - Regional Centres
iv. Squatter settlements
v. FCT close towns
vi. Other minor settlements

This contrasts sharply with the uniformly distributed central places proposed by the Doxiadis associate regional plan. See fig 4.1

The IPA regional plan proposal to make Gwawalada a central town the capital of the FCT has not been implemented and the FCC is now serving the dual role of being the federal as well as the capital of the territory. The FCC has also remained the major

employment centre for the whole territory. The year 2000 population projections contained in the Doxiadis Associate regional plan has not been achieved as a result of non implementation of reinforcement proposals for facilities in existing townships which are expected to attract resettled and immigrating populations. This has encouraged concentration of populations in squatter settlements close to the FCC.

**FCT MAJOR SETTLEMENTS POPULATION (1991 CENSUS AND N.P.C PRJECTIONS) FOR MAJOR TOWNS.**

| | | | | DOXIADIS ASS. |
|---|---|---|---|---|
| **SETTLEMENT TYPE** | **1991** | **1995** | **2000** | **2000 PROJECTION (TARGET POP.)** |
| FCC | 49,944 | 57,429 | 64,317 | 1 Million |
| Satellite towns | | | | |
| Life camp | 7453 | 8563 | 9,583 | - |
| Kubwa | 11,059 | 12,209 | 14,233 | - |
| Dutse | 6,125 | 7,040 | 7,880 | - |
| Karu | 10,397 | 11,942 | 13337 | 86,00 |
| Nyanya | 7,803 | 8,773 | 9,817 | - |
| Sub-Reg.Centres | | | | |
| Gwagwalada | 22,350 | 25,695 | 38,767 | 168,600 |
| Kwali | 6,478 | 7,438 | 8,326 | 61,800 |
| Abaji | 9834 | 11,364 | 12,720 | 157,900 |

| | | | | |
|---|---|---|---|---|
| Bwari | 6174 | 7,089 | 7,929 | 91,100 |
| Kuje | 5874 | 6744 | 7,548 | 27,600 |
| Squatter Settlements | | | | |
| Gwagwa | 19,789 | 11,244 | 12,588 | - |
| Karmo | 13,544 | 15,569 | 17,429 | - |
| Idu | 5605 | 6445 | 7213 | - |
| Npape | 4871 | 5591 | 6251 | - |
| FCT close Towns | | | | |
| Keffi | 53,597 | 61.622 | 69,014 | - |
| Suleja | 95,075 | 109.325 | 122,441 | - |
| Karu | 7.927 | 9.112 | 10,204 | - |
| Total | 313,799 | 383,194 | 429,597 | 1,507,000 |

(-No data)

Source: Nat. pop. Commission

Table 4.1

4.2 **CENTRAL FACILITIES:**

Central facilities of higher order are presently mainly located in the FCC and the two major FCT close towns of Suleja and Keffi. Within the sub-regional Centre Township that serve aslocal government headquarters only Gwagwalada town has a telephone facility. While facilities such as clinics, post offices, markets, motor parks are found in all major towns excluding squatter settlements, higher order facilities such as Banking and Stock exchange are located in the FCC thereby reinforcing its primary

status.(Compare table 4.2 with table 3.3). The legal status of squatter settlements might account for lack of central facilities in them inspite of their population sizes. IPA and Doxiadis regional plan proposals for the reinforcement of sub-regional centres with facilities and utilities so as to perform function of absorbing population, primary production and industrial manufacture have not been fully achieved. In Gwagwalada the designated industrial centre town there is only one existing manufacturing industry which caters for its electricity and water needs.

| | FACILITY | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SETTLEMENT | Hospital (gene ral) | Secondary School | Tertiary Institution | Post office | Telephone | Cinema | Public Library | Pipe borne water | Market | Motor Parl | Sports Centre | Manufactu re | Communit y Centre | Banking | Insurance | Stock Exchange. |
| FCC | X | X | X | X | X | X | X | X | X | X | X | | X | X | X | x |
| Gwagwalada | X | X | X | X | X | | | X | X | X | | X | x | X | | |
| Kwali | | X | | X | | | | | X | X | | | | X | | |
| Abaji | | X | | X | | | | | X | | | | | X | | |
| Bwari | X | | X | | | | | X | | | | | | X | | |
| Kuje | | X | | | | | | X | X | X | | | | | | |
| | | | | | | | | | | | | | | | | |
| Life Camp | | | | | | | X | | | | | | | | | |
| Kubwa | | | | | | | X | | | | | | | | | |
| Dutse | X | | | | | | X | | | | | | | | | |
| Karu | X | | | | | | | | | | | | | | | |
| Nyanya | | | | | | | X | X | X | | | | | | | |
| | | | | | | | | | | | | | | | | |
| Keffi | X | X | X | X | X | X | X | X | X | X | X | | X | X | | |
| Suleja | X | X | | X | X | X | X | X | X | X | X | X | | X | | |
| Karu/Uke | | X | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |

Table 4.2.

FCT FACILITIES FOR MAJOR TOWNSHIPS.

Source: Field Survey

## POPULATION

The FCT 2000 projected urban population of 1.84 million-Doxiadis Associate projection (1983) contrast sharply with the 227,939 actual urban population (National population commission projecting (1997). On the other hand actual population concentration is not in conformity with the regional plan projections for existing townships. Of the 27 potential urban areas identified by Doxiadis Associates regional plan none has attained its projected population. This can be observed from the 1991 census figures and the 2000 projection by National population commission ( fig 4 .2)

| UBAN ARAS | POPULATION | % |
|---|---|---|
| FCC | 64,317 | 28 |
| Satellite town | 54,851 | 24 |
| Sub-Regional centre | 65,290 | 29 |
| Squatter settlements | 43,481 | 19 |
| **Total** | **227,939** | **100** |

Table 4.3.

FCT urban population (2000)

source National population commission.

## 4.4 SPATIAL INTERACTION PATTERN:

Traffic count conducted along major transit routes to the F.C.C. reveals an interaction pattern that shows a stronger link with major settlements outside the FCT. This are mainly Karu-Keffi axis in Nassarawa state and Suleja in Niger state. (See Fig. 4.4) Gwagwalada the major sub-regional town also exhibited a strong interaction pattern with the city while Abaji in the extreme south has little interaction with the city

## 4.5 SUB -REGIONAL CENTRE SETTLEMENTS:

Apart from administrative functions ie local government headquarters this settlements were initially designated to serve support functions of primary production, Industrial, commercial and tourism functions eg Gwagwalada: Heavy, industries, Idu: Light manufacture, Abaji: tourism Kwali: research centres etc.

On the basis of industrial development policy in the territory by 1981, 124 industrial plots were allocated to prospective developers in Gwagwalada industrial layout. Field survey shows that only one factory is existing in the layout, a textile industry that caters for its electrical and water needs.

Shortfall in infrastructure development has not encouraged industrial development as allocated industrial plots remained unserviced to date.

Abaji town that is 123 kilometres from the FCC along Lokoja - Kaduna road is expected to accommodate. 157,000 population by 2000 according to Doxiadis regional plans. Now the town has a population of 12,720. Apart from distance from the FCC there is no direct link with the city thus discouraging spatial interaction.

Other sub-regional centres include Kuje Kwali and Bwari. While the relocation of Nigeria law school from Lagos to Bwari has resulted in influx of population and associated infrastructural development, Kuje and Kwali have remained basically administrative headquarters with populations below projections (see table 4.4).

| **Town** | **Doxiadis Ass. 2000 Pop projection** | **NPC 2000 Projection** |
|---|---|---|
| Gwagwalada | 168,600 | 28,767 |
| Kwali | 61,800 | 8,326 |
| Abaji | 157,900 | 12,720 |
| Bwari | 91,100 | 7,929 |
| Kuje | 27,600 | 7,548 |
| Total | 507,000 | 65,290 |

Table 4.4.

FCT Sub Regional centre settlements population projections

Source: Doxiadis Associates Regional plan

N.P.C.

## 4.6 SQUATTER SETTLEMENTS:

This are settlement that have developed either spontaneously or close to existing minor villages along major transit routes leading to the FCC without physical planning standards or legal status. They comprise Gwagwa, Karmo, Npape and Idu. Access to land in this settlements is manly through invasion into designated

FCC masterplan landuses or through village and ward heads and as such lacks legal status. This has discouraged the erection of permanent structures as FCDA and Environmental protection agencies demolish illegal structures, which are immediately re-erected. Inspite of this development control actions this squatter settlements have continued to grow to serve as abodes for low-income government workers and informal sector employees. They now contribute an appreciable value of the FCT urban population (See Fig. 4.2). This settlements are located within about 40km radius from the FCC a location that is more convenient for commuting compared to far away sub-regional centre settlement in the FCT.

## 4.7 SATTELITE TOWNS

This are settlements within the same distance range with present day existing squatter settlements. They have designated as satellite towns from the inception of the FCC development. They were expected by the initial IPA regional plan to accommodate populations moved from the FCC site and other intensive development areas. This settlements comprise of Kubwa, Dutse, Life camp and Nyanya. (See Fig. 4.1) While Kubwa, Dutse and Nyanya are accommodating mainly civil servants, Life camp comprise of senior construction industries workers and civil servants especially FCDA senior members of staff including the official residence of the MFCT minister. Earlier mentioned squatter settlements being close to this satellite towns are benefiting from their existing services and infrastructural developments, this include schools, hospitals, security posts, shopping facilities and recreational centres which

are readily available as a result of their officially designated status compared to squatter settlements.

## 4.8 FCT CLOSE TOWNS

This are towns that are in existence before the advent of the FCT. They are also in close proximity to the federal capital city e.g. Suleja 45km, Keffi 60km. Given this close proximity with the FCT and their population size a strong spatial interaction has been observed between them and the FCC (see Fig. 4.4).

Because of the large number of populations they contain and the complimentary services they offer there has emerged a continuos belt of development comprising of unplanned housing and commercial land uses along major roads leading to Keffi and Suleja (See plates). This has resulted in problems of lack of adequate development control along this cross boarder areas with the associated negative environmental impacts.

This can be observed from the larger traffic flow pattern between to the major towns outside the FCT and the new federal capital city (see Fig. 4.4) and the associated unplanned developments along the major road corridors linking this towns with the capital city (see plate 1-4).

It has been observed that the sudden directives by the former military government of General Abacha that compelled all federal ministries and parastatals hitherto in Lagos to move their offices to Abuja had resulted in an unprecedented influx of population to the F.C.T. A survey conducted by ministry of the federal capital territory MFCT

revealed that more than 25,000 workers in most cases with their family members and aids moved into the FCT within two months.

Ad-hog arrangement for accommodation was made mostly by Ministries and parastatals renting housing units in the major satellite towns, Keffi and Suleja thereby increasing the volume of commuter traffic. Serious pressure was also brought to bear on existing services of telephone, road network, water supply, electricity sewage and sewerage and office accommodation in the city, which is the main employment centre.

In conclusion one might observe that while rapid and sustained development of the FCC has been achieve over the years, the regional plans of IPA and Doxiadis Associates with the operational procedures have not achieved much of their goals in terms of developing the FCT Sub-Regional centre settlements. This is as a result of their shortcomings from being overambitions regional plans and non-implementation which has now necessitated a review with the identified physical conditions in the territory.

## 4.9 THE MFCT AND FCDA FACTORS IN FCT DEVELOPMENT:

Undoubtedly decisions on all matters of FCT development took place within the broad framework of the institutional setting of MFCT and FCDA. Detailed fieldwork in the course of the preparation of this work revealed that in FCDA we have situations where land surveyors currently head three of the six town planning Authorities in FTC's Area Councils. This is a violent violation of the provision in the Nigerian Urban and Regional Decree 88 of 1992 which provides the legal and

administrative framework for physical planning in Nigeria. This is really unfortunate moreso, in a Federal institution.

Equally worth mentioning is the acute shortage of manpower (Quantitative and Qualitative) in the Department of Land, planning and survey whose professional activities centres on the Abuja Master plan. Table 4.0 shows that the total staff strength of the Department is 511 with the following distribution: professional 87 (17%), technical 196 (38.4%) and administrative 228 (44.6%). It seem rather difficult to justify such a high administrative staff. Consequently of the approximately 53 Million Naira annual expenditure on emoluments and allowances in the Department approximately 17 million (32%) goes to the Administrative Division.

Furthermore of significance is the distribution of the professional and technical staff in the Department. Of the 87 strong team of professionals 67 (77%) are town planners, 12 (13.8%) are land surveyors and 8 (9.2%) are land officers. The total number of technical personnel to assist these professionals amounts to 196 with 68 (34.7%) in planning, 52 (26.5%) in survey and 76 (38.8%) in lands. Rather curiously the ratio of professionals to technical staff in planning is approximately 1:1; 1:4 and 1:10 in survey and lands divisions respectively. The planning Division will surely be better off with more technical personnel which will allow the professionals concentrate more on planning matters of strategic importance. With this acute shortage of manpower one might imagine how this number can cope with the development pressures in Abuja in the face of unprecedented influx of people continuously encouraged by government actions and policies? Can there be a

correlation between this phenomenon and the "evolution" of mutilations and distortions in Master plan particularly those caused by lack of enforcement? Added to these problems is lack of appropriate operating facilities and tools like motor vehicles, motor cycles, telephone, caterpillars required to monitor developments covering 8,000 square kilometres of land. Base maps are not available on suitable seales, there is serious underfunding of the department coupled with an extremely high turnover rate of key professional staff. The latter affects staff will power to say no in the face of blatantly unethical and unprofessional official demands/directives.

**TABLE SHOWING FCDA'S DEPARTMENT OF LAND, PLANNING AND SURVEY ANALYSIS OF PROFESSIONAL, TECHNICAL AND ADMINISTRATIVE STAFF AS AT WEDNESDAY 24/11/99**

a. Distribution of all Staff

| Cadre | No | As % |
|---|---|---|
| Professionals | 87 | 17 |
| Technical | 196 | 38.4 |
| Administrative | 228 | 44.6 |
| Total | 511 | 100 |

b. Distribution of professional staff in the three Divisions

| Division | No | As% |
|---|---|---|
| Planning | 67 | 77 |
| Survey | 12 | 13.8 |
| Lands | 8 | 9.2 |
| Total | 77 | 100 |

c. Distribution of Technical Staff in the three Divisions

| Division | No | As % |
|---|---|---|
| Planning | 68 | 34.7 |
| Survey | 52 | 76 |
| Lands | 72 | 38.8 |
| **Total** | 196 | 100 |

e. Approximate total yearly emolument of all cadres of staff

| Cadre | Yearly emolument | As % |
|---|---|---|
| Professional | 15,131,232 | 28.58 |
| Technical | 21,021,876 | 39.7 |
| Administrative | 16,794,792 | 31.72 |
| **Total** | 52,947,900* | 100.00 |

d. Professional/Technical Staff Ratio

| Division | Ratio |
|---|---|
| Planning | 1:1 |
| Survey | 1:4 |
| Lands | 1:10 |

Table 4.5 Source of all data: Field survey 24/11/99.

4.9.1 **NEGATIVE AND POSITIVE ASPECT OF THE INITIAL AND OPEATIONAL PROCEDURES OF FCT DEVELOPMENT:**

While the various FCT development plans are expected to implemented in phases it was observed through the course of this work that subsequent rush and the down turn of the economy has not helped matters. Political exigencies especially under military regimes had not encouraged strict adherence to plan provisions and development control.

The enormous problem created by the near "mad rush" to Abuja (Omolola 1999) of the federal government which commenced in the early 1980's continued urabated throughout the decade with its associated pressure on existing inflasture and services in the city and other townships. The final straw came on 12th December, 1991 when the then Nigerian head of state officially moved the seat of government from Lagos to Abuja and the latter ceased to be the capital of Nigeria. A decree to that effect was promulgated and the second phase of the exodus to Abuja came to pass with as events are now showing major distortions of the initial regional plans. The late military head of state, General Abacha added to the momentum of the rush to Abuja when he directed all federal ministries and parastatals and even foreign embassies to move to Abuja by the end of 1996.

As was observed earlier this instant developments were not matched with vigour in provision of infrastructures and facilities in the FCC and other towns in the territory to equip them adequately to receive the population influx from Lagos and other parts of the country.

It has been noted that even the most sceptic observers have admitted that the new FCC and the FCT has come to stay as captured by the popular slogan "Abuja is real". The movement of the federal administrative machine to a central location has offered majority of Nigerians an equal access to the federal government both geographically and otherwise. The idea of a growth pole in the under-developed and under-populated middle belt region of Nigeria has been achieved to extent that commercial, industrial and other facets of human development are gradually being implanted with the associated multiplier effects.

Even as series of distortions to the FCT regional plan have been highlighted by most observers, it has been noted that the first major distortion could not totally be laid at the door of the second republic that commenced the development of the FCT Mabogunje 1999 Abuja "The promise, performance and prospects." The ecological survey conducted on the FCT had underscored the fact that a large part of the FCT region was still infested with tsetse fly whilst the river courses in the territory provide breeding grounds for the simulium fly, the carrier of the disease vector giving rise to river blindness. To evacuate all human populations whose farming activities had helped to keep down and destroy much of the habitat favourable to the tsetse fly was to compromise the future health status of the population of the new federal capital and its satellite towns from inception. In the circumstances the decision to evacuate all the inhabitants had to be revised and compensation and resettlement undertaken only in respect of those occupying the intensive development sites earlier identified.

The present committee for the review of the federal capital city master plan and the FCT regional plan is expected to address the various short comings of the former plans and also to make new inputs based on observed outcomes. Various stakeholders had already submitted memoranda to the committee, which is expected to present its report to the FCT minister before the beginning of the year 2000.

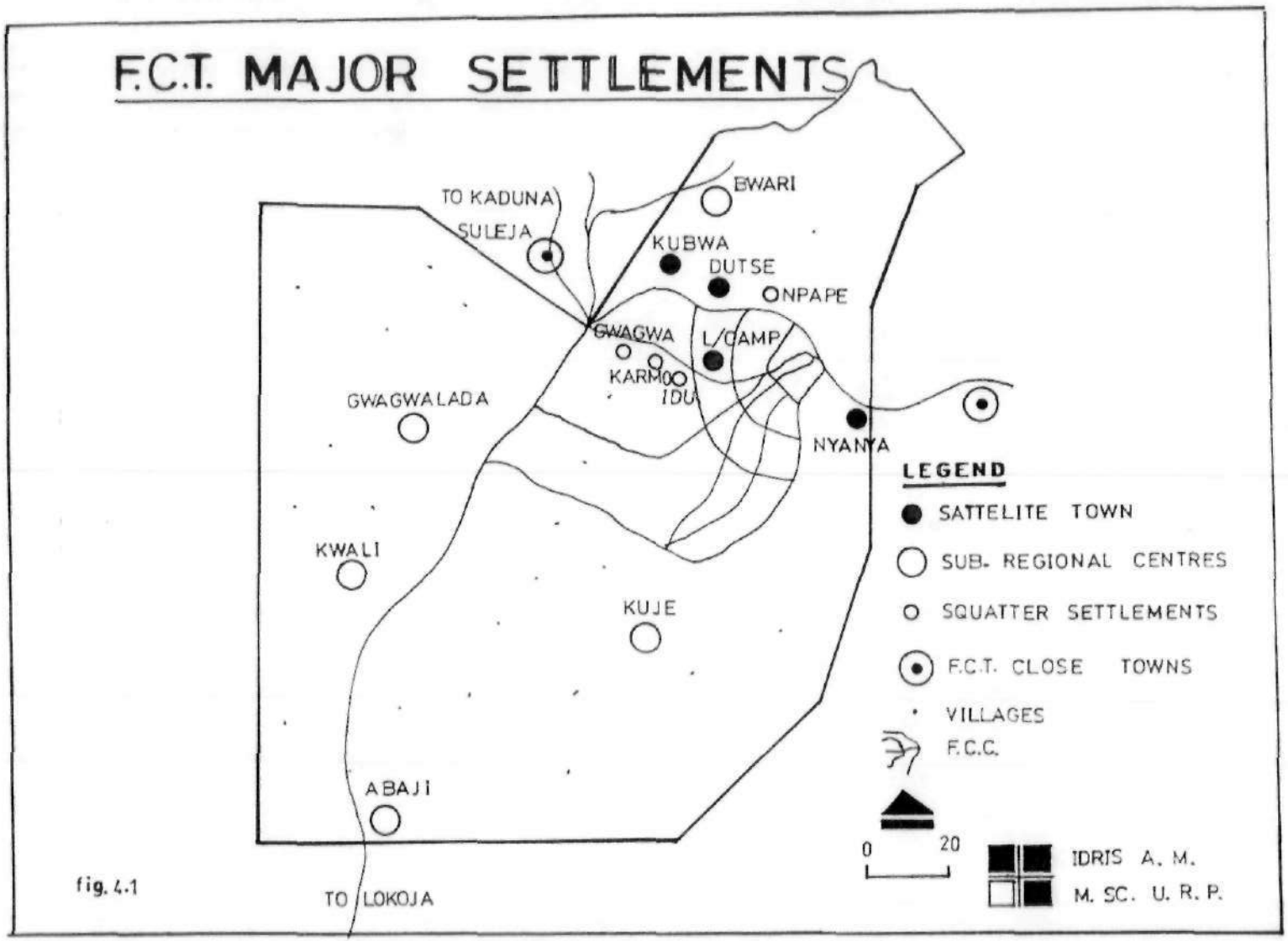

F.C.T. MAJOR SETTLEMENTS
TO KADUNA
SULEJA
BWARI
KUBWA
DUTSE
ONPAPE
GWAGWA
L/CAMP
KARMO
IDU
GWAGWALADA
NYANYA
KWALI
KUJE
ABAJI
TO LOKOJA
LEGEND
SATTELITE TOWN
SUB- REGIONAL CENTRES
SQUATTER SETTLEMENTS
F.C.T. CLOSE TOWNS
VILLAGES
F.C.C.
0
20
IDRIS A. M.
M. SC. U. R. P.

fig. 4.1

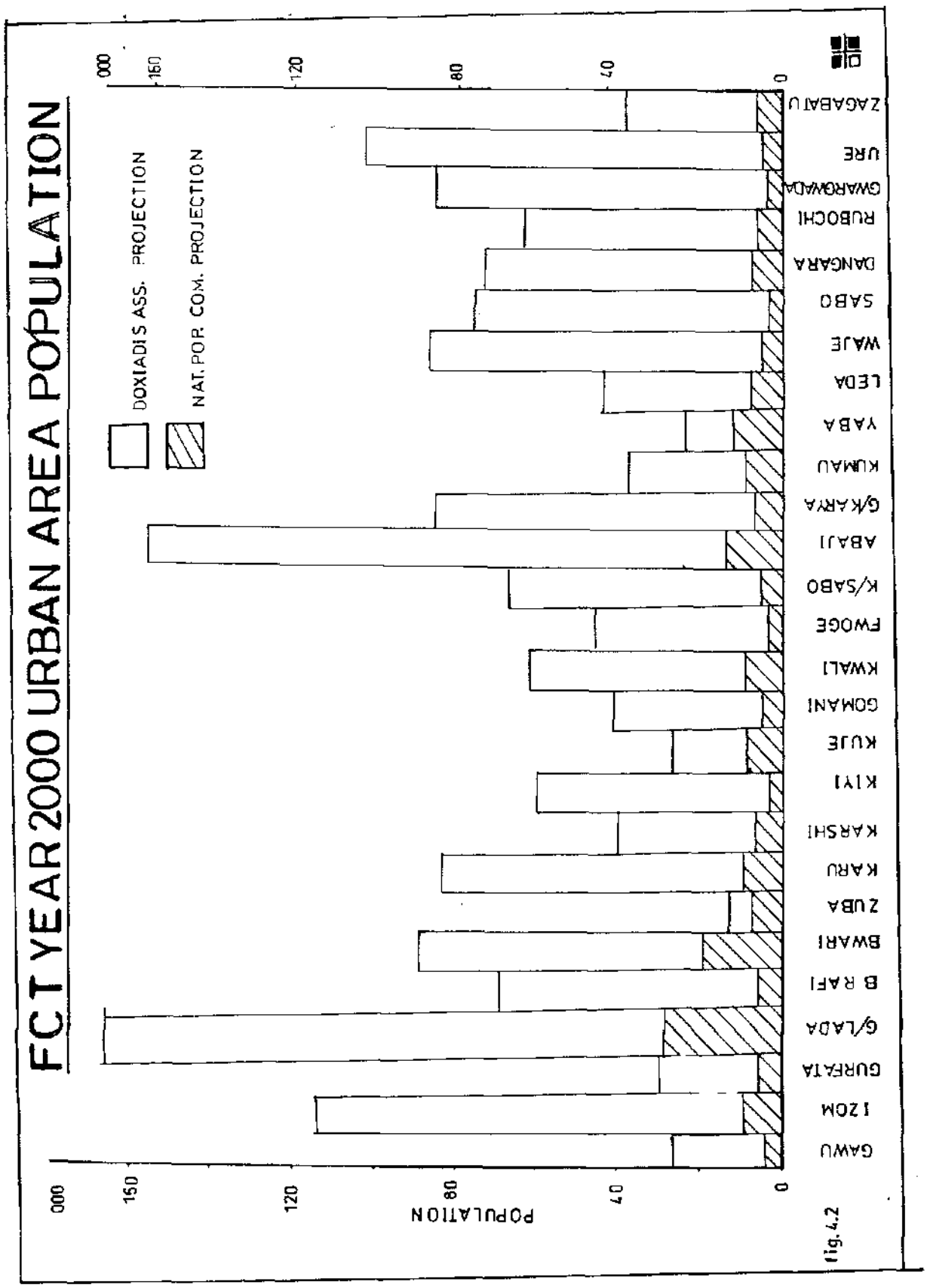
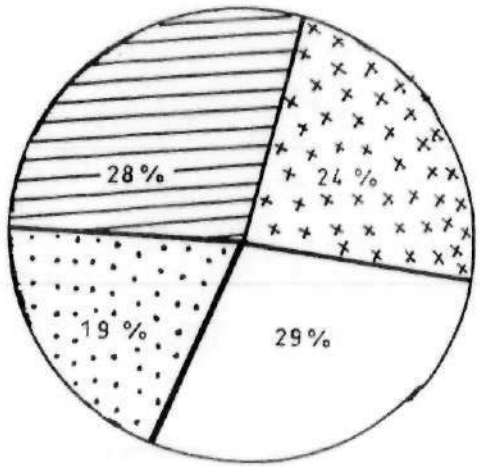

FCT YEAR 2000 URBAN AREA POPULATION
DOXIADIS ASS. PROJECTION
NAT.POP. COM. PROJECTION
POPULATION
000
150
120
80
40
0
ZAGABATU
URE
GWAROWADA
RUBOCHI
DANGARA
SABO
WAJE
LEDA
YABA
KUMAU
G/KARYA
ABAJI
K/SABO
FWOGE
KWALI
GOMANI
KUJE
KIYI
KARSHI
KARU
ZUBA
BWARI
B RAFI
G/LADA
GURFATA
IZOM
GAWU

Fig. 4.2




LEGEND

F C C

SATTELITE TOWNS

SQUATTER SETTLEMENTS

SUB REGIONAL CENTRES

# FCT URBAN POPULATION 2000 PROJECTION

IDRIS A M
M SC U R P

SOURCE N.P.C.

fig 4.3

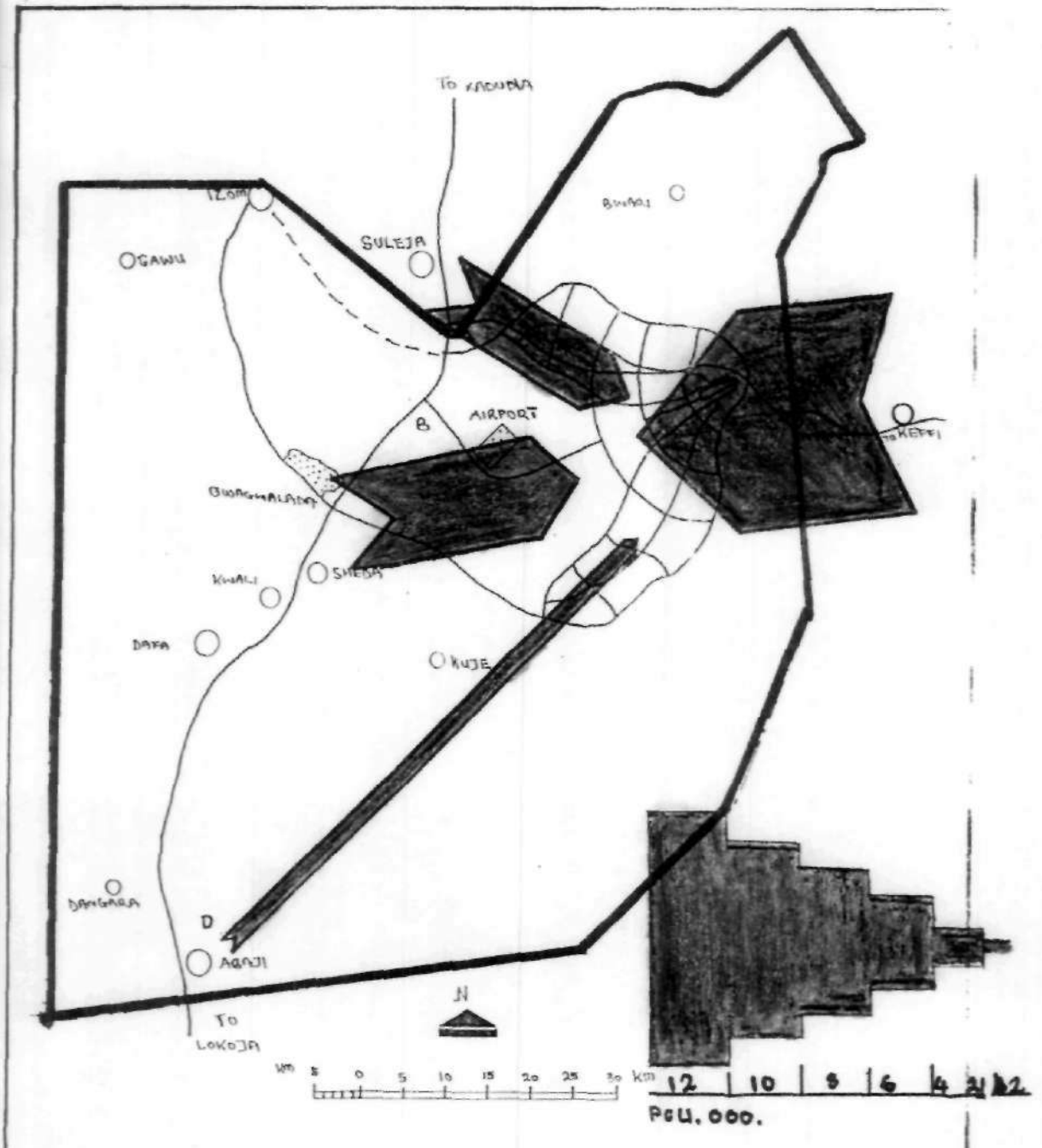



Fig. 4. 4

F.C.T. SHOWING PEAK HOUR TRAFFIC FROM MAJOR ENTRY POINTS

IDRIS A. M.
M. SC. U.R.P.

PLATE 1

PLATE 2

CROSS BOARDER UNPLANNED DEVELOPMENT ABUJA-SULEJA ROAD.

PLATE 3

PLATE 4

CROSS BOARDER UNPLANNED DEVELOPMENT ABUJA-KEFFI ROAD.

# CHAPTER 5

## 5.1 PLANNING AND POLICY RECOMMENDATIONS

Recommendation for effective regional development of the federal capital territory, FCT will be geared towards ensuring a functional relationship between the Federal Capital City, FCC and the surrounding settlements within and outside the territory. This relationship will be achieve through the combined application of some the major strategies outlined in chapter two oft his work.

a. The central place theory.

The central place theory is basically an attempt to explain the general principle that determine the number, size and distribution human settlements. The concept of market range and population their hold has helped us in understanding why certain sub-regional centre settlements have failed to developed as envisaged. This being as a result of there designated function being performed by more populated nearby town to the FCC with more facilities that generate growth and development. The central place theory is a better tools in identifying emergent settlement hierarchy on the basis of services they offer and distance separating hierarchies with due consideration to natural terrain and administrative boundaries that tend to extend or compress the range of services. There is need for an integrated spatial system of urban centres in the territory arranged in a hierarchy (Johnson 1970, Mosely 1974). Individual growth

centres cannot provide all answer to the regional development of the territory. There is the need for major sub-regional centres with greater potential for attracting new investment, new ideas and new people from other regions, smaller centres providing employment in more peripheral areas and local centres performing a service function. Each type of centre will have its own role to play in the process of development.

b. Growth Pole theory.

Based on this theory potential growth centres were identified mainly sub regional administrative centres in the territory. Appropriate facility investments were recommended on basis of their existing potential and earlier regional plan proposals, peripheral areas beyond reach of spread effects emanating from growth centres in the FCC and sub regional centres should be provided with a minimum of facilities and social services. A network of feader roads should link all places in the growth space as against the overambitious Doxiadis Associate road network proposal, which could not be implemented. (See Fig. 5.2).

The regional space must be so arranged that every producer is within a convenient travel time of some adequately competitive selling places for his produce, some equally competitive source of consumer and producer goods and some adequately diversified service centre Johnson (1970). This is as against the IPA regional plan proposal that minor settlements should be allowed to remain as they are until their populations grows to a level that warrants investment in fixed facilities.

c. Village Regrouping

This strategy that involve the regrouping of scattered village and hamlets into larger components in view to reducing cost per head in provision of communal facilities and service is recommended in remote areas of the FCT. Based on that experience on social and economic costs of settlements relocation this strategy should not involve the physical removal and relocation of settlements. It should involve the provision of service and utilities at central or chosen villages taking into cognisance of lower order settlements requiring such service. This will in the long run discourage the present tendency of most populations residing close to the FCC or in major towns as earlier identified.

d. Integrated Regional planning

All the above strategies would be more effective if they are conceived of as an integral part of a comprehensive regional development policy. Regional planning should aim at creating. An interlinked and functionally integrated spatial and economic system within the territory so as to sustain its growth and development. The FCT region should not be seen in isolation but rather as part of a wider middle belt area and the national territory as a whole. Cross boarder development and other linkages with neighbouring states should be taken into consideration in implementing development proposals for the territory. The FCT administrative boundary should not be a barrier to growth and development of settlements within and outside the territory.

## 5.2 OBJECTIVES OF PROPOSALS:

a. To discourage the present primacy status of the federal capital city, FCC in the region and the tendency of population concentration in the capital city by dispersing employment and commercial centres to sub regional centre settlements.

b. To stimulate growth in the FCT sub regions by exploiting their identified potential and creating growth poles in view to achieving a balanced growth.

c. To prefer solution to emerging physical planning problems identified in the territory by upgrading and integration of squatter settlements.

### RECOMMENDATIONS

## 5.3 DECENTRALISATION OF FUNCTION

A - the FCT regional plan as contained in the Doxiadis Associates proposals seem to be too overambitious (See Fig. 3.2) and to date its proposed road network and settlement hierarchies based on central place theory have not been achieved after 20 years of implementation. It is now necessary to decentralise certain functions such as educational, Recreational and industrial functions to sub-regional centre settlement with existing related services.

Gwagwalada - Kwali axis with already existing tertiary institutions and research centres is proposed is to contain education ministry and other parastalas for the benefit of agglomeration. Abaji town surrounded by vast forest and game reserve should be developed as a tourism and recreation centre by extending the Garki - Kuje road for increased accessibility to the FCC and other major towns in the territory.

## 5.4 URBAN INFRASTRUCTURE

b. All regional centre settlements that presently serve as area council headquarters (Local government) have their masterplans to guide their physical development. Much emphasis should be given to the provision of urban infrastructure in already designated layout which have hitherto remained undeveloped.

The earlier identified Gwagwalada industrial layout shall be provided with necessary infrastructures of road network, water supply and electricity since it is observed that certain industries have already started production by using privately developed services.

## 5.5 UPGRADING OF SQUATTER SETTLEMENTS:

Rehabilitation and upgrading of selected existing squatter settlement of Gwagwa, Karmo and Npape. This is in recognition that given the large populations accommodated in this settlements, large scale demolishing may call for relocation of people which might be financially unbearable just as the initial IPA proposal for complete relocation of FCT population was subsequently found to be unaffordable financially and socially.

## 5.6 NORMALISATIONS:

The rehabilitation of existing structures might not be enough, efforts should be expanded towards enabling low-income residents to build a reasonably standard housing units by normalising their plot ownership through issuance of tittle documents for existing houses. This should be within limits obtainable after infrastructure provisions. FCDA in collaboration with affected area council

authorities should device means of evaluating affected household and communal facilities and decide on financial contributions from affected stakeholders. This is in view of understanding that most dwellers are willing to developed more habitable shelters but are discouraged by present lock of right of occupancy. This strategy with its minimum level of dislocation acknowledge the initiative an ingenuity of squatter settlers and builds on their energy to better themselves, it is cheaper in the long run and it has been applied with success in many Nigerian cities.

5.7 **SPECIAL PLANNING AREAS:**

Because of present problems resulting from access and proximity it is recommended that special FCDA planning areas be established within cross boarder areas along major transit routes into the FCC from neighbouring states. This ideas is based on the understanding that while the IPA regional plan has recommended the establishment of joint FCT - State planning districts, obvious difficulty in joint planning matters have hindered this. FCDA, state and local government planning authorities have not allowed such districts to be established and be utilised to control cross boarder spontaneous developments.

With the present understanding that sustained development of the federal capital city cannot be achieved without a guided development of this boarder areas FCDA should utilise its better organised manpower and resources to control development of this areas. This is of mutual benefit to the neighbouring local government and states as it is obvious that they have less resources and manpower for such endeavour.

Recommended special planning areas will include (Ref Fig. 5.1)

a. Suleja - Bwari area - This include the triangle of land occupied by Suleja that penetrate the FCT from the north. Its northern boarder would be the Tapa River between the boarder of the FCT. This area incorporates all boarder developments along the Kaduna Lokoja road that traversed the territory.

b. Usuma watersheds area - This area include the portion of the Usuma river watershed projecting into Nassarawa state and covers all development along Abuja - Keffi road in the neighbouring Nassarawa state.

Boarder areas to the south close to Abaji and to the west are presently devoid of cross boarder unplanned developments due to lack of proximity with the FCC and other major towns. Long term monitoring is necessary to curtail experiences of earlier mentioned areas.

## 5.8 CONCLUSION:

Based on outcome of this work it can be summarised that the regional development proposal contained in the IPA and Doxiadis plans and subsequent operational procedures are good documents for an orderly physical development of the territory.

But the IPA regional, plan placed too much emphasis on the growth and development of the Federal Capital City, FCC with little emphasis on the growth and development of the territory. The Doxiadis Associates plan on the other hand is more scientific and comprehensive but is also too ambitious and as such most of its proposal cannot be achieved due to financial and social costs.

It is now necessary to pursue a regional development policy and strategy that takes into congnisance of the physical outcomes of the initial proposals and present spatial dynamics as we enter the new millennium.

The declaration of certain selected settlement as satellite towns and giving them priority in infrastructural and facility investment is inadequate. Within the planning region there must be sub-regions as far as regional planning is concerned. The practice of falling in line with administrative divisions might not help in regional planning. Planning region should cut across administrative boundary if need be and there should be a clear definition of what constitute the region and what amenities is expected in urban or rural areas. The rural community of the past should not be dissolved what is most important is all settlements should be accessible by the right hierarchy of routes.

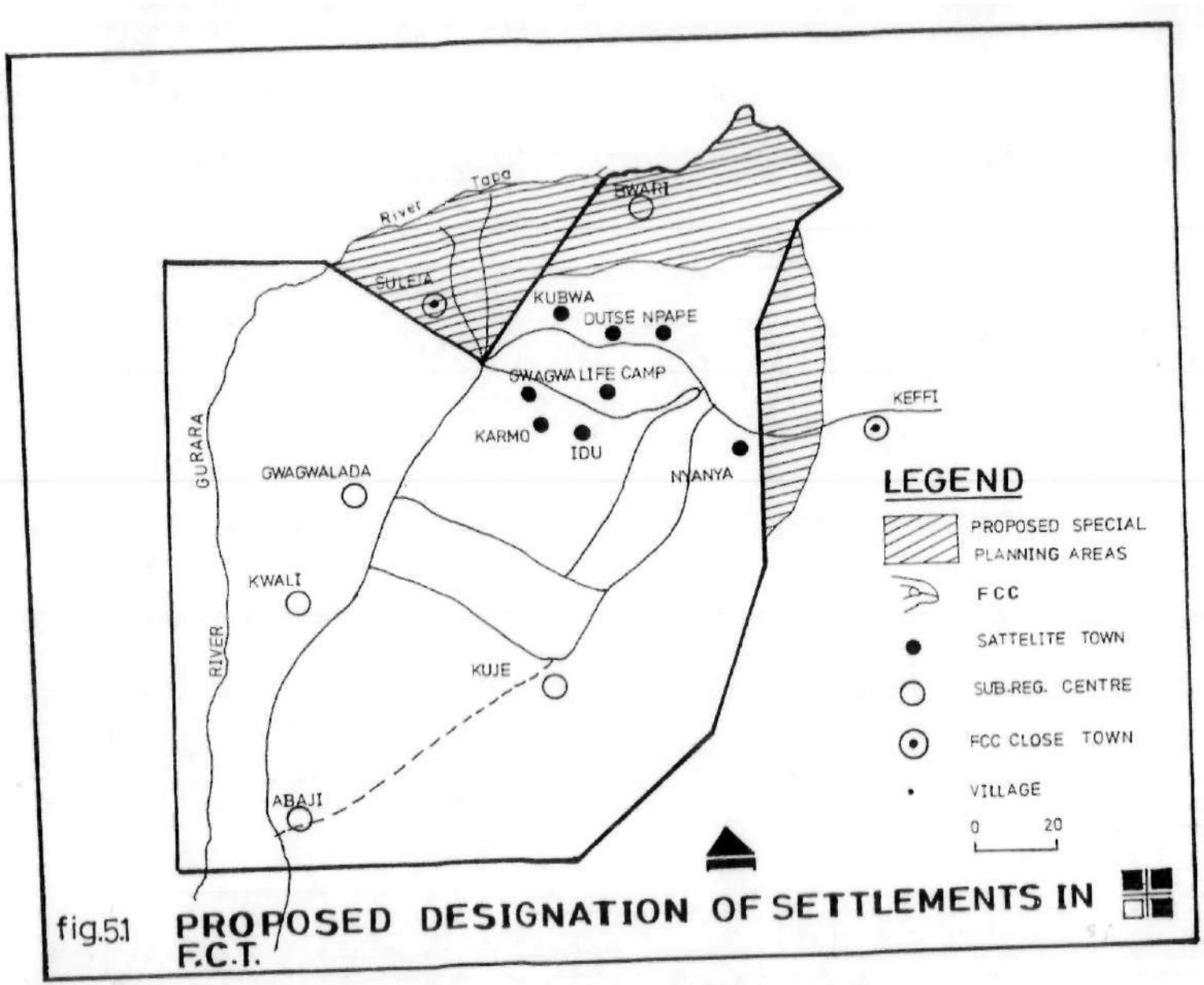



fig.5.1 PROPOSED DESIGNATION OF SETTLEMENTS IN F.C.T.

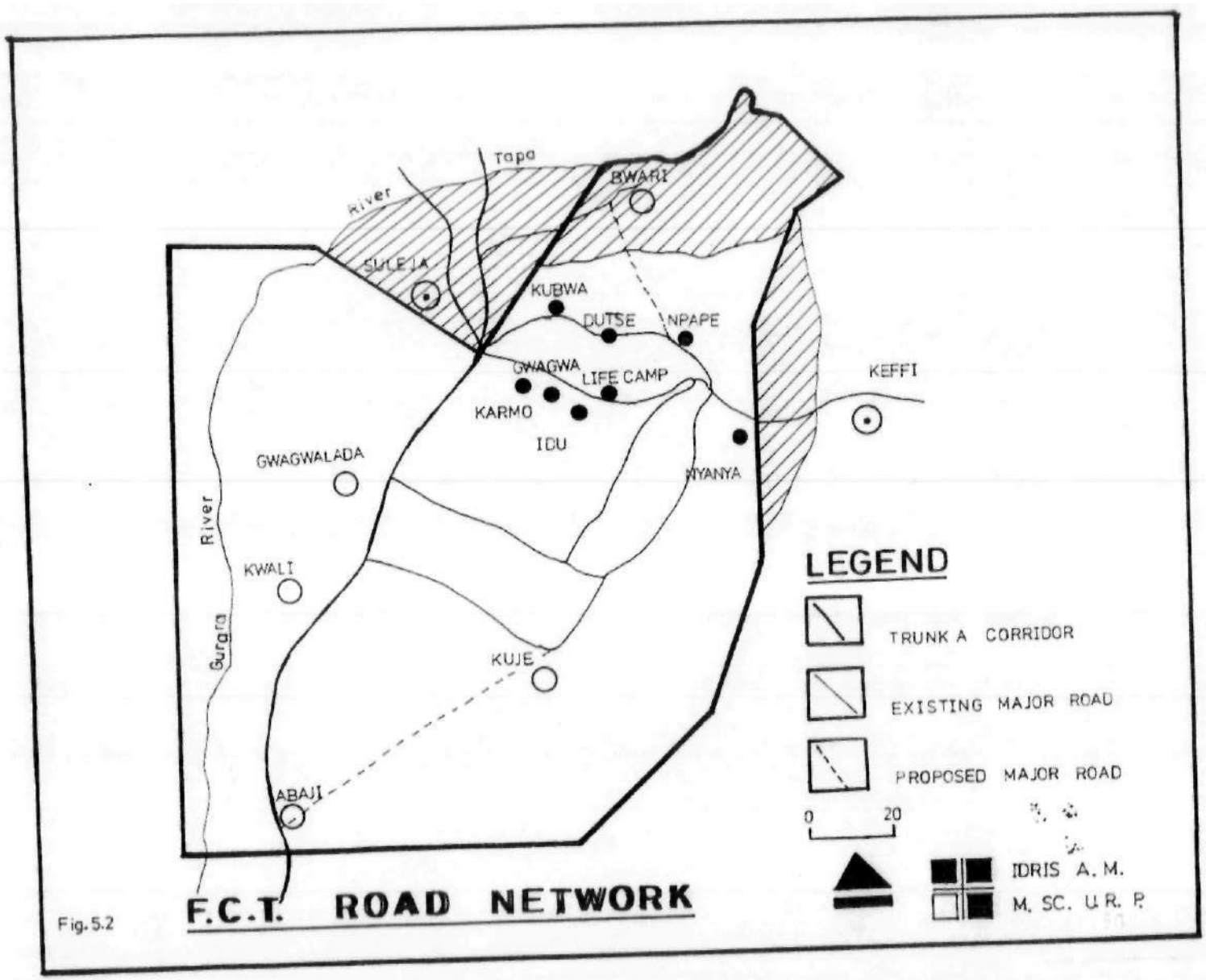

Tapa
River
BWARI
SULEJA
KUBWA
DUTSE
NPAPE
GWAGWA
LIFE CAMP
KARMO
IDU
KEFFI
NYANYA
GWAGWALADA
River
KWALI
Gurara
KUJE
ABAJI
LEGEND
TRUNK A CORRIDOR
EXISTING MAJOR ROAD
PROPOSED MAJOR ROAD
0
20
IDRIS A. M.
M. SC. U.R.P.
F.C.T. ROAD NETWORK

Fig. 5.2

## 5.9 REFERENCES


1. Awoniyi S. O. (1992) planning and programme of development for the federal capital region of Nigeria: An unpublished M.Sc. Thesis. URP Dept ABU Zaria.
2. Ayida A. A. (1971) Development objectives in reconstruction and development in Nigeria, proceedings of a national conference, Ibadan.
3. Berry P.I.J (1980) Relationship between regional economic development and the urban system. The case of Chile.
4. Dikenson et al (1980) Geography of the third world.
5. Doxiadis Associates (1983) Regional development plan for Federal capital territory Abuja, Nigeria.
6. Friedmann & Alonso (1978) Regional policy reading in theory and applications
7. Helen N. O. (11985) Impact of Abuja on settlements in Federal capital Territory: Unpublished Msc. Thesis U.R.P. Dept ABU. Zaria.
8. Ibe B. A. (1978) Spatial Impact of growth centres in a developing region: A case study of Gusau Unpublished M.A. Thesis. Geography dept ABU. Zaria.
9. International planning Associates, IPA (1979) The Abuja Masterplan.
10. Johnson E.A.J (1971) The organisation of space in developing countries.
11. Kuklinski. A. (1972) Regional development experience and prospects in Eastern Europe.
12. Kulshrestha S. K. (1984) Spatial models for regrouping villages in Nigeria. Habitat international Vol. 8 No.314.

13. Lloyd et al (1973) planning urban growth and regional development: The experience of Guayana programme of Venezuela.

14. McGee T. G. (1971) the urbanisation process in the third world.

15. Moseley M. J. (1973). The impact of growth centres in rural regions: An analysis of spatial flows in Brittany.

16. Perroux F. (1950) Economic space: Theory and application: Quarterly journal of Economics Vol. 64 No.1

17. Ago U. S, (1999) Implementation of Mater plan. The Abuja Experience 1979-1999

18. Omolola A. (1999) The implementation of Abuja Master Plan problem and prospects.