A CRITICAL EVALUATION OF THE ADMINISTRATIVE SET - UP FOR FORMULATION AND IMPLANTATION OF PHYSICAL DEVELOPMENT PLANS IN THE NEW FEDERAL CAPITAL TERRITORY

By

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D E D I C A T I O N

This Thesis is dedicated to my Parents

Mr. Geyus Ndazitsu and Mrs. Rebeccah Geyus.

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

I wish to express my indebtedness to many people who in one way or the other contributed to the success of this study.

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Chapter One

1.00 INTRODUCTION

The idea of transfering the seats of government to new sites is not a new phenomena. Australia, Brazil, India, Pakistan, U.S.A. and Tanzania are among the nations that have changed their seats of government in recent years. The need to transfer the seat of government to a new sites usually arise from a variety of social, economic, political and strategic reasons. Political factors are however of paramount importance and are normally attributed to the need for territorial consolidation as well as for achieving national unity. The establishment of Nigeria's new Federal Capital Territory by Decree No. 6 of 4th February, 1976 was the culmination of years of public demand and agitations and the acceptance of the commission (Aguda Commission) set up to consider among other things the issue of a New Federal Capital City for Nigeria.

The development of the New Federal Capital Territory, within one of the most under-developed regions of the Federation, with virtually nothing in terms of infrastructure, and facilities, is no doubt an enormous task which require comprehensive physical development planning. This is necessary for marshalling the vast resources (human and natural) in an orderly manner. The physical development planning, particularly the two basic processes of formulation and implementation, at the scope required in the development of the new territory

would involve the participation of a great variety of public and private organisations. Such organisations would include Government Agencies, Ministries, Corporations, Departments, Boards as well as Private Firms and individuals. Co-ordination of the activities of the different Agencies for efficient planning and effective implementation therefore becomes inevitable, for effective integration of their activities towards achieving the goals and objectives for establishing the new territory. This would however be difficult without an effective and efficient planning framework or administrative machinery, because co-ordination implies a measure of authority over the activities of the Agencies involved and such an authority can only be guaranteed by a suitable organisational framework.

However in Nigeria, physical development planning is addressed at the governmental level and the planning framework known as 'Planning Authority' or 'Planning and Development Authority'. Planning authorities in the country are therefore attached to the extant bureaucracy which inevitably makes them bureaucratic in nature and characterised by problems peculiar to bureaucratic organisations. The structure of planning authorities also in most cases does not reflect all the requirements for efficient physical development planning. The existing administrative set-up for planning and implementation in the New Federal Capital Territory has

these basic features and accordingly problems and constraints exist which limit the success of planning in the area.

1.10 STATEMENT OF PROBLEM:

The overall development of the New Federal Capital Territory was initially the responsibility of a single planning authority - the Federal Capital Development Authority (F.C.D.A.). This authority (F.C.D.A.) was created by the same Decree No. 6 of February 4th, 1976 which established the territory. The Decree gave F.C.D.A. wide powers to develop and co-ordinate all developmental activities of all Ministries, Departments and Agencies of the Federation within the Federal Capital Territory (F.C.T.). The responsibility of the F.C.D.A. as spelt out by the Decree among others include, "the choice of site for the Capital City within the F.C.T; the preparation of Master Plan for the Capital City and of landuse within the rest of the F.C.T; the establishment of infrastructural services in accordance with the Master Plan; the provision of municipal services within the F.C.T; and power to do anything which in its opinion is calculated to facilitate the carrying on of its activities"[1].

However, the advent of the civilian regime in 1979 encouraged political interference in the development of the territory to the detriment of systematic and orderly

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1. Federal Capital Territory Decree No.6, 1976, section 3, 4 and 5.

development. The political interference negate the high ideals F.C.D.A. aimed at achieving in the development of the territory. This led to the creation of other bodies which are also charged with the physical development of the territory. The bodies created are the Federal Ministry for the Capital Territory (M.F.C.T.) and the Federal Capital Territory Administration (F.C.T.A.) This action removed the independence enjoyed by the F.C.D.A. as a corporate body and introduced a ministry type of organisation or authority, a bureaucratic organisation which due to its peculiar problems makes its appropriateness for successful physical planning process questionable.

1.20 AIM AND OBJECTIVES:

The aim of the thesis is to critically evaluate the administrative set-up for plan formulation and implementation processes in the new Federal Capital Territory, with the view to adding efficiency to the existing system.

In pursuance of this aim, the following objectives have been drawn:

(a) To identify the Agencies involved in the processes of plan formulation and implementation.

(b) To evaluate the roles of the various planning Agencies and their functional interrelationship.

(c) To examine the problems arising from the activities of the various Agencies within the existing administrative set-up.

(d) And to propose an effective administrative set-up for plan formulation and implementation processes in the territory for remedying the problems identified.

1.30 SCOPE AND LIMITATION:

The administrative set-up for physical development planning, with particular reference to the two basic processes of plan formulation and implementation will be examined and evaluated. This would however be related to the physical development of Nigeria's New Federal Capital Territory.

1.40 METHOD OF DATA COLLECTION:

Information for this thesis was obtained from the following sources:

(a) Questionaires administered to the various planning Agencies, public and Private, that are involved in the plan formulation and implementation processes in the New Federal Capital Territory.

(b) Published and unpublished literature on the subject matter as well as official documents obtained from the various Agencies, the Master Plan for the New Federal Capital City, the Regional Plan for the Territory, workshop papers and conference prodeedings on the physical development of the New Federal Capital City.

(c) Informal interviews with certain individuals from the various Agencies, Private and Public, involved in the development of the territory.

1.50 DEFINITION OF TERMS:

The following terms are defined as used in the thesis:

(1) Administrative Set-up - Refers to the administrative framework, organisation and machinery for physical planning and plan formulation.

(2) Administrative Framework - "Refers to the defined outline of the administration of an activity. It is the administration confines or environment (institutional arrangement) for an activity; and gives the jurisdictional dimension of the activity"[2].

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2. Kaltho, J. B.: Administrative set-up for implementation of Development Plans. SPURP 02/5 pp.2.

(3) Bureaucratic Organisation - Refers to a type of oranisation designed to accomplish large - scale administrative tasks by co-ordinating the work of a large number of persons in a systematic manner; a ministry type of organisation.

(4) Critical Departments - These are core departments of an organisation, that performed specialised functions or functions critical to the organisations activity.

(5) Organisation - Refers to a set or group of arrangements (of various units, agencies, or people) with differentiated tasks or functions aimed at achieving a set objectives for an ultimate goal.

(6) Planning Authority - Refers to the administrative set-up for physical planning and plan implementation.

(7) Plan Formulation (Preparation) - Refers to the preparation of alternative courses of action to achieve the formulated goals and objectives. It involves the examination and translation of goals and objectives into concrete development proposals.

(8) Plan Implementation - Refers to the physical carrying out of the prescription of a formulated plan.

(9) Principles - "Refer to general laws or rules which produce, underlie or determine particular methods of formation or operation."[3]

(10) Service Department - Refers to departments that are not very critical to the organisation activity. In other words they provide services which are in common demand by the critical departments.

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3. Ibid. pp.2.

Chapter Two

2.00 CONCEPTUAL ADMINISTRATIVE SET-UP FOR PLAN FORMULATION AND IMPLEMENTATION

2.10 INTRODUCTION:

Plan formulation and implementation are two distinct but insaparable processes within the planning process. They are of fundamental importance to the ultimate success of any physical planning scheme. The two processes consist of series of activities arranged in sequential order or stages and demand the involvement of different Agencies, Public and Private, the activities of which have to be well integrated by an appropriate planning authority, to ensure efficient formulation and implementation of any physical planning scheme.

However, before considering what should be the most suitable administrative or organisational set-up for plan formulation and implementation, it would be most appropriate to first analyse in detail, the elements of the two processes.

2.11 PLAN FORMULATION PROCESS:

The process of plan formulation is carried out in three major stages. The three stages as illustrated by figure 1 are discussed below:

(a) Understanding the Existing Situation - This is the first stage which is essentially the gathering and interpretation of ,

information in the planning area through which the problems of the physical environment are perceived. The process involves the examination, interpretation and descriptive analysis of the social, economic and physical characteristics of the existing situation.[4] This process however involve a number of activities carried out in sequencial order as follows:

(i) Reconaissance Survey - The process carried out in thefield, using maps and photographs to identify the planning area in terms of its physical, economic and social characteristics or attributes.

(ii) Programming of Studies - This process involve the use of data processing techniques to programme the result of information collected from reconaissance survey. The process is essential for determining the essential requirements for the detailed field survey. Such requirements include the type of surveys to be carried out, the source and method of financing the project, the type and training need of field staff and the time required to complete the project.

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4. Max-Lock Group Nigeria: Surveys and Planning Reports for Maiduguri. Pg. 1.1.9.

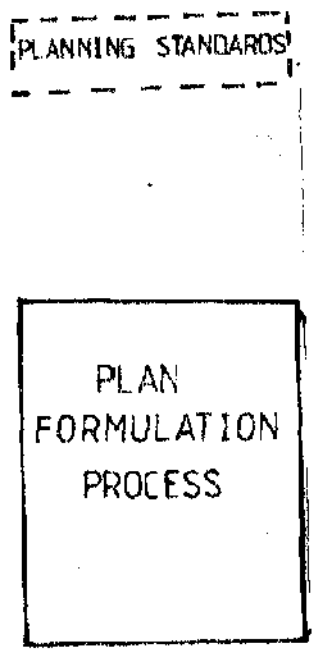
(iii) Field Surveys - This is the actual on-site information gathering process. However before the surveys are carried out, the plan period and the assumptions and limitations of the studies have to be determined. Also, the need for the studies interms of the purpose, the type of surveys, the quality and extent of detial surveys should be detemined. The types of detail surveys carried out include among others, survey of physical elements, demographic surveys and socio - economic surveys.

(iv) Analysis of the existing field situation of the planning area reflecting the present and future state interms of its physical setting.

(b) Probing intc future requirement - This process is the indication of trends which involve projections and forecasts of the future situation based on the existing situation. The process involves the synthesis of field survey results using planning theories and standards to establish models. The models are then used to express the existing situation interms of landuse requirements for different landuse types, facilities, utilities and services and to indicate the influences they

CO

Fig. 1.


PLANNING STANDARDS
PLAN FORMULATION PROCESS
PLANNING THEORIES AND DESIGN STANDARDS.

may have on the future goals and objectives of the planning area.

(c) Design of alternatives - The design of alternative plans which normally aims at yielding optimum achievement of present and future goal and objectives, involves first, the assessment of the goals and objectives and secondly, the selection of the best alternative and the formulation of policies and strategies to realise the objectives. The final product is in form of a written plan document consisting of the formulated policies and strategies, supported by diagrams and sketches, based on surveys conducted and base maps. The implications of choosing a particular course of action and the means or tools for implementing the plan is also indicated, as part of the plan document.

2.20 PLAN IMPLEMENTATION PROCESS:

Plans remain only documents until they are actually translated into concrete terms. The process consists of four steps as illustrated by figure 2.

(a) Phasing - This process is essentially the definition of projects by time periods and the mapping out of specific project areas. In other words it involves the definition of the planed proposals into physical and time scales at which development should operate in order of

priorities, determined by the needs of the society and the goals of the plan.

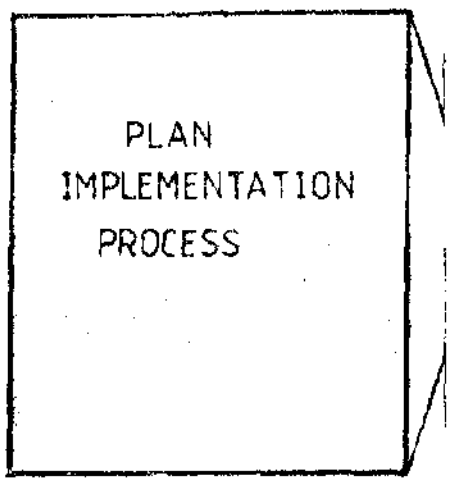
(b) Programming of Requirements - This is the next step in the implementation process. The process is carried out by translating the phased plan into specific projects for execution by grouping them according to the specific objectives they aim to achieve. The requirements are in terms of finance (the source of finance and method of financing), the degree of need per unit area of projects, the staff (the number, the classes, training, salaries and a clear definition of the roles to be played by the various categories of staff - administrative and technical), and equipment (the type needed for project execution, the cost of purchasing them and their maintenance).

(c) Budgeting - Budgeting is an essential part of implementation process because the successful implementation depends on availability of financial resources. The process involves fund allocation for purchase of equipments, land aquisition and compensation and for payment of salaries and wages.

(d) Action - This is the translation of the plan document in to physical realities on the ground. The process involves, among other things, the manual works or labour on site, technical supervision and construction management.

CONCEPTUAL

Fig. 2



Source. Thayer (1983) Dept.

2.30 THE CONCEPTUAL ADMINISTRATIVE SET-UP:

The analysis of the elements of plan formulation and implementation above, gives a clear indication of their sphere of involvement. This makes the involvement of a variety of Authorities, Agencies, Ministries, Corporations, Departments, Boards and Private Firms and individuals essentially necessary. For the proper planning and implementation there is therefore, the need to integrate the activities of the various agencies. A basic requirement therefore, is adequate co-ordination in order to ensure effective integration of the activities of the various bodies. This is essential not only for ready exchange and communication of information on which to base well informed proposals, but also to secure the rapid and efficient implementation of proposals. However effective integration can only be realised within an overall administrative framework which has an appropriate structure, clearly defined but co-ordinated functions and divisions of responsibility and authority between its components, and appropriate spatial spread of the administrative units. Physical Development Planning and Implementation therefore should be undertaken within a single authority covering the whole planning area and its immediate surrounding region. Such an authority should exercise a measure of control over all the agencies which should serve as service agencies to which the planning authority delegates carefully defined surbordinate planning responsibilities which it closely monitors.

This implies that other agencies or bodies have to operate on the basis of clear guidelines regarding their role and scope of responsibilities in the planning and implementation process, stressing the need for close co-operation from them for achievement of the planning goals and objectives.

However, there is no standard set pattern of physical planning authority. The type of authority or agency to be charged with planning responsibilities should be based on the circumstances and needs of the planning area. Whatever the nature of the planning authority, it should be autonomous and subject only to policy decisions of the responsible government. It must also be given firm control of the three essential forces for rational physical development planning. These are law, land and finance.

The main requirements for a physical planning authority that would enhance efficient planning and implementation should include:

(i) "A work force with skills and capacities appropriate to the task;

(ii) A structured authority system which allocates functions and duties and supplies the various kinds of information that members need to perform their individual roles;

(iii) A structure within which tasks and responsibilities of the various agencies involved are defined as clearly as possible, so as to limit overlapping and delays to the minimum;

(iv) A system of incentives which provides the mainspring for action;

(v) A system that promotes co-ordination and dissemination of information and allows feedback and checking at the stages of both plan formulation and implementation"[5].

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5. Doxiadis Associates (Nigeria) Limited; Regional Development Plan for the Federal Capital Territory. Volume 2 Book 3 Pg. 1447.

Chapter Three

3.00 REVIEW OF EXISTING ADMINISTRATIVE SET-UP FOR FORMULATION AND IMPLEMENTATION OF PHYSICAL DEVELOPMENT PLANS WITHIN THE NEW FEDERAL CAPITAL TERRITORY.

3.10 THE LEGAL AND STRUCTURAL FRAMEWORK:

Physical Development Planning in Nigeria is the prerogative of the government (Federal and State), because it is the government that can provide the required resources and structures for such venture. The forces are Social, Political, Economic, Administrative and Legal forces which together facilitate the formulation and implementation of physical development plans.

The existing administrative framework for planning and implementation of physical development plans in the new Federal Capital Territory is made up of two principal government agencies - the Ministry for Federal Capital Territory (MFCT) and the Federal Capital Development Authority (FCDA). There are however a number of other public and private agencies which are not component parts of the framework but relate to it through the services they offer in the formulation and implementation processes.

However, the overall development of the new Federal Capital Territory was initially the responsibility of the Federal Capital Development Authority (FCDA). The Authority was created by the same Decree No. 6 of February, 4th 1976 that gives it wide powers and a range

of functions for the development and co-ordination of all developmental activities within the Federal Capital Territory (FCT). The powers and functions are contained in section 3, 4 and 5 of the Decree. Section 3 contain the official statement that established the authority, which reads as follows:

> "There shall be established an authority to be known as the Federal Capital Development Authority which shall consist of a chairman and eight members to be appointed by the Supreme Military Council. The authority shall be a body corporate with perpetual succession and a common seal".[6]

According to Section 4, the functions of the Authority include:

(a) "The choice of site for the location of the Capital City within the Capital Territory;

(b) The preparation of a Master-Plan for the Capital City and of landuse with respect to town and country planning within the rest of the Capital Territory;

(c) The provision of municipal services within the Capital Territory;

(d) The establishment of infrastructure services in accordance with the Master-Plan refered to above, and

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6. Federal Capital Territory Decree No. 6, 1976, Section 3.

(e) The co-ordination of the activities of all Ministries, Departments and Agencies of the government of the Federation within the Capital Territory[7].

The same section 4 of the Decree contain the powers of the authority. The Decree gives the Authority (FCDA) powers to do anything that would facilitate the carrying on of its activities. According to section 5 of the Decree, the authority also has the power to appoint its staff as it may deem fit.

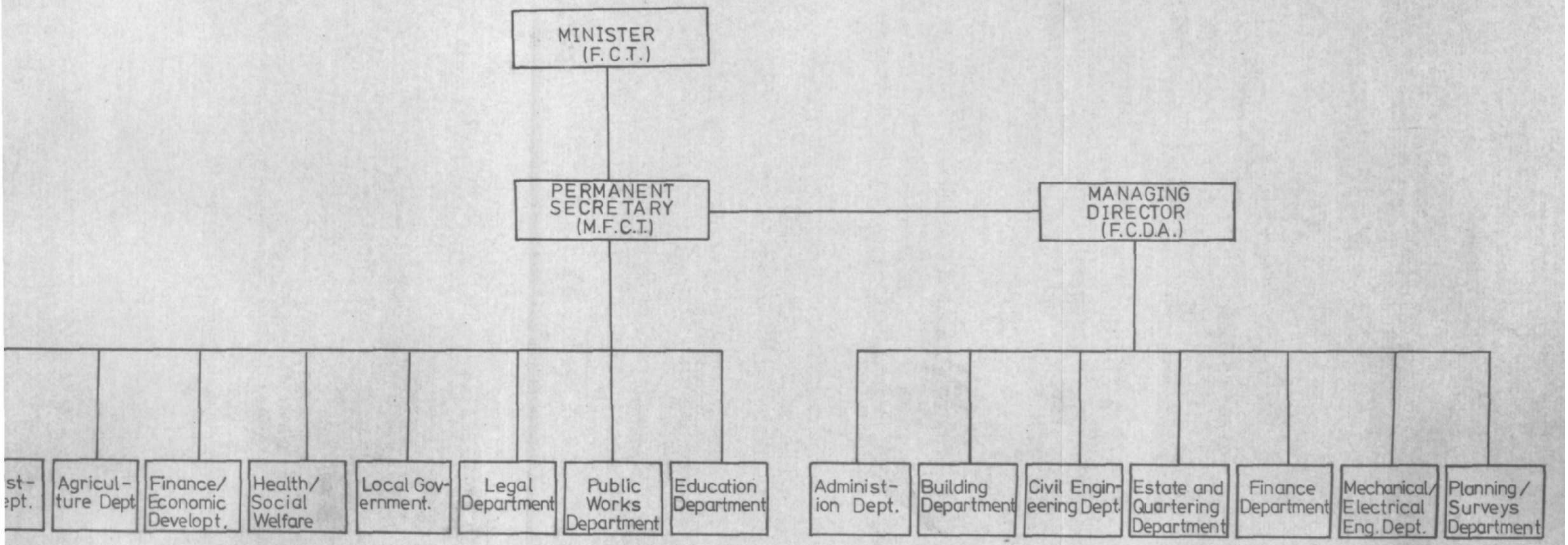
Since 1976, some policy change have occured. One of the policy changes among others include the change in the initial relocation policy. The initial policy was to relocate all indigenes of the territory on sites/ settlements outside the territory. This policy was later changed and the relocation became confined to the limits of the Federal Capital City (FCC).

Political interference essentially led to the confinement of F.C.D.A's. activities to the F.C.C., thereby creating the need for administering the F.C.T. population and also ensuring the socio-economic development of the territory. Hence the creation of the Ministry for Federal Capital Territory (M.F.C.T.), responsible for overall development policy and the Federal Capital Territory Administration (FCTA), responsible for the general administration and the socio-

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7. Ibid, Section 4.

Figure 3: EXISTING ADMINISTRATIVE SET-UP



economic development of the FCT. The FCTA was however, later merged with the Ministry and its responsibilities accordingly tranfered to the ministry. The ministry there after, apart from its initial responsibilities for overall development policy, is now in addition, responsible for the overall administration and the socio-economic development of the FCT. This merger of FCTA with MFCT together with some other policy changes, made the ministry to become the 'umbrella' development authority, thereby cultailing the powers of FCDA as well as limiting its functions, making it a surbordinate agency to the ministry.

The two agencies, MFCT and FCDA are organised into departments each performing a set of functions. The role of these two agencies in the formulation and implementation of physical development plans in the territory could therefore be best understood after a detail analysis of the functions being performed by their different component departments.

3.20 THE EXISTING ADMINISTRATIVE FRAMEWORK: (Figure 3)

3.21 THE MINISTRY FOR FEDERAL CAPITAL TERRITORY:

The Ministry is made up of eight departments which include, Administration, Agriculture, Education, Finance and Economic Affairs, Health and Social Welfare, Legal, LocalGovernment and Public Works, and Extra Ministerial Department of Judiciary all under the

minister. Each of these departments perform a set of functions.[3]

3.21.1 Department of Administration:

The Ministry's Department of Administration is performing the following set of functions:

(a) Formulation of Development Policies and Co-ordination of Policy execution in the whole territory.

(b) General Administration, which include establishment matters, protocol and public relations.

(c) Land Administration, including final approval of plots allocation and the regulation of the activities of the landuse and allocation committee.

(d) Federal Capital Development Authority's (FCDA) matters. This is essentially the supervision and co-ordination of FCDA's activities.

(e) Budget matters - the allocation and management of funds for the different development activities (both at formulation and implementation stages) in the whole territory, the city inclusive.

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3. Questionaire was administered to 4 out of the 8 departments of the MFCT, because at the time of the study there was a reorganisation going on. This makes the administering of questionaire to some of other departments quite difficult as they were not well consitituted or established.

3.21.2 Department of Finance and Economic Affairs:

The functions of this department are as follows:

(a) Finance and Accounting matters. These involve the preparation of budget, tender matters and internal auditing.

(b) Revenue Collection - the collection of taxes, motor licencing and other levies.

(c) Socio-economic Policy formulation, for the socio-economic development of the territory.

(d) Appraisal and evaluation of all development projects in the F.C.T.

3.21.3 Department of Health and Social Welfare:

This department is concerned with the health and social welfare of F.C.T's populations, the city inclusive. The different functions of the department are as follows:

(a) Primary Health Care.

(b) Public Health.

(c) Health Education.

(d) Medical Services, which include Nursing and Pharmacy and

(e) Social Welfare.

3.21.4 Legal Department:

All legal matters that arise in the course of the development of the whole Federal Capital Territory is

the responsibility of the Legal Department., The specific functions of the department are as follows:

(a) Legal Advice - The Department Advises the Ministry as regards the legal implications of the development programmes as well as the relationship between the Ministry and other Governmental Agencies as well as the Private and General Public.

(b) Legal Drafting - The drafting of all legal documents that results from the Ministry's transactions with other organisations, private and public. That is, the preparation and vetting of legal documents.

(c) Litigation - It is the responsibility of the department to engage in lawsuits for and on behalf of the ministry.

(d) Prosecution - The department also prosecuts cases arising from the development activities, on behalf of the ministry.

3.22 THE FEDERAL CAPITAL DEVELOPMENT AUTHORITY:

The Federal Capital Development Authority (F.C.D.A.) is organised into nine department/units under a managing Director. The departments/units include Administration, Building, Civil Engineering Services, Estate and

Quartering, Finance, Internal Audit, Legal Advise, Mechanical/Electrical Engineering, Planning and Surveys.[9]

3.22.1 Department of Administration:

The F.C.D.A. department of Administration performs the following functions:

(a) Formulation of development policies, in respect of development programmes of the Federal Capital City (FCC).

(b) General Administration - This include establishment matters, such as recruitment, promotion/descipline as well as staff welfare. The department also co-ordinates development activities of other departments of the authority.

(c) Liaison with other Government Agencies, parastatals, states etc. - The department liaise with other government ministries and agencies and private organisation so as to co-ordinate their activities.

(d) Contracting of Planning and Implementation Services to consultants and contractors.

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9. Questionaire was administered to six out of the seven departments of FCDA, because at the time of the study, Estate and Quartering department was not properly constituted for questionaire to be administered.

3.22.2 Building Department:

This department is made up of two formerly separate departments - Architecture and Development. The department therefore consists of Architects and Quantity Surveyors who perform two major functions:

(a) Building Design - That is the preparation of building plans.

(b) Supervision and Quality Control of building construction in the FCT.

3.22.3 Department of Civil Engineering Services:

This department is concerned mainly with civil engineering and water. The specific functions of this department are as follows:

(a) Supervision or Monitoring and approval of Civil/Structural facilities and utilities consultancy services.

(b) Supervision of Civil/Structural Construction works.

(c) Geological investigations of the Federal Capital Territory.

(d) Maintenance of Civil and Structural works.

(e) Collection and Disposal of liquid and solid waste.

(f) Provision of potable water.

3.22.4 Department of Finance:

The department of finance deals with Finance, Accounts and Budget matters. The specific functions are as follows:

(a) Budget Matters - The department prepares FCDA's budget.

(b) Project Appraisal and Evaluation - The department appraises and evaluates development projects and give financial advice accordingly.

(c) Revenue Collection - The collection of taxes and other levies.

(d) Preparation of all forms of payments and keeping of records of all payments.

3.22.5 Mechanical/Electrical Engineering Department:

This department performs the following functions;

(a) Maintenance of all Government vehicles.

(b) Mechanical/Electrical Designs.

(c) Generation of electricity whenever NEPA Supply fails.

(d) Liaison with NEPA, and Post and Telecommunications (P. & T.).

3.22.6 Department of Planning and Surveys:

The planning and surveys department performs a number of functions among which are the following:

(a) Preparation of Physical Development Plans and Survey services for the development of the Federal Capital Territory.

(b) Development Control - The department controls illegal development in the Abuja municipality and demolition of illegal structures all over the Federal Capital Territory. It also enforces development control regulations in the F.C.T.

(c) Resettlement Matters - The department performs functions necessary for achievement of resettlement goals i.e. the assessment of compensation entitlements of displaced persons in the F.C.T. etc.

(d) Land Allocation - The department processes requests for land in the local government areas and also land allocation in the Abuja municipality, industrial parks and quarry sites.

(e) Development and Maintenance of parks and gardens in Abuja municipality and the local government areas.

3.30 EXAMINATION OF THE EXISTING ADMINISTRATIVE FRAMEWORK:

Despite the fact that the two agencies which constitute the planning administrative framework or set-up in the new Federal Capital Territory, have enough potentials for effective performance of their various roles or functions, a number of constraints hamper their performance. The problems or constraints of these agencies are tied to the issue of the appropriateness of the existing set-up for orderly and successful planning and implementation of the physical development plans in the Federal Capital Territory. The major problems are those paculiar to bureaucratic organisations. The major problems, among others, generally include bureaucratic time-consuming processes and overlapping of functions (confusion and conflict among roles) which mainly emanate from ineffective co-ordination and inadequate or poor communication or exchange of information.

This is because physical development planning and implementation process is being undertaken within what seems to be more of a bureaucratic set-up or organisation rather than an ideal or appropriate set-up which would reflect or fulfil most, if not all the basic requirements for efficient planning and implementation.

The problems of the administrative set-up could clearly be visualised by looking at them on functional

basis with reference to the different departments of the two agencies, as illustrated by figures 4(a - d) and 5(a - f) below:

3.31 MINISTRY FOR FEDERAL CAPITAL TERRITORY:

The various constraints of the Ministry's Departments are discussed below:

3.31.1 Constraints in the Department of Administration:

This department is faced with problems which mainly has to do with inadequate flow of information or delays in circulation of information which results in inefficient co-ordination and overlapping of functions and; bureaucratic delays (excessive procedures). The situation in terms of the specific functions is discussed below:

(i) Development Policy Formulation and Co-ordination of Policy Execution - The problem here is largely of communication gap (inadequate circulation of information) between the Ministry's Headquarters and the Local Government Headquarters. This often leads to unco-ordinated development policy execution in the local government headquarters.

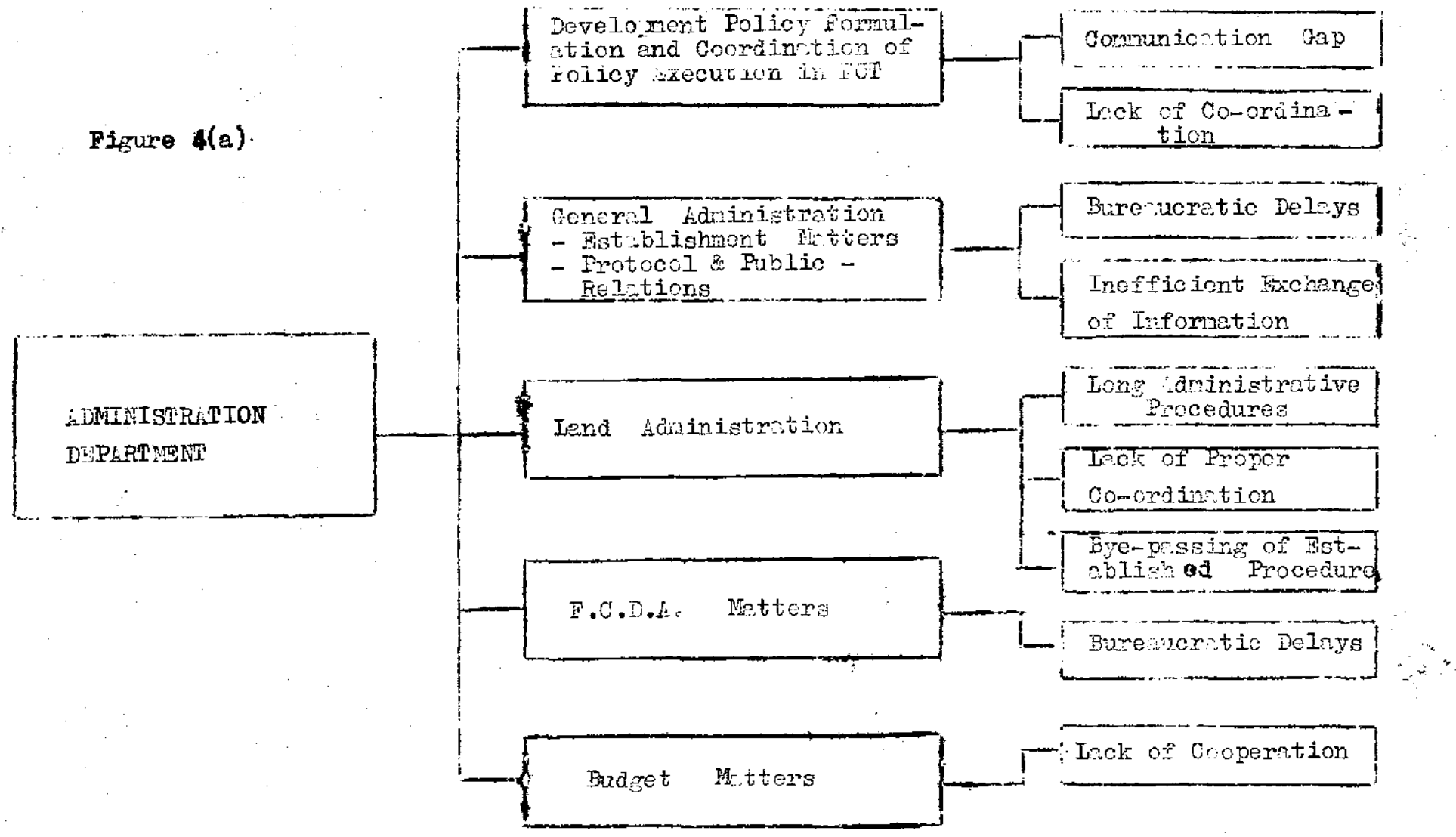
(ii) General Administration - General administration is faced with the problems of bureaucratic delays, and communication gap, among others. The specific problems are that of excessive procedure interms of establishment matters as regards decisions and actions; and conflict of function as regards the public relations function, between F.C.D.A's administration department.

(iii) Land Administration - One of the constraints here is that of bureaucratic red - tape (excessive procedure in plot allocation) causing delays in allocation. There is also the problem of inefficient co-ordination which often leads to double allocation of plots because the allocation process involves the two agencies.

(iv) F.C.D.A. Matters - The excessive administrative procedure hinders effective co-ordination of FCDA's activities.

(v) Budget Matters - The constraint in the performence of this function is conflict of function. The function is also the primary function of finance and Economic Affairs Department.

Figure 4(a)



DEPARTMENT FUNCTIONS CONSTRAINTS

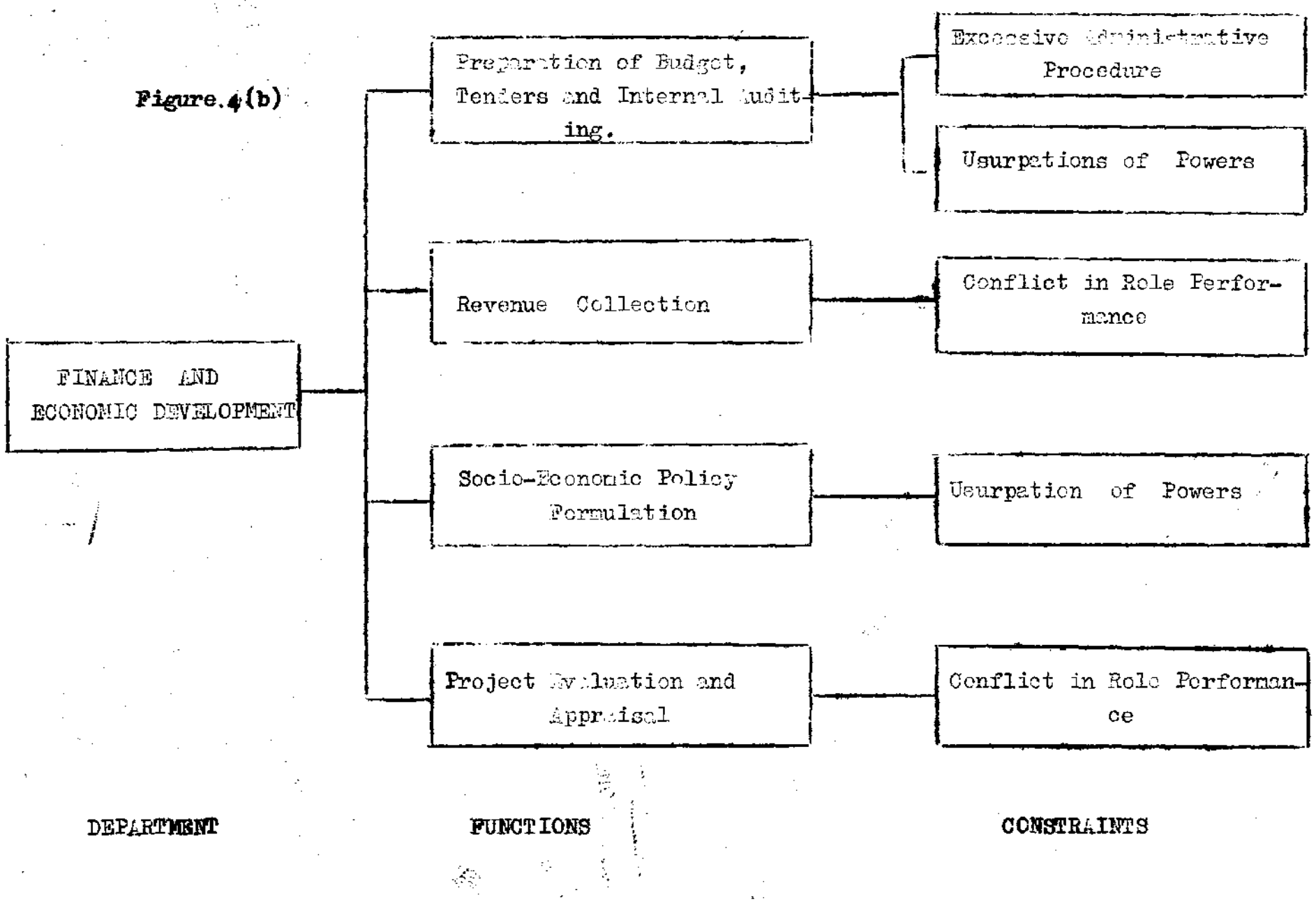
3.31.2 Constraints in the Finance and Economic Affairs Department:

The set of constraints here are basically the same with those of administration department, but there are differences in terms of the specific function. The details are as discussed below:

(i) Preparation of Budget, Tenders and Internal Auditing - The constraints here are those of delays due to unnecessarily long administrative procedures and conflict in role performance. The department of administration often encroach on the department's functional jurisdiction interms of this function, especially the budgeting and tenders matters, thereby not giving the department the free hand to exercise its professional competence.

(ii) Revenue Collection - The constraint as regard this function is conflict of role performance between the department and the finance department of FCDA. This may be attributed to lack of proper defination of functional jurisdiction.

Figure.4(b)


FINANCE AND ECONOMIC DEVELOPMENT
Preparation of Budget, Tenders and Internal Auditing.
Revenue Collection
Socio-Economic Policy Formulation
Project Evaluation and Appraisal
Excessive Administrative Procedure
Usurpations of Powers
Conflict in Role Performance
Usurpation of Powers
Conflict in Role Performance
DEPARTMENT
FUNCTIONS
CONSTRAINTS

(iii) Socio-Economic Policy Formulation - The problem is that department of administration which often sees itself as superior to others interms of policy formulation, often atimes make socio-economic policy without seeking the professional advice from the department.

(iv) Project Evaluation and Appraisal - There is a conflict of function performance between the department and FCDA's finance department which also has project evaluation and appraisal as one of its primary functions.

3.31.3 Constraints in the Department of Health and - Social Welfare:

The constraints of this department are common to all the functions being performed by the department. The constraints are mainly those of bureaucratic delays due to administrative bottlenecks, and inadequacy of manpower and equipments required for efficient performance.

3.31.4 Legal Department:

The problems here are also common to the set of functions and they are mainly bureaucratic red tape and lack of due consideration to professional advice which is frustrating psychologically.

Figure 4(c)

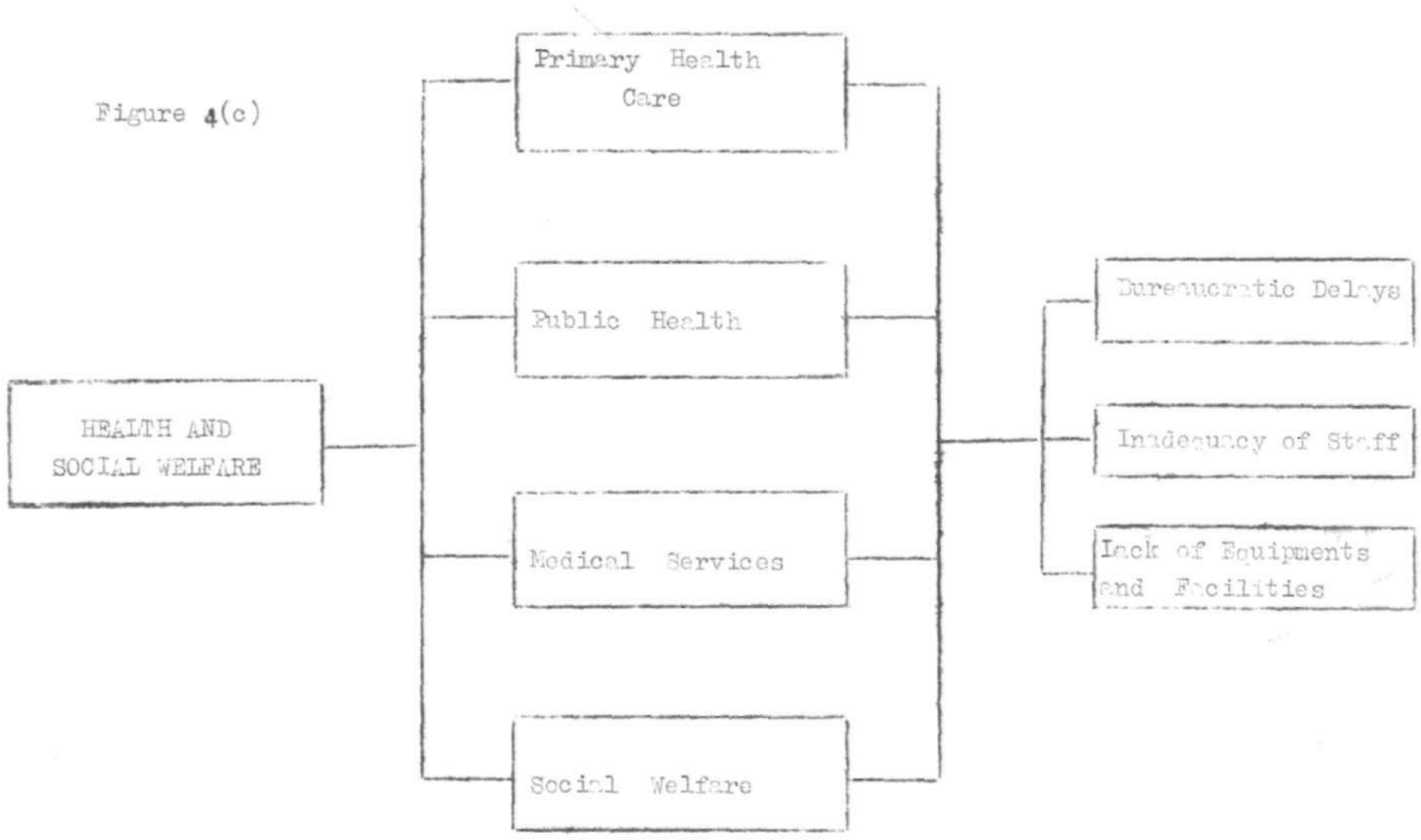
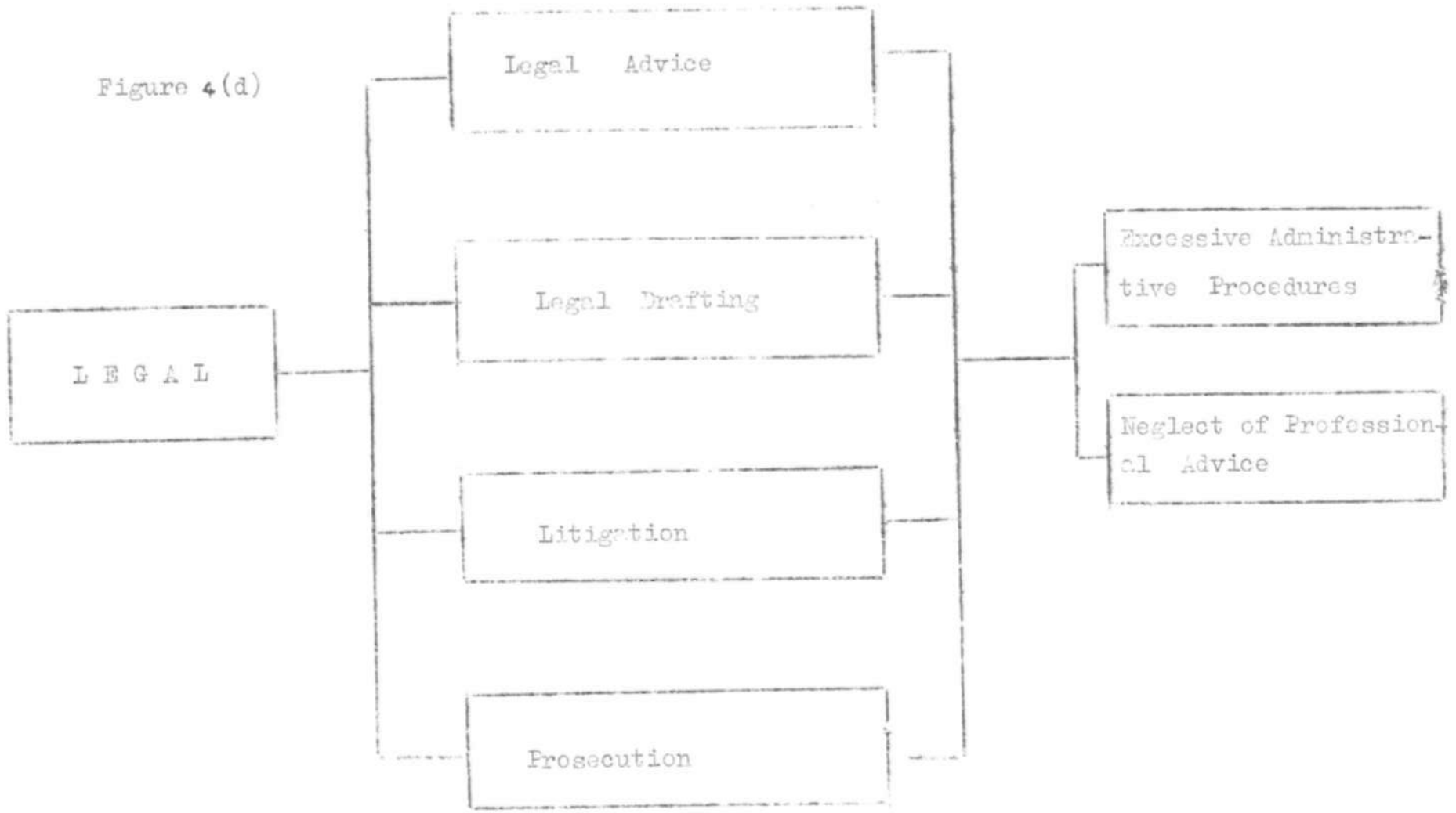

HEALTH AND SOCIAL WELFARE
Primary Health Care
Public Health
Medical Services
Social Welfare
Bureaucratic Delays
Inadequacy of Staff
Lack of Equipments and Facilities
DEPARTMENT
FUNCTIONS
CONSTRAINTS

Figure 4(d)


L E G A L
Legal Advice
Legal Drafting
Litigation
Prosecution
Excessive Administrative Procedures
Neglect of Professional Advice
DEPARTMENT
FUNCTIONS
CONSTRAINTS

There are also frequent external pressure as regards the drafting and vetting of legal documents.

3.32 THE FEDERAL CAPITAL DEVELOPMENT AUTHORITY:

The component departments of the authority (FCDA) are also faced with a number of problems or constraints which have adverse effects on the overall performance of the authority. The various departments would therefore be examined with reference to their specific set of functions in order to bring out clearly the set of conflicts that influence their efficient performance.

3.32.1 Constraints in the Department of Administration:

The performance of the different functions of the department is being hampered by some constraints as discussed below:

(i) Development Policy Formulation - The constraint that hinder the efficient performance of this function may be attributed to the fact that policy formulation is also a function of MFCT's administration department, hence functional conflict which often lead to lapses.

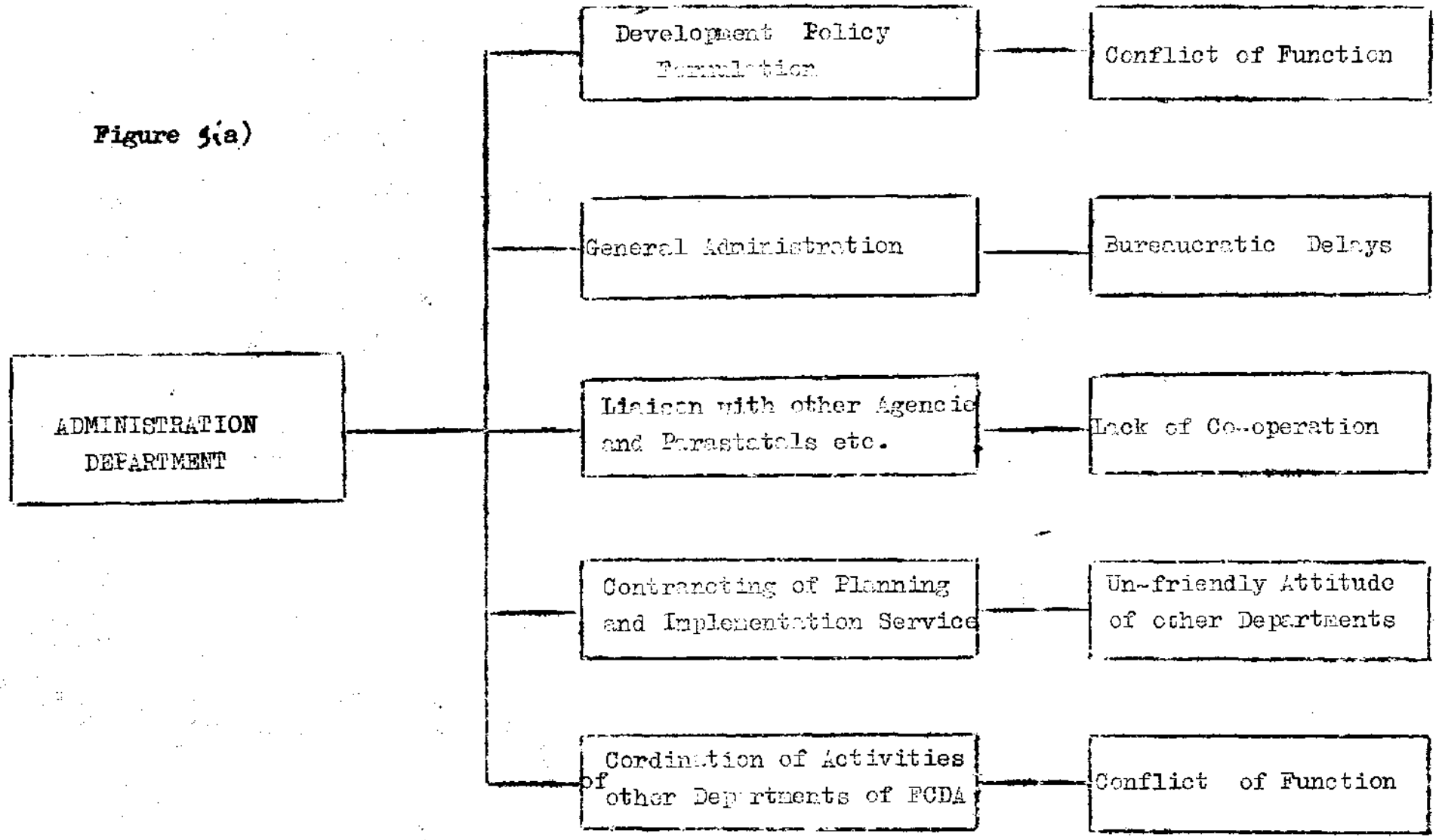
(ii) General Administration (Establishment Matters and Co-ordination of Activities of other FCDA Departments) - The major constraint here is the lack of co-operation

from the other departments who complain of bureaucratic delays and usurpation of their professional powers and functions by the department of administration. These other departments see the co-ordination of their activities as subordination. There is also the problem of too much concentration on contracting matters by the departments staff, for personal benefits, to the detriment of their primary role performance.

(iii) Liaison with other Government Agencies/Parastatals, States etc. - The constraint in the performance of this function is that of functional conflict. The public relation unit of the MFCT also perform the same function.

(iv) Contracting of Planning and Implementation Services - The prominent constraint as regards the efficient performance of this role is lack of co-operation from other departments who feel that it is part of their professional function to award contracts related to their direct roles.

Figure 5(a)



DEPARTMENT **FUNCTIONS** **CONSTRAINTS**

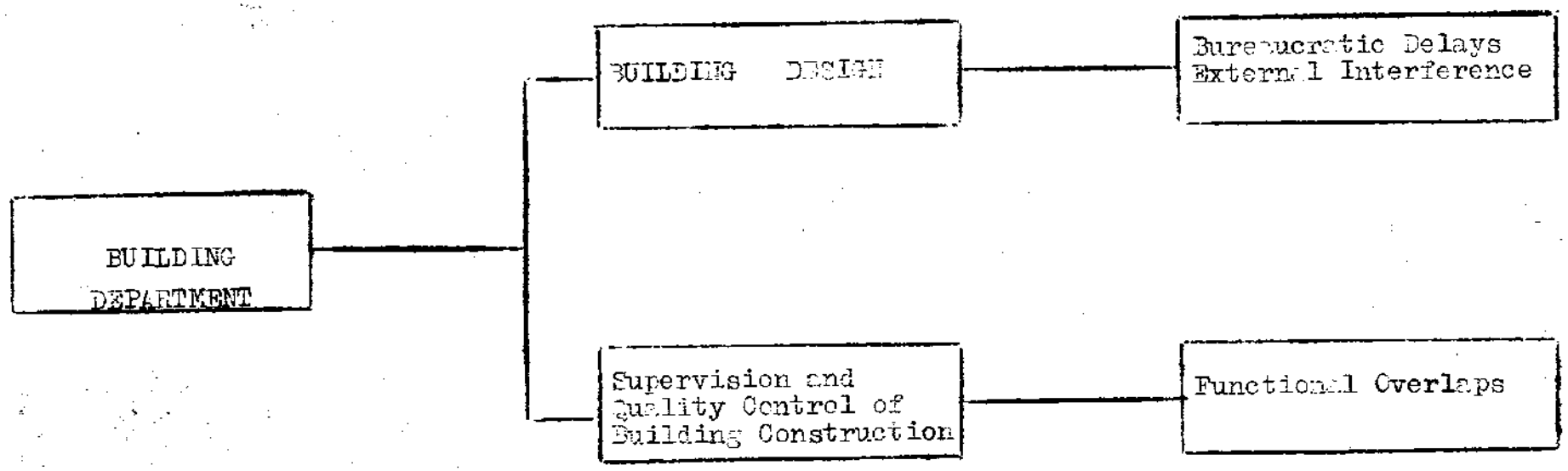
3.32.2 Constraints in the Building Department:

The constraints of this department as it affect the department's functional performance are discussed below:

(i) Building Design - The constraints encountered in carrying out this function is, among others, that of external interference, particularly from administration department. The department is often not given a free hand as regards professional decisions required for efficient role performance. Other departments, particularly administration at times abitrarily act on behalf of the department without its professional advice.

(ii) Supervision and Quality Control of Building Construction in FCT - The problem here is the overlapping of duties with other departments, particularly the technically related departments, like Civil Engineering Department. This is due mainly to lack of clealy defined functional jurisdiction.

Figure 7(b)


BUILDING DEPARTMENT
BUILDING DESIGN
Supervision and Quality Control of Building Construction
Bureaucratic Delays External Interference
Functional Overlaps
DEPARTMENT
FUNCTIONS
CONSTRAINTS

3.32.3 Department of Civil Engineering:

This department has common problem of inadequancy of staff and equipment in the performance of functions such as the geological investigation of the FCT; collection and disposal of liquid and solid waste; and maintenance of civil and structural works. The department is also faced with the constraint of functional overlap (particularly with building department) in the performance of its function of supervision of civil/structural construction works. Conflict often arises between it and building department over issues relating to civil works around buildings.

The department's function of supervision and approval of civil (infrastructural)/structural facilities and utilities consultancy services has the constraints of external interference on its professional powers and delays by consultants in the completion of consultancy services especially for projects that require immediate execution.

3.32.4 Constraints in the Finance Department:

The constraints of this department include usurpation of its function as regard preparation of budget and conflict of function between it and MFCT's Finance and Economic Affairs Department interms of project evaluation and appraisal and revenue collection. The processing of payments and the keeping of records of -

Figure 5(c)

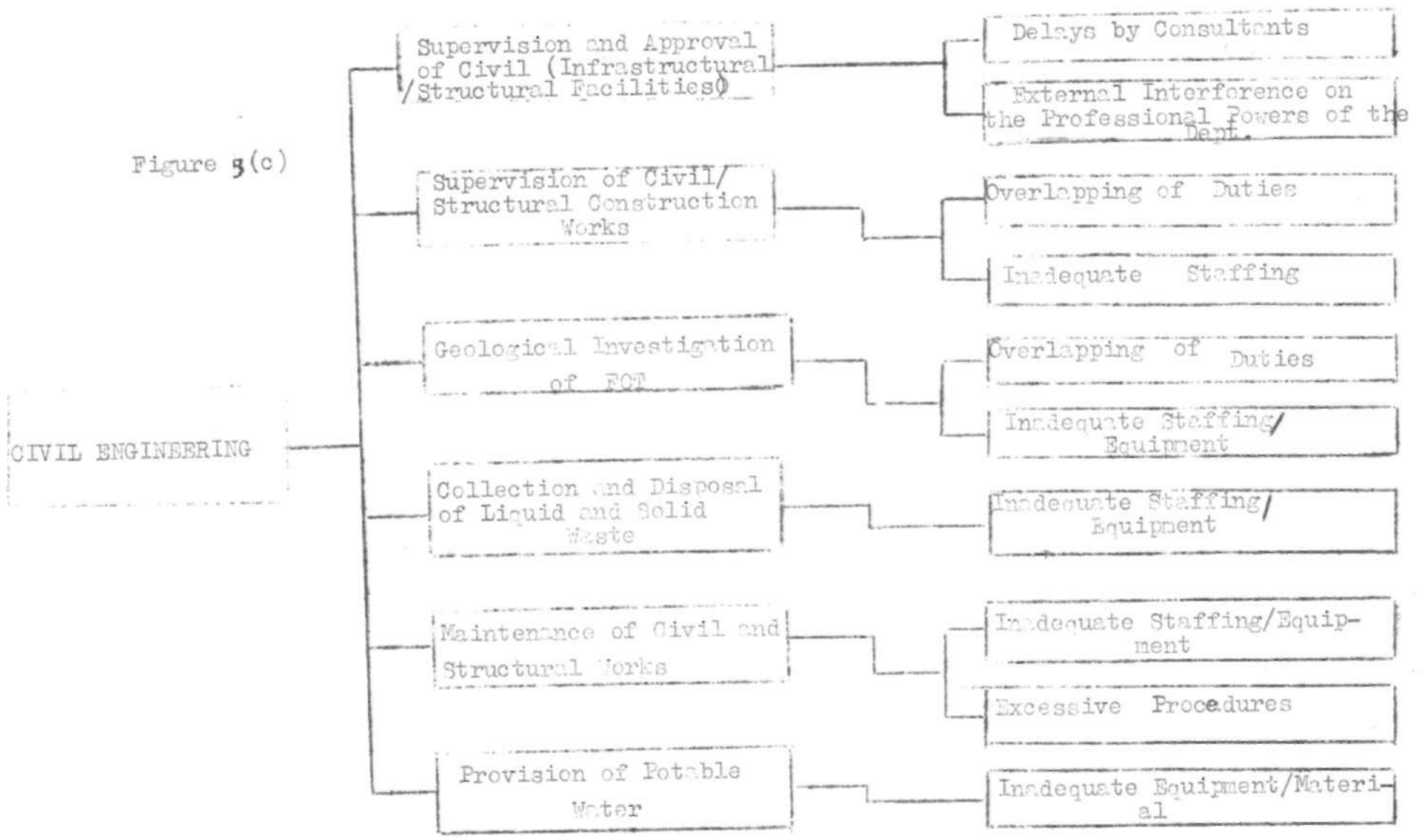
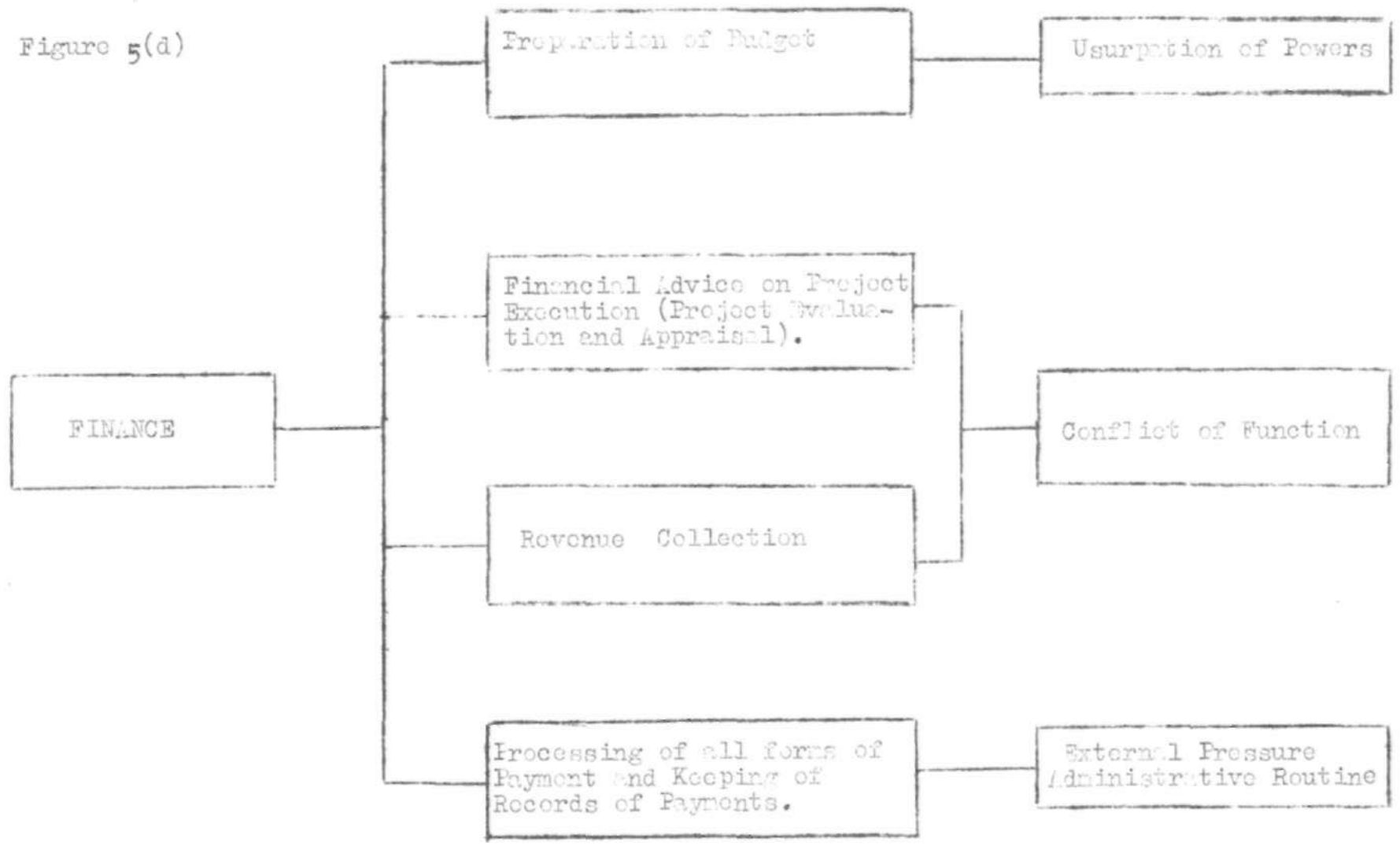

CIVIL ENGINEERING
Supervision and Approval of Civil (Infrastructural /Structural Facilities)
Delays by Consultants
External Interference on the Professional Powers of the Dept.
Supervision of Civil/ Structural Construction Works
Overlapping of Duties
Inadequate Staffing
Geological Investigation of EOT
Overlapping of Duties
Inadequate Staffing/ Equipment
Collection and Disposal of Liquid and Solid Waste
Inadequate Staffing/ Equipment
Maintenance of Civil and Structural Works
Inadequate Staffing/Equip-ment
Excessive Procedures
Provision of Potable Water
Inadequate Equipment/Materi-al
DEPARTMENT
FUNCTIONS
CONSTRAINTS

Figure 5(d)


FINANCE
Preparation of Budget
Financial Advice on Project Execution (Project Evaluation and Appraisal).
Revenue Collection
Processing of all forms of Payment and Keeping of Records of Payments.
Usurpation of Powers
Conflict of Function
External Pressure /Administrative Routine
DEPARTMENT
FUNCTIONS
CONSTRAINTS

payments has a problem of delays due to excessive administrative procedures.

3.32.5 Constraints in the Mechanical/Electrical - Engineering Department:

The constraints of this department in the performance of its functions are as follows:

(i) Maintenance of Government Vehicles - The constraints in the performance of this function are that of inadequacy of staff and bureaucratic delays.

(ii) Mechanical/Electrical Design - The constraint here is that the department is not given free hand to take decisions and act in accordance to its professional requirement. That is, the performance of this functions is atimes externally influenced or interfered with.

(iii) Generation of Electricty - The main problem here is the occational lack of material/equipment.

(iv) Liaison with NEPA and P. & T. - This also has the common problem of excessive administrative procedures.

3.32.6 Constraints in the Department of Planning and Surveys:

The different constraints of this department with respect to its various functions are as follows:

(i) Physical Planning and Survey Activities within the FCT - The major constraints faced in performing this functions include, the excessive use of consultancy services, as a matter of policy, despite the fact that the appropriate manpower is available in the department thereby making the staff in the department relatively redundant; bureaucratic delays due to unnecessary administrative procedures and usurpation of the departments professional power through external interference; delays by consultants in executing consultancy services.

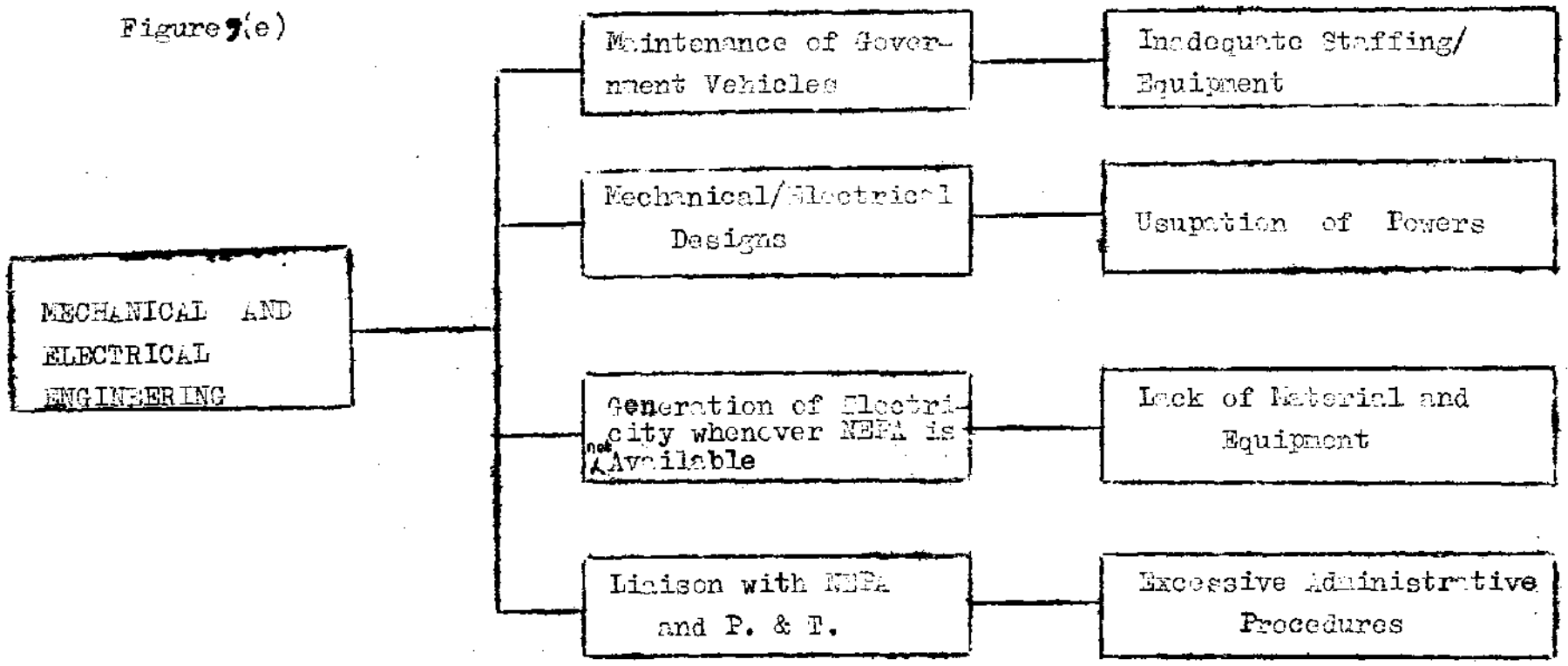
(ii) Development Control - This role is relatively being satisfactorily performed though there are few cases of uncooperative attitude from the staff of the authority as well as the general public.

(iii) Resettlement Matters - The major problem here is the long administrative procedure involved in areas such as assessment and payment of compensation.

(iv) Land allocation - The performance of this function, like the resettlement matters is also constrained by excessive bureaucratic procedures especially in the processing of allocations. There is also atimes problem of inefficient co-ordination in the allocation process which leads to location of incompatible uses which are not in accordance with the master-plan proposals.

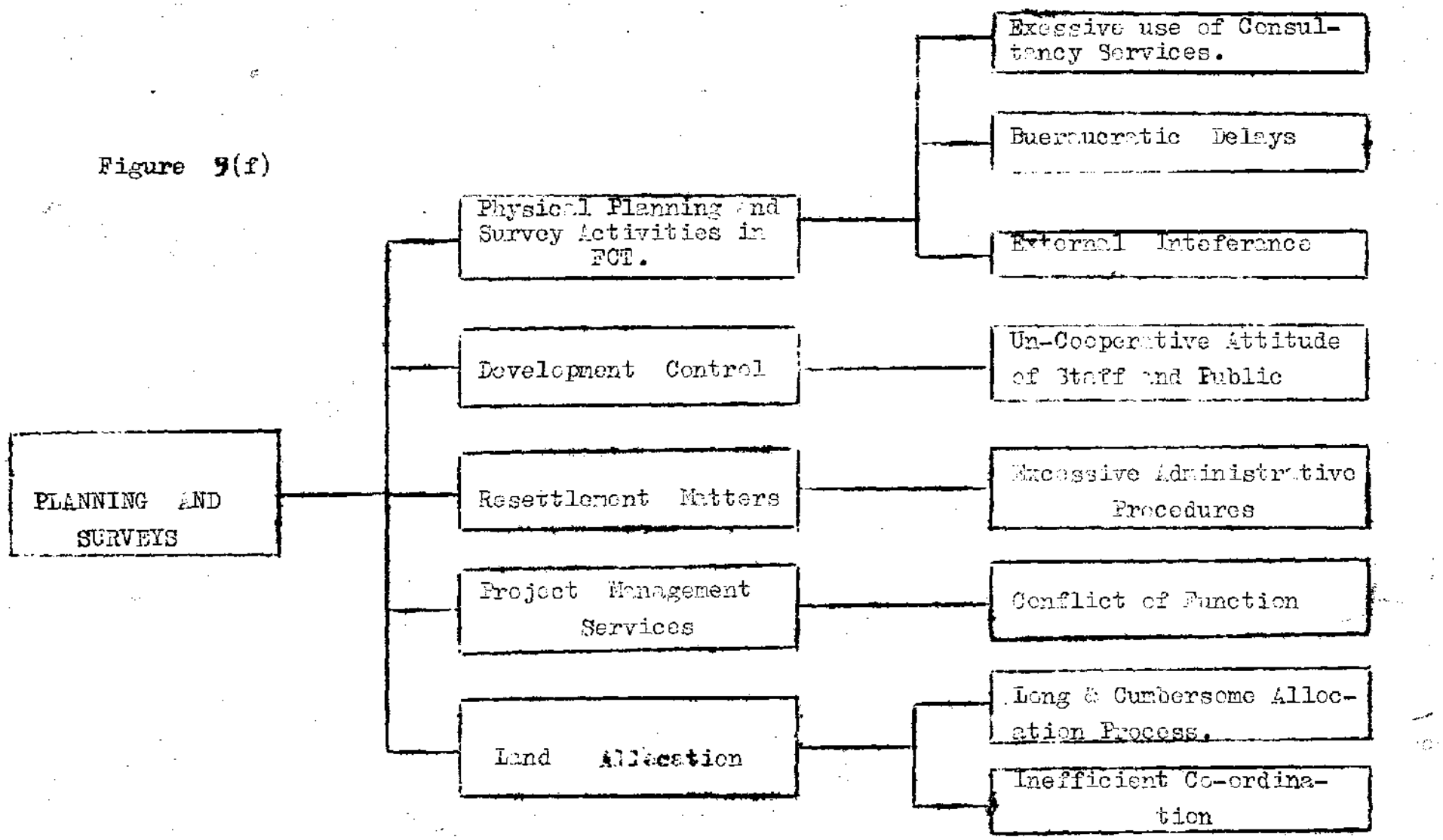
(v) Project Management Services (Supervision and Monitoring of Projects Implementation in Collaboration with some other Departments). An obvious problem here is that of lack of co-operation due to the functional conflict and lack of proper work definition.

Figure 7(e)



DEPARTMENT	FUNCTIONS	CONSTRAINTS

Figure 9(f)


PLANNING AND SURVEYS
Physical Planning and Survey Activities in FCT.
Development Control
Resettlement Matters
Project Management Services
Land Allocation
Excessive use of Consultancy Services.
Buerraucratic Delays
External Inteferance
Un-Cooperative Attitude of Staff and Public
Excessive Administrative Procedures
Conflict of Function
Long & Cumbersome Allocation Process.
Inefficient Co-ordination
DEPARTMENT
FUNCTIONS
CONSTRAINTS

3.4c EVALUATION OF THE PERFORMANCE OF THE AGENCIES

The evaluation of the agencies' performance was carried out by first alloting relative weights to each of the different functions of the departments that constitute the agencies, according to their relative importance. Any function of a department considered to be the most important is assigned 5 marks, while the function considered to be of least importance is assigned 1 mark.

The performance of the department regarding each function is then scored out of 10 points, to get its performance score. This scoring is based on the findings in the field. The function with excellent performance is alloted 10 points; good performance, 8 points; fair performance, 6 points; poor performance, 4 points; very poor performance, 2 points; and the function which its performance is considered to be detrimental is alloted 0 (zero) point.

The performance score of the various functions of each department is then weighted by multiplying the performance score by the relative weights. This gives the weighted score of the functions which is sumed up as the total weighted score for the department. This is divided by the sum total of the relative weights to get the weighted average score of the department. i.e.: $W_t AS = \frac{W_tS}{RW_t}$

where - $W_t AS$ = Weighted Average Score

- W_tS = Total Weighted Score

- RW_t = Total Relative Weight of Functions.

3.41. PERFORMANCE OF M F C T (Table 1):

(a) Administration Department:

Functions	Relative Wt of Functions	Performanc Score out of 10	Weighted Score	Rank order of the Performance of Functions
Policy Matters	5	6	30	1
General Administration	4	4	16	4
Land Administration	3	2	6	5
FCDA Matters	5	4	20	3
Budget Matters	4	6	24	2
Total	21		96	

Weighted Average Score = 4.5

(b) Finance and Economic Affairs Department:

Function	Relative of Function	Performanc Score out of 10	Weighted Score	Rank order of Performance of Function
Budget, Tenders and Auditing	5	8	40	1
Revenue Collection	3	2	6	3
Socio-Economic Policy Formulation	4	4	16	2
Feasibility Studies	3	2	6	3
Project Evalnation and Appraisal	4	4	16	2
Total	19		84	

Weighted Average Score = 4.4

(c) Legal Department:

Function	'Relative Weight of Function	'Performanc Score out of 10	Weight Score	'Rank order of Performance of Function
Legal Advice	4	6	24	2
Legal Drafting	5	8	40	1
Litigation	3	6	18	3
Prosecution	3	4	16	4
Total	15		98	

Weighted Average Score = 6.5

(d) Health and Social Welfare Department

Function	'Relative Weight of Function	'Performanc' Score out of 10	Weighted Score	Rank Order of Performance of Function
Primary Health Care	4	6	24	2
Public Health	2	4	8	3
Health Education	1	4	4	4
Medical Services	5	8	40	1
Social Welfare	4	6	24	2
Total	16		100	

Weighted Average Score = 6.2

3.42. PERFORMANCE OF F.C.D.A. (Table 2):

(a) Administration Department

Function	Relative Weight of Function	'Performance' Score out of 10	Weight Score	'Rank Order of Performanc
Development Policy Formulation	4	4	16	2
General Administration and Co-ordination of other Department activities	5	6	30	1
Liaison with other Government Agencies parastatals, States etc.	3	4	12	3
Contracting of Planning and Construction Services	2	2	4	4
Total	14		62	

Weighted Average Score = 4.4

(b) Building Department

Function	Relative Weight of Function	'Performance' Score out of 10	Weighted Score	Rank Order of Performance of Functions
Building Design	5	6	30	1
Supervision and Control of Building Construction in F.C.T.	4	4	16	2
Total	9		46	

Weight Average Score = 5.1

(c) Civil Engineering Department

Function	Relative Weight of Functions	'Performance' Score out of 10	Weight Score	'Rank Order of Performance
Supervision and approval of Civil Structural Facilities and utilities Consultancy	5	6	30	1
Supervision of Civil/Structural Construction Works	5	4	20	3
Geological Investigation of the FCT	4	6	24	2
Collection and Disposal of Liqui and Solid Waste	1	2	5	5
Maintenance and Structural works	3	4	12	4
Total	18		88	

Weighted Average Score = 4.8

(d) Department of Finance

Function	Relative Weights	'Performance' Score out of 10	Weight Score	'Rank Order of Performance
Preparation of Budget	5	6	30	1
Project Evaluation and appraisal	5 4	4	16	2
Revenue Collection	1	4	4	4
Processing of Payments	3	4	12	3
Total	13		62	

Weighted Average Score = 4.7

(e) Mechanical/Electrical Engineering Department

Function	'Relative Weight	'Performance Score out of 10	Weight Score	'Rank Order of Performance
Maintenance of Government Vehicle	4	4	16	2
Mechanical/ Electrical Design	5	6	30	1
Generation of Electricity	2	4	8	3
Liaison with NEPA and P. & T.	1	4	4	4
Total	12		58	

Weighted Average Score = 4.8

(f) Department of Planning and Surveys

Function	Relative Weight	'Performance Score out of 10	Weighted Score	'Rank Order of of Performance
Preparation of Physical Development Plans and Survey Services for the Development of FCT	5	6	30	1
Development Control	4	6	24	2
Resettlement Matter	4	4	16	3
Land Allocation	4	6	24	2
Development and Maintenance of Parks and Gardens	1	4	4	4
Total	18		98	

Weighted Average Score = 5.4

Table 1 and 2 above show the performance of the Ministry and the F.C.D.A. Table (1) a,b,c and d show that out of the four M.F.C.T. Departments evaluated, the performance of two is below average. These Departments are Administration and Department of Finance and Economic Affairs. The performance of the other two - Department of Health and Social Welfare and Legal Department is above average.

From table (2) a,b,c,d,e and f, it could be seen that out of the six F.C.D.A. Departments evaluated, all except two, Department of Planning and Surveys and Building Department, are performing below average. This implies relatively poor performance of F.C.D.A.

The generally poor performance of the two agencies may be attributed to the various constraints that hamper their performance, despite their potentials. An improvement on the performance of the agencies would require the improvement first, on the performance of the service departments especially Administration and Finance. The improvement of these service departments would no doubt enhance greater efficiency and better performance of the critical departments. The term 'critical department' is used here with reference to the ultimate goal of the agencies, which is the development of the New Federal Capital Territory.

The outcome of the performance of the two agencies in the evaluation is in accordance with what would normally be expected, because the evaluation had been carried out on comparative basis, hence the departments with poor performance

are not necessarily faced with more serious constraints. The proposals in chapter four are therefore aimed at improving the efficiency of the service departments with the ultimate aim of enhancing greater efficiency of the critical departments. However, the proposals are also aimed at directly improving on the performance of the critical departments.

3.5. DETAIL OF A SELECTED CONSTRAINT:

The examination of the existing administrative set-up for physical planning and plan implementation above, reveal a number of constraints being experienced by its various units. For further illustration, a major activity area - Land Allocation - is examined in detail below:

3.5.1 Conditions and Guidelines for Land Allocation in the F.C.T.:

The entire land within the F.C.T. is subject to the provisions of the Land Use Decree of 1978. It therefore follows that all citizens of the country have equal rights to use and/or occupy all the lands within FCT, subject to the following conditions:

(i) The need to reflect the Federal character.

(ii) One person one plot, particularly for residential use.

(iii) Ability/Capacity to develop/build within a given period (2 years).

Other general guidelines and conditions include the following:

(i) All allocation of plots in FCT should be made by the ministry (MFCT) on advice of the Land use and Allocation Committee (LUAC).

(ii) All recommendations of the Land use Allocation Committee (LUAC) is subject to the approval of the Minister for FCT, who signs

all the certificates of Occupancy issued to allotees of plots.

(iii) All applications for plots within FCT must be made to the Ministry on the prescribed forms (See appendix i).

(iv) Completed application forms must each be accompanied by an application fee of ₦250.00 for residential use and ₦500.00 for other uses (commercial, industrial, places of worship etc), together with two passport photograph of the applicant or certificate of registration, in the case of companies, three years tax clearance and birth certificate or declaration of age.

(v) The offer of allocation must be accepted by the allotee using the prescribed from (See appendix iii) within 30 days of the grant.

3.50.2 The Land Allocation Process:

There are two land allocation systems in the FCT. These are:

(i) Allocation through the Land Use and Allocation Committee (LUAC) - for residential use. The LUAC is essentially a political committee made up of one representative from each of the States of the Federation. The Committee which

was set-up in 1981 is charged among other things with the responsibility of advising the Minister on any matters connected with management of land in the FCT.

(ii) In-house allocation - for other uses. This allocation system involves all relevant departments of both the MFCT and FCDA.

The two allocation systems are characterised by unnecessarily long and cumbersome administrative time - consuming procedures which constitute a major constraint. Other constraints include external interference (political interference) and communication gap.

For example, between 1979 - 1983, the allocation process for residential use starts with the issuance of prescribed application forms to applicants through the presidential Liaison Officers, in their respective states of origin, through whom completed forms are also submited to the Ministry. This, to start with, create unnecessary delays and is also open to abuse (preference given to political affiliates).

On receipt of completed forms, lists based on State of Origin are compiled by Land Administration Division of the Ministry for submision to the respective state respresentative who shortlists the applications for approval by the LUAC. At this stage, close associates

and those who are influential are more likely to be shortlisted for consideration, thereby abusing the provisions of the Land Use Decree - equal rights to use of land. The calling of LUAC members to meetings for consideration of applications also causes delays, due to inefficient comminication system.

Before meetings of LUAC are called, Land Administration Division would request Planning and Surveys Department of FCDA to submit to the LUAC, through the Chief Lands Officer, information on available plots in a given layout of a given district. The available plots are then shared among the shortlisted applicants by the LUAC and passed on to the Cartographic Section for Charting and Reporting, in the applicants name. Charting is essential for determing whether the plots in a given layout are actually vacant. After charting, the list is submited to the Minister for approval after which letters of offer of allocation are conveyed to allotees, using prescribed letter of offer of allocation format (See appendix ii). This is an administrative procedure which causes unnecessary delays.

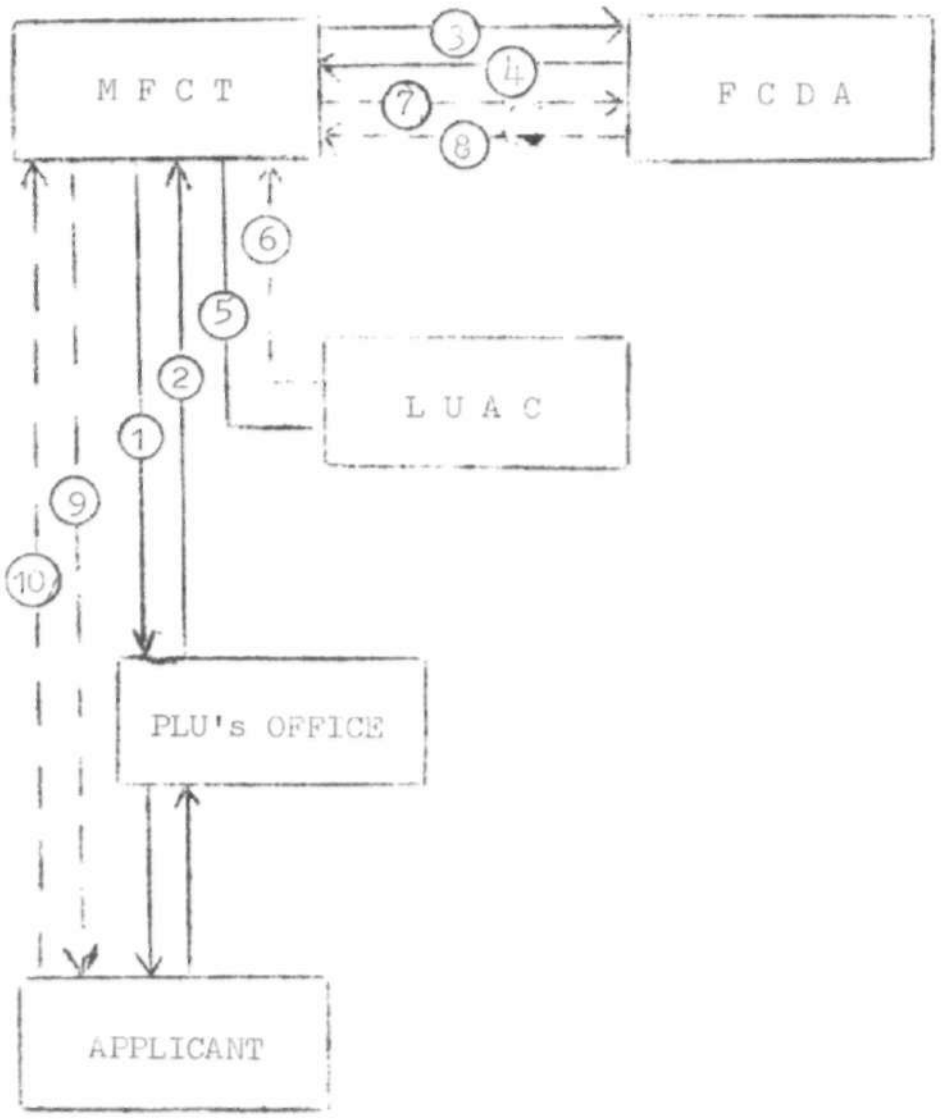
On receipt of letter of allocation, the allotee is required to accept the offer within 30 days and send the letter of acceptance (See appendix iii) to the Permanent Secretary of the Ministry (MFCT). Whenever a letter of acceptance is received, Land Administration raises a bill in respect of the plot and a Certificate of Right of Occupancy (C of O) is prepared after the allotee offsets

the bill. The Certificate is then sealed and sent for signatory by the Minister, thereby giving the final approval. The certificate is then ready for collection by the allotee. The process from the acceptance of offer of allocation to the collection of certificate of Right of Occupancy takes considerable time due mainly to the administrative procedures and poor communication system.

The involvement of both MFCT and FCDA in the land allocation process make the process to be long and combersome and characterised by excessive procedures. This largely lead to inefficiency of the process and makes it prone to abuse by the various parties involved. This is also the situation with some other activities or functions which among others, include policy formulation, general administration, and resettlement matters.

Some other activities or functions which on the other hand are limited to either of the two agencies (MFCT and FCDA) also experience this constraint of excessive administrative time-consuming procedures. Such other functions among others, include Supervision and Co-ordination of FCDA activities by MFCT, the legal functions, planning and survey activities and finance and accounting matters (budget, tenders and auditing).

Figure 6: Land Allocation Process in the FCT



4.00 RECOMMENDATION AND PROPOSALS

Since the study touches on aspects of organisation and management, recommendations and proposals for improving the existing situation should take cognisance of some basic principles of organisation and management. The principles are briefly discussed below:

4.10 PRINCIPLES OF ORGANISATION AND MANAGEMENT:

4.10.1 Principle of Unity of Objectives:

This principle holds that individuals or groups within an organisation should have common goals and objectives which should be well understood by them and that an effective organisation structure is that which facilitates the contribution of the individuals or groups in the attainment of its objectives. For physical planning which involves quite a good number of activities and a range of participants, it means that there should be well defined ultimate goals and objectives which should be known to the different participants.

4.10.2 Principle of Efficiency:

The principle holds that an efficient organisation is that structured to aid the accomplishment of objectives with the minimum unsought consequences or costs. That is, an efficient organisation is one that among other things operate without waste or carelessness and makes for work satisfaction. Physical planning is aimed at

efficent resource management for orderly development and the planning schemes usually have time periods for their execution. The administrative set-up for planning and plan implementation should therefore be built upon this principle.

4.10.3 Span of Control Principle:

This principle refers to the number of persons an individual can effectively control. That is, an organisation should consist of parts, section or departments which are of manageable size. The span of control depend on the number and size of an enterprise and nature of task and also vary with factors such as individual manager's ability, nature of work, degree of delegation, effectiveness of communication and physical proximity. Physical planning and plan implementation involve a range of participants. Effective control is therefore required for proper integration and co-ordination of the activities of the various participants.

4.10.4 Principle of Authority Delegation:

The principle requires that authority should be adequately delegated as far down an organisation structural levels as possible. This would help to check excessive administrative procedure and ensure continuity of organisation's activities and individuals commitment to the attainment of the organisation's objectives. The application of this principle would help to eliminate

the excessive bureaucratic time - consuming procedures, a major characteristic of physical panning administrative set-up in Nigeria.

4.10.5 The Scalar Principle:

This principle holds that within an organisation structure, there should be an ultimate authority and that a direct and clear line of authority from the ultimate authority to all subordinate positions should exist. This will ansure effective decision making and communication system within an organisation. Physical planning and plan implementation requires strong and effective decision making and effective and adequate exchange of information and ideas. The administrative set-up for physical planning and plan implementation should therefore be built upon this principle.

4.10.6 Principle of Functional Definition:

The principle requires the grouping and clear definition of functions and relationships (formal and informal) between the structural levels and units of an organisation as well as results expected. This would enhance efficiency of individual members of an organisation and limits or check functional conflicts and overlaps. The nature and requirements of physical planning and plan implementation makes this principle necessary for establishing aphysical planning administrative set-up.

4.10.7 Principle of Flexibility:

This principle holds that an organisation should be flexible enough to enable its easy adaptation to changes within its environment. This requires the building of devices, techniques and certain environmental factors into an organisation's structure in anticipation and for promptreaction to changes within its environment. Since physical planning process as a whole is future oriented and involves projection based on the existing situations in a planning area, planning administrative set-up should also be built upon this principle.

4.20 RECOMMENDATIONS:

A good deal of the problems which are experienced at present in the planning and implementation of physical development programmes or schemes include, among others, conflicts and overlaping of functions, bureaucratic time consuming processes, poor communication and inefficient co-ordination of the activities of the agencies involved.

From the physical planning point of view, two major recommendations for eliminating these constraints and thereby making the set-up more efficient, are given below:

4.20.1 Re organisation of the Existing Set-up:

This would require a change in the existing pattern of responsibility and should take congnisance of the basic principles of organisation. What is actually required is an institutionalised agency operating as an autonomons

corporate body, accountable to cabinet rather than an individual minister. The body should also, among other things, be given adequate powers to impose its policies on all other governmental and private agencies. Only such an agency having the responsibility for the rational management of all resources together, can be expected to take a comprehensive approach to resources development and use as well as physical planning.

4.20.2 Adoption of a form of Spatial Organisation of a Planning Authority:

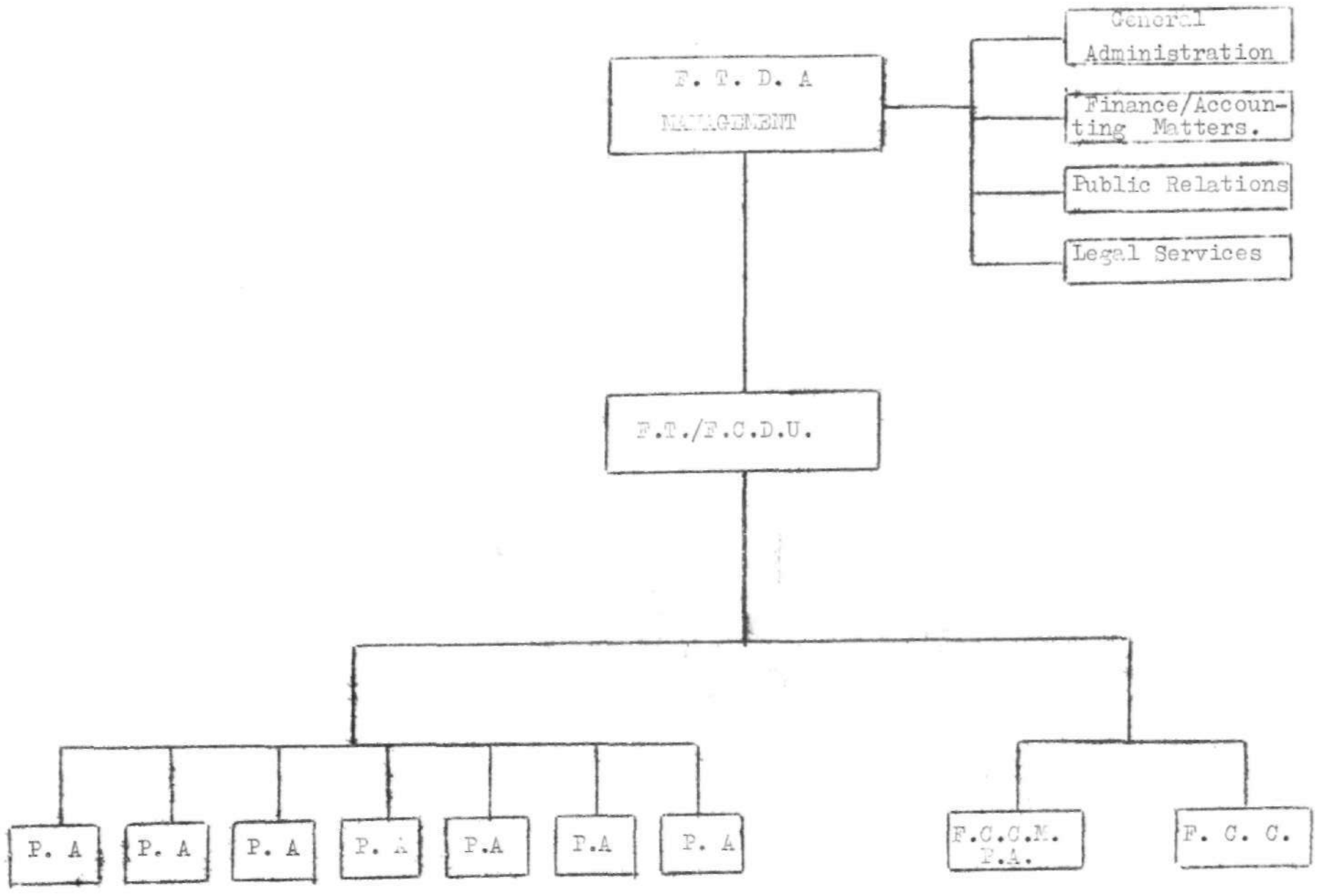
This approach involves the organisation of the planning authority into territorial units - a function and area based organisation. Such organisation would provide the various units a relatively large degree of independence which would, among other things, minimise the long administrative procedures, enable effective decentralisation of decision making process, ensure ready and adequate exchange of information.

4.30 THE PROPOSED ADMINISTRATIVE SET-UP:

The proposed set-up which would develop from the present - day FCDA is based on the integration of both recommendations above: a single authority and a spatial form of organisation. The set-up as presented in figure 7 of the Federal Territory Development Authority (FTDA) consists of three levels of authority:

(i) The Management level (FTM) which is proposed as the highest authority.

Figure 7 PROPOSED STRUCTURE OF THE FTDA



(ii) The Federal Territory/Federal Capital Development Unit (FT/FCDU) which is proposed as the second level of authority.

(iii) The Planning Area (PA) is proposed to constitute Area Planning Authorities as the third and lowest level of authority.

4.30.1 Composition of FTDA's Three Levels of Authority:

The Management level (FTM) will be made up of the Office of the Managing Director under which are sections responsible for general administration, finance/accounting matters, public relations and legal services.

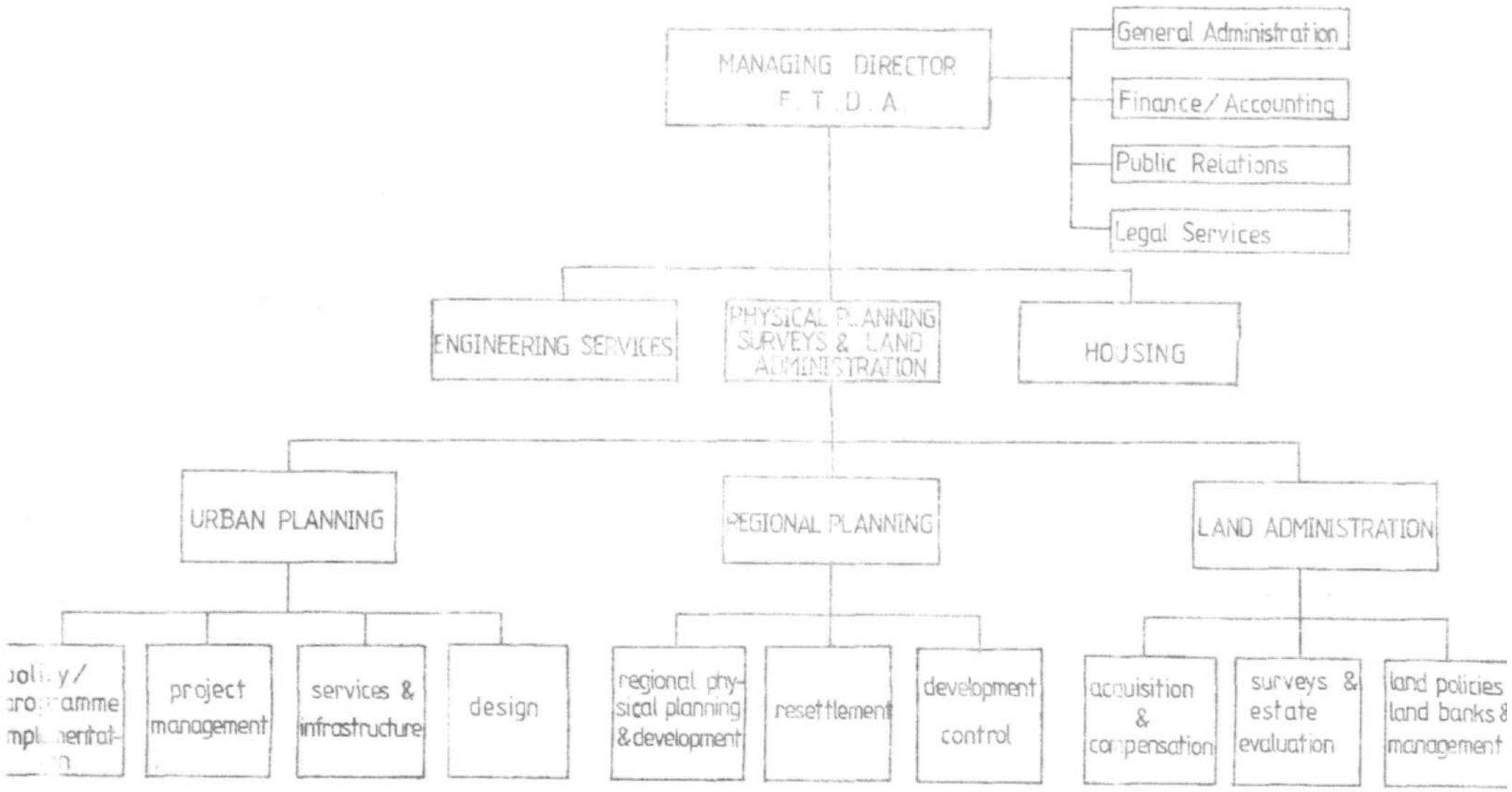
The Federal Territory/Federal Capital Development Unit (FT/FCDU) level is proposed as a single unit with two sections responsible for the Territory and the Capital city respectively. Three principal departments: Engineering services, Physical Planning, Surveys and Land Administration, and Housing will constitute the FT/FCDU. Each of the departments headed by a director, will have two sections responsible for the Federal Territory (FT) and Federal Capital City (FCC). The departments are proposed to be organised into divisions reflecting their principal activities. Physical Planning, Surveys and Land Administration Department, for instance, is proposed to have the divisions of Urban Planning, Regional Planning and Land Administration. (See Figure 8).

The Local Government Areas, together with the Capital City's municipal area are proposed to constitute the Planning Areas (PA). Figure 8 shows a break-down of the divisions of the principal departments at the Planning Area level.

The composition of the Federal Territory Development Authority (FTDA) as discussed above would involve the movement of some department and units from both the ministry (MFCT) and FCDA and the merger of some to form the proposed FTDA. From FCDA, the departments of Administration and Finance would become sections under the office of the Managing Director (which will be the same office of the present Managing Director of FCDA, but expanded to accommodate the new sections). The departments of Civil Engineering and Mechanical/Electrical Engineering will be merged to form the Engineering services department. Estate and Quartering Department, together with the Building Department will form the Department of Housing in the FTDA.

From the Ministry (MFCT) which will there after be only responsible for administration and Socio-Economic development of the Federal Capital Territory (FCT), the Legal Department and the Public Relations Section of the department of Administration will move to the Management Unit (FTM) of the FTDA as sections of the FTM under the office of the Managing Director. Land Administration Division of the Ministry's Department of Administration will also move and together with the present Planning and Surveys Department of FCDA, form the Department of Planning, Surveys

Figure 8- COMPOSITION OF FEDERAL TERRITORY DEVELOPMENT AUTHORITY'S THREE LEVELS OF AUTHORITY.



and Land Administration of the FTDA, while the Department of Public Works will also move to the Engineering Services Department. The present ministry (MFCT) will therefore be left with the following Departments - Administration, Agriculture, Education, Finance and Economic Development, Health and Social Welfare and Judiciary, under the Minister for Federal Capital Territory.

4.30.2 Functions of the Proposed FTDA's Levels of Authority:

1. The Management Level (FTM)

The jurisdiction of the management, as the highest authority, will be the whole territory. The management will have the following functions:

(i) Decision making in matters concerning the Planning and Physical Development of the whole territory, as its primary function.

(ii) Co-ordination of the activities of the lower levels of authority within FTDA and all other Government and Statutory Agencies at the Federal and State level in matters of Planning and Physical Development of the territory.

In addition it will be required to delegate authority to the lower levels of the FTDA and will be responsible for resolving disputes that may arise.

2. <u>The Federal Territory/Federal Capital Development Unit (FT/FCDU)</u>

This as the second level of authority, will have some decision making powers (as delegated to it by the management) which it will also be required to delegate to the Planning Area level accordingly. It will also be required to resolve disputes that may arise from the Planning Areas. The specific function include the following:

(i) Co-ordination of the activities of the Planning Areas.

(ii) Planning and implementation of Physical Development Schemes which their Physical extent and significance transcend the boundaries of the Planning Areas. This will principally include the Federal Capital City (FCC)[10].

(iii) Provision of information to and advising the management on various matters concerning physical development planning and plan implementation.

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10. The development of the Federal Capital City (FCC) is at the Federal Territory/Federal Capital Development level. This indicates the significance of the Capital City and makes it equal - in planning terms - to the sum of all other areas of the Federal Capital Territory (FCC), because:

(i) The City is the very cause of development of the FCT.

(ii) The size of population and the size and complexity of functions and activities in the city will be very large, compared to any other single planning area.

3. The Planning Area (PA/FCCMPA)

The jurisdiction of the proposed Planning Areas will correspond with the existing Local Government Areas, and the Capital City's immediate Urban Area. The specific functions of an Area Planning Authority will include the following:

(i) Planning and implementation of Physical Development Schemes or projects that fall within its area of jurisdiction.

(ii) Involving the people in the planning process during all Stages of Plan preparation and implementation.

(iii) Provision of information to and advising the FT/FCDU on various matters concerning physical development planning and plan implementation.

With the composition of the proposed Federal Territory Development Authority (FTDA) and the functions of its various levels of authority, the constraints and problems of the existing administrative set-up will be taken care of, as explained below:

1 - Conflict and Overlaping of Functions

Since the levels of authority, the functional and spatial jurisdiction of the proposed FTDA and its units are clearly established or indicated, it is expected that there will be no major conflicts and overlaping of functions. More so, the proposed set-up will be an autonomous agency concerned only with the planning and physical development of the territory, it will not be subject to control by the ministry (MFCT). Functional conflicts would also not arise as it is proposed that those departments and sections be moved from the ministry to the Federal Territory Development Authority (FTDA).

2 - Bureancratic Time - Consuming Procedures

The organisation of the proposed agency on both functional and spatial basis gives the component units considerable autonomy or independence. This implies decentralization of decision - making process and also ensures adequate delegation of powers. It will also help to check excessive administrative procedures.

3 - Poor and Ineffective Communication and Co-ordination

The proposed functional relationship between the units of the proposed agency (FTDA) requires the higher level authority to be directly responsible for the co-ordination of the activities of the immediate lower level authority. This makes the lower level authority subordinate to the immediate higher level and requires it to provide the higher level authority information and advice on various matters.

This will ensure effective co-ordination and adequate exchange of information (efficient communication).

In the case of the Land Allocation process given as a detail illustration of a constraint (long administrative time - consuming procedures), the movement of the Land Administration division from the Ministry (MFCT) to the proposed FTDA, will make the FTDA solely responsible for land allocation in the FCT. The process will therefore not involve the MFCT and any other external involvements as the PLOs. The allocation process will therefore be less complex since all the departments concerned will now be within one agency. It is also proposed that only one allocation process be adopted for all land uses (residential, industrial, commercial, places of worship etc.). The new allocation system is illustrated by figure 9(a) and (b) below:

Fig. 9(a) PROPOSED LAND ALLOCATION PROCESS: URBAN LAND.

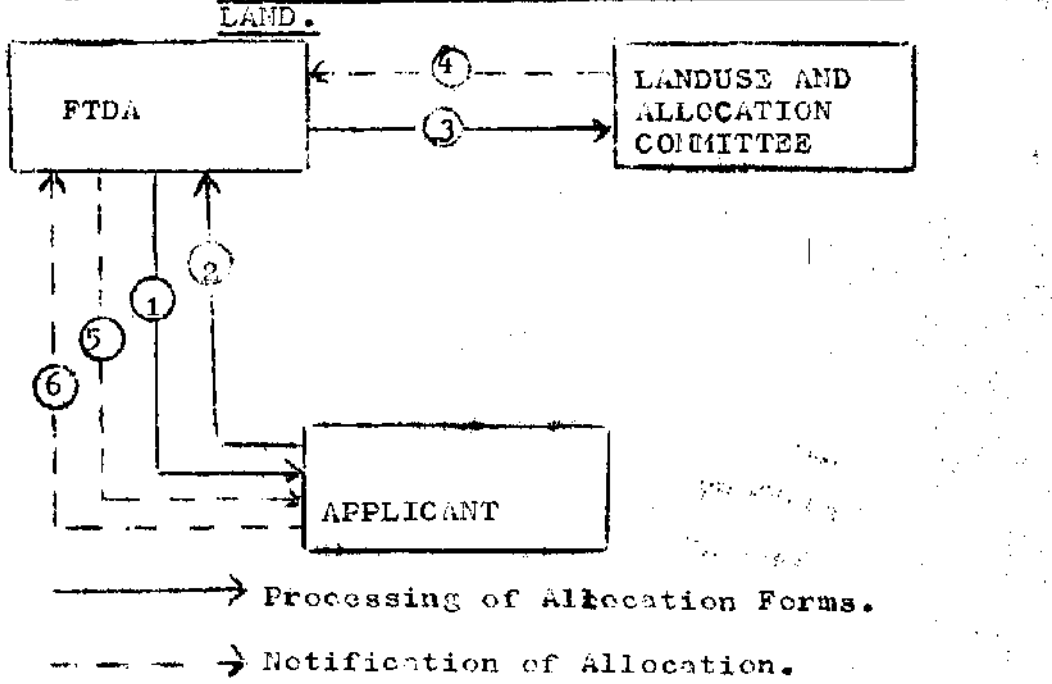
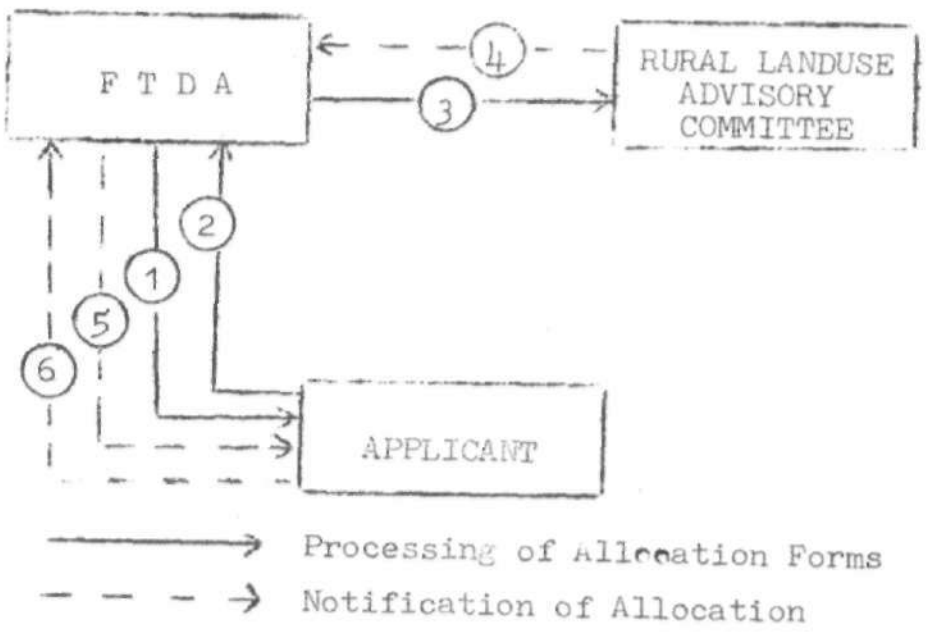


Figure 9(b): Proposed Land Allocation Process: RURAL LAND



The proposed land allocation process, as illustrated by figures 9 (a) and (b) above would be more efficient than the existing process (figure 6) in that the new system will curtail the long and cumbersome procedures, since all the departments/units involved would operate in close contact within the proposed administrative set-up (FTDA). The process would require direct contact with prospective applicants, thereby limiting external involvement and interference.

The proposed allocation process for rural land (figure 9 (b)) does not imply a different process from that of urban land (figure 9 (a)). The only thing is that, in the case of rural land, a rural land use advisory committee would be involved and its operation will be limited to the Planning Area level (the Local Government Area, with the exception of the L.G.A's headquarter).

4.30 C O N C L U S I O N

Physical Planning is a future oriented exercise and can be defined as a control measure directed at orderly development in order to arive at the desired future goals or state of environment.

The process, however, involves a number of activities and requires forces such as social, economic, political and financial forces. This calls for a range of participants to either carry out the activities or provide the required forces. Physical planning therefore require an appropriate organisation and effective management system built on sound principles.

However, in Nigeria, little attention has been accorded physical planning by both the general public and the government who is the initiator of physical planning in the country. Physical Planning is accordingly addressed at the governmental level, making its institutional framework to be more or less that of a typical ministry. The result is that its framework or machinery is plagued by peculiar problems of a ministry type of organisation. Among such problems are those of administrative bottleneck (excessive administrative procedures), poor communication or exchange of information and in effective co-ordination of activities.

The study of the administrative set-up for planning and implementation of physical development plans in the New Federal Capital Territory had reveal the presence of the above named short-comings of bureaucratic type of organisation.

The situation therefore should be addressed within the shortest time, if the lofty ideals on which the New Federal Capital Territory was established is to be achieved. Proposals have been offered for doing so, based on some organizational and management principles.

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FORM FCDA/LA 1

FEDERAL REPUBLIC OF NIGERIA

APPLICATION FOR STATUTORY RIGHT OF OCCUPANCY URBAN/RURAL LAND WITHIN THE FEDERAL CAPITAL TERRITORY

the Permanent Secretary,
Ministry of Federal Capital Territory,
Private Mail Bag 24,
Suleja.

Affix Passport Photograph here

PART I — TO BE COMPLETED BY THE APPLICANT

1. Applicant's full name and age .....
(age to be supported by birth certificate or declaration of age)

2. Nationality (If Nigerian, insert State of Origin and complete Annex I attached. .....
.....

3. Occupation and post held (where applicable). .....
.....

4. Status (whether married or single). .....

5. Applicant's contact Address in Nigeria. .....
.....

6. *If a company or other organisation, state whether registered in Nigeria as (a company or partnership, please see Note C below and complete Annex III) a Limited Company or Partnerships or under the Land (Perpetual Succession) Act or Registration of Business Names Act. .....
.....

7. *Registration details of paragraph 6 as applicable (e.g. photostat of registration certificate). ..... Registration No.....
..... Year.....

8. Name and address of Agent or Registration particulars. Power of Attorney (If any). .....
.....

9. Do you, your wife or company of which you are a Director already hold undeveloped plot(s) under Statutory Right of Occupancy within the Federal Capital Territory? Yes/No

10. If Yes, describe exact location and size of plot(s). .....
.....

11. Specific purpose for which land is required. ..... Residential/ *Commercial/ Industrial/ Trading/Petrol Filling Station/place of Worship/ Agriculture/ Schools, etc.
.....

12. Sufficient description of land including size of plot required. If land is outside an approved layout, state plot number, block number, street or ward number etc. .....
.....

13. *Is the land developed? If so, give details including estimated value of improvement. (Please submit Annexture II with your application if land is already developed). .....
.....

14. *If undeveloped, state estimated value of improvements offered and time required for erection (Please see note C below). .....

15. If land is required in connection with mining, give mining leases to be served and dates of expiry of each. .....

16. Length of term required (in years). .....

17. Particulars of Approved building plan (where applicable). .....

18. Any other information. .....

Notes: *(a)* Four copies of this form and any attachments should be submitted to the Permanent Secretary, Department of Estates, F.C.D.A., P.M.B. 24, Suleja.

(b) Information supplied on this form is treated as strictly confidential.

(c) Applicants for INDUSTRIAL PLOTS should, in addition, attach a letter of clearance from the Federal Ministry of Commerce

(d) Two copies of recent photograph (in passport size) of the applicant must be attached to this application.

(e) Layout fees (or premiums) payable per plot within Government Layouts are as follows:—

(i) Places of Worship/Agriculture/Schools etc.	₦250.00
(ii) Mining/Quarry	₦500.00
(iii) Residential Area	
(a) Low Density Area	₦1,000.00
(b) Medium Density Area	₦750.00
(c) High Density Area	₦500.00
(iv) Commercial Area	
(a) District and Sector Centres	₦2,500.00
(b) Central Area	₦5,000.00
(v) Petrol Filling Station	₦5,000.00
(vi) Industrial Area	
(a) Light Industry	₦5,000.00
(b) Heavy Industry	₦2,500.00

(f) A maximun of two years is allowed for completion of improvements;

(g) It is an offence to make a false statement or claim on this form and that any certificate of occupancy obtained through such false claim is fraudulent and may result in its nullification;

(h) The Ministry accepts no responsibility for an application form not completed properly and for which reason such an application may be rejected;

19. I enclose herewith an application fee of ₦250.00 (residential) ₦500.00 (commercial, industrial, place of worship etc).

I agreed to forfeit fifty per-cent (50%) of the fees (where applicable) subsequently paid if Iwithdrawmy application for reasons other than death, bankruptcy or other extenuating circumstances which occur between acceptance of offer/allocation and final issue of the Certificate of Occupancy.

20. I hereby declare that all answers to the questions listed above and facts given me in this form and the annexture hereto are true and complete.

Date..... .....
Signature of Applicant or Agent/Attorney

PART II — FOR OFFICIAL USE ONLY

(i) File Reference.....
(ii) Application fee paid.....
(iii) Application No.....

(a) R.V. No.....
(b) T.R. No.....

(iv) DAte Received.....
(v) Comments by Action Officer.....
.....
.....

**Delete as appropriate.*

NGSGPM 1549/280/50,000

297538

MINISTRY FOR FEDERAL CAPITAL TERRITORY

Telephone:.....

Cables: M.F.C.T.

Your Ref:.....

Our Ref:.....

.....

.....

.....

P.M.B. 24,
SULEJA
Niger State.

OFFER OF TERMS OF GRANT/CONVEYANCE OF APPROVAL

I am directed to refer to your application for Statutory Right of Occupancy within the Federal Capital Territory dated..... and to convey the Honourable Minister's approval of a Grant of Right of Occupancy in respect of a plot of about.....

.....

on the following terms/Conditions:—

(i) Rent per hectare per annum — ₦.....

(ii) Improvements — ₦.....

(iii) Term — .....Years

(iv) Rent Revision — .....Years

(v) *Purpose* — .....

(vi) Premium — ₦.....

2. I am to add that the following conditions will also be inserted in the Certificate of Occupancy evidencing the grant of this Right of Occupancy:—

(i) Within two years from the date of commencement of this Right of Occupancy to erect and complete on the said land the buildings or other works specified in detailed plans approved or to be approved by the Federal Capital Development Authority, or other Officer appointed by the President, Such buildings or other works to be of such value of not less than (₦.....) and to be erected and satisfaction of the said Federal Capital Development Authority or other Officer appointed by the President.

(ii) Not to erect or build or permit to be erected or build on the said land any building other than those permitted to be erected by virture of this Certificate of Occupancy not to make or permit to be made any addition or alternation to the said buildings to be erected or buildings already erected on the Land except in accordance with plans and specifications approved by the or other Officer appointed by the President in this behalf.

(PTO)

(iii) Not to alienate the Right of Occupancy hereby granted or any part thereof by sale, assignment, mortage, transfer or possession, sublease or bequest or other-wise however without the consent or the President first had and obtained.

3. The date of commencement of this Right of Occupancy will be the date of acceptance as signified by you, and should be within two months from the date of this letter.

4. I attach herewith (two copies of) letter of acceptace for your completion and thereafter return a copy of same to me for my records purpose, please.

Yours faithfully,

.....

for: Permanent Secretary.

Date:----------

The Permanent Secretary,
Ministry for Federal Capital Territory,
P. M. B. 24,
Abuja.

ACCEPTANCE OF OFFER OF GRANT OF RIGHT
OF OCCUPANCY WITHIN FEDERAL CAPITAL TERRITORY

I wish to refer to your letter No .....,
of.....and accept the Terms and Conditions of grant of the Right of Occupancy as conveyed to me by your above quoted letter.

2. I will submit my building plans to you for approval before I commence any improvement on the site; and on completion of the improvement, I will get your completion certificate before occupation of the buildings.

Yours faithfully,

Signature:.....
Name:.....
.....

I ....,