APPRAISAL OF ABUJA METROPOLITANT MANAGEMENT COUNCIL (AMMC) STRUCTURE AND PROCESS

BY

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DECLARATION

I declare that the research work on the **Appraisal of Abuja Metropolitan Management Structure and Process** has been performed by me in the Department of Urban and Regional Planning under the supervision of Dr. M. Sani. The information derived from the literature has been duly acknowledged in the text and a list of references provided. No part of this thesis was previously presented for another degree or diploma at any university.

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Name of student	**Signature**	**Date**

CERTIFICATION

This thesis "**Appraisal of Abuja Metropolitan Management Structure and Process**" by Paul D. Adah, meets the regulations governing the award of Master's Degree of Ahmadu Bello University, Zaria, and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

I dedicate this thesis to the Almighty God for the opportunity He granted me to accomplish this research work. I also dedicate it to my beloved wife (Mrs Rebecca Paul), and my lovely children (Enyo'Ojo, Ibe, Ufedo and Ojima'Ojo).

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ABSTRACTS

The research is an appraisal of urban management structure and process in the FCT, Abuja with the aim to assess existing structure and process and determine the effectiveness and appropriateness of the model. It also assessed the adequacy of the structure and process and the challenges to effective operation of the institution with the aim to make recommendations for improvement. Data for the study were obtained from the semi-structured questionnaire, participant observation and document review. The review of literature was made on the concepts, models, scope and process of urban management, urban management and institutional structure of selected cities of the world and criteria for assessing the effectiveness of the structure and process. The study has identified specific areas that need improvement for the effective operation of the institution; integration of core urban management component in the structural composition of the Council, need to develop appropriate law framework for operation, develop strong synergy among government institutions and participatory approach to city management. For effectiveness of the urban management intuition, the study recommend for enlarge institutional structure to embrace vital urban services provision for effective monitoring. There is need to improve upon the coordination, by developing strategy for effective synergy and agencies engaged in urban management of the city. Apart from having oversight function, it is necessary to develop a framework for inter-agency relation and sharing of vital information that could lead to effective performance in services delivery.

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CHAPTER ONE

1.0. 1INTRODUCTION

Urban management institution in any part of the world is establish to manage the city for efficient, effective, productive, and competitive manner with the goal of making the city a better place to work, live and undertake businesses. Institution appraisal is an examination of situation, and studying the roles and objectives to determine levels of performance and chart ways for improvement. Rasool, (1999) stated that when an institution is entrusted with the delivery of services and the creation of conditions for healthy functioning of the economy, its performance has implication for development. The delivery of effective service demands clear institutional responsibilities and mandates, as well as organized structure for actions. As noted by (Nallathiga, 2008), effective service delivery call for clear institutional responsibilities and mandates, as well as a framework for cooperation in order to ensure that action is concerted. Institutional structure is an important element to achieving effective urban management and it's is the design of appropriate institutional structure that has the potential to change the outcomes.

Abuja metropolitan management council was established as urban management institution with the aim of instituting effective structure for managing the capital city. This is to ensure that the components of the city system are managed to the benefits of all. With the range of agencies and boards (Abuja Environmental Protection Board, FCT Water Board, Municipal Councils, Federal Capital Development Authority Ministries, Federal Capital Territory Administration etc.) engaged in urban management activities in the city; it is important to determine the extent of effectiveness of Abuja Metropolitan Management Council (AMMC)

structure and process in achieving efficient functioning of Abuja city? The effectiveness of any urban management institution is its ability to identify city challenges and develop appropriate structure and process that would achieve desired outcome. The urban management structure adopted for a city has a role in the effectiveness of the institution. This is because urban management challenges are peculiar and unique to every city and need different strategy in achieving desired results. This is unconnected to why the institutional structure and process in most cases are developed based on urban development experiences, socio-economic and the political history of a country.

Cunningham (2001) stressed that, the selection of appropriate basis for assessing organisational effectiveness present a challenging problem for managers and researchers. Literature abounds with criteria to assessing organizational structure effectiveness; but the criteria for selection are on the basis of a researcher's particular interest. Appraisal exercise is important because it generates an array of complex information, all of which potentially contributes to understanding of the effectiveness and development progress of an organization. Adequate institutional structure and process enhance city management operation therefore, efficient structure and process is a fundamental requisite for the management of city affairs. The study examine Abuja metropolitan management council's structure and process of decision taking in the management of the FCT, with a goal to ascertain the appropriateness of the urban management model adopted for city.

1.1 STATEMENT OF THE RESEARCH PROBLEM

The Federal Capital Territory (FCT) Abuja was created by decree No.6 of February 4th, 1976 in response to the problems of managing capital cities and the experience from Lagos as national capital, Lagos state capital and the commercial nerve centre of the country. The Federal Capital Development Authority, (FCDA) was created and vested with the responsibility of physical planning and development of the Federal Capital Territory. However, in 1979 the Ministry of Federal Capital Territory was created and was assigned the functions of planning and development of the Federal Capital Territory that included the control of development, the provision of social services in the territory. The creation of MFCT changed the management structure of the FCT.

The Ministry of the Federal Capital Territory was scrapped and the Federal Capital Territory Administration (FCTA) was created in December 31, 2004 (FCTA, 2013). The FCT is administered by Minister of the Federal Capital Territory through the various departments, agencies boards and councils. The FCTA administrative structure consists of seven secretariats (education, transport area councils, agriculture and rural development, health and human services, social development and legal services secretariats) and two agencies (Abuja Environmental Protection Board and Abuja Geographic Information System); and other federal institutions engaged in different sectors of the city. Among these is the Abuja Metropolitan Management Council (AMMC) that was established in in 2005 by an Executive Order in 2004.

The AMMC, at inception, was composed of Agencies (Abuja Environmental Protection Board, FCT Water Board and FCT Directorate of Road Traffic service); and the Departments (development control, parks and recreation, facility maintenance and management, and urban affairs). There was a change of nomenclature from AMMA on 6th September, 2007 to Abuja Metropolitan Management Council (AMMC). Two of the Agencies FCT Water Board and Abuja Environmental Protection Board were granted autonomy while the FCT Directorate of Road Traffic service was moved to the FCTA Transport Secretariat.

The major role of AMMC was to institute a structure for effective coordination of urban management institutions for efficient running and operation of municipal services in Abuja. But, the existing multiplicity of institutions with each agencies carrying out functions independently has resulted in conflict of functions among departments and agencies. As observed by (Nallathiga, 2008), effective service delivery call for clear institutional responsibilities and mandates, as well as a framework for cooperation in order to ensure that action is concerted. With the range of agencies and boards (Area Councils, Abuja Environmental Protection Board, Federal Housing Authority, Federal Emergency Management Agency, FCT Water Board, FCDA, FCTA and the various secretariats, and Federal Ministries and Agencies) carrying out different components of urban management activities in the city; it is pertinent to investigate the extent of the coordinating role of AMMC in achieving efficient functioning of Abuja city? Is the structure in place to effectively handle urban management of the city?

Different studies have been carried out on the various aspects of urban management. These include Davey (1993), McGill (1998), Corubolo (1998), Mabogunje (2002), Falade (2002), Jinadu (2003) Agbola (2004) Owei,(2006), Ogar (2009), Salami(2009), and Mart and Bart (2009). These works were primarily concerned with issues of definitions, scope and elements of urban management institutions without due considerations of institutional structure and processes of decision making. The appraisal of Abuja Metropolitan Management Council's structure and process will fill this gap. The reason for selecting AMMC among other agencies is attributed to its mandate of instituting structure for effective management of the city. Its establishment was a milestone in urban management institution in Nigeria; therefore it is important to appraise the structure to learn lessons for improvement upon existing structure of the institution. The study sets out to investigate the range and effectiveness of the structure and process of decision taking as urban management institution and to determine the appropriateness of existing model in managing the FCT.

1.2 RESEARCH QUESTIONS

The research is set out to answer the following questions.

1) How has the existing structure or process of operation contributed to the management of the city?

2) What are the challenges to the effectiveness of the structure and process of urban management institutions?

1.3 AIM

The aim of the research is to appraise the structure and process of Abuja Metropolitan Management Council with a view to determine effectiveness of such structure and seeking ways of improving them.

1.3.1 Objectives

1) To examine the structure, process and models of urban management.
2) To review the structure of AMMC as urban management institution for the capital city.
3) To examine the effectiveness of the structure of AMMC as agency responsible for coordination of urban management activities in the city.
4) To identify the challenges of the structure and make recommendations for improvement

1.4 SCOPE AND LIMITATIONS

Institutional structure and process is an important element to achieving urban management objectives of the city and it's is the design of appropriate institutional structure that has the potential to change the outcomes. The scope of the research was appraisal of Abuja Metropolitan Management Council's structure and process. It examines the effectiveness of AMMC structure and process in relation to key urban management challenges of the city. The study seeks to to identify the challenges to effective urban management in the FCT. It also investigate how has existing model contributed to effective management of the city. In the range of urban management institutions in the FCT, the study was focused on the general functional responsibility of AMMC.

The first limitation pertains to issues of the bureaucracy within the institutions. Staff members were unwilling to be interviewed because they saw it as the release of official information. This created a problem for the researcher because, most of the time the Coordinator, Managers or Directors was not in the office, or attending to official engagement outside the office.

The second limitation was the difficulty the personnel staff had in giving out information relating to staff. This made it difficult to establish categories of staff that are professional and non-professional staffers. However, these limitations did not significantly affect the outcome of the research.

1.5 JUSTIFICATION OF THE RESEARCH

The establishment of any urban management institution is to carter for the provision and management of urban services. The structure and process of operation impact on the effectiveness of the institution. AMMC was established to institute effective structure for efficient running and operation of municipal services in Abuja. AMMC is selected for appraisal among other urban management institutions identified because of its statutory role in the city management process. By appraising the structure and process of operations of the urban management institution, various benefits are expected.

First, the study would determine appropriateness of the existing model for the city. Secondly, whether AMMC is doing what it has been constituted to do, or the scope of the functions is more or less than what it can carry in relation to the city

management challenges. Thirdly, the result of the study is expected to serve as a contribution to the development of appropriate model for the city management system. This will be of benefit to Abuja Metropolitan Management Council, as the finding will show the strength and weakness in operations of the Council's activities. It will serve as relevant document for individual and corporate bodies with urban management concern. More so, the research will be a literary contribution to knowledge and open more ground for other researchers.

CHAPTER TWO

2.0 REVIEW OF RELEVANT LITERATURE

2.1 INTRODUCTION

The review of relevant literature is to give a theoretical framework to basic concepts, models, structure and process of operation in urban management. The theoretical understanding would assist in identifying the type of urban management model and structure in the FCT. This would serves as basis for understanding the process of operation of urban management activities in the study area.

2.2 THE CONCEPT OF URBAN MANAGEMENT

The emergent of urban management was in response to meeting urban development challenges and a paradigm shift from the government sectorial approach in urban infrastructure project. The concept was largely a supply driven model, where the state has statutory responsibilities of provision and management of urban services. The challenging part of conceptualization of urban management is to define the substance of the concept. The task of urban management is however, the optimal functioning of city administration. According to (Mumtaz and Wegelin, 2001), in (Baclija 2011), emphasized that urban management should enable optimal functioning of city administration, which is oriented towards improving economic and social conditions in the city The content of urban management should therefore present how the city administration enables improved conditions. The city's response to wide range of problems could be different according to its historical, legislative, political, economic, and

administrative structure. Urban management should encompass all those dimensions that cover the basic concepts of optimal city management.

In view of (McGill, 1998), the provisions of mono-dimensional infrastructure schemes were questioned and the increased realization that such projects had inevitable and major consequences on other parts of the economic, social and environmental systems. Urban management can be the answer to city challenges, provided that it develops, both in concept and in practice, as a holistic and integrated approach. Dijk (2006), among other writers ‘‘define urban management as the effort to coordinate and integrate public as well as private actions to tackle major issues the inhabitants of cities are facing, to make a more competitive, equitable and sustainable city. A more recent view of urban management had identified the role that civil society plays and expands the range of stakeholders to include private sector agencies, non-governmental organizations (NGOs), community-based organizations (CBOs), and a variety of interest groups.

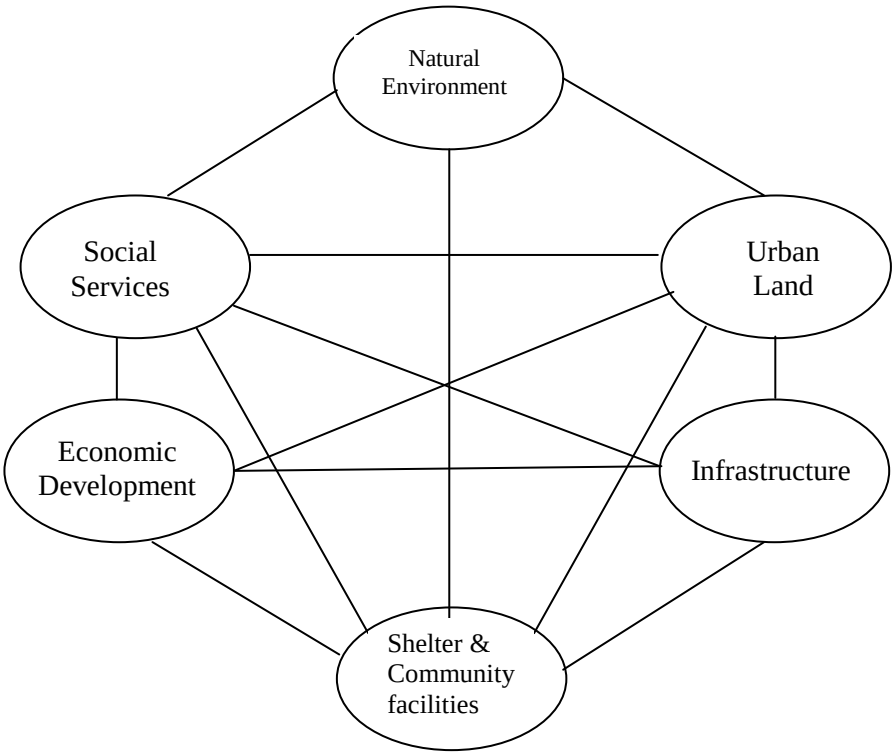
The concern of urban management therefore is to develop and promote appropriate policies and programs for coordination, regulation and monitoring of land, infrastructure provision, municipal finance, and the various components of the city for sustainable and viable economy.

2.3 The Scope of Urban Management

The public sector task in urban management varies between central and state government, local government and planning and management agencies/authorities

or boards. Leman, (1994), noted that, local governments-whether they be towns, cities, metropolitan regions, provinces or states-typically carry out the principal responsibility for managing six inter-related urban sectors; (See figure 2.2 below). Rondinelli (1990) in (Davey 1993); Leman, 1994; and UMP (1991) in (Mattingly 1995 Urban management in Less Developed Countries) suggested the following areas as scope of functions of urban management, (see table 2.1).

Figure 2: 1 Scope of Urban Management



Source: Adapted from Edward Leman (1994)

The scope of urban management is as presented by (Rondinelli, 1990), in (Davey, 1993); Leman, 1994; and UNDP, 1994; (World Bank, UNHCS, 1991) in (Mattingly 1995, Urban Management in Less Developed Countries) as indicated in table 2:1)

Table 2:1 Scope of Urban Management

Rondinelli (1990)	Leman, (1994	UNDP, WORLD BANK UNHCS
1) Providing infrastructure; 2) Providing services that develop human resources, 3) Regulating private activities. 4) Providing services and facilities that support productive activities.	1) Urban land, 2) Natural environment, 3) Infrastructure, 4) Shelter and community facilities, 5) Social services (including poverty alleviation), 6) Economic development	1) Urban land, 2) Urban environment, 3) Municipal finance, 4) Urban infrastructure , 5) Urban poverty,

Source: Rondinelli (1990), Leman, (1994) & UNDP (1994), WB, & UNHCS (1991).

Urban Management Program (1991) as sited in (Mattingly 1995) stated that urban management have the objectives of improving the urban environment. The scope of urban management therefore, covers a wide range of socio-economic issues via; investment, creation of job opportunities, income generation, poverty reduction, the provision of shelter, infrastructure and services (roads, electricity, water, schools, hospitals, sanitation etc.), land management, environmental management, municipal finance, administration and urban governance. Wekwete (1997), presented the following categories of urban services to be managed by urban manager, (see table 2. 2 for details)

Table 2:2 Objects Managed by Urban Management Institutions

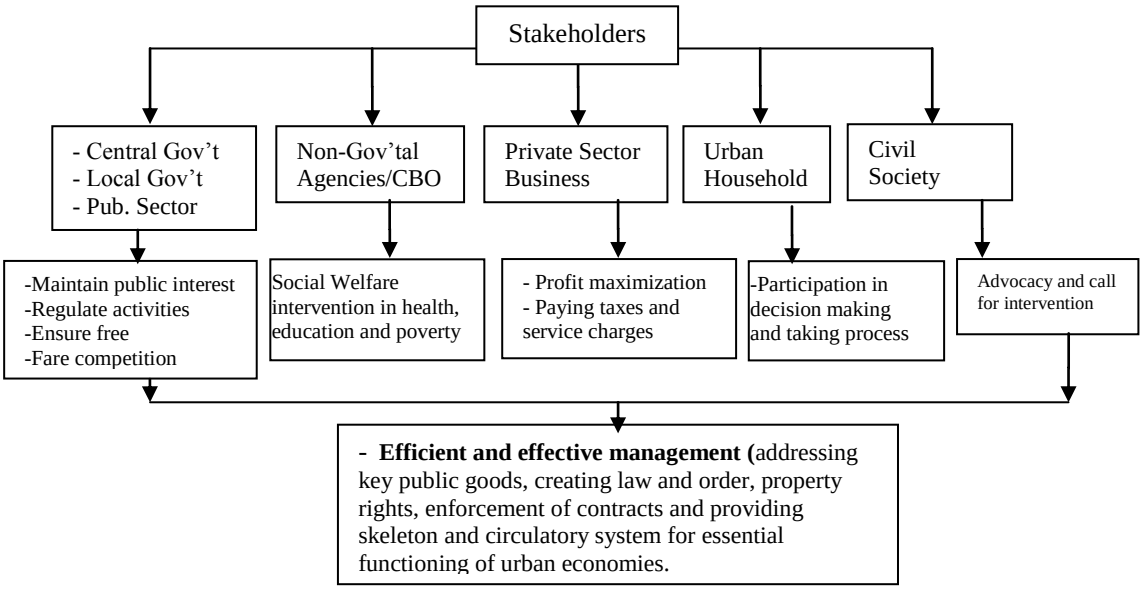
1. Public Utilities	Water supply, Sewerage and drainage, Electricity, Telephone
2. Social services	Primary Education, Health, Social Welfare. Housing
3.Transportation	Highways and Roads, Mass Transportation, Street Lighting
4. General Urban Services	Refuse collection, Parks and Recreation, Markets and Abattoirs, Cemeteries, Fire Protection (Services), Law Enforcement
• Planning and Engineering services	

Source: Wekwete (1997)

2.4 URBAN MANAGEMENT STAKEHOLDERS

Mattingly (1995) and Wekwete (1997) noted that the principal actors in the management of urban areas can be placed in three categories; the public sector, private sector, and the community or non-government actors. This range of stakeholders needs collaboration for the attainment of the overall objectives of city management. This relationship according to (Arnold, 1979) is to facilitate effective and efficient management of the urban system, in order to serves as mechanisms for feed-back of various plan proposals and important sources of information. The relationship could be horizontal or vertical; that is among bodies involved in urban management activities or within the same institution. The relationship is to avoid duplication of roles, efforts, time, finance as well as manpower wastages etc.

Figure 2:2 Stakeholders in Urban Management



Source: Wekwete (1997)

2.5 MODELS OF URBAN MANAGEMENT

Urban management model varies from one country to the other. The model is shaped and pattern based on cultural setting, political development and urban development policy of each country. Urban management functions are performed under different administrative structure in different places. This functions falls under metropolitan government, metropolitan agency, municipal cooperation, municipal council, local government authority and urban planning authority. Malayeri (2010) asserted that metropolitan governance around the globe varies according to key characteristics. In the United State of America metropolitan governance gives a major role to civil society and civic organizations as core agents in management of metropolitan space. Economic development is key determinant in many United State metropolitan systems (e.g. Chicago and Phoenix) as well as in Britain (London, Glasgow).

In East Asia, the focus is put on fiscal considerations and arrangements (e.g. Tokyo). The management of towns and cities in Africa is part and parcel of the public sector management system of government inherited from the colonial era, (Wekwete, 1997). In Canada, the metropolitan issues revolve round service delivery and incorporation of the disadvantaged groups into mainstream society. In Europe, is about integration of urban physical structure and transportation system to achieve energy, environmental and aesthetic objectives and to integrate metropolitan systems into European-wide economic and transportation/logistics systems?

In some countries towns and cities operate through elected and appointed local government representatives, who have the political and administrative mandates to provide and manage social and physical infrastructure services. But in others the cooperation or agency structure is adopted for the management of the city. However, (Marger and Bertrana, 2004) in (Sasanpour (2012), identified four types of urban management models in the European Union;

i). the strong mayor model,

ii) Collective leader model (weak mayor),

iii) Commission model, and

iv) Council- City manager.

In a study conducted by (Nallathiga, 2008) on metropolitan urban governance approaches and models for Indian cities revealed similar category of urban administrative structure. Katz, (2006); and Ward, (1996), in their various studies on metropolitan management structure also provided similar categorisation having weak mayor in place of collective leader model.

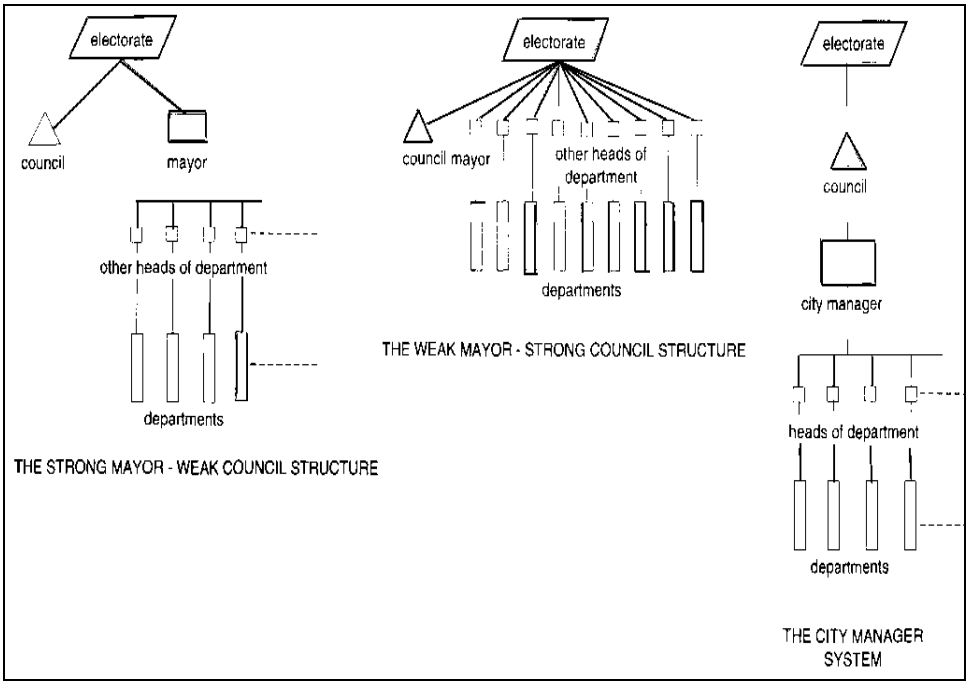
2.5.1 The Strong Mayor Council Structure

In this system the mayor provides the primary executive role while the city council provides the primary policy role. This form provides for a distinguishable separation of powers between the city's executive branch (mayor) and its legislative branch (city council). Thus, the separation of powers contained in the "strong" mayor form is similar to those found in the national and state governments. The council acts as a legislative body while the mayor serves as the city's chief executive officer and has full responsibility for the city's daily operations.

2.5.2 The Weak Mayor Council Structure

This type of administrative structure shown in figure 2.3 is one of the first kinds in the modern industrial era. In this structure, the Mayor can recommend legislation and has policy making functions while administrative functions are vested in a Council through an elaborate committee system. Both the Mayor and Council as well as local officials are elected. This brings in both the political legitimacy and the scope for professional performance.

Figure 2.3 Administrative Structures for City Management



Source: Ward (1990)

2.5.3 The Commission System

In the commission system a paid administrators is in charge of city affairs with the Commissioners acting as full time and legislators e.g. Galveston and Texas in USA The city management commission would consists of inter- governmental structure of the city. Members of the city council would be nominated into the city management commission. The heads of key utility and service agencies such as

water board, electricity, energy, social services, investment board also form part of the commission. The commission elects its own chairman and vice chairman amongst the representatives of the council. The urban manager is to serve as the secretary of the commission. The role of the heads of relevant agencies is to contribute technical inputs into the discussions and advice the commission on appropriate measures. The powers, duties and functions of the city management commission should include the following;

a. To ensure that the decisions of the city council are carried out by;
b. Preparing and compiling for approval the municipal budgets and revenue.
c. Controlling budgetary expenditure
d. Preparing urban management policies
e. Exercising any power conferred on it by provision of the municipal act.
f. Exercising any other conferred on it by the city council.

The components of the city management commission include;

i. Representatives of the City Council: Responsible for appointment and confirmation of the Urban Manager.
ii. Principal Executive Officer (Chairman): Responsible for coordinating the administrative and technical staff of the city corporation.
iii. District office of the Committee: Carry out the functions of the district commission.
iv. Local Area Office of the Committee: Execute the mandate of the committee.

2.5.4 The Council-Manager System

Under this system, the elected Council is responsible for policy making as well as administration, under a professional manager, who is responsible to the council.

The Manager is appointed by the Council and serves during his tenure with the elected body being the deliberative, reviewing, annulling and monitoring body. Cities such as Austin or Dallas are run more like business enterprises, where the elected council hires a City Manager, who appoints the city's principal officers and carries full responsibility for running the city's affairs.

Table 2:3 Advantages and Disadvantages of Urban Management Models

Urban management models	**Advantages**	**Disadvantages**
Council-Mayor	Weak mayor	
	The long historical record Council seeks to meet the needs of his clients would be elected representatives. This model has good application in small communities and rural areas.	Power and responsibility are fragmented - Lack of strong leadership Strong political power vacuum may lead to a non-intervention is a political official
	Strong Mayor	
	Strong leadership with responsibility facilitates policy and implementation.	A large volume of tasks for a person The mayor of a professional manager (specialist) is not.
Council-City Manager	Director of Specialist (professional) is responsible for the management. The Council shall keep under control policy. The city will be administered like a business.	Lack of strong leadership and effective. The manager's reluctance to undertake the task of policy. As a stranger is the city manager who is looking to progress in life and your business
Commission	In emergencies has been very successful. A simple organizational structure Rapid and direct the implementation of policies	Political and legislative duties are performed by a body. Lack of monitoring and balancing. Lack of a functional office suite with, The complexity of the legislation - Ability to manage administered
Open town meeting / town meeting representative	Purest form of democracy – To all holders of voting rights to comment on how the city government. A deep historical background - Small local communities have been very successful	The long-term planning is difficult - Adequate training is challenging all citizens - Information about the annual meetings is difficult. - Attended the annual meetings will be held very low
Appointive	Long history Respond in some small communities	Lack of Democracy. Focus on the central government Lack of management ability

Source: Adapted from Sasanpour (2012)

The manager is accountable to the council and can be dismissed only by majority (or, in some places, by a two-thirds majority) vote. The city has a mayor, who often presides over council meetings, but day-to-day decisions are made by the manager. This structure is becoming increasingly common in the United States,

particularly in cities with less than 250,000 inhabitants, where it predominates. Among the larger cities, around half have managers and of the largest ten cities, four have managers.

2.5.5 The Public Sector/ Public Private Models of Urban Management

Wekwete (1997) suggested two models of urban management, the public sector and private – public model. The public also known as traditional model has clear sectorial orientation with emphasis on physical planning and infrastructure provision while the private – public model is with a reduced role for the central government.

Table 2:4 Public Sector /Public-Private Model of Urban Management Model

<table>
<tr><th>Actors</th><th>Public Sector Model</th><th>Actors</th><th>Public-Private Model</th></tr>
<tr><td></td><td colspan="3">Responsibilities (management variables)</td></tr>
<tr><td>Central government</td><td>Political and administrative control of local governments
Provision of grants and loans for all major utility provisions
Development control and land administration
Infrastructure development and management
Preparation and approval of master plans</td><td>Central government</td><td>Political and administrative control of local Governments, Limited provision of grants and loans, Emphasis more on co-ordination</td></tr>
<tr><td>Local governments</td><td>Directly elected or appointed representatives constituting a decision-making body (local government)</td><td rowspan="3">Local governments</td><td rowspan="3">Formally more decentralized, Provision and maintenance of basic services, Development control; preparation of coordination plans, Limited direct provision of services</td></tr>
<tr><td>Municipalities</td><td>Direct provision of social and physical infrastructure</td></tr>
<tr><td>Metropolitan governments</td><td>Maintenance of services and utilities
Development control; preparation of master and local plans</td></tr>
<tr><td>Community Based Organisations</td><td>Local-level interventions
Social services provision
Housing - site and service schemes and upgrading
Refugees and rehabilitation</td><td>Community Based Organisations</td><td>Increased local-level interventions (food for work; upgrading), Social services provision, Focus on poverty; informal activities; credit, Rehabilitation and Refugees</td></tr>
</table>

Source: Adapted from Wekwete (1997)

There are two issue in constructing models for urban management first, assigning responsibility and secondly, the objects to be managed. The definition of responsibility requires a clear delineation of what the different actors involved in

urban management do and the matrix of management responsibility. While the second aspect of the model deals with the object to be managed by stakeholders in urban management jobs. (See table 2:4 below for object to be managed by urban management institution).

2.6 THE PROCESS *(MODUS OPERANDI)* OF URBAN MANAGEMENT

The process or line of decision making for the operation of urban management as depicted in the models differs from each other's. Every city adopts the system that best suits the prevailing management conditions of their environment. The series of decision taken to achieve urban management goal of any city is based on challenges of the city. Institutional structures are designed to suit the challenges of managing the city. Urban management institutions are faced with complex task in managing the urban environment, urban land, infrastructure, shelter and community facilities, social services and economic development.

Cartwright (1989) argued that urban management should put less emphasis on defining specific targets and more emphasis on creating a better and stronger process of social decision-making. This means promoting things like institution-building, community development, better legal systems, more professional training, and even (where appropriate) strengthening the private sector - rather than trying to reach specific housing targets, exact number of new jobs, minimum standards of public health, maximum allowable levels of environmental pollution, and so on.

But, (Leman, 1994) was of the view that systematic way of managing the cities is to borrow methods from business management and apply all urban programmes and projects to a multi-sectorial management cycle consisting of strategic planning, tactical planning and operations. The strategic planning process consists of the establishment of objectives and targets, the formulation and evaluation of policy options that would allow an organization to achieve its objectives, and the selection of a strategic option of objectives and policies considered feasible within the context of competing interests of a diverse group of role players, external factors and internal strengths and weaknesses. In tactical planning; plans are specific measures to be implemented in order to attain objective while operational planning deals with the outline of the day-to-day logistical activities of an organization. Therefore, the overall process that should be followed in multi-sectorial urban management consists of nine basic steps; definition: problems and opportunities, objectives, policies, institutional mechanism, programmes, project plans, implementation, operation and evaluation.

Mattingly, (1995) identified the processes of urban management as planning, coordinating, resourcing, developing, operating, and maintaining. Planning and coordinating arrange what is to be done, resourcing provides what is used, developing provides what needs to be created, operating delivers goods and services, and maintaining sustains the operations. The responsibility of managing is to determine what needs to be done, arranging that it is done, and then ensuring that it is done. To do this, the various elements being managed must be put together to gain the power of their coordination and cooperation. Setting priorities is critical where resource limitations are crippling results. For effective urban

management of the city, good structural arrangement with defined process of operation is essential to harness potentials for managing the system. The administrative process for urban management is discussed below.

2.6.1 Administrative Structure for the Operation of Urban Management

The process of achieving urban management objectives is made possible through different administrative structures. From the range of functions, activities and urban development challenges of different countries, the following administrative structures have emerged in the management of cities. The administrative structures however do not have universal application as there is variation from one country to the other.

a) Single corporation
b) City manager system
c) Independent agency
d) Commission system

a). Single Corporation Urban Management Structure

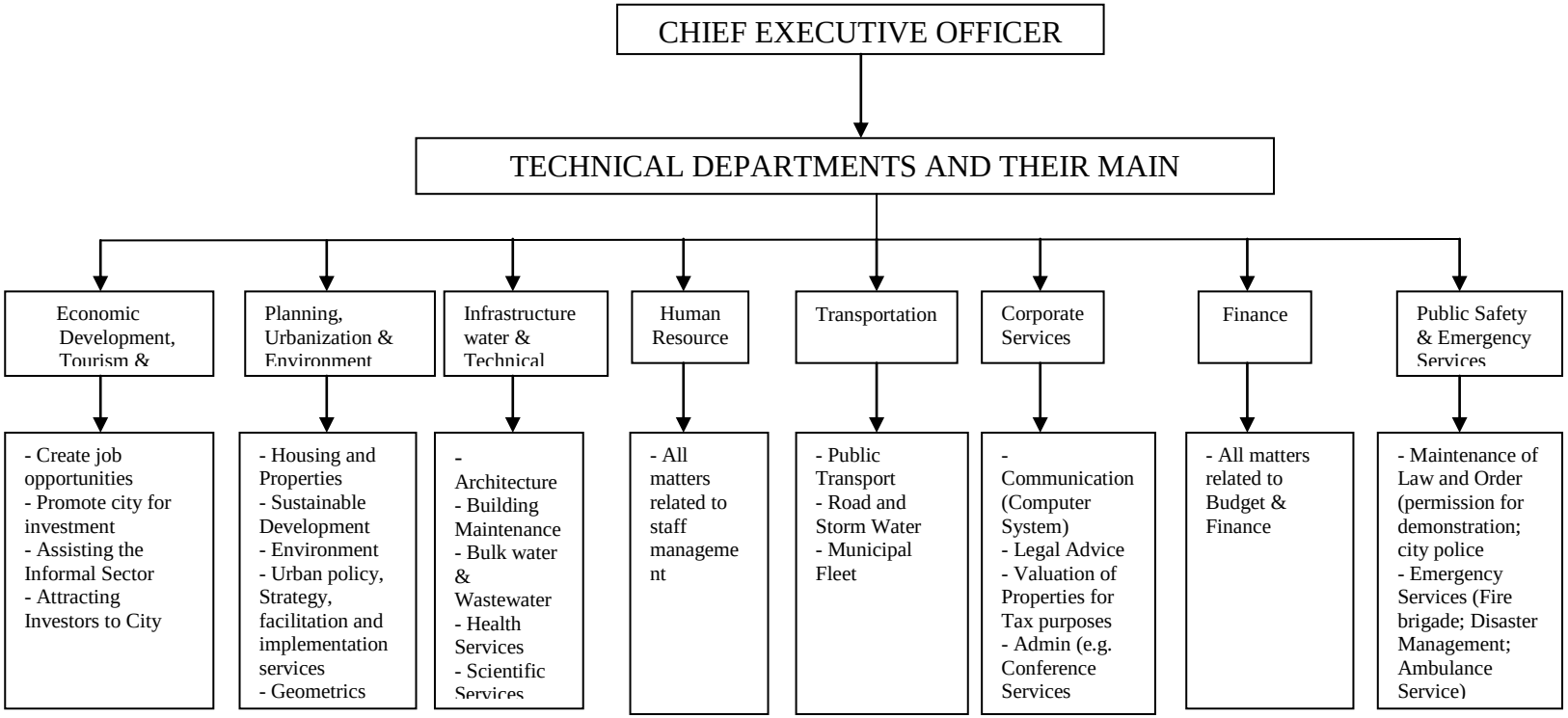
This is an established government agency solely responsible for the management of city affairs. A single corporation model for urban management has been adopted in some cities. It is the coordination of various component of urban management under a Chief Executive. This model is practiced in Calcutta at the city level and the City Council of Windhoek in Namibia, (see figure 2.4). The city of Windhoek framework shows how the various city management components can be coordinated under a Chief Executive Officer.

b). Separate Agencies Coordinated by a City Manager

Under the separate agencies arrangement, the government establishes different agencies to carry out urban management function in specific area. The United State of America subscribed to this system where city management is under the control of a city manager (see figure 2.2 City administration in the US). The elected council hires a city manager, who appoints the city's principal officers and carries full responsibility for running the city's affairs. The manager is accountable to the council and can be dismissed only by majority (or, in some places, by a two-thirds majority) vote. The city has a mayor, who often presides over council meetings, but day-to-day decisions are made by the manager. In the United States, cities have considerable autonomy over many of their own affairs, administering their own taxes, setting their own utility charges, running primary and secondary education, policing, and operating their own planning departments.

The city manager system is pronounced in cities such as Austin or Dallas where city system is run more like business enterprises**.** Figure 2.2 shows the administrative structure for applying the Separate Coordinated Agencies model as practiced by some cities in the United States. Other example include; City of Tshwane in South Africa, explains a framework through which the activities of dedicated departments can be coordinated under a City Manager for effective urban management,(see fig: 2.5).

Fig.2:4 Structure of the City Council of Windhoek

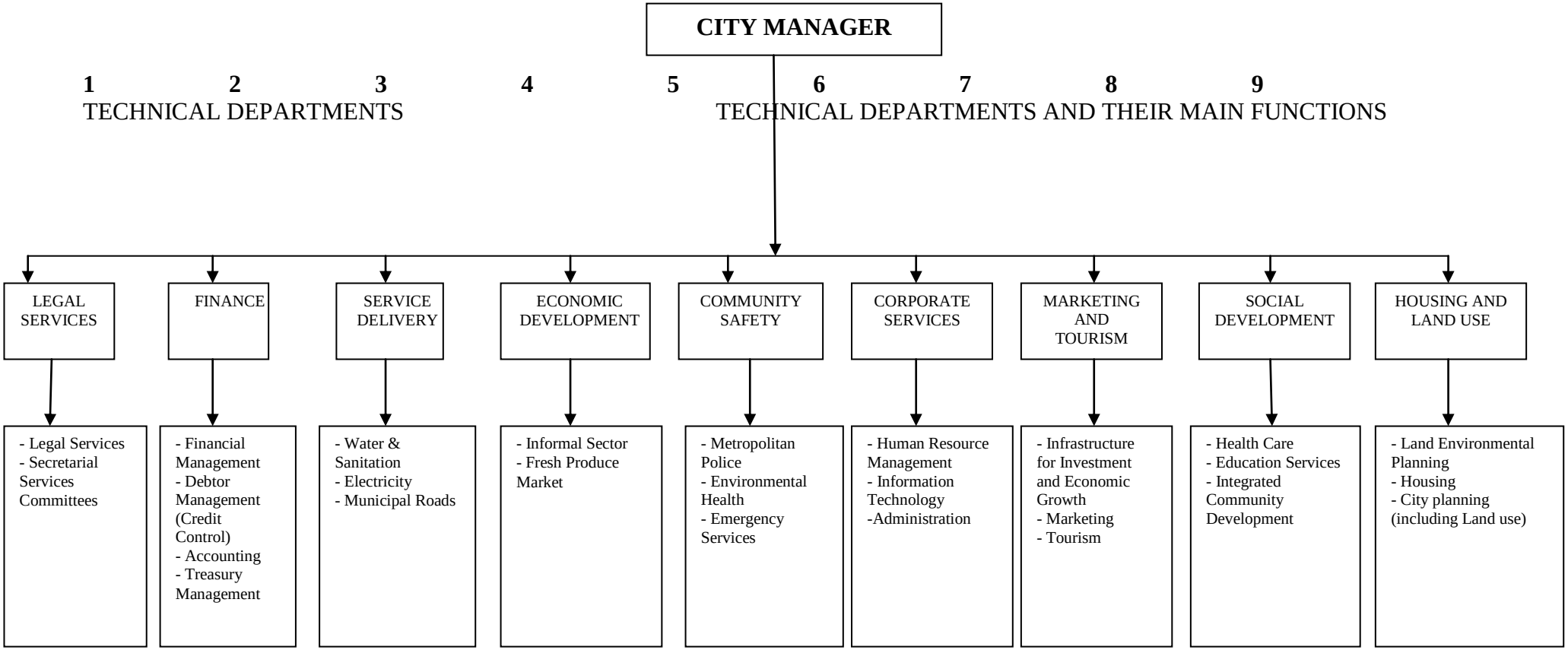


Source: United Nations Economic Commission for Afric

c). Independent Agency or Department Model

In this case, cities are administered by different committee in the form of ministry departments' arrangement. The administration is composed of the democratic section and the civil service section. Councillors are elected as representatives of political parties, the vast majority from the Conservative, Labour, and Liberal Democratic parties. The largest party in the council determines policy. The system is serviced by a hierarchy of civil service officers whose role it is to implement policy. Professional, non-partisan officials are appointed by the council and continue in post even when the council changes. These officials service all council committees and run the city on a daily basis e.g. United Kingdom. The principal weakness of local government in Britain is that it is so dependent on central government for its finance. The government places a series of controls over spending by local authorities.

Fig. 2.5 Structure of City of Tshwane Metropolitan Council and Their Functions

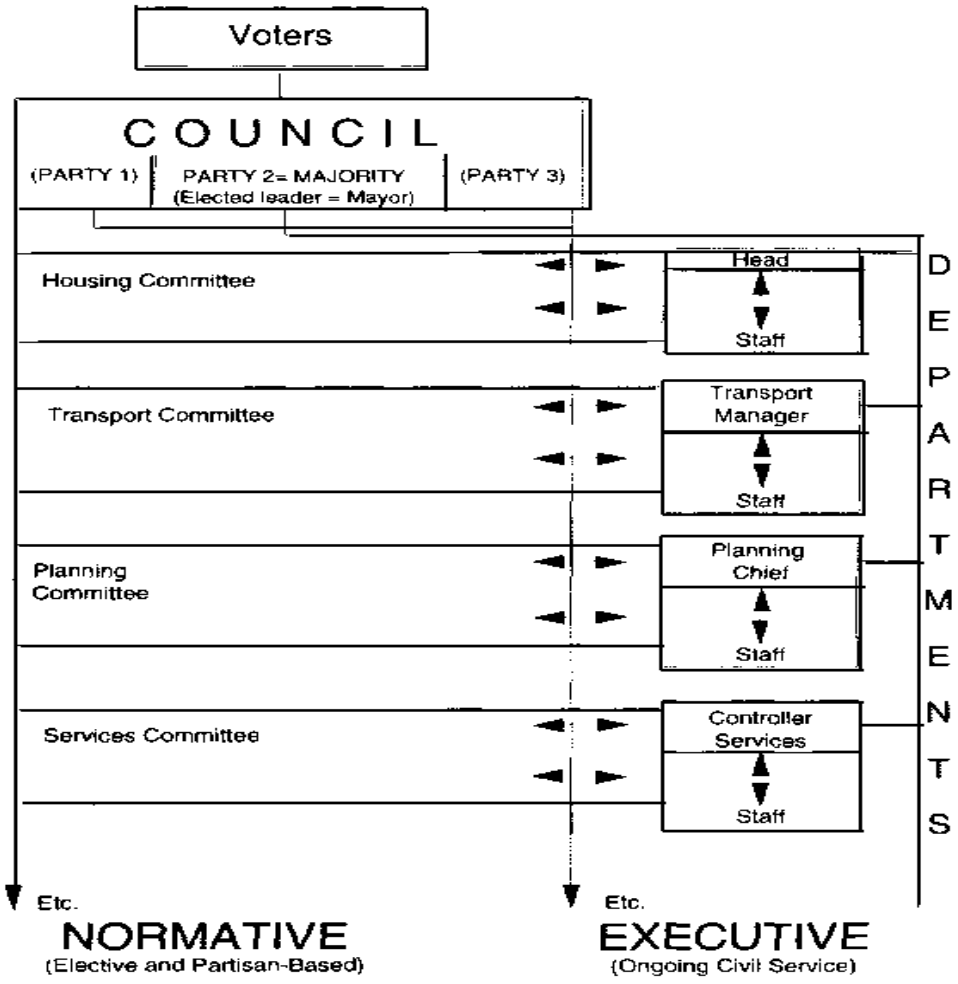


Source: United Nations Economic Commission for Africa, (2001)

d). Commission System:

The commission form of government combines the legislative and executive functions into a single body. A small number of elected officials jointly hold responsibility for the running of the municipality. Each of them is also in charge of a specific duty such as public works, safety, parks and recreation or finance. This type of system was formed in Galveston, Texas, often called the Galveston Plan. It was intended to be highly efficient; the residents of the municipality elect the commissioners for the commission.

Figure 2.6: The United Kingdom "Parliamentary" Council Structure



Source: Ward (1990)

2.6.2 The Democratic Structure for Urban Management

The democratic structure consists of the following components; city council, speaker, district committee and local area committee.

(a) **The City Council:**

Membership of the city council consists of the Mayor/Council Chairman, Supervisory councillors and elected councillors. Their major responsibilities are to coordinate the urban management process.

(b) **The Speaker:**

The speaker is elected and his major duty will be in the area of checks and balances (to ensure transparency and accountability)

(c) **The District Committee:**

Membership of the District committee consist of the elected councillors, District/ Ward Heads, NGO, CBOs, representatives of the communities (business, religious, security agencies etc).To coordinate water supply, sewerage, solid waste management, street lighting, and local road maintenance.

(d) **Local Area Committee:**

The members consist of the councillors, ward head, NGOs, CBOs, and representative of the community. Their duties involves detection of violation of law and order, guide against wasteful use of municipal services (water, electricity, drainage), organization of greater public participation (stakeholders, e.g. CBOs, NGOs, urban households, private businesses etc), planning and execution of ward level projects.

2.7 SELECTED CASE STUDY OF URBAN MANAGEMENT INSTITUTIONS

The management structure for city varies from towns and city of the world. In some country, city management fall under the jurisdiction of the metropolitan government while in others, the city is administered through local government administration, and urban planning and management institutions. Ward (1996), Katz (2006) and Nallathiga (2008), identified different types of administrative structures found in the management of cities with respect to the division of responsibilities, thes are discussed below:

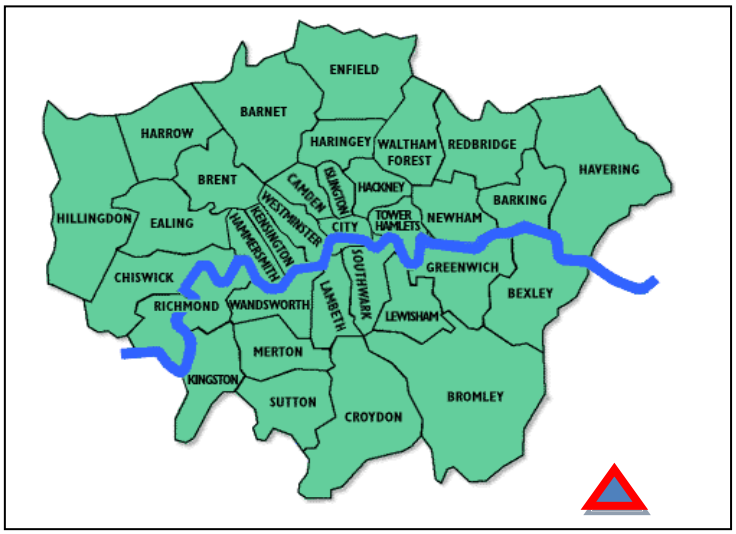
2.7.1 Greater London Authority (GLA) United Kingdom

The Greater London Authority administers 1579 sq. km area of Greater London, covering 32 London boroughs and the (Inner) City of London. The Mayor leads in the preparation of statutory strategies on transport, spatial development, economic development and the environment. GLA replaces the Greater London Council which operated within the period of 1965-1986, (Nallathiga, 2008). The membership of the authority and the Assembly consists of the Mayor of London, and an Assembly for London. The Assembly consist of a 25 member, of whom; a). Fourteen are members of the Assembly constituencies (constituency members); and b). Eleven are members for the whole Greater London (London member), GLA Acts (1999). There shall be one constituency member for each Assembly constituency. The Assembly scrutinizes the Mayor's activities, and investigate on issues of importance to Londoners, publish its findings and recommendations, and make proposals to the Mayor.

The general functions of GLA include; promoting economic development and wealth creation in Greater London, promoting social development in Greater

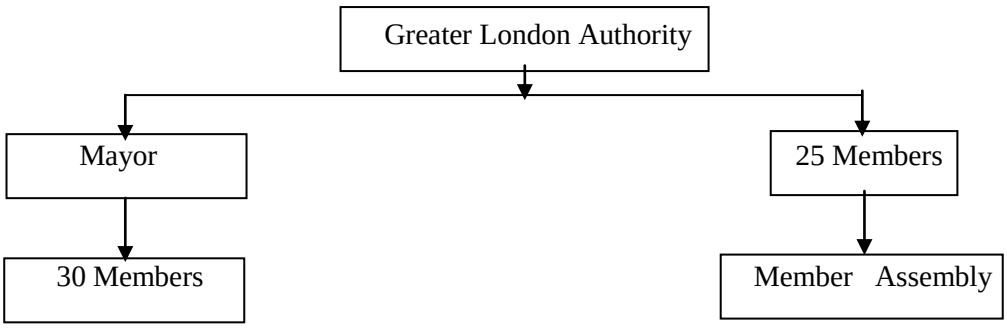
London; and promoting the improvement of the environment in Greater London, (GLA Acts, 1999). The general functions are achieved through the Mayor's strategies; these apply to general duties of various agencies and departments under the different sections of Greater London Act of 1999. The Mayor shall keep each of the strategies under review and shall make such revisions of those strategies as he considers necessary, GLA (1999) Part II Section 41, pp. 25. Greater London Authority exhibits single metropolitan authority with democratic process.

Fig. 2.7 Greater London Authority Map



Source: http://en.wikipedia.org/wiki/File:London Authority map

Fig. 2.8: Greater London Authority



Source: Nallathiga (2008)

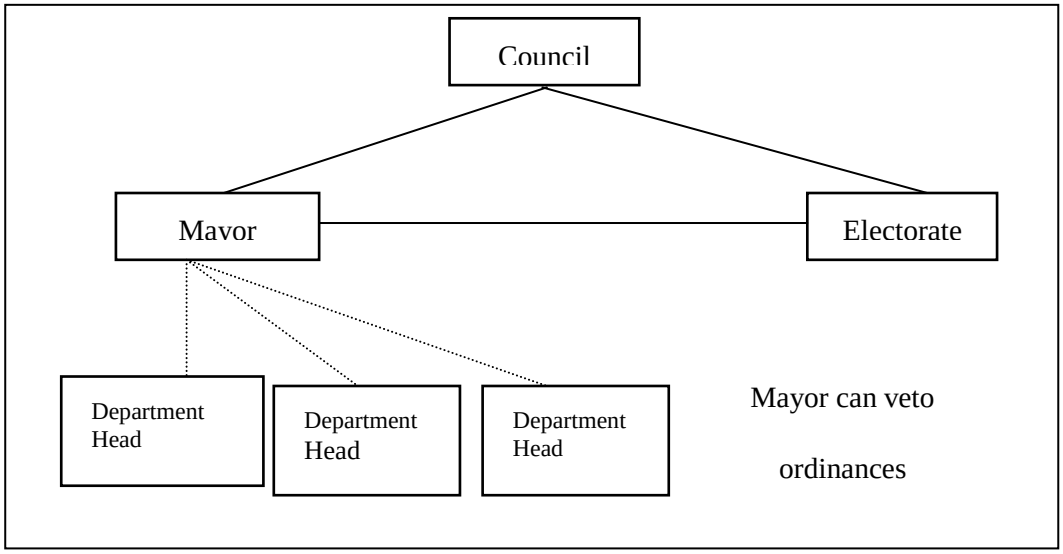
The structure of GLA has a clear separation of powers within the GLA between the Mayor - who has an executive role, making decisions on behalf of the GLA -

and the Assembly, which has a scrutiny role and is responsible for appointing GLA staff.

2.7.2 Los Angeles Urban Planning and Management System: United State of America Case Study

Los Angeles City is the second largest city in the United State of America; only second to New York City. Los Angeles County is the nation's most populous county with a population exceeding 10 million. As a cosmopolitan city in America, Los Angeles has a very complicated urban planning management system.

Fig: 2.9 Mayor-Council Structures



Appointment power…….

Sourec: Chen (2009)

The City of Los Angeles has a typical "strong mayor" governing structure, (mayor-council structure) as shown in figure 2.10. Subject to the agreement by the city council, mayor can appoint any government chiefs, including the Director of Planning, who heads the City Planning Department.

Fig.2:10 Geographic Setting of Los Angeles City and County

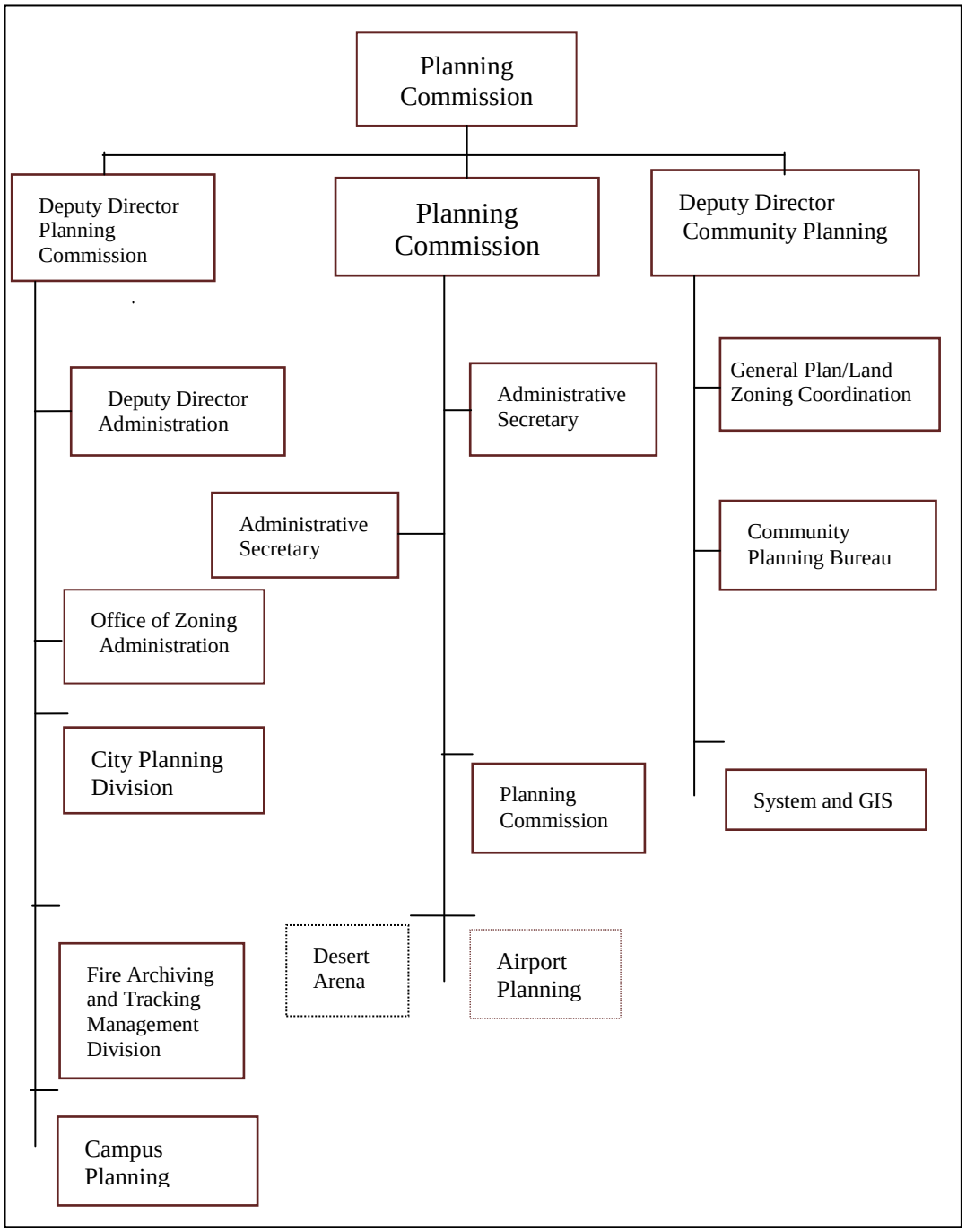


Sourec: Chen (2009)

The Los Angeles City Planning Department was founded in 1941 and has the following responsibilities.

- ❖ prepares and maintains a general plan, which is a comprehensive declaration of purposes, policies, and programs for the development of the City;
- ❖ regulates the use of privately-owned property through the approval of zoning regulation, specific plan ordinances, and subdivisions;
- ❖ investigates and reports on applications for amendments to zoning regulations, and passes upon zoning variance and conditional use applications;
- ❖ acquires the land for public use and submits the disposition of surplus land to the Planning Commission for report and recommendation; and
- ❖ Conducts studies relating to environmental quality, and provides advice and assistance relative to environmental matters.

Fig. 2:11 for the Organisation Chart of the Los Angeles City Planning.



Source: Chen (2009)

In Los Angeles urban planning process is governed by the California's general plan process stipulated by the Governor's Office of Planning and Research (OPR). All Californian cities and counties, including Los Angeles City, are required to

comply with the California General Plan Guidelines promulgated by OPR in preparing its general plans. Implementation of General includes zoning, specific plan and subdivision regulation. Importantly there is public interaction with the planning process; through the various Certified Neighbourhood Councils (CNC) and Area Planning Commissions (APC), the general public actively participates in land use entitlement permit process, community planning process, California Environmental Quality Act (CEQA) process, and others. Entitlement processes The City of Los Angeles has a very sound urban planning management system. The effective functioning of this system relies on the seamless integration and coordination among its institutional subsystem, legal subsystem, operational subsystem, and technical subsystem.

2.7.3 TOKYO METROPOLITAN GOVERNMENT (TMG)

The metropolitan area of consists of 23 special wards and 39 municipalities (26 cities, 5 towns, and 8 villages). The Tokyo Metropolitan Government has two distinct governance systems: a special administrative arrangement with the 23 wards, and an administrative arrangement, for the municipalities. The Metropolitan area is governed by the Tokyo Metropolitan Assembly, which is the elected legislative decision-making body of the metropolis. The assembly is led by a president and has the authority to enact, amend, and repeal metropolitan ordinances and approve the budget. The executive branch of the metropolitan government is led by the governor, whose functions include overall control of metropolitan affairs and maintaining the collective integrity of the metropolitan administration. The Assembly establishes committees to ensure thorough debate of all the different matters facing the government. The committees are divided

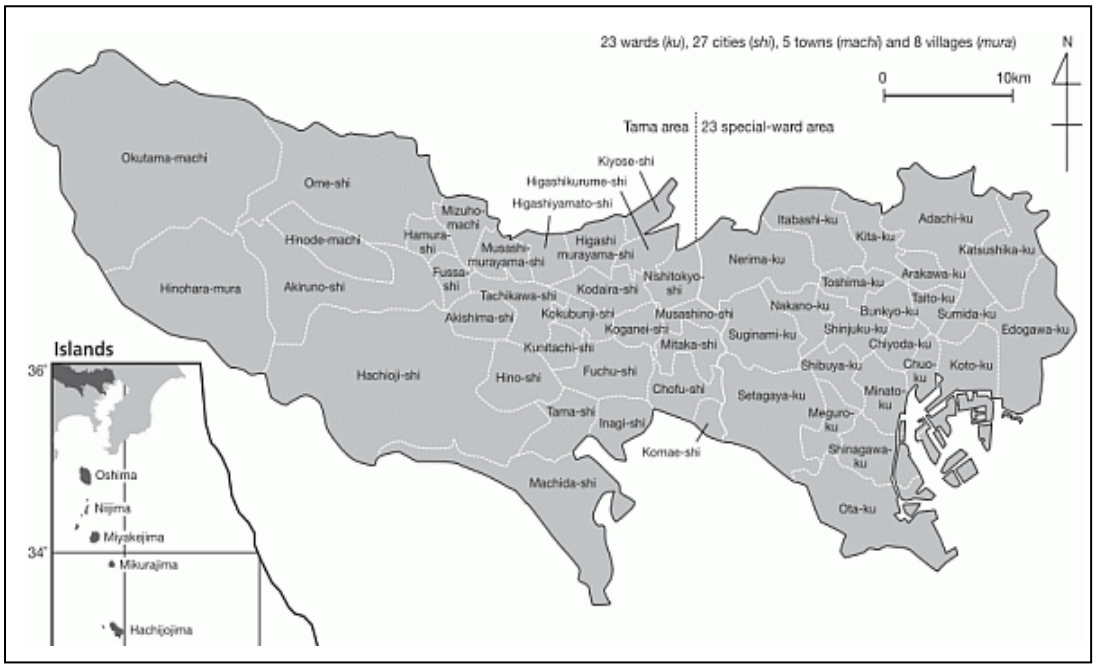
into standing committees and special committees set up by the Assembly to consider specific subjects. The Assembly is the formal decision-making organ and has the authority to, among other things, enact, amend, and repeal metropolitan ordinances, approve the budget and certify its settlement, and elect members of the election administration commission and other such bodies. In addition, the consent of the Assembly must be sought for important appointments, nominations, and other designations made by the Governor such as those of a Vice Governor or administrative commission member.

TMG handles the broader administrative work, oversees the provision of fire fighting and water supply, except in certain municipalities; collection of metropolitan taxes; urban development; environment; social welfare and public health; industrial and labour affairs; construction; transportation; infrastructure—ports and the harbour, and sewerage; public safety; and the provision of financial and technical assistance. The municipalities deliver services that closely affect the everyday lives of the local residents. Capital-intensive services, such as transportation, water supply, and sewerage, are managed by three public corporations.

A special administrative arrangement exists between the wards and TMG for managing the delivery of water supply, sewerage, and fire fighting services through the special ward system. Outside the TMG, these services are typically provided at the level of municipalities, but the densely populated wards required a single body that delivers uniform, efficient services. One major features of Tokyo metropolitan government is the democratic nature of filling offices and the

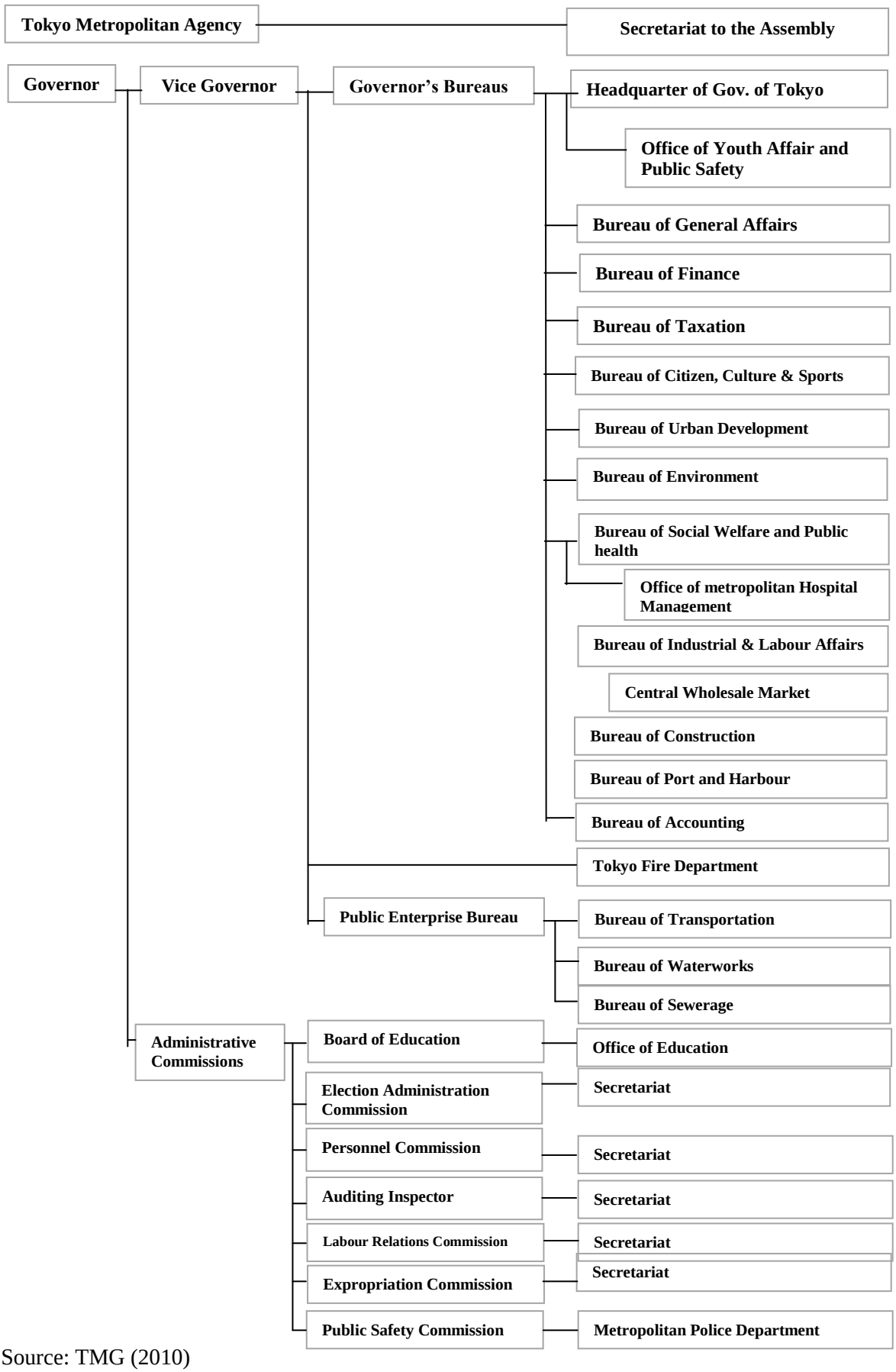
separation of functions.

Figure 2:12 Administrative Structure of Tokyo Metropolitan Council



Source: TMG Organizational Structure (2010)

Fig 2.13 Tokyo Metropolitan Government Organisational Structure

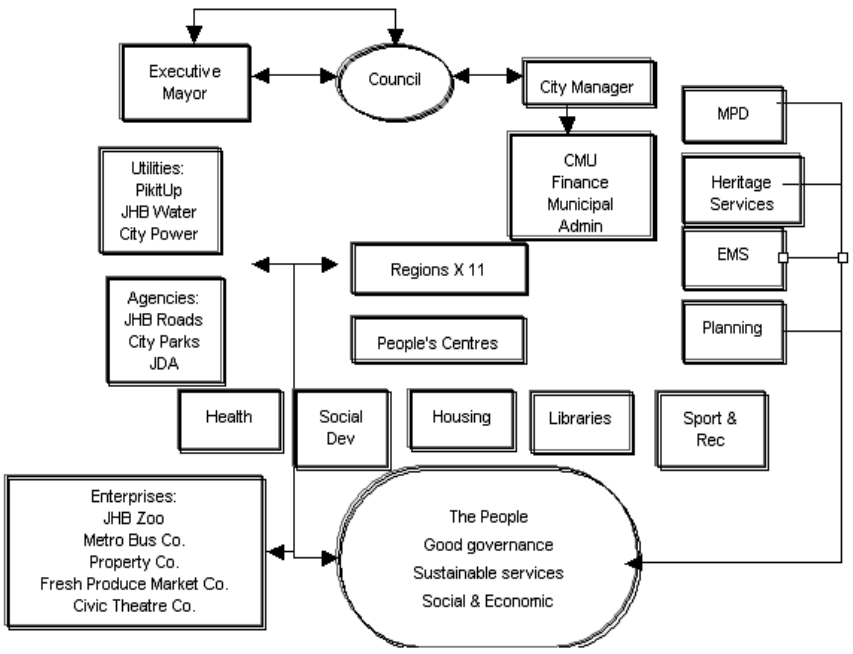


Source: TMG (2010)

2.7.4 THE CITY OF JOHANNESBURG (JOBURG)

The City of Johannesburg is designated as a metropolitan municipality with an executive mayoral system, in terms of the Municipal Structures Act. (Nallathiga, 2008). In Johannesburg municipal government a City Manager with executive directors for planning, community development, finance, municipal administration and contract management, coordinate the city's central administration, (see figure 2:14). A professional city manager along with the heads of metropolitan police department, emergency management services, and arts, culture and heritage services also report directly to the manager. The city administration is decentralized into eleven administrative regions, which is operationally responsible for the delivery of health, housing, sports, recreation, libraries, social development, and other local community-based services.

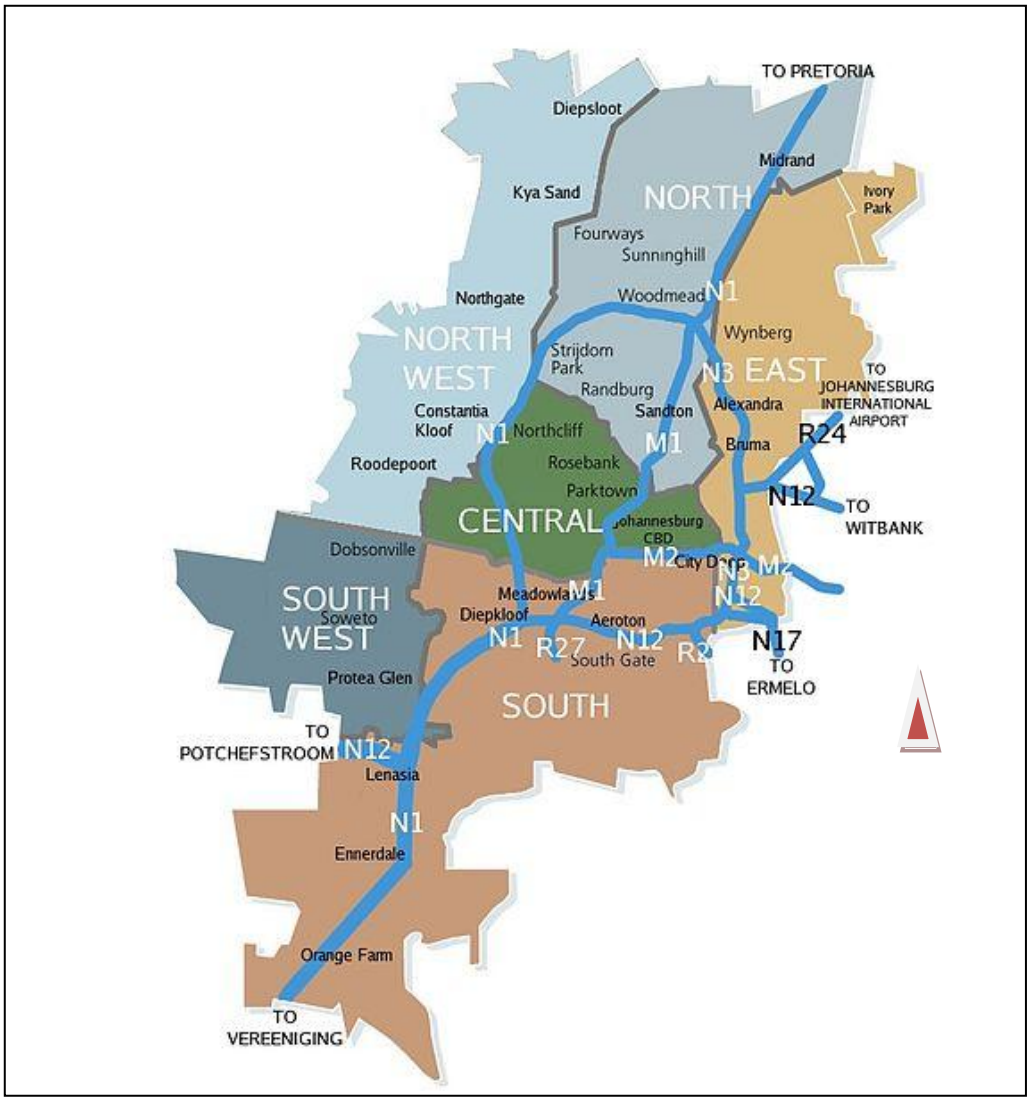
Fig: 2.14 Structure of New Administration in Johannesburg



Source: Nallathiga (2008)

The political head of the council is executive mayor, who presides over a ten person mayoral committee. Each member of the mayoral committee is allocated an executive portfolio and chairs a portfolio committee, made up of councillors drawn from all political parties. Individual ward councillors are also responsible for setting up and chairing a local ward committee, made up of representatives of civil society.

Fig: 2.15 Johannesburg Metropolitan Areas



Source: http://en.wikipedia.org/wiki/File:Johannesburg_map

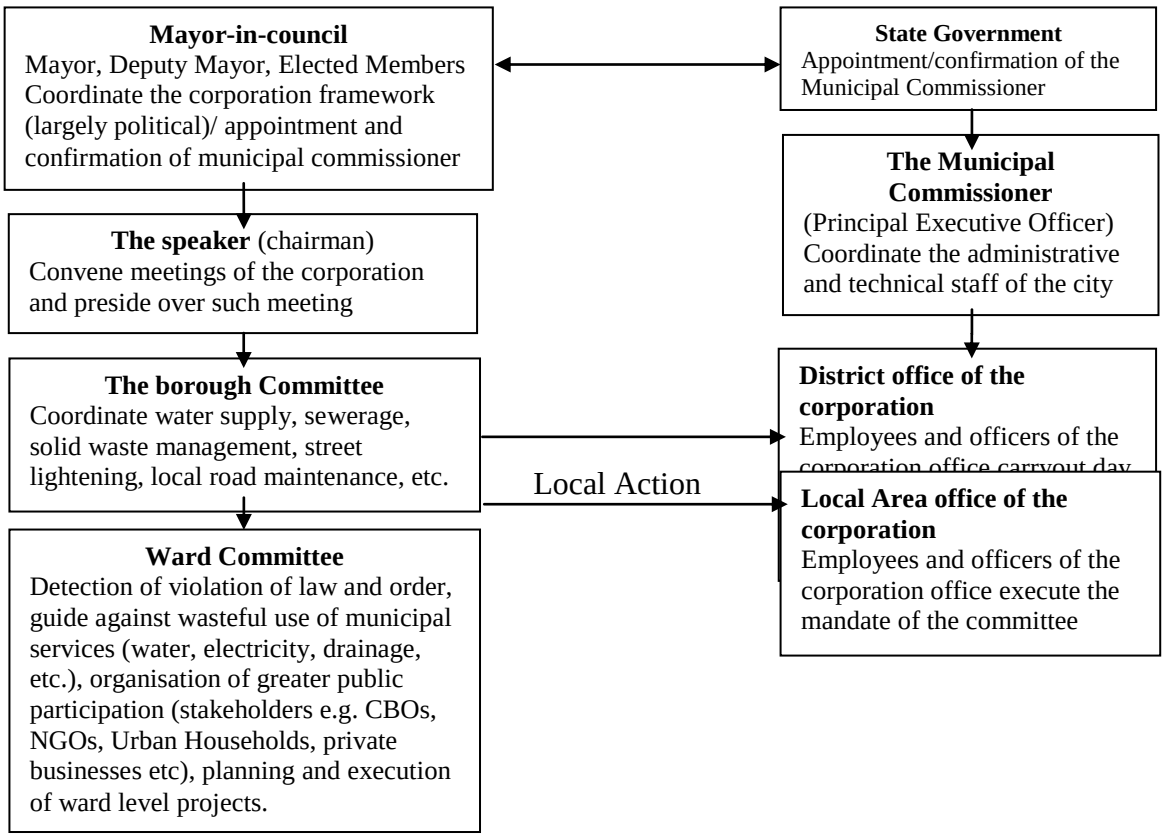
2.7.5 KOLKATA METROPOLITAN DEVELOPMENT AUTHORITY (KMDA)

The Kolkata Metropolitan Development Authority (KMDA) was formed under a Presidential Ordinance in 1970. The Administrative structure of the city consists of 41 contiguous urban local bodies and about 100 rural local bodies. The KMPC provides a participatory and democratic platform for metropolitan planning. Two-thirds of the committee is elected by, and from amongst, the elected members of the 41 Municipalities and around 100 Chairpersons of the village councils in the Kolkata Metropolitan Area (KMA). Another one-third of committee is made up of nominated representatives of the Government of India, the state government and the organizations and institutions relating to urban development and infrastructure. The KMPC constitutes of 60 members - 40 elected and 20 nominated members.

The statutory responsibilities of KMDA involve the preparation of; (a) Perspective plan (25 years) (b) Draft development plan (Five yearly) (c) Annual plan for implementation and consolidating the development plans of its constituent municipalities and village councils. The functions also includes the provision of water supply and sewerage and drainage connection to premises, removal of accumulated water on streets or public places due to rain or otherwise, collection and removal of solid wastes, disinfections, provision of health and immunization services, provision of lighting, repair of local roads, maintenance of parks, drains and gullies etc**.** Specified categories of officers and employees are assigned to a particular district for the discharge of these functions. These officers and employees function under the direction of the borough committee while the district committee are under the general supervision and control of the Mayor-in-

Council. Ward Committee are provided for in every Ward to articulate local level problems and identify local issues, Each ward committee will have no more than 14 members and will function under the overall control of the district Committee. Multi ward district committees are given both referred and delegated powers in respect of determination of street names, provision of baths and washing places, appointment of registrar of births and deaths for the district, planning and preservation of trees, laying out and maintenance of gardens and playgrounds, general supervision over conservancy and lighting and other miscellaneous matters relating to water supply, road repairs, drainage works and engineering services.

Figure 2:16 Urban Management Structure of Calcutta



Source: Adapted from; City/Urban Management (2003)

But most of its powers are recommendatory in nature; Borough Committees have a complement of area-level 238 administrative and technical staff to undertake local works on its prompting. Major works are executed by the regular administrative and technical departments of the Corporation. The ward committee oversees the proper execution of various works in the Ward relating to different municipal services, local development and maintenance activities. The Ward Committee has to convene an annual general meeting of the residents to report to the people the general activities of the municipality and those of the ward committees. This annual general meeting helps elicit ideas about popular needs. The Ward Committees meet at regular intervals to sort out citizens-municipality relationships in respect of local civic problems. The Ward Committee has a constitutional status: as such it is expected to be the base line unit for the initiation of the first step toward micro-level planning. The structural arrangement of KMDA gives opportunity for participation of the citizen in the management affairs of the city. There is also decentralisation of functions among different levels.

2.7.6 PORTO ALEGRE MUNICIPAL ADMINISTRATION, BRAZIL

Municipal administrations in Brazil enjoy autonomy created by the constitution. The Porto Alegre democratic experiment is one of the best known worldwide, acclaimed for both the efficient and the highly democratic management of urban resources it has made possible. The "popular administration" of Porto Alegre was selected by the United Nations as one of the forty urban innovations worldwide to be presented at the Second Conference on Human Settlements (Habitat II), which was held in Istanbul in June 1996, (Santos, 1998). There are regular municipal

elections and the municipality have the freedom to determine their organization and functions and to exploit their allotted revenues with no external interference other than an audit. The constitution allocates to the municipality guaranteed and rising shares of federal and state tax revenue, including that derived from income and value-added plus their own levies service, property, and fuel. The executive authority is concentrated in the elected mayor and within the executive; responsibilities are divided between secretariats and “arm’s length” autarchies and foundations. Their heads are appointed by the mayor; but for the municipal administration, there is a constitutional ban on re-election of officials at all levels. The city has elaborate hierarchies of plans, involving extensive public participation and professional input. The revenue base of the municipal and Parastatals authorities has been undermined by poor administration-defective registration, assessment, and billing and collection. Capital investment has suffered from the withdrawal of federal loans and subsidies, but revenues could make a larger direct contribution or amortize more loan finance if they were not pre-empted by high administrative overheads and, in some cases, excessive staffing level.

The successes of municipal administration is traceable to the “popular administration” that was based on an institutional innovation aimed at guaranteeing popular participation in preparing and carrying out the municipal budget, hence in the distribution of resources and definition of investment priorities. This new measure, which became known as "participatory budgeting," is the key to the success of the Porto Alegre municipal government. Participatory budgeting (PB) is a structure and a process of community participation based on

three major principles and on a set of institutions that function as mechanisms or channels of sustained popular participation in the decision-making process of the municipal government, (Santo,1998). The three principles are; all citizens are entitled to participate, community organizations having no special status or prerogative in this regard; participation is governed by a combination of direct and representative democracy rules and takes place through regularly functioning institutions whose internal rules are decided upon by the participants; and investment resources are allocated according to an objective method based on a combination of "general criteria"-substantive criteria established by the participatory institutions to define priorities-and "technical criteria"-criteria of technical or economic viability as defined by the executive and federal, state, or city legal norms-that are up to the executive to implement.

The basic institutional setup of the PB consists of three kinds of institutions; the first is the administrative units of the municipal executive charged with managing the budgetary debate with the citizens. The second is the community organizations, constituted mainly by regionally based organizations, which mediate between citizen participation and choice of priorities for city regions. The third kind of institutions is designed to establish a permanent mediation and interaction between the two first kinds. They are regularly functioning institutions of community participation. Before the annual assemblies, there are preparatory meetings of the citizens, without the interference of the municipality. The aim is to collect the demands and claims of individual citizens, grassroots movements, and community institutions concerning regional or thematic issues; they also initiate community mobilization to select regional delegates. These meetings are

convened and chaired by the popular councils or by the community leaderships and are at times very conflictual, since the different political orientations of the community organizations surface in the identification and formulation of demands and tend to impregnate the whole debate. Private agencies operate a number of services in parallel to public provision, incusing education, health care, and transport in the municipality.

2.7.7 WINDHOEK MUNICIPAL COUNCIL (NAMIBIA)

The municipal council of Windhoek consist of fifteen members which are elected councillors with nominated council members. The city is not divided into electoral districts; election is by proportional representation and so the number of seats a party gets depends on the proportion of its votes to the total number of votes. The city is divided into zones where each councillor meets to interact with all the zones for public meetings in each zone at the rate of approximately of one quarterly. The first meeting is getting to know the needs and priorities of the zones. The other meetings are to provide feedback to the zones after the councillors had examined the availability of resources and the technical practicability. The report of the meeting is discussed by the Management Committee with the Chief Executive Officer and Strategic Executive Officers. Thereafter, it is submitted to the Council for debate and translating it into a policy document whose contents will have to be implemented. Windhoek Municipal Council has ceremonial Mayor elected by the council.

The municipal power resides in its Management Committee which is composed of five councillors, a third of the total number of councillors. The powers, duties and

functions of the management committee are; to ensure the decisions of the local authority council are carried out; to consider any matter entrusted to the local authority council by virtue of any provisions of this Act or any other law in order to advise the local authority council on such matter; to prepare and compile for the approval of the local council the estimates and supplementary estimates of revenue and expenditure of the local authority council; to control expenditure of moneys voted by the local authority council in its approved estimates and additional estimates and all other moneys or funds made available to the local authority council; to report at meetings of the local authority council on the exercise of the powers and the performance of the duties and function of the management committee.

More so, to exercise any power conferred upon the management committee under any provision of the Act or any other law; and to exercise any power of the local authority council delegated to the management committee by the local authority council under section 3:1, and may establish from time to time such committees as it may deem necessary to advise it on the exercise of any of its powers or the performance of any of its duties and functions and may appoint such members of the management committee or such other persons as it may deem fit to be members of such committees. A management committee may, at any time in writing, request a local authority council to reconsider any decision referred to above. The Management Committee is very powerful as it does nearly everything for the council and whatever passes) through it to the council is a semi-finished product. The Committee is strict in matters concerning budget and finance as well in the recruitment of staff. The councillors are elected for a five-year term;

they elect the Management Committee, the Mayor and Deputy Mayor for a term of only one year. It is possible to elect a councillor to the Management Committee repeatedly. The heads of the technical departments are responsible to the Management Committee while the latter reports directly to the Council. The Mayor chairs, however, all the meetings (except meetings called for electoral purposes) of the Council. The councillors receive a monthly stipend in addition to sessional allowances because they have their jobs or businesses elsewhere, (see figure 2.4) for structure of Windhoek Municipal Council

2.8.0 NIGERIA URBAN MANAGEMENT EXPERIENCE

Planning authorities and agencies (considered as models) are established by law to carry out planning activities to bring about growth and development in most urban metropolitan areas (Oyesiku, 2004; Ekop, 2007; Ekop and Uyanga, 2007) in (Wapwera, and Egbu, 2013). But literature has revealed that the management structure varies from one city to the other. A brief review is given of selected cities in Nigeria.

2.8.1 Lagos Metropolitan Area Management Model

According to **(**Oduwaye, and Gamu-Kaka, 2007; Towards Sustainable Physical Development in Lagos State), **t**he act of town planning in Lagos can be traced to the colonial period, before 1854 when the British took over the administration of the country. The 1946 law made provisions for the planning, improvement and development of different parts of the country through the use of planning schemes. Following the introduction of the federal structure in Nigeria, the ordinance became regional laws after independence in 1960 as Town and

Country Planning Law, Chapter 123 of the laws of Western Nigeria 1959, Chapter 130 of the Northern Nigeria and Chapter 155 of the laws of Eastern Nigeria. In 1972, the Lagos Executive Development Board (LEDB) created after the plagues of the 1920's became defunct when the Ikeja Area Planning Authority (IAPA) was created in 1956 by the Western Nigeria Government, Epe Area Planning Authority (EAPA) merged with the LEDB to form the planning nucleus of the Lagos State Development and Property Corporation (LSDPC) in 1972.

The LSDPC had the power to acquire, develop, hold, sell, lease and let any movable and immovable properties in the state. In 1973, the Lagos State Town and Country Planning Law, cap 133 was enacted with deliberate effort to assemble existing planning laws under the new act. They are Western Regional Law No. 41 of 1969; Town and Country Planning Amendment Law; the Lagos Local Government Act 1959-1964 cap. 77; the Lagos Town Planning (compensation) Act 1964; the Lagos Executive Development Board (Power) Act 1964, the Lagos Town Planning (Miscellaneous provision) Decree 1967; the Lagos State Town Planning (Miscellaneous Provision) Decree 1967 and the Town Planning Authorities (Supervisory Power) Edict 1971

2.8.1.1 Lagos Metropolitan Management Structure

The Metropolitan area is located in the central part of the state. This consists of continuously built up area of Lagos metropolis and the suburban areas. It stretches from the city core (Lagos Island and Mainland) to outlying suburbs of Ojo, Ikotun, Egbe, Agege, Alimosho, Ketu etc. In terms of municipal administration, Lagos has no single municipality and therefore has no arrangement for overall city

administration. Each of the municipal council is in charge of the management of the municipal council. The urban area of Lagos comprises 16 of the 20 separate municipalities of Lagos State, which entity provides overall government for the metropolitan region. The defunct Lagos City Council (LCC) controls the municipality of Lagos and it consists of Lagos Island, Ikoyi and Victoria Island as well as some Mainland territory.

The urban management structure of Lagos is characterised with multiplicity of ministries, agencies and parastatals. The institutions involved directly urban management of Lagos Metropolitan Area are; ministry of physical planning and urban development, ministry of environment, ministry of housing, ministry of transportation, ministry of rural development, office of infrastructure, ministry of tourism and intergovernmental relations, ministry of waterfront infrastructure development, new town development authority, Lagos state environmental sanitation and special office unit, Lagos state water corporation, Lagos state waste management, Lagos state environmental protection agency, Lagos state emergency management agency, Lagos state planning and environmental monitoring authority, and Lagos state infrastructure maintenance and regulatory agency. There are other ministries and agencies involved in other sector of city development and management.

One other important aspect of the management structure of Lagos is the enabling laws and regulation for the conduct of official assignment by the various government agencies and ministries. The institution are organised to fit peculiar nature of their assignment. The present of Parastatals Monitoring Office and

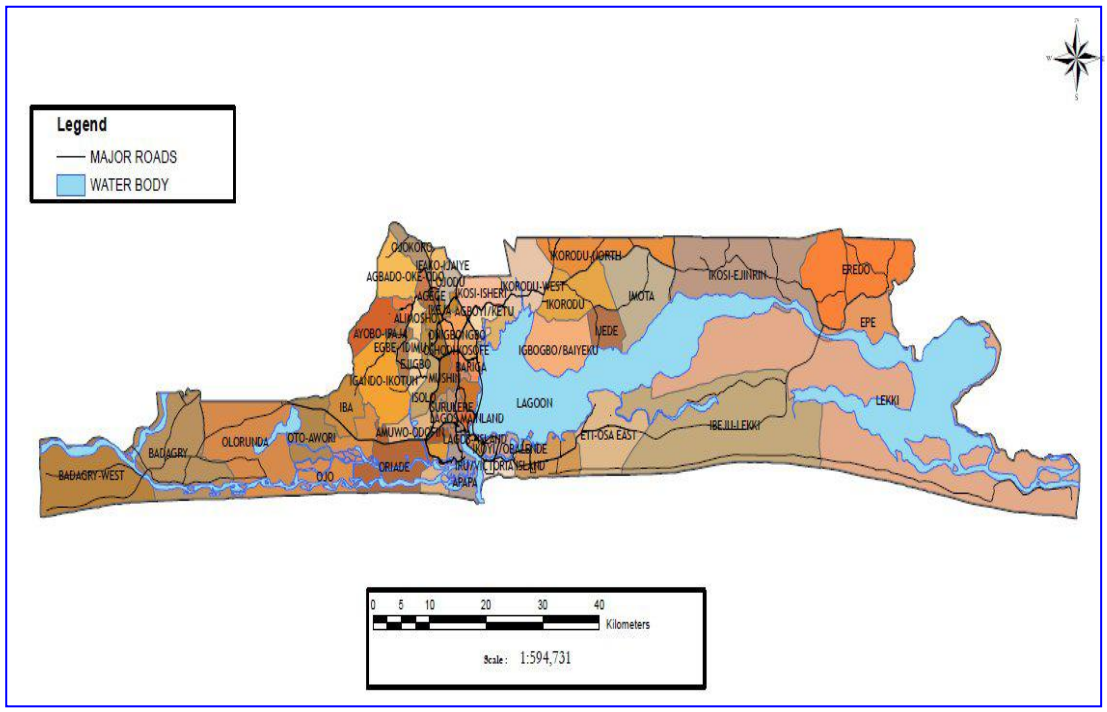
Ministry of physical planning and urban development enhance collaborative work for effective service delivery. The establishment of the laws and its application and enforcement is what brought Lagos to her current position in term of service delivery in many aspect of urban management.

An extract of the 2005, Lagos State Official Gazette No. 25 Vol. 38 have the following mandate for the Ministry of Physical Planning and Urban Development

- The Ministry shall be responsible for all Physical Planning and Urban Development in Lagos State.
- The law made provision for the creation of an authority made up of the following; the Lagos State Physical Planning and Development Authority, the Lagos Urban Renewal Authority and any other agency as may be established
- The Ministry shall when required, delegated to the Authority specific responsibilities and functions for implementation.
- The Ministry shall be responsible for preparation and approval of the following hierarchies of plans: Regional, sub-regional, master and urban centre plans.

An evaluation of Lagos metropolitan management shows that Lagos metropolitan area has no single metropolitan management agency for the management of the city. The model of Lagos represents that of multiple agencies engaged in various sectors of the metropolitan area management. However, Lagos state has a well-defined urban planning and development law that guide urban development in Lagos.

Figure 2: 17 Lagos State



Source: Detailed State map: http://www.lagosstate.gov.ng/)

2.8.2 KANO METROPOLITAN MANAGEMENT MODEL

Physical planning in Kano started as far back as 1095 and 1134, when the first city wall was build. The state has witnessed urban planning and development control legislation based as the general legislation (Township ordinance of 1917, the Building regulations of 1940 and Town and country planning laws 1946). The history of the Kano State Urban Planning and Development Authority (KNUPDA) dates back to 1962 when the greater Kano Planning and development board was established. This was later renamed Metropolitan Kano Planning and Development Board (MKPDB) in 1969. Kano State Urban Planning and Development Board witnessed some changes both in name and responsibilities in 1976. The Kano State Urban Development Board was established under edict No.5 of 1976 to succeed the defunct Metropolitan Kano Planning Authority for urban centres of the state.

According to (Yaya, 1989) the edit requires the Board to control the development and use of land in these areas and in addiction, to design industrial, commercial and residential layouts, keeping in view the social and economic aspects of the state. The powers and functions of the Urban Development Board were made explicit; Section 15 of the edict empowered the board with the planning Authority for all Urban Areas of Kano state, in line with the Town and Country Planning Law (Cap.30). The establishment of the Federal Environmental Protection Agency (FEPA) in 1989 and the subsequent directives to all the state governments to establish similar bodies, led to the creation of Kano state environmental planning and protection agency (KASEPPA) vide Edict No.15 of 1990. In 1999, the authority was transformed back into Kano State Urban Planning and Development Authority (KNUPDA) following the creation of the ministry of environment.

The Authority's Organizational hierarchy comprises of the Board of directors, which is appointed by the state government. The role of board of directors is policy formulation, direction and supervision of the authority's activities. The board's composition is made up of Chairman and part time members drawn from various spectrum of the society. Under the Board is the management committee, which is headed by the managing director, who is also the chief executive officer of the authority. The management sees to the day-to-day running of the authority and is composed of the Managing director, the secretary /Legal Adviser and all Directors/Head of Departments.

KSUPDA has seven (7) Departments and each is headed by a Director; Administration, Finance and Supply, Urban Planning, Civil and Mechanical Engineering, Architecture, Development Control; and Other Urban Centres.

2.8.2.1 The General Function of KNUPDA

(a) Provision of Planning Schemes for the State Urban Centres (Master Plans, etc.);

(b) Providing Planning Permission/Advice to the State Ministry of Land and Physical Planning;

(c) Development Control (control of use of Land, granting building/development permits and monitoring same);

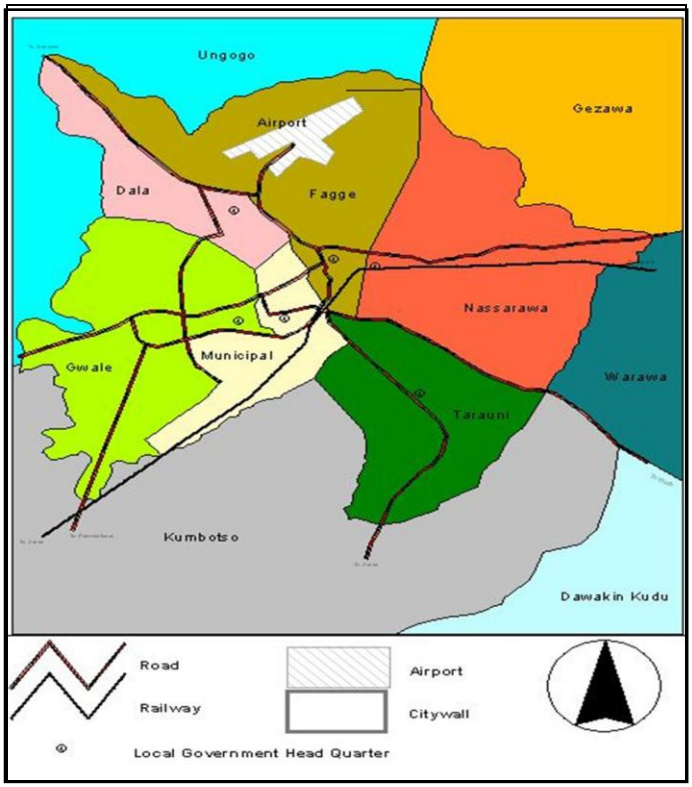
(d) Provision of amenities and conveniences including recreational facilities;

(e) Construction and Maintenance of roads and drainages;

(f) Designing of Layouts for various purposes;

(g) Coordinating the efforts of other major providers of urban infrastructure and services, utilities, refuse

Figure 2:18 Kano State Metropolitan Area



Source: Adapted from Mustapha (2013)

2.9.0 APPROACH TO EVALUATION OF ORGANISATION EFFECTIVENESS

Literature abounds on the different approaches to organisation effectiveness appraisal**.** The selection of criteria is on the basis of a researcher's particular area of interests. Cunningham (2001) identified the following as the approach to evaluation of organisational effectiveness;

i. Evaluating the performance of organisation structure (rational model and system resource),

ii. Evaluating the performance of organisation's human resources, (managerial process and organisational development), and

iii. Evaluating the impacts of organisational functions or activities (bargaining, structural functional and functional).

a. **Evaluating the performance of organisation structure:** This approach consists of the rational model and the system resource methods;

i. **The Rational Model**: The rational goal approach focuses on the organisation's ability to achieve its goals. The criteria are derived from a definition of goals the organisation is expected to achieve. These criteria are derived by various factors such as; formal statements of goals found in charters, manuals, and other documents. It could also be derived from conceptualisation of societal missions or functions of the organisation.

ii. **The System Resource Methods:** The system resource model defines the organisation as a network of interrelated subsystems. The output of one system may become the inputs of another subsystem; the organisational system functions effectively to the degree that its subsystem is in harmony and are coordinated to work together, (Cunningham, 2001).

b. **Evaluating the performance of organisation's human resources:** This approach covers the managerial process and organisational development.

i. **Managerial process**: The managerial process model evaluates an organisation's effectiveness by its ability to perform effectively certain managerial functions- decision making, planning, budgeting, and the like. The model assumes that goals are set and met as a result of the effectiveness of the various management processes.

ii. Organisational Development: This model sees effectiveness in terms of the organisation's problem solving and renewal capacities. The model develop management practices to foster; supervisory behaviour manifesting interest and concern of workers, team spirit between workers and management, confidence,

trust and communication between workers and management and freedom to set their own objectives. According to (Cunningham, 2001) in approach to the evaluation of organisation effectiveness model, attempt to answer four main questions about the organisation's capacity to understand and manage its own growth:

1. Where are we? (***Diagnosis***)
2. Where do we want to go? (***Goal setting and plans***)
3. How will we get there? (***Implementation of goals***)
4. How will we know when we do get there? (***Evaluation***)

The goal of this model is to make the organisation more effective, this cannot be accomplished until the constraints that operate within it is resolved.

c. Evaluating the impacts of organisational functions or activities: This approach include; bargaining, structural functional and functional.

i. **Bargaining:** The bargaining model conceives of an organisation in terms of exchanges and transactions of individuals and groups pursuing a diversity of goals. The bargaining model presumes that an organisation is a cooperative, sometimes competitive, resource distributing system. The bargaining model's emphasis is on how various decision makers, with different resource capabilities, utilize their resource. The procedure for measurement involves identifying decision-makers' allocation of resource towards their objectives.

ii. Structural Functional Model: The structural functional approach attempts to understand the structural patterns developed by the organisation to maintain it and grow. An organisation's effectiveness is enhanced by its ability to develop structures-alliances, traditions, doctrines, contracts, commitment, and mechanism

for participation. The major component of this model is the security of the organisation in relation to the societal forces in its environment. The stability of line of authority, communication and informal relations within the organisation, continuity of policy making and the homogeneity of outlook.

iii. **Functional Model**: In this model, the organisation's effectiveness is determined by the societal consequences of its activities. The aim of the model is how the activities of the organisation benefit society. It seek to answer the question of how do the organisation's activities serve the needs of its client groups.

2.10 EVOLUTION OF SWOT

Marrison (2007), pointed out that the origins of the SWOT analysis technique is credited by Albert Humphrey, who led a research project at Stanford University in the 1960s and 1970s using data from many companies. King (2004) recognised that it was tricky to track down the origins of the acronym SWOT. He cites Heberberg (2000) as stating that SWOT was a concept used by Harvard academics in the 1960s, and; Turner (2002) attributed SWOT to Igar Ansoff (1987), of Ansoff's Matrix fame. Delahaye, (2000)and Lerner, (1999) in Hung (2007, Using SWOT analysis to understand the institutional environments) asserted that the SWOT analysis originated from the Harvard Business School, and has dominated plans since the 1950s.

Friesner (2014), in contrast to crediting the tool to Stanford University's Albert Humphery, pointed out that SWOT is credited to two Harvard Business School Policy Unit Professor-George Albert Smith Jr and C. Roland Christiensen during the 1950s. Later in the 1950s another Harvard Business School Policy Unit

Professor Kenneth Andrew developed its usage and application. SWOT went on to be developed by Harvard Business School Policy during the 1960s until SWOT became the tool that is in use today.

2.10.1 Concept of SWOT Analysis

Gretzky (2010) defined SWOT analysis as an examination of an organization's internal strengths and weaknesses, its opportunities for growth and improvement, and the threats the external environment presents to its survival. S.W.O.T. is an abbreviation for: Strengths-Weaknesses-Opportunities-Threats and represents a group of these four factors which data are collected to reflect each of the four factors. SWOT analysis aims to identify the strengths and weaknesses of an organisation and the opportunities and threats in the environment (Dyson, 2002).

Table 2.5 SWOT Matrix

IINTERNAL	**STRENGHTS**	**WEAKNESS**
	Characteristics of the institution that give it an advantage for effective performance	Characteristics that place an institution at a disadvantage in the delivery of mandate
EXTERNAL	**OPPORTUNITIES**	THREATS
	External chances or a major favourable situation in an organization's environment.	External elements in the environment that could be an impediment to effective operation.

Source: Adapted Foong (2009)

Suh and Emtage (2005) asserted that, 'strengths' apply to current forces associated with the organisation whereas 'opportunities' refer to what actions could be taken to enhance the organisation. Likewise, 'weaknesses' refer to current problems whereas 'threats' are problems waiting to happen.

Maria (2008), also noted that SWOT analysis is one of the most well-known instruments of strategic management. Strengths – represent those competences which offer an organization competitive advantage. Weaknesses – represent those characteristics which generate competitive disadvantages. Opportunities – represent a combination of external elements, which give an organization significant advantage, in conditions of a certain course it acts, and Threats – represent a combination of external elements, which provoke some significant damage to an organization, in conditions of keeping the course of its action, a course that exists when these elements appear. The aim is to identify the extent to which the current strengths and weakness are relevant to, and capable of, dealing with the threats or capitalizing on the opportunities in the institution's environment, (Johnson, Scholes & Whittington, 2005).

2.10.2 Process of SWOT Analysis

Marrison (2014, SWOT analysis (TOWS Matrix) made simple stressed that a SWOT analysis is a process to identify where you are strong and vulnerable, where you should defend and attack. The result of the process is a 'plan of action', or' action plan'. The following areas were identified by (Marrison 2014, SWOT analysis (TOWS Matrix) made simple), for strengths and weakness to be examined.

- People (Human Resources); People and skills and Staff development.
- Properties (Building, Equipment and other facilities).
- Processes (Such as quality, finance, MIS, etc.) Financial resources, Governance, Management/Leadership, Staff development, Communication

- ❖ Products (Publication etc.); Sales, Products, Markets, Capabilities/scalability, Capital structure suppliers, Customers (market research and intellectual property).

The strengths and weaknesses are identified by an internal appraisal of the organisation and the opportunities and threats by an external appraisal. The internal appraisal examines the aspects of the organisation under study while the external appraisal scans the political, economic, social, technological and competitive environment with a view to identifying opportunities and threats. Maria (2008), all particular forms of SWOT analysis are based on two models: qualitative model or quantitative model. Qualitative model consists in realizing some lists of elements with particular characteristics. This method includes passing the following stages:

i. Enumeration of internal factors which present strengths and weaknesses of an organization.
ii. Enumeration of the main external factors which present opportunities and threats for an organization.
iii. Combination of strengths with opportunities and threats of external factors, and elaboration of some SO and ST strategies.
iv. Combination of weaknesses with opportunities and threats of external factors, and elaboration of some WO and WT strategies.
v. Synthesis of a restricted number of strategies, of an "aggregate" strategy, as a combination of those enumerated earlier, an operation which implies realization of a hierarchy of strategies depending on their importance.

The quantitative method consists in using a system of scores for internal and external factors, their aggregation resulting in a pair of coordinates which will determine the position of an organization in the space of possible strategic combinations – SO, SW, TO, or TW. The position resulted out of this approach means a net adjoining to one of the families of the mentioned strategies, which will lead to a generic suggestion of an aggressive or defensive line of behaviour, diversification or reorientation.

Foong, (2007; Understanding of SWOT Analysis) presented the following steps in swot analysis processes.

Step 1: Evaluation of the surrounding: This is the stage of studying the existing conditions of the institution in relation to the criteria for the appraisal.

Step 2: Identification of the factors: At this stage the strengths, weakness, opportunities and threats were identified.

Step 3: Pairing the SWOT factors: This would be SWOT attributes juxtaposition to derive strategic options for the institution.

Step 4 Evaluate the strategic options: The strategic options generated from juxtaposition or paring of the SWOT attributes would be evaluated.

Step 5 Selecting Strategic options: Selection was carried out from among the evaluated strategic options. This was to shorten the list of evaluated strategies.

2.10.3 Application of SWOT Model

Foong, (2007), stressed that SWOT analysis model is one of the effective analytical tools to evaluate a situation, which may be strategic related or capabilities related. Maria (2008, in the application of SWOT analysis in

industrial units) noted that SWOT analysis is one of the most well-known instruments of strategic management. The swot analysis performed on a product, on a service, a company or even on an individual. It is used for environmental scanning of an organisation. The (Foong, 2007) SWOT analysis processes was used to scan internal and external environment of the Abuja Metropolitan Management Council to determine the effectiveness of the structure and process. The outcome of SWOT analysis is used for strategic planning to reposition institution to perform within the given environment.

2.11 LESSONS OF EXPERIENCES FROM REVIEW LITERATURE

The review has revealed that the scope of urban management institutions varies from one city to the other. In some countries urban management activities is under taken by a single metropolitan management agency while in others the various components of urban management are managed under different institution. This could be the reason for the fragmented nature of urban management institutions.

The modus operandi of urban management is essentially related to decision on urban services provision and management. In the British experience city management institution relied on central government for administrative control and funding unlike the United State of American where autonomy is given to city management authority. In Johannesburg city management structure combines strong mayor-council and council-city manager structures, to have participatory governance. Tokyo operates single amalgamated metropolitan management authority. London and Brazil are examples of strong metropolitan governments which co-exist with lower tier of governments. Some cities are administered

through a system of municipal government or local government council's structure while in some cases cities are administered through municipal corporations or urban management metropolitan authority. In cities like Dallas, Los Angeles and Johannesburg for example, the services of a professional City Manager is engaged in the management of the city.

The review has also shown some authority with well-articulated institutional and legal framework for operation. This empowers and facilitates metropolitan agencies to perform well. Example can be drawn from Greater London Authority that has well-articulated Act developed in 1999 to serve as legal document for the conduct of statutory functions. In other, cities management authority has their legal standing in the country's constitution (Porto Alegre, Brazil) whereas others are establishment of the central government without well-developed structure and legal framework for operation example could be draw from Nigeria situation.

From the lessons of the reviewed work the public institutions remain the central element in the management of cities. The innovative experience of participatory budgeting in the administration of Porto Alegre municipality in Brazil is a good system for city management and can be duplicated as it has the element of citizen participation in the affairs of the state.

Urban management institution is undertaken in most countries based on the political development, urban development and urban management challenges that are peculiar to the city. The choice of any model is determined more or less by the historical past of political values and the urban development challenges of the

city. Most urban management institutions are determined by the central government and are functionally fragmented. In Nigeria urban management institution take the form of planning authority, and metropolitan authority and government ministry approach.

However, it was observed that institutional structure alone cannot give an effective operation but rather a combination of other factors like; adequate coordination of activities, capacity that meet urban management demand, legal framework and political will of the state.

CHAPTER THREE

3.0 RESEARCH METHODOLOGY

3.1 Introduction

The methodology for the study involved the review of urban management experiences in selected cities of the world, official records of coordinating agency, brochures, and gazettes. The stages of the methodology were research approach, the types of data and sources, criteria for measuring the effectiveness of the structure and process of the institution, method of data collection, analysis and presentation. Though criteria were developed for the appraisal, value judgment formed an integral part of the study.

3.2 Research Approach

The research approach selected for the study is the qualitative approach. Semi-structured questionnaire and interview were used in the data collection process. The SWOT analysis was used for the analysis of the data. SWOT is an abbreviation for: Strengths-Weaknesses-Opportunities-Threats and represents a group of these four factors which data are collected to reflect each of the four factors. SWOT analysis aims to identify the strengths and weaknesses of an organization and the opportunities and threats in the environment, (Dyson, 2004). The purpose of a SWOT analysis is to systematically identify areas where the organization excels (i.e., strengths), areas of weakness, opportunities to leverage, and threats to mitigate. The SWOT analysis matrix was used in isolating the key attributes of the institution and for generating strategic options through the process of juxtaposition of the strengths, weakness, opportunities and threats.

3.3 Area of the Study

The study was conducted on Abuja Metropolitan Management Council (AMMC) in the Federal Capital Territory. However, other institutions engaged in the management of the city were mentioned. Many ministries, agencies and parastatals that are in one way or other engaged in city management affair, but those closely related includes; Abuja Environmental Protection Board, FCT Water Board, Federal Housing Authority, Federal Ministry of Land Housing and Urban development, FCT-Federal Emergency Management Agency, Federal Capital Development Authority, Urban and Regional Planning Department of FCDA, Area Councils, Transport Secretariat, Satellite Federal Capital Territory Administration.

3.4 Population of the Study

The population for the study comprised of all the institutions listed above. These institutions were considered as those with direct or in direct concern for the management of the federal capital territory and therefore constitute the population for the study

3.5 Types and Sources of Data Required for the Study

The types of data required for the study was obtained from the primary and secondary data sources; the primary data was obtained through;

i. Personal observation, ii. Field survey and iii. Interview.

The secondary data was obtained through; review of official records, operational manual, books, reports, gazettes and the internet resources. Table 3.1 show the types of data and sources used for the research.

Table 3:1 Data Type and Sources

Types of data required	**Data Source**	Method of Data collection	Target for data
• Urban management concept, • Models of urban management, • Scope of urban management, • Stakeholder and interrelationship, • Case studies of selected city administrative structure,	Internet, published and unpublished literature	Literature review Literature review	To review the concept, models, scope and stakeholder relationship in urban management
• Structure of the organisation, • Number of departments of AMMC, • Organisational capacity to deliver her objective, • Coordination of activities, • Record on inter-agencies networking, • Stakeholders consultative meeting, • Human resource capacity	From the Institutions	Semi- structured questionnaire, oral interviews and observations	To evaluate the adequacy of the existing structure and process
• Existing legislative provisions (Legal Framework) • Policies, • Bye-law • Regulatory framework	From Institutions and government gazetted material	Semi- structured questionnaire, oral interviews and observations	To identify Policy and Legislative provision for operation
• Decision on operational strategy, • Line of action for institutional arrangement for operation, • Potentials and constraints in decision making process • Major decision on the system of services provision • Level of involvement of private organisation in decision making • Steps in decision making in an emergency	From Institutions and government gazetted material	Semi- structured questionnaire, oral interviews and observations	To assess line of decision making procedures for city management
• Frequency of board meeting • Number of meeting by departments • Stakeholder meetings • Interagency relation • Coordination • Use of ICT /internet services • feedback mechanism	How has the Institutions been able to network agencies for effective interaction leading to effective service delivery		To asses level of coordination of activities
• Opinions on strategies for better institutional frame work • Best practices management structure	Internet, published & unpublished literature	Literature review	To propose institutional framework for the management of the city

Source: Author (2012)

3.6 Criteria for Measuring Effectiveness of the Structure and Process of AMMC

The criteria were derived based on structural functional model for effectiveness evaluation as presented by Cunningham, 2001; Approaches to the Evaluation of Organisation Effectiveness). The parameters for the effectiveness evaluation includes; adequacy of structure to achieve Council's Mandate, legislative and policy provision, co-ordination of urban management activities and Process of decision making, (see table 3.2 for details).

a) Adequacy of structure to achieve FCT Urban Management Goal

The target is to examine the structure and process of urban management institution and it capacity to deliver. How is the institution structure to deliver urban management mandate? How is effort organized to meet urban management challenges of the city?

Table 3:2 Criteria for Measurement of Effectiveness of Structure and Process

Measurement of Effectiveness	Attributes of the criteria	Target of the indicators	Measurement tools
Organisational Structure environment	• Adequacy of structure • Assessment of administrative department • Workforce • Partnership with private organisation • Types of services provided in partnership with private organisation • User	How adequate is the existing structure to deliver urban management mandate effectively	Semi-structured question (opportunity for free responses) Tables, charts and SWOT matrix
Legislative and Policy Environment	• Legal/Regulatory framework • Policy on inter-agencies relationship • Policy on private sector engagement • Policy initiated	How has the existing legislative and regulatory framework empower effective operation	
Coordination Environment	• Frequency of board meeting • Number of meeting by departments • Stakeholder meetings • Interagency relation • Coordination • ICT /internet services • Feedback mechanism	How has the institutions been able to network agencies interaction between level for service delivery.	
Process of Operation Environment	• Decision marking procedure • Line of action • User satisfaction • Private sector engagement • Response to emergency • Repair on government facilities • Repair of street lights.	What procedures are adopted in achieving efficient urban services delivery What line of action or decision are taken to achieve effective operation	

Source: Author (2012)

b) Legislative and Policy Provision

The target is to examine the legislative and policy provision for the conduct of activities by AMMC and determine the adequacy of the provision in carrying out statutory function of city management.

c) Co-ordination of urban management activities

It is to determine level of networking put in place to integrate efforts within departments and among other government agencies and stakeholder with urban management concern.

d) **Process of urban management**

This established the lines of actions in decision making process in urban management issues of the city. How are decision taken? Who are involved in the decision making process? Is the operation purely public service orientation or any involvement of private organization?

3.7 METHODS OF DATA COLLECTION

Data collected for the study was through semi-structured questionnaire, extracts from official records, participant observation, and interview. Participant observation and review of official documents formed an integral part of the data collected. The interviews were used to gather data and to assess the success and failure of the different effectiveness criteria. The interview constituted an investigative interview, in which questions was asked in an open-ended form. The questionnaire was semi structured and allows for elaboration on certain subject areas, but at the same time remained systematic and broad.

3.7.1 Questionnaire Administration Method

The questionnaires for this target group were structured to cover statutory responsibilities of the council, structure and process of operation. Questionnaires were also designed to seek the views of corporate organizations with urban

management concern of the city. This was used to derive independent view on the structure and process of operation of AMMC.

3.7.2 Data Collection for SWOT Analysis

The process of data collection in SWOT analysis involves an understanding of the SWOT factors. The data are specific to the various factors in the SWOT analysis. These are mostly obtained from the institution from which an appraisal is been conducted. Data collected cover internal attributes under the control of the institution that make it to be effective in operation and external factors, those attributes hindering effectiveness that is not under the control of the institution. Data collection in SWOT analysis involves the process of retrieval of information on the various factors from the institutions and literature material.

a) **Strengths:** Strengths are an internal factor under the control of an institution. They are the internal characteristics of the institution that give it an advantage for effective performance. Data collected are those attributes that makes the institution perform effectively. Strengths are determined by juxtaposition of strengths with opportunities (see table 3.3). That is employing strengths to take advantage of the opportunities in the environment. This method is used to counter the threats that would have impacted on upon effective performance.

b) **Weakness:** Weakness is the internal characteristics that place an institution at a disadvantage in effective delivery of urban services. Data are collected on the characteristics that affect effective performance. Data were collected on issues that impact negatively on effective performance. The weakness of the institution could be overcome by developing strategy to take advantage of the opportunities

in the environment to enhance effective performance while threats could be overcome by developing strategy to improve upon the internal weakness of the institution.

c) Opportunities

Opportunities are external factors to the institution. They are favourable situation in an institution's environment. Taking advantage would make for an effective performance of an institution. The data needed revolves round external factors that would have positive impact on effective performance. This data includes policy, legislation economic situation, societal stability and technological advancement that can accelerate the institution effective operation.

d) **Threats:** Threats to an institution are external elements in the environment that serves as impediment to effective operation. The data collected relate to societal stability, approach to operation, technology, and political change that impact on the economy and conflict with similar agencies.

Table 3.3: Framework for Identifying the Strategic Option (Juxtaposition of SWOT factors)

Internal Environment / External Environment	**Strengths**	**Weakness**
Opportunities	**S-O (Strategic Options)** How can strengths be employed to take advantage of opportunities	**W-O (Strategic Options)** How can weakness be overcome by taking advantage of opportunities
Threats	**S-T (Strategic Options)** How can strengths be used to counteract threats that tend to hinder achievement of goals and pursuit of opportunities	**W-T (Strategic Options)** How can weakness be overcome counteract threats that hinder the achievement of goals and pursuit of opportunities

The SWOT matrix was used to isolate the key attributes of the institution. This was to show the key area of value and limitation to the existing structure and

process of operation. The attributes was reviewed in four cells: strengths, weakness, opportunity and threats. Matching and conversion was carried out to find the competitive advantage by matching strengths – opportunities; while converting is to apply conversion of strategies: weakness or threats into strengths or opportunities.

3.7.3 Participant Observation

This is the gathering of primary data by investigator's own direct observation of relevant people, study operation procedure and situations by viewing or seeing without asking from the respondent. This method will yield information which people are normally unwilling or unable to provide hence provides data on what actually happens.

3.7.4 Field survey

Situation observational approach was used to gather first-hand information on the structure and process of urban management institution in the city. This was used to capture variety of interactions, and explore the appraisal by directly observing the operations and activities of the institutions in the delivery of statutory mandates**.**

3.7.5 Review of relevant material

The review of literature forms an integral part of the method of data collection process for the research. The literature was obtained from published and unpublished materials, these include; textbooks, journals, regulatory document, manuals, information pamphlets, brochures, gazettes, research reports and the internet.

3.8 METHOD OF DATA ANALYSIS AND PRESENTATION

3.8.1 Data Analysis by SWOT

The SWOT Analysis Matrix was adopted in isolating the key attributes of urban management activities in the FCT. This was to show key area of values and limitation to the existing structure and process of operation. The attributes were reviewed in four cells (refer to table 3.3 for details; strengths, weakness opportunity and threats). Matching and conversion was used to find the competitive advantage. The following stages were identified for the analysis of SWOT to formulate strategic options.

Step 1: Evaluation of the surrounding: At this stage the existing conditions of the institution was studied in relation to the criteria for the appraisal.

Step 2: Identification of the factors: At this stage the strengths, weakness, opportunities and threats were identified.

Step 3: Pairing the SWOT factors: The SWOT attributes listed were juxtaposed to derive strategic options for the institution.

Step 4 Evaluate the strategic options: The strategic options generated from juxtaposition or paring of the SWOT attributes were evaluated. It involved quick evaluation of each of the strategies is necessary to determine option that appears repetitive.

Step 5 Selecting Strategic options: Selection would be carried out from among the evaluated strategic options. This was to shorten the list of evaluated strategies.

3.8.2 DATA PRESENTATION

Data presentation was by tables and the SWOT matrix table for identifying strategic options.

4.0 STRUCTURE AND PROCESS OF URBAN MANAGEMENT IN FCT

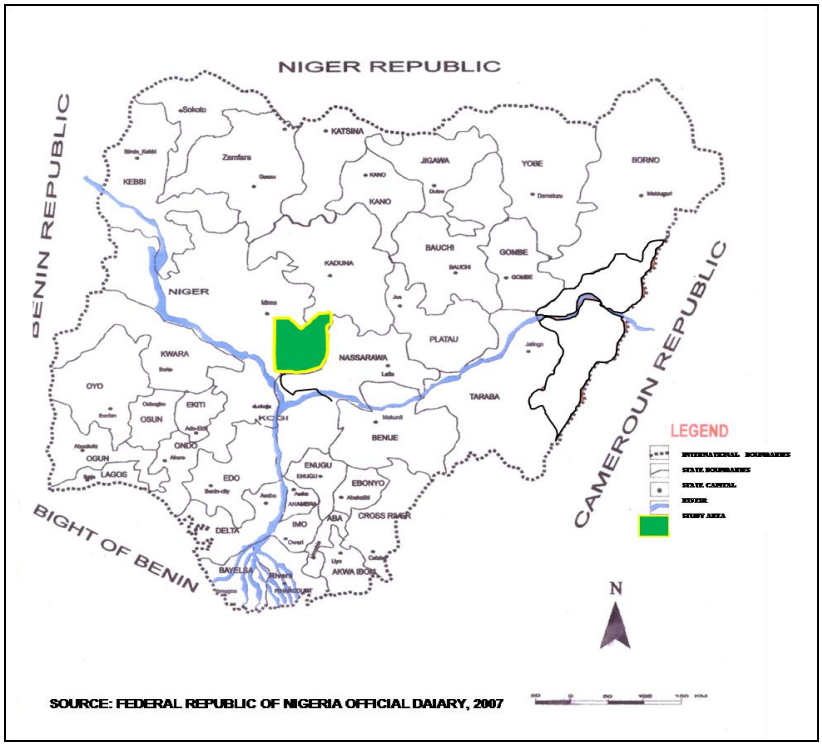
4.1 INTRODUCTION

Abuja, the capital city of Nigeria came into being on February 4, 1976, by Federal government decree, (Ikoku, 2004). The paramount role however is to serve as a symbol of Nigeria's aspiration for unity and greatness, (FGN 1975; AFRICA 1983) in (Ikoku, 2004). The FCT is administered by the Minister of the Federal Capital Territory through the various departments, agencies, boards and councils. The FCT administrative structure consists of seven secretariats and two agencies; and other institutions engaged in different sectors of the city. Among these is the Abuja Metropolitan Management Agency (AMMA) that was established in in 2005 by an Executive Order in 2004.

4.1.1 GEOGRAPHICAL SETTING

The Federal Capital Territory lies between latitudes and longitude 9°4′N 7°29′E/ 9.067°N7.483°E. Abuja is located in the centre of Nigeria and has a land area of 8,000 square kilometres. The FCT shared boundary with Kaduna, Niger state in the north, east with Nassarawa state, on the western with Niger state while the south with Nassarawa, and Kogi state. It has savannah grass vegetation and has rich soil for Agriculture and enjoys an equable climate that is neither too hot nor too cold all year round. The FCT experiences two weather conditions in the year. The rainy season, this begins around March and runs through October, the dry season (usually characterized by bright sunshine) which begins from October and ends in March. Within these periods, there is a brief period of harmattan occasioned by the north east trade wind, with a resultant dusty haze and intense coldness and dryness. Nevertheless, the high altitude and undulating terrain of the FCT act as a modulating influence which makes the weather always moderate.

Fig: 4. 1 Federal Capital Territory in National Context



4.1.2 ADMINISTRATIVE STRUCTURE OF FCT

There are six Area Councils in the FCT with the status, rights and privileged of Local Governments of States in the Federation. The six Area Councils and their Headquarters are as shown below in table 4.1

Table 4.1 Area Council in the FCT

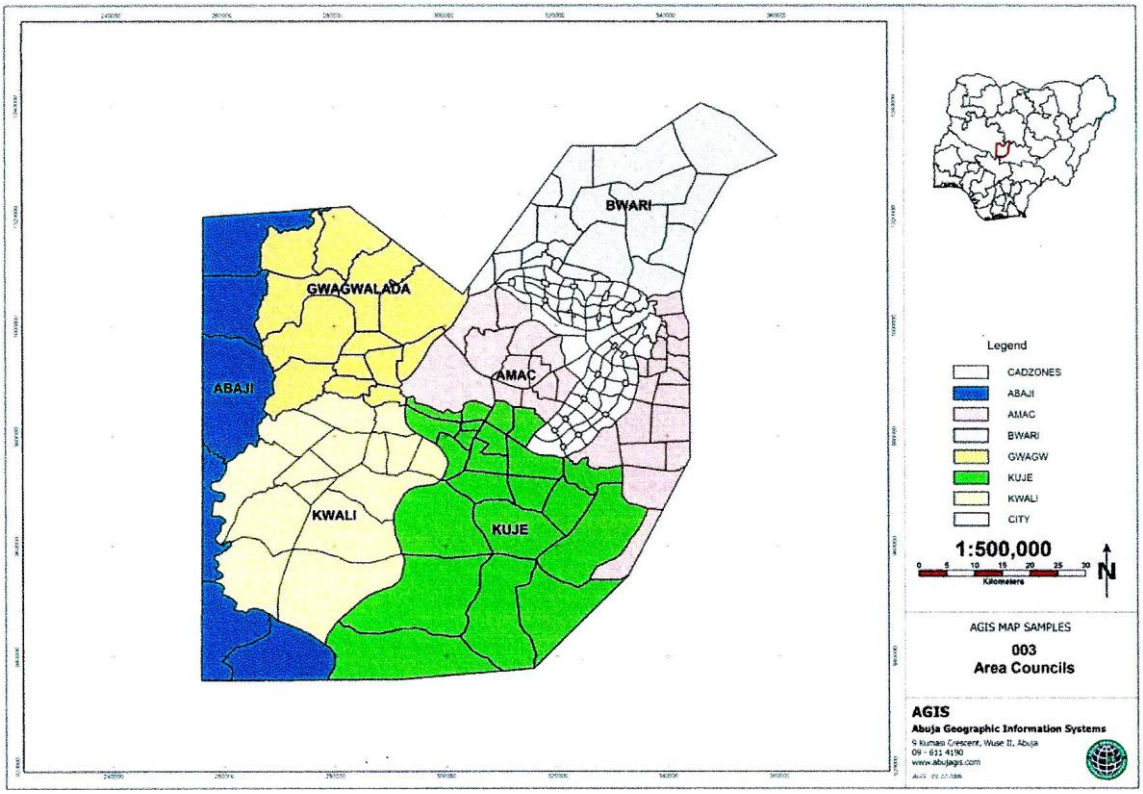
S/No.	Area Council	Headquarters
1.	Abuja Municipal	Abuja
2.	Abaji	Abaji
3.	Bwari	Bwari
4.	Gwagwalada	Gwagwalada
5.	Kwali	Kwali
6.	Kuje	Kuje

Source: FCTA (2013)

The Abuja Area Council operates like any elected local government council in the federation. The linking point of the Area Councils to the FCTA

administration is through the Area Council Secretariat. The council consists of the following functional departments.

Fig: 4.2 FCT Regional Contexts



Source: AGIS (2012)

4.1.3 Population of FCT

Abuja has witnessed a huge influx of people since 1992; for every Nigerian seeking greener pastures for living. At the 2006 census, the city of Abuja had a population of 1,405,201, (NPC, 2006), making it one of the top ten most populous cities in Nigeria. The projected population for the FCT in 2013 was 1,706,744.

Table 4.2 FCT 2006 Population Projected 2013

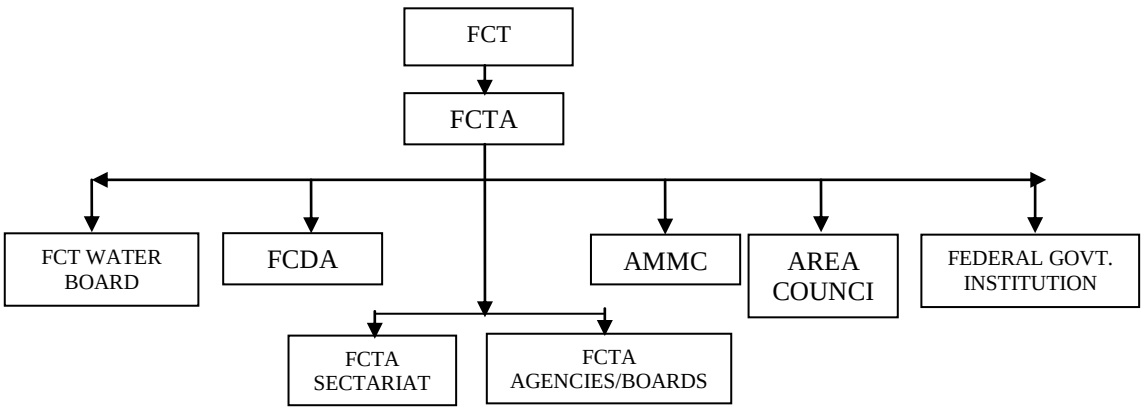
LGAs	Population	Males	Female
Abaji	71,384	34,756	36,628
AMAC	954,748	511,567	443,181
Bwari	281,978	141,861	140,117
Gwagwalada	183,079	86,613	96,466
Kuje	119,583	60780	58803
Kwali	106,185	53382	52590
Total	1,706,744	888,959	827,785

Source: National Population Commission (2006)

4.2 INSTITUTIONS ENGAGED IN URBAN MANAGEMENT IN THE FCT

The Federal capital has witnessed different management arrangement since its inceptions in 1979. This incliude FCDA, Ministry of Federal Capital Territory (MFCT), and currently the Federal Capital Territory Administartion(FCTA). The above management structure have different departments, agencies, boards and council. Below are the functional responsibilties of some selected agencies and boards engaged in urban management activities of the city.

Fig. 4.3 Key Urban Management Institutions in the FCT



Source: Author's Field Survey (2013)

4.2.1 FEDERAL CAPITAL DEVELOPMENT AUTHORITY (FCDA)

Section 1 sub-section 1 of the Federal Capital Acts Chapter 128 states;

There is hereby established a capital territory in and for Federal Republic of Nigeria to be designated as the Federal Capital Territory, Abuja (hereinafter referred to as the "Federal Capital Territory".

(2) The Federal Capital Territory shall consist of the area described in the First Schedule to this Act.

Section 3 (1) There shall be established an authority to be known as the Federal Capital Development Authority which shall consist of a Chairman and eight other members to be appointed by the President.

(2) The Authority shall be a body corporate with perpetual succession and a common seal.

4.2.1.1 The Vision and Mission of FCDA

The Vision: FCDA vision is to build a first class Capital City and Territory comparable to the best Capital Cities and Territories in the world.

The Mission: The mission is to build the Abuja City and the Territory in compliance with the Abuja master plan; taking into consideration all the reasons that necessitated the movement of the Federal Capital from Lagos; and to establish a result oriented administration with constant focus on service delivery.

4.2.1.2 The Functions and Powers of the Authority

The functions and responsibility of FCDA is enumerated in section four of the FCT Act.

4. (1) Subject to and in accordance with this Act, the Authority shall be charged with the responsibility for:

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 land use with respect to town and country planning within the rest of the Capital Territory;

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

(d) The establishment of infrastructural services in accordance with the master-plan referred to above; and

(e) The co-ordination of the activities of all Ministries Departments and Agencies of the Government of the Federation within the Federal Capital Territory.

(2) Subject to the other provisions of this Act, the Authority shall have power to do anything which in its opinion is calculated to facilitate the carrying on of its activities including, without prejudice to the generality of the foregoing, power-

(a) To sue and be sued in its corporate name;

(b) To hold and manage movable and immovable property;

(c) To construct and maintain such roads, railways, sidings, tramways, bridges, reservoirs, water courses, buildings, plant and machinery and such other works as may be necessary for, or conducive to, the discharge of its functions under this Act;

(d) To purchase or otherwise acquire or take over any asset, business, property, privilege, contract, right obligation and liability of any person or body (whether corporate or unincorporated) in furtherance of its activities;

(e) To enter into contracts or partnerships with any person or body (whether corporate or unincorporated) which in the opinion of the Authority will facilitate the discharge of its functions under this Act?

(f) To train managerial and technical staff for the purpose of the discharge of functions conferred on it by or in pursuance of this Act.

(g) To undertake such research as may be necessary for the performance of its functions under this Act;

(h) To exercise such other powers as are necessary or expedient for giving full effect to the provisions of this Act.

4.2.1.3 Departmental Structure of FCDA

The FCDA consists of the following departments; Engineering; Survey and Mapping; Resettlement and Compensation; Finance and Administration; Mass Housing; Satellite Town Planning; Urban and Regional Planning; Public Building and Procurement. The functions of each department are briefly discussed below. (See Fig: 4.1 for Federal Capital Development Authority (FCDA) Organogram)

i. The Department of Engineering Services

The Department has the statutory responsibility for the Conception, Planning/Design, Procurement and Development of Engineering Infrastructure/services in the Federal Capital City according to the Abuja Master Plan. The activities of the Department also include Geological Investigation, Engineering Studies, Engineering Designs, and the Construction/Supervision of Infrastructural Facilities. These facilities include road works, water supply, storm and foul sewage, electricity and telecommunications systems. The department has six (6) divisions, City Infrastructure (North), City Infrastructure (South), City Infrastructure (Central & Regional), Water and Sewage, Logistics and Design

Electrical); and two (2) specialized units which includes Geology and Administration.

ii. The Department of Survey and Mapping

The department is vested with responsibility for all Surveying and Mapping works in the Federal Capital Territory. This includes; Survey activities of parcel of lands in the FCT, layout designs, production of TDP for certificates of Occupancy, Demarcation of farm lands, and quarry sites in the regions, Maps production of varying scales such as digital and line maps for the FCT, Re-establishment of controls in and around the FCT, Charting and Recording of plots allocated, Documentation of plots, supervision of all registered surveyor practicing in the FCT. The Department is further split into divisions with each performing complimentary but distinct functions. Below are the divisions and their functions. Urban Survey, Regional Survey, Mapping and Control, Cartography and Logistics:

iii. The Department of Finance and Administration

The Administration component of the Department of Finance and Administration is responsible for the effective and efficient management of materials and Human Resources for the FCDA. The Administration arm comprises of three divisions which are Appointments, Promotions and Discipline (APD) Division; Staff Welfare, Training and Security Division; and Supplies Division. The finance component comprises of three divisions which are Finance and Accounts, Revenue, Budgets and Planning.

iv. The Department of Mass Housing

The Department of Mass Housing was established to be responsible for and effectively co-ordinate the execution of the Mass Housing scheme in accordance

with the Abuja Master Plan. The Roles and Functions of the Department include; to develop the FCT Housing Policies and Regulations in line with the existing National and FCT Laws, Regulations and Policies. Prepare Manuals for the provision of affordable Housing and basic infrastructure in accordance with FCT Regulations and National Building Codes for sustainable human settlement. Establish criteria, systems and procedure for the development of new housing schemes within the framework of a new policy by the organized Private Sector. Establish a methodology for engaging stakeholders (in the areas of communication and consultation). Establish benchmarks and checklists for all developers to satisfy, prior to the commencement of any mass housing development discussions. This will include an assurance of the developer's managerial, technical and financial abilities. Carry out additional functions as may be necessary for the achievement of the objectives of the FCT Housing Policy.

v. Department of Satellite Towns Infrastructure

The Satellite Towns Development Agency (STDA) was transferred to the Federal Capital Development Authority (FCDA), as the Department of Satellite Towns Infrastructure (DSTI). The vision of the DSTI is to run the department as a highly professional government establishment through the provision of efficient engineering infrastructure while the mission is to provide functional, efficient and cost effective services in the satellite towns of the Federal Capital Territory. The Statutory Responsibilities of the defunct STDA transferred to the DSTI is:

- To open up/develop the Satellite Towns by providing infrastructural facilities to the teeming rural dwellers, thereby improving their living standards.
- To provide a better environment through the provision of basic amenities which would further reduce the pressure already existing in the capital city.

- To develop and upgrade the Satellite Towns,
- To develop linkages between the Satellite Towns and the Federal Capital City (FCC),
- To work towards the development of the satellite towns, rural / relocation / resettlement areas through the provision of link roads, potable water, and electricity. The designated Satellite Towns includes; Bwari, Kubwa, Karshi, Kuje, Kusaki Yanga, Dobi, Anagada, Gosa, Abuja North West, Abuja South West,

vi. The Department of Urban and Regional Planning

The Department of Urban and Regional Planning is charged with the physical planning, and monitoring of land use in the territory. The Department has undergone a lot of transformation over the years, reflecting the scope of services it provides. When created in 1979 it was known as the Department of Planning and Architecture. But by 1982, it had transformed to Planning and Survey. It remained in this form until 1991 when it was renamed Planning, Land & Survey but again in 2001 it again became known as the Department of Planning and Survey. Finally with the latest management reforms of 2004, it is currently known as the Department of Urban & Regional Planning. The Department presently has a staff strength of 110 Technical and Professional staff as well as 53 Administrative staff including those that cover the Zonal Planning offices in the Area Councils of FCT. For effective discharge of responsibilities, the Department operates under a three divisional structure as outlined; urban planning division, regional planning division, logistics, budget and research division.

vii. The Department of Public Buildings

The Department of Public Buildings is responsible for the development of public buildings and housing in the Federal Capital Territory. It undertakes the designs, evaluation, costing and production of Tender documents and supervises construction works. The Department also advises the FCDA and any government organization on building and related issues within the FCT. The Department of Public Buildings comprises of seven divisions which are as follows: Architecture Designing and Construction, Logistics and Cultural Buildings, Ministries and Cultural Buildings, Quantity Surveying, Institutional Buildings, Housing Resettlement.

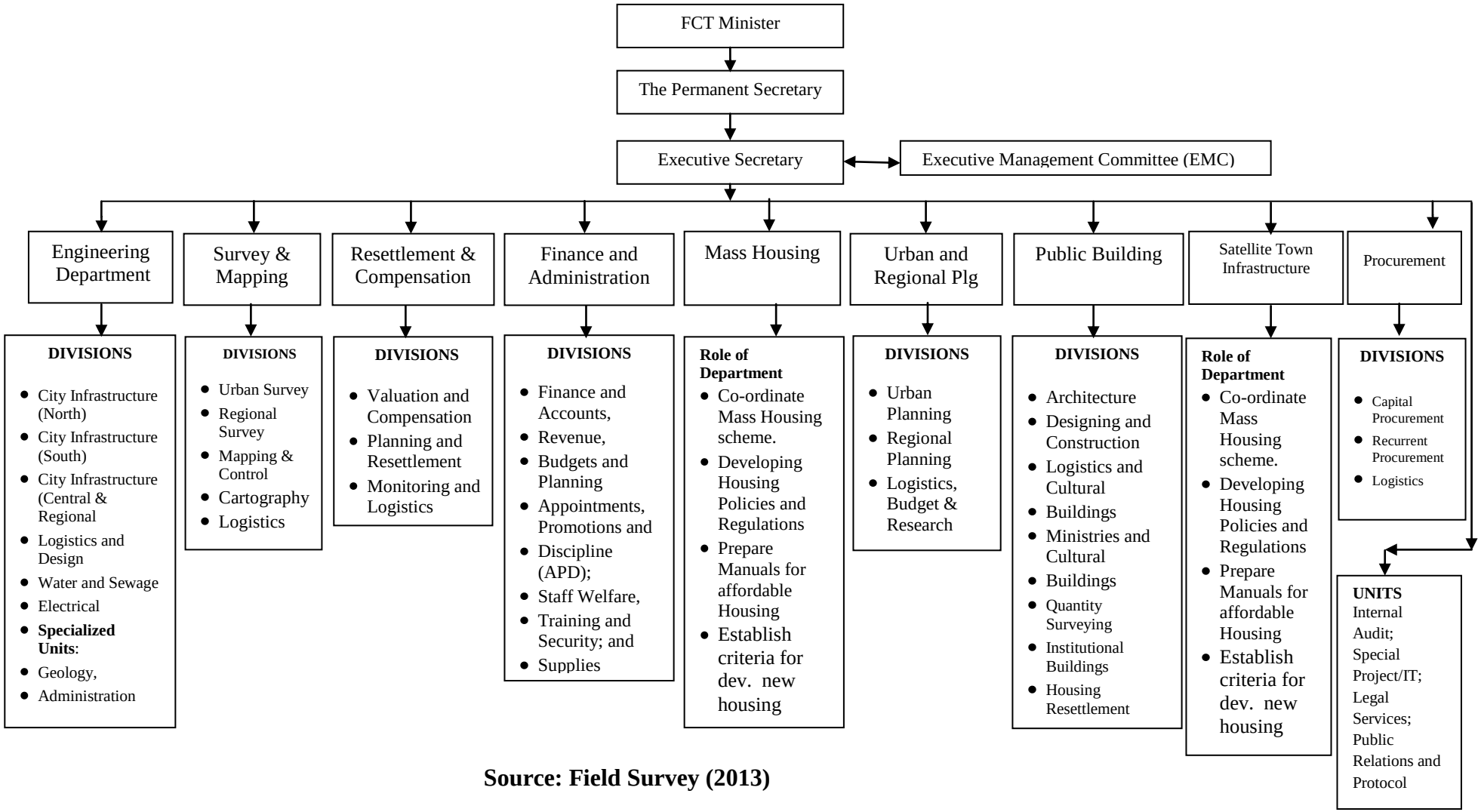
viii. The Department of Procurement

The Department of Procurement of FCDA was established on 18th July, 2008 in line with the 2007 Procurement Act and the directive of the Federal Government to that effect. The department has three Divisions namely:- Capital Procurement, Recurrent Procurement, and Logistics. The function and scope of operation of the Department is as dictated by the Procurement Act.

ix. **Special Projects/Information Technology Unit**

Headed by a Deputy Director, this unit assists the Executive Secretary in the day-to-day running of the Authority. The unit also co-ordinates the activities, mandate Secretariats on policy formulation, administrative and technical issues of the FCT.

Fig: 4.4 Federal Capital Development Authority (FCDA) Organogram



Source: Field Survey (2013)

4.2.2 MINISTRY OF FEDERAL CAPITAL TERRITORY (MFCT)

In 1979, Official Gazette Extraordinary No.55 Vol. 66 of 26th October, 1979 known as" Assignment of Responsibilities to Ministries" , assigned the following functions to the defunct Ministry of Federal Capital Territory

(a) Planning and Development within the Federal Capital Territory; (b) Control of Development within the Federal Capital Territory; (c) Arrangement for the provision of social services; the then Ministry of Federal Capital Territory had twelve (12) Parastatals Companies and Agencies namely;

1) FCT Water Board;
2) Abuja Environment Protection Board;
3) FCT Sports Council;
4) Abuja Council for Arts and Culture;
5) Abuja Urban Mass Transport Company;
6) Christian pilgrims Welfare Board;
7) Muslim Pilgrims Welfare Board;
8) Agency for Mass Education;
9) Abuja Agricultural Development Project (ADP);
10) Primary Education Board;
11) Area Council Service Board;
12) Abuja Investment and Property Development Company Ltd.

Each of the department is headed by a Director and they have responsibility for FCT major areas of operations.

4.2.3 FEDERAL CAPITAL TERRITORY ADMINISTRATION (FCTA)

The Federal Capital Territory Administration was created on December 31, 2004 following the scrapping of the Ministry of the Federal Capital Territory (MFCT). The FCT Minister is appointed by the President and assisted by Minister of state and the Permanent Secretary. The Minister administers the Federal Capital Territory through seven administrative structures called secretariats. They are; Education secretariat; Transport Secretariat, (See appendix for organogram).

4.2.3.1 Agriculture and Rural Development Secretariat;

The department was established in 1980 as a department and was upgraded to the status of mandate secretariat by the presidential order of 199, by section 299 and 302 of the constitution of the Federal Republic of Nigeria 1999, and section14 and 18B of the Federal Capital Territory ACT Cap F6 Law of Nigeria 2004. The secretariat has the following departments; Administration and Finance, Agriculture Department, Agriculture and Rural Development Project (ADP) Agency. In addition, the following Offices were also established under the Honourable Secretary of the ARDS Office Planning, Research and Statistics Office, Cooperative office, audit office, legal office and Public Relation Office. The Agriculture and Rural Development Secretariat is charged with the responsibility of accelerating the development of Agriculture and Rural Development in Federal Capital Territory to improve the challenges of employment generation, economic empowerment and food security

4.2.3.2 Area Council Secretariat

The cardinal functions of the Area Councils Services Secretariat are like any Local Government or Local Government Bureau in the States. This is clearly spelt

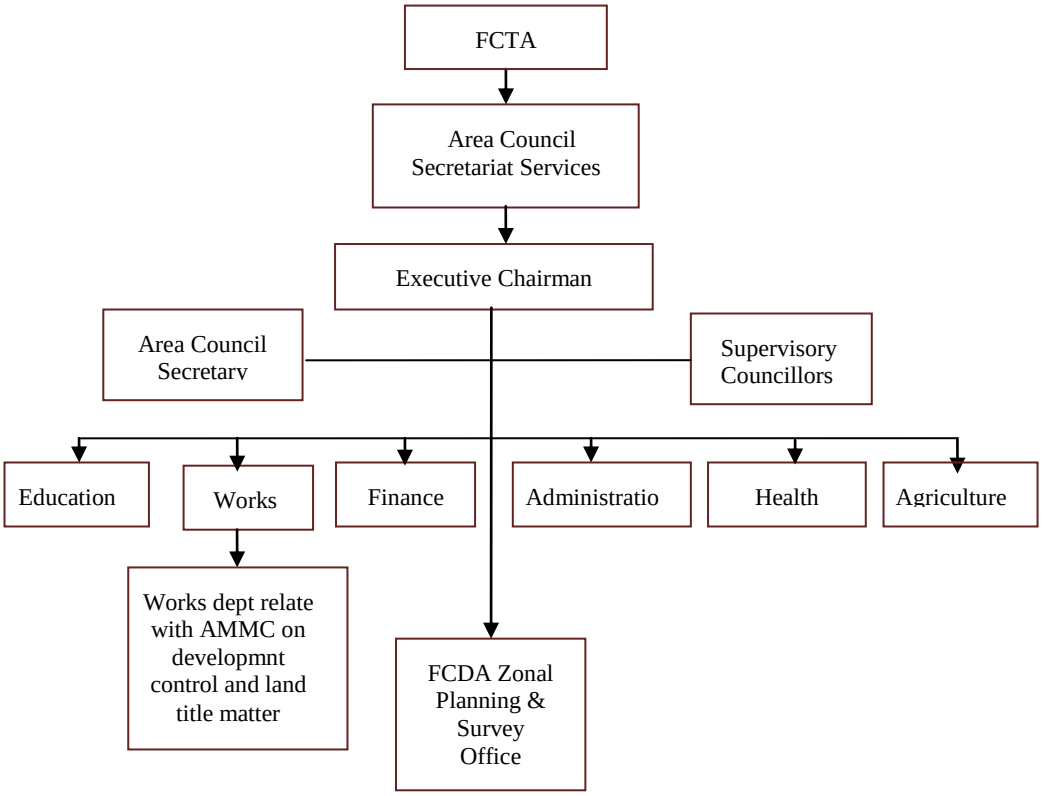
out in Chapter III page 28 of the Guidelines on Local Government Administration in Nigeria.The Area Council Secretariat supervises all administrative and supplies matters. Provides services in establishment, training, staff welfare, discipline/open/confidential registry, and supervises stores, archives, tenders, due process etc. Takes inventory and analyze the location distribution of various projects, assess the viability of proposed projects, assess and compel adherence to due process, help in building Area Council Works Department capacity on standing practices of project.

There are six area councils in the FCT; these include Abaji, AMAC, Bwari, Gwagwalada, Kuje, and Kwali. Each of the six area councils has an elected Executive Chairman who administered the Council. The area councils were created to enhanced rural development through provision of basic social amenities, waste management and evacuation. The responsibility of the Council's Chairman is to direct and oversees the functions of departments and units, for effective management and control as well as good governance, accountability, and transparency. These departments are; administration, finance, works, education, health, agriculture and audit.

A head of department or section leads the team for department or section. A supervisory councillor oversees the activities of a service department. The supervisory councillor is by appointment to deliberate on issues affecting the Council at the finance and general purpose committee (F&GPC) in collaboration with the legal unit of the council. The councillors who represent the wards of the area council chair subcommittee. The Area Council collaborate with the AMMC

on matter relating to development control and conformity to the regional plan provisions of the FCT.

Figure 4.5: Broad Administrative Structure of the FCT Area Councils



Source: Field Survey (2013)

4.2.3.3 Transport Secretariat

The transport secretariat vision is to provide an effective and efficient Transportation System in the FCT through pro-active planning, effective monitoring, safe, accident free and infrastructural development in consonance with the Abuja Transportation Master Plan to meet the expectation of public. The Secretariat also partners with stakeholders like the Nigeria Railways Corporation (NRC), Federal Ministry of Transport, Nigerian Police, Federal Road Safety Corps (FRSC), National Union of Road Transport Workers (NURTW), National Union of Road Transport Owners (NARTO) etc. and supervises the operations of

Bus Mass Transit operation into three operation zones to Nationwide Unity Transport Limited (NUTL), Sonic Global Resources (Nig. Ltd) and Abuja Urban Mass Transit Company AUMTCO). The Secretariat is made up of four departments. They are as follows: Transportation department, Public transportation, Administration and Finance and Directorate of Road Traffic Services.

4.2.3.4 Health and Human Services Secretariat

Health and human service secretariat is involved in the provision of medical and hospital services, health policy formulation and planning, regulation and oversight functions for all private medical service providers and manpower development. It consists of the following departments: health planning, programme formulation, budget and procurement and due process, research, monitoring and evaluation of programmes and Projects.

4.2.3.5 Social development Secretariat;

Provision of excellent social services and adequate recreational facilities for residents of the FCT The department includes**:** Administration and Finance, Arts and Culture, Sports, Gender Development, Tourism and Social Services

4.2.3.6 Education Secretariat Functions:

The secretariat is involved in the provision of qualitative, accessible and affordable education to FCT residents; through concerted efforts of agencies and departments under the secretariat. The departments are administration and finance.

4.2.3.7 Legal Services Secretariat;

The secretariat provides legal advice, defends and prosecutes matters in which the Administration or any of its Agencies is a party and provides contractual and legislative services. The Five Departments within the Secretariat see table

Table 4.3 **Legal Services Secretariat Department and Functions**

Departments	Functions
ADVISORY SERVICES:	1. General Legal Advice. 2. FCDA Advisory Issues. 3. Citizen Right Protection. 4. Criminal Advisory Services. 5. Administration of Justice. 6. Research. 7. Area Council matters.
DEPARTMENT OF LITIGATION:	1. Litigation. 2. Law Reporting and Case Law. 3. Appeals. 4. Brief Liaison. 5. Litigation Registry. 6. Litigation Research. 7. Alternative Dispute Resolution (ADR).
DEPARTMENT OF LEGAL DRAFTING:	1. Contract Agreement (Local and International). 2. Drafting of Bill, Regulations, Orders, Legal, Notices. 3. Vetting of Bonds and/or Bank Guarantees. 4. Agreement Registry. 5. National Assembly Liaison. 6. Monitoring of Bonds/Contracts Oversight/Bonding/Oath of Secrecy. 7. Commercial Drafting – Tenancies, Leases.
DEPARTMENT OF CORPORATE SERVICES:	1. FCT Meetings. 2. Incorporations/C.A.C. Liaison. 3. Investment Issues. 4. Law Library & Publications. 5. Public Private Partnerships. 6. Literature Empowerment. 7. Information Technology
ADMINISTRATION DIVISION: This division is responsible for the effective and efficient management of material and human resources. It coordinates all issues relating to:	1. Appointment 2. Promotion 3. Discipline 4. Staff Training/Development 5. Staff Welfare i. Transport ii. Office Accommodation iii. Processing of Retirement/Withdrawal Benefits iv. Processing of Death Gratuity v. Industrial Attachment for SIWES Students vi. NYSC matters vii. Labour Matters

Source: Adapted from FCTA (2013)

4.2.4 ABUJA GEOGRAPHIC INFORMATION (AGIS)

Abuja Geographic Information System was established in 2003 to embark on complete computerization of the cadastral and land registry of the FCT. The establishment of AGIS revolutionize the operations of the Land Administration and other land related departments of the FCT.. Decision concerning land can now be taken from an informed position with a reliable and up to date data. The assignment of AGIS includes the introduction of SDI (Spatial Data Infrastructure) for F.C.T., the computerization of spatially related workflows in selected FCDA departments and agencies and the build-up of the AGIS Resource Centre.

AGIS is the new FCDA (Federal Capital Development Authority) department for computerized land administration. The "AGIS Resource Centre" is a service company for: spatially related data and services for F.C.T. The vision of AGIS is to become a comprehensive, all-inclusive fool proof and state of the art computerised geospatial data infrastructure for the federal capital territory Abuja-Nigeria while the mission is to provide basic and quality services which every citizen is entitled to, in a quality, fair, honest, effective and transparent manner.

4.2.4.1 Services offered by AGIS

It prepares and issue of certificates of occupancy, and other certificates. Issue Right-of-Occupancy, production and printing of titled deed plan (TDP). Street naming and house numbering in FCT, Provision of Geospatial information infrastructure for FCT, The only official source of Geospatial data for FCT, Textual and graphic data on FCT, including land record, aerial photographs, satellite images, engineering drawing, and scanned pictures of building, Property

search and verification of land record, Application for land allocation and Revenue collection.

4.2.5 ABUJA ENVIRONMENTAL PROTECTION BOARD (AEPB)

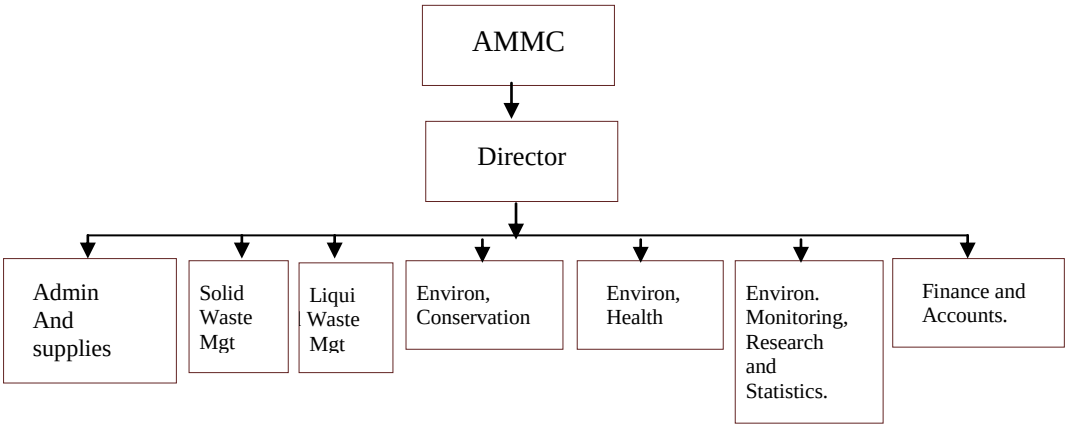
Abuja Environmental Protection Board was founded in 1989 with main objective of making the city safe, clean and city beautiful. The vision of the Board as enshrined in the AEPB Act of 1997 is to achieve a sustainable, clean, healthy and beautiful environment in the Territory while the mission of the Board is to secure the quality of environment adequate for the health and wellbeing of the residents of the Territory. The AEPB has the following functional departments involved in different aspect of environment maintenance and protection

Table: 4.4 AEPB Department and Services

DEPARTMENT	SERVICES OF AEPB
Admin. & Supplies.	❖ General administration of the board ❖ Management meeting and dissemination of information to departments, unit and sections ❖ Purchase and supplies
Solid Waste Management	❖ Procurement and Distribution of Waste Receptacles to Tenement, Government Agencies etc. ❖ Prompt and efficient refuse collection, storage and disposal at least twice a week. ❖ Effective management of waste transfer stations [WTS] separation of waste. ❖ Landfill site to secure the Environment for present and future generations of FCT residents. ❖ Management of special waste [Hospital and Hazardous waste]. ❖ Street Cleaning and Litter Control on daily basis.
Liquid Waste Management.	❖ Connecting public and private properties to the central sewer lines within two weeks of payment. ❖ General maintenance of the sewer lines within 48 hours of receiving complaints. ❖ Septic Tank Emptying – respond within 48 hours. ❖ Operating and Maintenance of Barracks Aerators [Mini Treatment Plants]. ❖ Flood control - Clearing out of storm water drains before and after the rains.
Environmental Conservation.	❖ Erosion control ❖ Conservation of Hilltops, and River Valleys ❖ Biological Survey ❖ Conservation of unique land forms and ecological monuments ❖ Rehabilitation of Degraded site e.g. Burrow pits, quarry sites, etc ❖ Conservation of undeveloped plots & other incidental open spaces ❖ Regulation of Gudu cemeteries and other cemeteries in the city With a view to providing a befitting burial place for the dead ❖ Vegetation control
Environmental Health	❖ Routine Public Health Inspection. ❖ Enforcement of Environmental Offences. ❖ Pest and Animal Control. ❖ Burial of unclaimed corpses. ❖ Health Education.
Environmental Monitoring, Research and Statistics.	❖ Environmental Impact Assessment. ❖ Pollution Monitoring and Quality Control. ❖ Environmental Degradation and Development Monitoring. ❖ Poster Control and Public Safety. ❖ Laboratory Services. ❖ Planning Research & Statistics
Finance and Accounts.	❖ Computerization of Billing System ❖ Payment for services at designated banks. ❖ Receipt for all payments. ❖ Generation of enough revenue to sustain the services.

Source: Adapted for AEPB Servicom Charter (2013)

Fig. 4.6 Broad Organizational Structure of AEPB



4.2.6 FCT Water Board

The FCT Water Board was established in October, 1989 from the Water and Sewerage Unit of the Engineering Department of Federal Capital Development Agency (FCDA). At its creation, the Water Board was given the following mandates to fulfil in providing potable water for the residents of the Federal Capital Territory (FCT).

- To control, manage, install, maintain all water works and services vested or to be vested on the Board by the Minister;
- To ensure the supply of potable water of adequate quantity and quality for the Territory;
- To harness all water resources of the Territory for economic development;
- To encourage the conduct of research for the purpose of carrying out its functions;
- To submit the result of such research to the Minister for policy formulation relating to water.

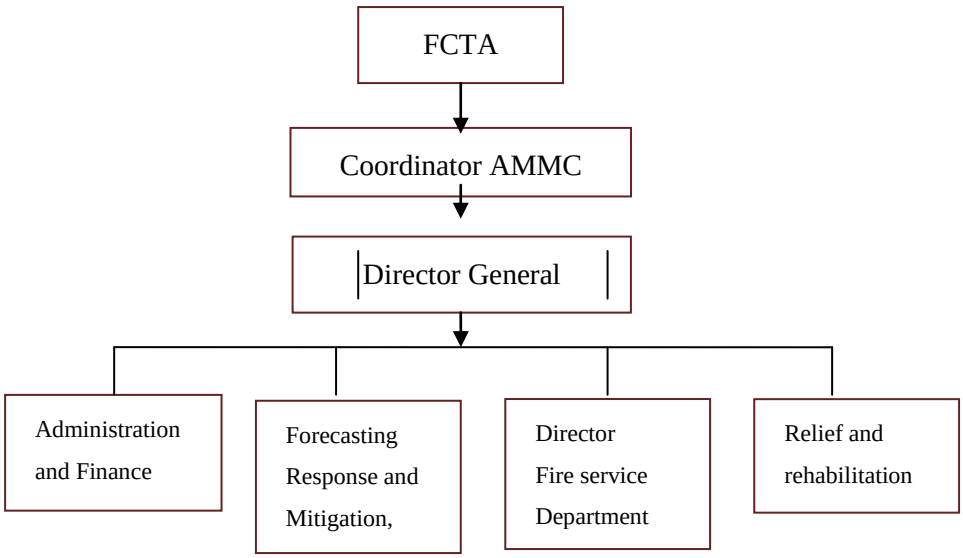
This mandate appears to cover the core responsibilities that a water supply organization would be expected to deliver, although breaking this down into the core responsibilities are: To develop, manage and control water resources within

the Federal Capital Territory at economic rates including: Installation, Maintenance and Security, Distribution and Billing, Service, Quality and Performance, Strategy and Policy, Research and Sustainability, Supply and pollution control in the Territory.

4.2.7 FCT EMERGENCY MANAGEMENT AGENCY

The FCT Emergency Management Agency (FEMA) was established in July 2013 in accordance to National Emergency Management Agency (NEMA) Act 1999. It has the responsibility of overseeing all emergency and response matters in the Federal Capital Territory. The mandate includes swift and efficient management of all emergency challenges across the Territory. The aim and objectives of establishing FEMA is to coordinate all the disaster related activities within the FCT. Prepare for any disaster as well as to prevent disaster and also to mitigate disaster. The Agency will also provide basic infrastructure and immediate rescue services to affected persons in Abuja. The structure of the Agency has for four departments; administration and finance, fire service, forecasting response and mitigation, relief and rehabilitation. The Agency has a Director General who report to the Coordinator AMMC. Each of the department has a director that is report to the director general of the Agency.

Figure 4.7 FCT Emergency Management Agency



Source: Adapted from FEMA (2014)

4.2.8 FEDERAL HOUSING AUTHORITY (FHA)

Federal Housing Authority is parastatals under the Federal Ministry of Land, Housing and Urban Development which has its Headquarters at Mabushi, Abuja. The Federal Housing Authority (FHA) was established vide Decree 40 of 1973 now CAP 136 Laws of the Federation of Nigeria 1990. The Authority is supervised by the Federal Ministry of Land, Housing and Urban Development. The Authority became partially commercialized in accordance with Decree No 25 of 1988 and charged with the following functions:-

- Prepare and submit to government from time to time, proposals for national housing programmes.
- Executive housing programmes as may be approved by the government.
- Develop and manage real estate on commercial and profitable basis nationwide

- Provide site and services schemes for the benefit of all income groups.
- Make recommendation to the government on aspects of urban and regional planning, electricity, sewage and water supply as may be relevant to execution of approved housing programmes.

The FHA has a board of Directors with an Executive Management Team that oversees its day to day operations. The Managing Director / Chief Executive Officer head the Executive Management Team comprising also four Executive Directors in charge of the four main departments of the authority. The departments are Projects, Estates, Finance and Management services. Under the Managing director are the following Units, Boars Secretariat, Corporate Communication, Internal Audit and Zonal Coordination. The Authority has six zonal offices in Lagos, Abuja, Kane, Maiduguri, Port Harcourt and Owerri. These offices cover the country's six geo- political zones. Projects are executed through these zonal offices.

Table: 4.5 FHA Housing Estates in the FCT

FHA HOUSING ESTATE IN THE FCT	
Estate Location	Housing Units
Gwarinpa II	2747
Asokoro	162
Maitama	427
Kado Phases I & II	1004
Old Kara Phase I	251
New Kara Phase II	204
Kubwa I, II, III & IV	2138

Source: FHA Corporate Profile (nd)

4.2.9 Federal Ministry Land, Housing and Urban Development

The Federal Ministry Land, Housing and Urban Development was created with the exclusive mandate to control, regulate and provide policy/guidelines for the land, housing and urban development sectors. The Ministry is charged with the responsibility of ensuring adequate and sustainable housing delivery and maintenance for conducive living environment that meets the needs and aspirations of Nigerian citizens. To achieve this, the Ministry was given the following specific duties.

a) Implement Government policy on Brigadier Oluwole Rotimi's report on keeping record of all Government landed properties, promoting the growth and development of small and medium scale industries in

b) Implement Government policy on land housing and urban development the building materials sub-sector in all as parts of the Federation; contained in the Government White.

c) Provide and sustain an enabling and conducive environment through mortgage financing for home ownership among all segments of the Nigerian population (both urban and rural) through the promotion and regulation of the activities of private sector real estate developers, housing corporations, and housing cooperatives on the basis of mortgage financing;

d) Promote the modernization, computerization and human resources development of land registries throughout the country and special attention to the development of a coordinated and comprehensive registry for all lands belonging to the Federal government and all agencies, and network all land registries in the country into a National Depository.

e) Collaborate with the Federal Ministry of Industries, the Nigerian

Building and Road Research Institute, and the Committee of Bankers in promoting the growth and development of small and medium scale industries in building materials sub-sector in all parts of the federation.

f) Set standard, regulate, supervise, monitor the development of all categories of building materials and housing types for both rural and urban areas in the country;

g) Promote and regulate the development of a robust primary and secondary mortgage finance industry in the country through partnership with the private sector;

h) Set national standards and generally monitor all legislation relating to the efficient operations of towns and cities as well as the socio-economic development and the quality of life of urban settlement throughout the Country;

i) Promote the development and upgrading of urban management information system in all Nigerian cities by ensuring that all houses are numbered, all streets are named and neighborhoods boundaries clearly identified and demarcated

j) Ensure that all Nigerian towns and cities are mapped on appropriate cadastral scale through collaboration with the Federal Ministry of Science and Technology especially National Space Research and Development Agency (NASRDA) to provide satellite images, from which the maps are easily made;

k) Assist State Governments in developing and operating transport and traffic plans for efficiency in mobility and land-use development in Nigerian towns and cities

l) Assist State Governments in promoting the establishment of a consultative

Assembly in each town and city, with a view, to initiating and sustaining the culture of participatory budget and quantitative environmental maintenance in all Nigerian urban Centers;

m) Establish a co-operative mechanism with state government, for ensuring Federal Government assistance in dealing with the complex problems of metropolitan centers in Nigeria;

n) Seek bilateral and multilateral assistance for promoting housing and urban development;

o) Cooperate with the Presidential Technical Committee/on Housing and Urban Development in the process of implementing the Housing and Urban Development Policy. .

p) Seek bilateral and multilateral assistance for promoting housing and urban development; and the establishment of International Standard National Fire Academy;

q) Promote the development and upgrading of Fire Stations and Fire Safety delivery in States and Local Governments;

r) Set standard, regulate, supervise and monitor Fire Engineering, Consultancy fire- fighting practice, fire prevention and fire education;

s) Give impulse to the development of a National Fire Policy as it relates to municipal, corporate, industrial and community fire awareness, fire prevention, firefighting and mitigation, fire investigation and enforcement of fire legislation.

t) Set standards, regulate, supervise, paper on Urban Development and monitor

4.3 PROCESS OF URBAN MANAGEMENT IN THE FCT

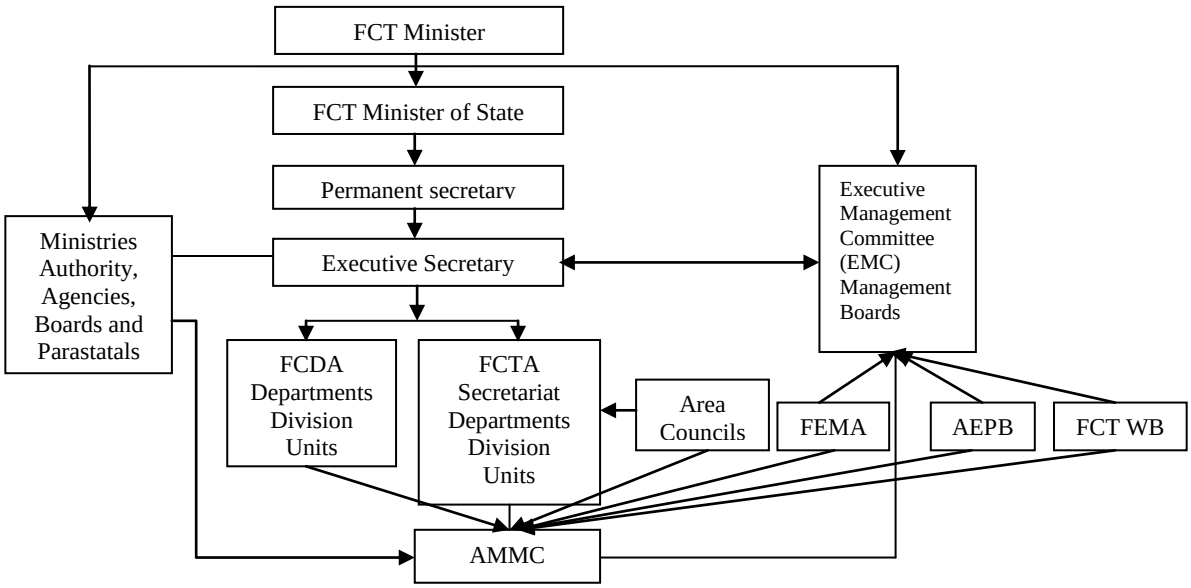
The FCT is administered by the Minister of the Federal Capital Territory through the various administrative setup. The line of decision making process with regard to urban management concern of the FCT is explained below. Different institutions are involved in the various sectors of the city management. The initial management of the Terriotory started with the FCDA managing the city. The current administrative control of the city falls under the leardership of the FCTA. The FCT administrative setup has the various secretariats, parastaltal, council, agencies and boards, (see figure 4.2) responsible for the different sector of the city. The decision taking process in relation to the management of the city trickled down from the FCT Minister to Minister of state, then the Permanent secretary to Executive secretary and Management Boards who are responsible for major decision relating to administration of the different bodies- Directors –Heads of departments and Units.

The activities of the FCTA secretariat are coordinated by a director, who report to the Executive secretary. Major decision affecting any of the secretariats is taken at the executive management committee meeting. FCDA is a major stakeholder in decision making process on urban development. The activity of every department under FCDA is reported to the Executive secretary. The FCT Water Board is responsible for the provision of portable water to residents of the city. There is a director in charge of the board responsible for the day to day running; all activities are reported to the Executive secretary. The six area councils of the FCT are coordinated by an Executive Chairman and the legislative council. The area council has the following administrative departments; Administration and finance,

education and social, agriculture and rural development, and health department. The Area council secretariat service is responsible for the supervisory roles over the Area Councils of the FCT.

The meeting point of for every agency is at the FCTA level. There is an Executive Management Committee (EMC) established by the FCTA administration which responsibility is to organise for inter-agencies meetings. Appointed representative of each agency involved in urban management activities converge to deliberate major projects, programs and matter relating to the management of the city.

Fig 4.8 Flow Chart of Decision Making Process at FCT Level



Source: Field Survey 2013)

Urban management process in the FCT is the bureaucratic public sector system of administering government business. This differs from some other parts of the world were citizen are engaged in city management through elected representatives. Public engagement in city management process has not been entrenched in the FCT.

4.4 ABUJA METROPOLITAN MANAGEMENT COUNCIL (AMMC)

This section examines the existing management structure and process of operation of AMMC for effective delivery of urban services. It is targeted at finding out the effectiveness of existing structure, and to examine the process of operation in the management of the city. The need for structural and administration change for a functioning city was the reason for the establishment of the Abuja Metropolitan Management Agency (AMMA) in 2005 as a coordinating institution for efficient running and operation of municipal services within the Federal Capital Territory (FCT), by an executive order 1 of 2004. But AMMA change in nomenclature on 6th September 2007 to Abuja Metropolitan Management Council (AMMC), (AMMC brochure, 2010). AMMA had the following agencies/departments of the Federal Capital Territory Administration (FCTA); Abuja Environmental Protection Board, Development Control Department, FCT Water Board, Parks and Recreation, Department of Facility Maintenance and Management, Department Urban Affairs and Department Directorate of Road Traffic Services. The new structure of AMMC composes of five operational departments with specific functions and responsibilities. These departments are as follows; Parks and recreation, urban affairs, Development control, Facilities maintenance and management and Administration and finance.

4.4.1 Mission and Vision of AMMC

The Abuja Metropolitan Management Council (AMMC) was established as a coordinating institution for efficient running and operation of municipal services within the Federal Capital Territory (FCT). The mission is to provide the management of a first class and inclusive city comparable to any other city in the

world. Its vision is to provide sustainable services to the residents of FCT, AMMC brochure (2010).



Plate i: AMMC Corporate Headquarters' Office

Source: Author's Field Survey (2012)

4.4.2 General Functions of AMMC

AMMC jurisdiction covers Abuja municipality and the satellite towns, and has the following functional responsibility.

- ❖ Initiation and formulation of policies that would guarantee efficient service delivery by its constituents departments,
- ❖ Coordination of the activities of all departments, corporation and interaction between organization and agencies responsible for city management,
- ❖ Ensure proper maintenance and management of city infrastructure facilities, utilities and services,
- ❖ To brief and advice FCTA administration on matter relating to city management, AMMC Brochure, (2010).

4.4.3 THE STRUCTURE OF AMMC

The structure of AMMC consists of departments and units in the organisational structure. Administratively, the existing structure composed of the governing body of the council known as the Board of Directors. The Board has eight (8) members and is the highest policy making body of AMMC and consist of the following members;

i) the Minister, who is the chairman,

ii) the Executive Secretary of FCDA, who is the vice chairman,

iii) the Co-ordinator of AMMC, who is a full time member of the Board,

iv) Five other members appointed by the minister.

The structure of administration of the AMMC has at its head a Coordinator as the Chief Executive Officer, whose appointment is by the president on the recommendation of the minister. The Coordinator is responsible for the day-to-day administration of the Council, keeping the books and records of the council and the execution of policy and practice of the Authority and is subject to the supervision and control of the board. The structure of the Council composes of five operational departments;

(a) Administration and Finance Department

(b) Department of Development Control;

(c) Department of Parks and Recreation;

(d) Department of Urban Affairs; and

(e) Department of Facilities Maintenance and Management;

The departments of the Council shall report to the Director-General, who shall oversee their operations on a day-to-day basis. For the effective conduct of the

functions of the Council, the Minister may issue regulations prescribing additional departments for the Council or altering the departments. The departments of the Council shall report to the Director-General, who shall oversee their operations on a day-to-day basis. For the effective conduct of the functions of the Council, the Minister may issue regulations prescribing additional departments for the Council or altering the departments.

4.4.4 AMMC Department and Statutory Functions:

4.4.4.1 The Coordinator's Office

The following units are under the coordinator's office;

a). **Legal Unit**: the legal unit oversees all legal issues concerning AMMC. This includes litigation, drafting of legal documents, preparing agreements between parties and giving legal advices etc.

b). **Special Duties:** This unit is responsible for the physical and statistical survey of the various settlements and illegal developments. It undertakes monitoring of physical developments in the various relocation sites. Part of the assignment is to identify areas to which the victims of demolition activities can be relocated. The unit is also involved in urban renewal in the FCT.

c). **Audit Unit:** This unit is in charge of carrying out every financial audit management of the council.

The duties include passing of payment or adjustment of vouchers, physical verification of supplies or projects and the stock taking of various departments store.

d). **Public Relation Unit:** The unit is responsible for promoting, projecting and managing the public image of the council. It acts as liaisons between the council and its various publics. The unit is responsible for the packaging and airing of special of special radio and television programmes.

4.4.4.2 Administration and Finance Department

i. Responsible for the coordination of AMMC,

ii. Coordinating and supervising all the division and sections of the department,

iii. Initiating and implementing policies and programmes as they concern or relate to both administration and finances of the departments,

iv. Serve as a service department to other departments of AMMC in the area of human resources development (HRD), financial management.

4.4.4.3 Parks and Recreation

i. Creation of humane environment in a garden city setting which would provide and promote functional parks resources and recreational sites development and management

ii. Identification, formation and implementation of suitable recreational land use policies, projects and programmes relating to the city and its environs. All the city greening elements planted and managed by the department.

iii. Control and management of all park sites and recreational centres in the Territory.

iv. Introduction of new recreational activities to boost the tourism potentials of the city.

v. Establishment of a standard plant nursery with modern facilities to propagate all kinds of plants for beautifying the city

vi. Training of school children in the area of ecology and plant development.

vii. Wining of three (3) international awards on recreational initiatives.

4.4.4.4Development Control

i. Granting official permit for all forms of physical developments, private and public, and monitoring same to ensure suitability of completed development structures for human habitation.

ii. Granting of setting out permit, stage approved permit and continued monitoring to ensure proper implementation.

iii. Planning and installation of street furniture e.g. signboards, billboards, signage, telecommunication mast and other amenities and conveniences.

iv. Determination and application of appropriate sanctions for non-compliance with development guidelines and regulation

v. Monitoring and enforcement of physical development in line with the provisions of the master plan and other development control guidelines

vi. Providing guideline for the improvement of aesthetics of individual and public properties and over all streets scape.

vii. Offering advice and counselling to perspective developers

4.4.4.5 Facilities Management and Maintenances

i. Manage and maintain all Federal Capital Territory Administration's offices, secretariats, national monuments, and other public buildings in the FCT with a view to providing liveable environment.

ii. To ensure the continuity of the operation of functional street light installation in the FCT.

iii. Ensure that FCT roads are motorable, potholes-free and functional for smooth and safe ride. .

iv. To ensure functional storm water drainage in the FCT.

v. Provision of estate services for and on behalf of the FCTA

4.4.4.6 Urban Affairs

i. Coordination of general emergency activities in the Territory especially in the areas of policy formulation, information, capacity building, etc.
ii. Regular liaison with the National Emergency Management Agency in the management of emergency and crisis situations in the city.
iii. Preparation of emergency management response plans; flood prevention, accident prevention campaign, riot monitoring, etc.
iv. Coordination of emergency search and rescue operations.
v. Formation and supervision of neighbourhood associations.
vi. Maintenance and custody of street names in the FCT.

4.4.5 LEGISLATIVE AND POLICY PROVISIONS FOR AMMC OPERATION

The establishment and subsequent operation of AMMC is based on an executive order provisions that created the defunct Abuja Metropolitan Management Agency (AMMA) which transformed into AMMC, in 2007. This is in the gazetted Laws of the Federal Capital Territory of Nigeria, volume 2 under Subsidiary Legislation chapter 503.

4.4.5.1 The Provisions of Executive Order 1 of 2004

The Federal Capital Territory (Establishment of Functionaries and Departments) and Ministry of the FCT (Dissolution) Order, No. 1 of 2004, The Abuja Metropolitan Management Agency (AMMA) fall under the; Eighth Schedule [Regulation 12 (2) for a]

The Abuja Metropolitan Management Agency (AMMA)

Functions:

(1) Subject to and in accordance with the ss.4 (1) for a, 4 (2) (d) and for a of the Act, the Agency shall be charged with the responsibility for the efficient running

and operation of municipal services within the Federal Capital Territory.

Composition

2. (1). The Minister shall be the Chairman of the Board of the AMMA, while the Executive Secretary of the FCDA shall be Vice Chairman.

(2). The AMMA shall be headed by a Chief Executive Officer termed the Managing Director of the Agency, and shall in addiction to (1) above consist of 8 (eight) other members appointed by the Minister.

Proceeding

1. (1) Subject to these Regulations, and section 27 of the Interpretation Act, the Agency may make Standing orders regulating its proceedings or those of any of its committees. [L.F.N. 2004 Cap. 123]

(2) The quorum of the Agency shall be the chairman (or the person presiding over the meeting) and 5 other members.

(3) The Agency shall meet wherever it is summoned by the chairman or if the chairman is required to do so by notice given to him by not less than 5 (five) other members, he shall summon a meeting of the Agency to be held within 14days from the day on which the notice is given.

(4) At any meeting of the Agency, the chairman shall preside but if he is absent, the members present at the meeting shall appoint one of the members to preside at the meeting.

(5) Where the Agency desires to obtain the advice of any person on any particular matter. The Agency may co-opt him into its proceedings for such period it deems fit, such a Person shall not vote nor count towards a quorum.

Committees

2. (1) The Agency may appoint committees to perform such functions on its

behalf as it may be determine.

(2) A committee appointed under this paragraph shall consist of such member of persons as may be determined by the Agency and person shall hold office on the committee in accordance with the terms of his appointment.

(3) A decision of a committee of the Agency shall be of no effect until it is ratify by the Agency.

Offices and Premises

5. (1) for the performance of its functions, the Agency may, subject the Land Use Act- [No. 6 of 1978]

(a) Purchase or taken on lease any interest in land, or other property;

(b) Construct offices, equip and maintain same.

(2) The Agency, subject to the Land Use Act, sell or lease out any office or premises held by it, which office or premises is no longer required for the performance of its functions under these Regulations [No. 6 of 1978]

Directives by the Minister

4 Subject to the provisions of these Regulations and schedule, the Minister may give to the Agency directives of a general nature relating to matters of policy with regard to the performance by the Agency of its functions and it shall be the duty of the Agency to comply with such directives.

5 **Annual Estimates**

(1) The management of the Agency shall not later than 30th September in each year, submit to the Minister an estimate of the expenditure and income of the Agency during the next succeeding year.

(2) The management of the Agency shall cause to be kept proper accounts of the Agency in respect of each year and proper records in relation thereto and

cause to be audited not later than (6) six months after the end of each year by Auditors appointed from the list and in accordance with guidelines supplied by the Auditor-General of the Federation.

6. Annual reports

The Management of the Agency shall prepare and submit to the Minister not later than 30th June in each year a report in such form as the President may direct, or activities of the Agency during the immediately preceding year, and shall include in a report a copy of the Audited Accounts of the Agency for that year and Auditor's reports thereon.

4.4.5.2 The Development Control Manual (DCM)

The development control document set out the basis for deciding planning application or conditions to be attached to planning permission, while the design and development guidelines on the other hand execute the policies by setting out a number of detailed planning and environmental technicians, (Development Control Manual, 2007). Major area covered in the document includes environmental quality and sustainability, right of the physical challenged, effect of traffic and transportation in the city's efficiency, growing emphasis on the private sector, effect of new life styles, tastes, other realities on the definition of density and growing influence of recreation and tourism in the city's socio-economic development. The legal standing of the DCM is derived from subsection 1 to 3 of the FCT Act, 1976 which requires the approval of the Authority (FCDA) prior to any development, Nigerian Urban and Regional Planning Act of 1992 amended 1998.

4.4.5.3 The FCT Act Chapter 128. (See section 4.5.1)

4.4.5.4 Extract of Proposed Bill for An Act to Establish AMMC 2010 Part I – Establishment, Membership, etc.

1. (1) There is hereby established for the Federal Capital Territory Abuja ("FCT"), an Authority, to be known as the Abuja Metropolitan Management Council ("the Council"), which shall be responsible for the efficient running and operation of Municipal Services within the FCT.

(2) The Authority shall be a body corporate with perpetual succession and a common seal and may- *(a)* sue and be sued in its corporate name; and *(b)* hold, acquire and dispose of any property or interest in property, moveable or immovable.

Part II – Functions and Powers

4. Functions

5. General Powers

6. Power to borrow

7. Power to accept gifts

Part III – Staff of the Council

8. Director-General

9. Other staff of the Council

10. Staff regulations

Part IV – Financial Provisions

11. Fund of the Council

12. Annual estimates, accounts and audit

l3. Annual reports

Part V – Regulations and Supplementary Provisions

14. Regulations

15. Obstruction of the Authority or its authorised officers

16. Pre-action notice

17. Representation in Court

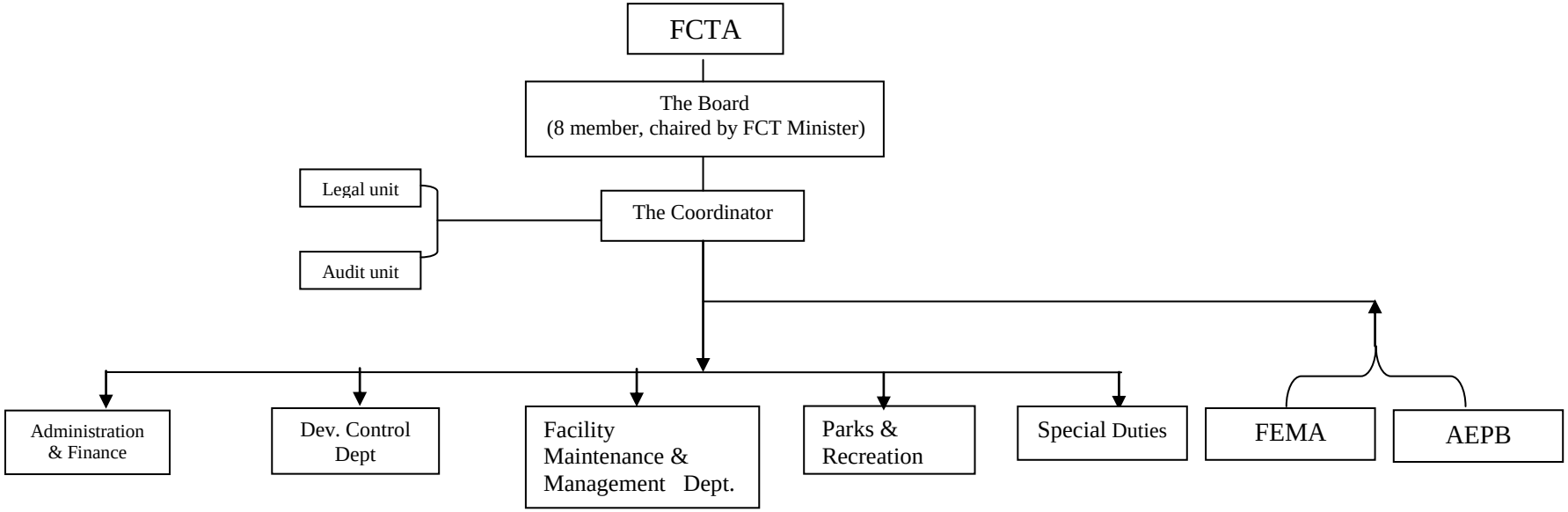
18. Indemnity for employees of the Council

19. Common Seal

20. Interpretation

21. Short Title.

Fig: 4:9 Broad organisational structure of AMMC



Source: Field Survey (2013)

5.0 ASSESSMENT OF THE STRUCTURE AND PROCESS OF AMMC

5.1 Introduction

This section presents the results of the field survey and the analysis of the structure and process of operation of AMMC. The assessment of the effectiveness of the structure and process of AMMC involves an analysis of the;

i) Adequacy in the structure and process; it was an assessment of the structure and process of AMMC and its capacity to deliver effectively. How is AMMC structure to deliver urban management mandate? How is effort organized by AMMC to meet urban management challenges of the city?

ii) Legislative and policy provision; **t**he target was to identify existing legislative and policy provision for the conduct of activities by AMMC and determine the adequacy of the provision of the legislations in the conduct of statutory functions by AMMC.

iii) Co-ordination of urban management activities; this determine level of networking put in place to integrate efforts within departments and among other government agencies and stakeholder with urban management concern. It has to do with identifying both vertical and horizontal relationship.

iv) Process of decision taking; this established the lines of actions in decision making process regarding management issues of the city. How are decision taken? Who are involved in the decision taking process? Is the operation purely public service orientation or any involvement of private organization?

The target of the criteria was to examine the appropriateness of the structure and process of AMMC to manage the FCT. The assessment was to identify the

challenges of AMMC to effective management of the city. The results of the analysis form the basis for the identification of SWOT attributes, which were juxtaposed to derived strategic options for the proposal.

5.1.1 Existing Human Resource of AMMC

The numerical human resource capacity of AMMC spread among the five departments as illustrated in table 5.1.

Table 5:1 Human Resource Capacity

DEPARTMENT	NUMBER OF STAFF
Administration and Finance	130
Development Control	376
Parks and Recreation	510
Urban Affairs	410
Facilities Maintenances &Management	322
Total	1748

Source: AMMC (2012)

From the view of respondents, they are of the opinion that the human resource is in short supply considering the magnitude of the assignment vested on the AMMC. Though from the available data the workers were not desegregated into technical, administrative or professional staff, there is inadequacy of professional work force.

5.1.2 Assessment of adequacy of AMMC Structure

The result of the survey on the adequacy of the existing organisational structure revealed the following. About 50%of the respondents were of the view that there is inadequacy of departmental structure to meet the urban management challenges of the city. Seven of the respondents representing 29 % were of the view that the

existing departmental structure of the institution is adequate for effective operation. Another 13% of the respondents indicated that the institutional structure is fairly adequate to meet the demand of the city, while 8% of the respondents were of the view that the existing composition of the AMMC structure is very adequate to meet the urban management challenges.

Table: 5.2 Assessments of AMMC structure

Response Type	Frequency	Percentages %
Very adequate	2	8
Adequate	7	29
Fairly adequate	3	13
In-adequate	12	50
Total	24	100

Source: Field Survey (2013)

5.1.3 Assessment of Legal Environment

The survey result shows that 35% of the respondents were of the view that the existing legal framework and regulations is adequate for the operation of AMMC. About 22% of the respondents were of the opinion that the existing framework is inadequate for effective delivery of urban management mandate. Thirteen per cent (13%) of the respondents were undecided on the effect of laws and regulation in relation to effective performance.

Table 5.3 Assessment of Legal Environment

Response Type	Frequency	Percentages %
Very adequate	3	12
Adequate	6	25
Fairly adequate	5	21
In-adequate	10	42
Total	24	100

Source: Field Survey (2013)

5.1.4 Changes in Leadership

The analysis of data on the change of leadership of AMMC revealed that 46% of the respondents were not in support of the frequent change of the coordinator of AMMC. Some 37% of the respondents supported the change in leadership position while 17% of the respondents were undecided on the change in leadership. 46% of the respondent were not in support of the frequency of change. From table 5.2 as indicated below, the rate of change in leadership position of the AMMC is frequent. Between the inceptions of the council till now, it has witnessed change of leadership change up to five times. This trend impact on strategic and long term plan for the council as every new coordinator has an agenda or program to pursue different from that of the predecessor.

Table 5:4 Frequencies of Changes in Leadership

Response Type	Frequency	Percentage
Supported	9	37
Not-supported	11	46
Undecided	4	17
Total	24	100

Source: Field Survey (2013)

Table 5.5 Changes in Leadership

S/No	COORDINATOR	PERIOD	DURATION
1	Jumai Kwanashi	Nov; 2005- Sept; 2007	About 2 years
2	Abdullahi Bala Adamu	Oct. 2007-March 2009	1yr 5months
3	Prof. Sani Abubakar Mashi	March 2009- May 2010	1yr 2months
4	Arc. Fatimah Shetimmah	May 2010- 2012	2
5	Arc. Reuben Okoya	2012- Date	2years- date

Source: Field Survey (2013)

5.1.5 Type of Agencies for City Management structure

Opinion of respondents was sought on the type of institutional structure for better management the of the city. The following responses were received; about 48% of the respondents suggested a single metropolitan agency with adequate capacity for city management with the following reasons. This gives opportunity for team work; it makes for easy, effective deployment and monitoring activities. It also gives opportunity for synergy and cost effective administration. While 29% and 23% were of the view that separate agency with coordinated function for urban management or independent agency and ministry respectively would be better for managing the city.

5.1.6 Assessment of Inter-agencies Relation

In other to determine the level of communication among institutions engaged in city management, interview was conducted on key officers of selected institutions. About 80% of the respondents agreed there is official means of communication and meetings among institutions. 20% of the respondents were of the view that there is no organised formal scheduled meeting among agencies of government in the FCT. The investigations revealed that there is no scheduled meeting for the agencies to deliberate on the challenges of managing the city. Finding shows that only ad-hoc meeting and joint inspection on major project is the meeting point for collaboration.

5.1.7 Assessment of Coordination of Activities

There are various government agencies involved in the provision of urban services in the FCT. The deduction from the interview shows that there is inadequacy in agency coordination by AMMC. This is major drawback to effective

management of the city. One of the Council major roles is coordination of department of AMMC and government agencies to deliver effective and efficient urban services in city. About 80% of the respondent was of the view that the Council has not effectively performed this function. Another 20% of the respondents asserted that the council is performing coordinating function but in an ad-hoc manner. This results shows that the council has not developed or maintained a network of effective partnerships with the various agencies of government. Adequate coordination could reduce conflict among agencies in services provision. The demolition of official building of ministry of land, housing and urban development in Mabushi district is clear evidence of lack of coordination and poor inter agency relation among government involved in urban development in the FCT. The AMMC is lacking in this vital responsibility of organising efforts among agencies for effective delivery of urban management target for the city.

5.1.8 Assessment of Decision Making Process for City Management

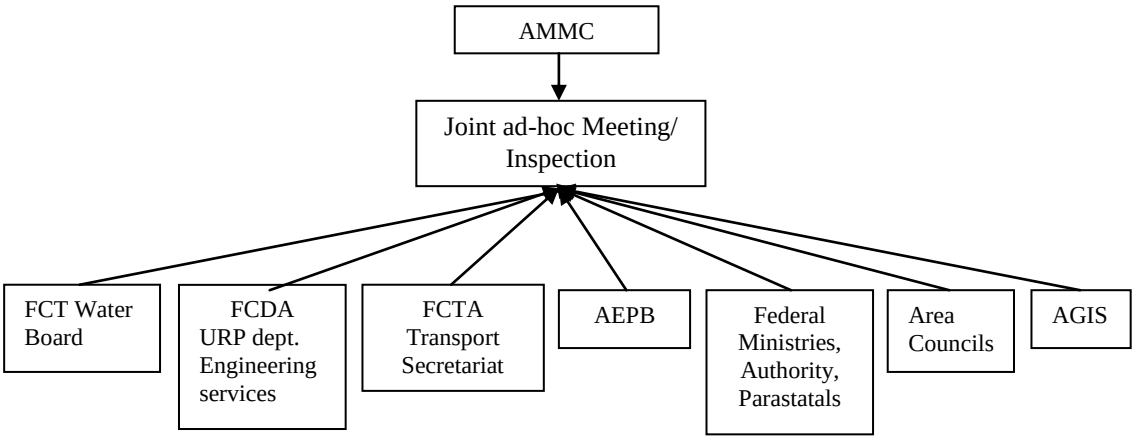
Respondent view was sought on the decision making process on city management. This is to show level of participatory process in the management of the city. The following were the result obtained from the respondents; decision making process is purely administrative arrangement from the office the minister to the various chief executive executives of the various agencies. Some of the respondents agreed that there is executive management committee that decide on issues but there is no regular meeting. Other respondents indicated that there is no public participation in decision making process of the FCT.

5.2 AREA OF COLLABORATION AMONG URBAN MANAGEMENT INSTITUTIONS IN FCT

The major role of AMMC in the Executive Order 1 of 2004 SS.4 (1) for a, 4 (2) (d) and for the Act, the Agency shall be charged with the responsibility for the efficient running and operation of municipal services within the Federal Capital Territory. Also as enumerated in the Council brochure it shall perform coordinating function of all departments, cooperate and interact between organisation and agencies responsible for city management. The flow chart below shows area of collaboration with agencies of government.

The role of AMMC in organising effort in city management activities in the FCT has been through collaboration among related agencies of government. From investigation what has not been established is scheduled program of meeting for brainstorming on matters relating to city challenges. Decisions are usually arrived in ad-hoc joint meeting as the occasion demands. Other means of relationship is by official transaction involving the movement of files from AMMC to either AGIS or urban and regional planning department of the FCDA. Ad-hoc stakeholders meeting is organised when occasion demand or there is a major project to be carried out or in an emergency situation. Relevant agencies or department are invited for such meeting for a round table talk. The major area of AMMC collaboration with other government agencies are; Joint ad-hoc meeting, joint inspection , official file movement, verification of issues relating land use designation.

Fig 9 Flow Chart of Collaboration between AMMC and other Agencies



Source: Field Survey 2013)

5.3 CHALLENGES TO EFFECTIVENESS OF AMMC AS URBAN MANAGEMENT INSTITUTION

There are ranges of problem militating against effectiveness of Abuja Metropolitan Management Council as an urban management institution. These problems includes; inadequate institutional structure, frequent change in the leadership, shortage of qualified staff, inadequacy in coordination between AMMC and other urban management institutions and inadequate legal framework for operation, and interference from government.

5.3.1 Inadequate Institutional Structure

The challenges to ineffectiveness in the process of operation by AMMC has direct bearing on the structural composition with other agencies engaging in services that would have been under her jurisdiction. Some vital elements or components of urban management services as indicated in the scope of urban management (provision of infrastructure, urban poverty, municipal finance, economic development etc, see details in figure 2.1 and table 2.1) are excluded from the

current institutional arrangement of AMMC The existing structural composition has given opportunity for confusion and conflict on certain administrative operation of the city. For instance, the Council has been mandated to carry out development control activities of the city, but FCDA department of urban and regional planning is responsible for the design. AGIS is responsible for generating data on land matter in the FCT. This arrangement hampers speedy decision taking on matter relating to land use configuration and title deed verification. The situation is compounded by the ineffective inter-agency relation as noted in section 5.1.6

The initial composition of AMMA that translated to AMMC had at inception Abuja Environmental Protection Board, FCT Water Board and traffic and transportation unit. These were however granted autonomy as independent agency and board. The non-inclusion of the physical planning and land administration department among other vital aspect of urban management is a structural imbalance for the AMMC.

5.3.2 Frequent Change in leadership

The frequent changes in leadership have been identified to have contributed to the level of effectiveness of the Council. The changes impact on strategic or long term plans of the Council as every Co-ordinator has an agenda to pursue which in most cases is at variance with the preceding Co-ordinator's goal. In most cases the changes is politically motivated. The trend is not good for an institution of this type because of the role it plays in the management of the city. This could be

addressed if there is a framework stipulating tenure period for every coordinator appointed.

5.3.3 Problem of Legal and Regulatory Framework

The existing legal or regulatory framework for which the Council relied on for operation is shallow in content with respect the statutory responsibility. The Council bank on the Executive Order 1 of 2004, FCT act, and any other available urban development law of the country for it operation. This is inadequate for an institution of this magnitude and considering its place in the management of the city. There was a Bill proposed in 2010 for an act to established AMMC before the National Assembly but it has not seen the light of the day. The development control operations are based on Abuja Development Control Manual of 2007. The operation of some department is incapacitated by the lack of relevant law backing their operation. This problem is a shortcoming to effective operation of AMMC as an urban management institution.

5.3.4 Inadequate Office Accommodation/Furniture

Part of the problem as identified from investigation as cause to ineffectiveness of the council is the inadequacy office accommodation and furniture. This has a negative influence on staff effectiveness in the conduct of official assignment. The department are spatially separated and located at different area of the city. This arrangement bring draw back in cases of emergency because of the barrier of distance couple sometime with the congestion on the roads.

5.3.5 Problem of political interferences

Political interferences have also been identified as one of the constraint to effectiveness of the Council. This is manifested in the changes that occurred in leadership position in the organisation. The process of operation is influence by directive from the supervisory minister.

5.4 SWOT ATTRIBUTES LISTINGS ON AMMC

The Strengths (S), Weaknesses (W), Opportunities (O) and Threats (T) were derived from investigations and result from the data analysed. The identification of the SWOT attributes were based on the effectiveness criteria set out for assessing the council; the adequacy of structure and process, legal and policy, and coordination of the institution. The strengths, weakness, opportunities and threats identified are presented in **tables 5.8-5.9**

5.4.1 Organisational Structures Environment

Table: 5.6 Organisational structures

Strengths	Weakness	Opportunities	Threats
Existence of Board of Directors, Corporate brochure that defined specific functions of each of the departments. A large literate population is an easy mobilization tool, Existence of policies and legislation on urban development,	Uncoordinated institutional networking among departments and agencies, Lack of continuity in program due to frequent change in leadership, Non-inclusion of physical Planning, environmental protection and water supply and vital urban service departments or units in existing structure	Developing strong public-private partnership, Support from international Agencies for institutional capacity development on urban management issues, Collaboration with professionals bodies in the built environment in the FCT Capacity development on new approach in city management	Multiple agencies engaged independently in the provision of urban services Political interferences

Source: Field Survey (2012)

5.4.2 Legislative and Regulatory Environments

Table: 5.7 Legislative and Regulatory Environments

Strengths	Weakness	Opportunities	Threats
Gazetted Executive Order of 2004, establishing AMMA Development control manual, 2007 The Decree No.6 of 1976 that established FCDA (FCT Act)	Low staff awareness of the provision of Executive Order of 2004 Poor enforcement of existing regulations by AMMC Inadequate implementation of existing legal provision	Nigeria Urban and Regional Planning Law Decree 88 of 1992 National Urban Development Policy of 2007 New Government initiatives for urban development	Lack of political will. Political interferences Lack of legal backing for the council.

Source: Field Survey (2012)

5.4.3 Coordination Environments

Table: 5.8 Coordination Environments

Strengths	Weakness	Opportunities	Threats
Stakeholder consultative meeting, Existence of Urban Affairs department Internet services Executive management meeting	In-effective co-ordination of activities Lack of capacity for effective coordination Department spatially separated. Ad-hoc- joint meeting and inspections only on demand, Inadequate internet resource	International, Local Private / Non-governmental partnership,, Promotion of synergy among department and agencies of government, Digital technology for effective monitoring Mass media	Institutional /private activities outside the control of AMMC control In-adequate ICT development (internet resource) Low level of e-governance application. Lack of synergy among agencies

Source: Field Survey (2012)

5.4.4 Process Environment

Table 5.9 Process Environment

Strengths	Weakness	Opportunities	Threats
Executive management meeting at FCTA level Ad-hoc meeting on major project Ad-hoc joint inspection Departmental meetings	Inadequate information sharing Non-involvement of city residents in decision making process. Inadequate synergy among stakeholders Delay in process of operation due to many line of action to follow before approval Dependency on FCTA subvention to function	New information technology tools could provide data sharing between agencies and clients. Job sharing opportunities with other agencies.	Non-programmed stakeholders meeting Public opposition to activities of development control Rapid rate of development No programmed schedule for consultative meeting among agencies.

Source: Field Survey (2012

The Council's **c**orporate brochure that enumerates specific functions of each of the department is an indication for clear definitions of responsibility among departments. There is inadequacy in the existing workforce of the Council to cope with the challenges of managing the city. The total number of workforce is 1748, this is inadequate to meet the demand of urban services. The **e**xistence of special duties department assists in organising effort in area of AMMC coordination and networking activities.

The legislative and regulative provisions enumerated in the swot listing could serve as legal provision for effective operation of AMMC. The existing national urban development policies and law are good legal ground for effective operation. Weakness is the internal characteristics that place AMMC at a disadvantage in effective delivery of urban services. The investigation show that majority of the staff are not aware of the provision of the executive order that established AMMA

which translate to AMMC. This affects effective operation of the Council. The current coordination strategy is inadequate to form synergy among departments and agencies engaged in the management of the city. There are no monitoring devices to simultaneously report emergency situation as they occurs, only on invitation would the concerned department intervene.

The activity of AMMC in the management of city development is not known to many city inhabitants. AMMC is associated with development control activity; pronounce by the demolition of illegal structures. This action makes the Council unpopular to the people and hence affects effectiveness in other area of operation of the Council.

Opportunities are favourable situation in an organization's environment. Taking advantage would make for an effective performance of an organisation. Effective consultative meeting by stakeholders could enhance the AMMC effective operation. The availability of information and communication technology is a viable avenue to promote effective networking among departments and agencies of government involved in urban management activities. Professional and international agencies collaboration is an opportunities that could be sought by the Council for capacity development and financial opportunity.

Political interferences in the executive positions leading to frequent change in leadership are obstacle to effectiveness and continuation of program initiated by the predecessor. An agency independently carrying out urban management activities without adequate collaboration is a threat to effective management of the city

Table 5:10 SWOT Evaluation

ENVIRONMENT	STRENGTHS (S)	WEAKNESS (W)	OPPORTUNITIES (O)	THREATS (T)
Organisational structure	Existence of Board of Directors, Corporate brochure that defined specific functions of each of the departments. A large literate population is an easy mobilization tool, Existence of policies and legislation on urban development,	Uncoordinated institutional networking among departments and agencies, Lack of continuity in program due to frequent change in leadership, Non-inclusion of physical Planning, environmental protection and water supply and vital urban service departments or units in existing structure	Developing strong public-private partnership, Support from international Agencies for institutional capacity development on urban management issues, Collaboration with professionals bodies in the built environment in the FCT Capacity development on new approach in city management	Multiple agencies engaged independently in the provision of urban services Political interferences
Legislative and Regulatory Environment	Gazetted Executive Order of 2004, establishing AMMA Development control manual, 2007 The Decree No.6 of 1976 that established FCDA (FCT Act)	Low staff awareness of the provision of Executive Order of 2004 Poor enforcement of existing regulations by AMMC Inadequate implementation of existing legal provision	Nigeria Urban and Regional Planning Law Decree 88 of 1992 National Urban Development Policy of 2007 New Government initiatives for urban development	Political interferences Lack of legal backing for the council.
Coordination Environment	Stakeholder consultative meeting, Existence of Urban Affairs department Internet services Executive management meeting	In-effective co-ordination of activities Lack of capacity for effective coordination Department spatially separated. Ad-hoc- joint meeting and inspections only on demand, Inadequate internet resource	International, Local Private / Non-governmental partnership,, Promotion of synergy among department and agencies of government, Digital technology for effective monitoring Mass media	Institutional /private activities outside the control of AMMC control In-adequate ICT development (internet resource) Low level of e-governance application. Lack of synergy among agencies
Process Environment	Executive management meeting at FCTA level Ad-hoc meeting on major project Ad-hoc joint inspection Departmental meetings	Inadequate information sharing Non-involvement of city residents in decision making process. Inadequate synergy among stakeholders Delay in process of operation due to many line of action to follow before approval Dependency on FCTA subvention to function	New information technology tools could provide data sharing between agencies and clients. Job sharing opportunities with other agencies.	Non-programmed stakeholders meeting Public opposition to activities of development control Rapid rate of development No programmed schedule for consultative meeting among agencies.

5.5 URBAN MANAGEMENT CHALLENGES OF THE FCT

The management challenges of the federal capital territory are problems that emanated from existing institutional framework. The management framework for the FCT is fragmented with each agencies or board carrying out functions independently without adequate synergy among agencies and boards engaged in interrelated assignment. The multiple agencies involved in different sectors of the city management such as; environmental management, land administration, urban planning, development control, water supply, parks and recreation, urban affairs, facility management, and other bodies in urban management concern leads to conflict of interest among agencies. The existing institutional structure is inadequate to carter for the management problem of the city. There is no adequate institutional coordination developed for inter-agencies relation to facilitate urban management activities. Core components of urban management (refer to section 5.3.1) do not form major function of AMMC. The FCDA which was responsible for the development of the city is however no longer the focus in the management and development process of the FCT. However, the transfer of some functions from FCDA to AMMC had not significantly improved operational strategies at achieving the goal of the capital city.

Most of the agencies and boards depend on the FCT Minister's approval on major activities and project, this however impact on the effectiveness of the urban management process. The FCTA inability to adequately provide supportive services, infrastructure, housing, transportation facility and economic development strategy has contributed to the magnitude of the problem in the

various sectors of the city. Poor maintenance culture has led to deterioration of urban services. The structural and coordination inadequacies in the management framework of urban management institutions and particularly the AMMC has manifested in the following challenges of the city.

i. Access and accurate records on land

Access to land in the FCT is a major challenge to developers and city inhabitant. This may not be unconnected to illegal development and shanty structures within part of the city and at the satellite towns. Investigations on the process of land acquisition in the city show that the procedures are cumbersome and costly. It is survival of the fittest when it comes to land allocation in the city; only privileged few have access to land in prime area which is usually not developed but given out for outright sale thereby leading to high rental value when such properties are developed.

ii. City transport system

The city transport problems manifest in traffic congestion, high cost of transport, delay at bus stops and exposure of pedestrians to pollution. Finding has shown that workers have to travel long distances every day to work places in a bid trade off high rental cost with transport cost. It was observed that the existing public transport system is inadequate to meet commuters demand at peak hours times. Spot observation shows that there are more small capacity vehicle in use than high capacity buses. Other problem associated with transport system is street parking, see plate iii.



Plate ii: Congested Road (Garki)

Source: Field Survey (2013)



Plate iii: Nyanya-Asokoro Route

Source: Field Survey (2013)

iii. Storm water management

Storm water management has become a challenge to city managers and problem to resident in some areas of the city. Area affected among others is along the Herbert Macaulay Way around the bridge adjoining the Wuse market, and the bridge adjoining the SKY Memorial Complex close to the Berger Junction at Wuse Zone 6. Relatively less exposed spot is also by the bridge on Ladoke Akintola Boulevard close to the former Central Bank Office at Garki II District. This problem is attributed to the removal the steel grilled covers over the spaced small storm water drain-off cavities along the streets by vandals. This activity is common along the Ladoke Akintola Boulevard, Ubiaja Crescent, Dutse and Oke Agbe streets which are off the Akintola Boulevard in Garki II District. Breakages of soak away pit, manholes and sewer line contribute to nuisance in the city.

iv. Municipal solid waste

Municipal solid waste has become a concern to residents in some areas of the city. The collections have not been able to meet up with the amount of daily waste generation in the city. The volume of solid waste generated is increasing at a faster rate than the ability of the agencies to improve on collection.



Plate iv: Liquid waste –Bamuda Street Wuse Zone 3



Plate v: Open Waste Disposals (Area 10 Sport Complex)



Plate vi: Open Waste Bin by the Road side (Nynaya Satellite Town)

Source: Field Survey (2013)

5.6 JAXTAPOSITION (PAIRING) THE SWOT ELEMENTS

The SWOT factors are paired to formulate strategic options. The strength (S) is paired with opportunities (O) leading to formulation of strategy that will enhance effective operation. The same procedure is carried out for strength-weakness strategies, weakness-opportunities and weakness-threat strategies. Table 6.1 shows the graphical presentation of the process, indicating questions that are answered in each class of the pairing.

Table: 5.11 Frameworks for Identifying the Strategic Options

Internal Environment / **External Environment**	**Strengths**	**Weakness**
Opportunities	**S-O (Strategic Options)** How can strengths be employed to take advantage of opportunities	**W-O (Strategic Options)** How can weakness be overcome by taking advantage of opportunities
Threats	**S-T (Strategic Options)** How can strengths be used to counteract threats that tend to hinder achievement of goals and pursuit of opportunities	**W-T (Strategic Options)** How can weakness be overcome counteract threats that hinder the achievement of goals and pursuit of opportunities

Source: Field Survey (2013)

The strategic options that emerge from the paired factors are next compared for identification of overlap options. The options that appear repetitive become the key programmes that should guide in developing strategy that will improve upon the existing situation.

5.6.1 The Strengths – Opportunities Strategic Option

Table: 5.12 Strengths – Opportunities Strategic Option

Internal Environment / External Environment	Strengths
Opportunities	**S-O** 1. Passing to law the Bill for an Act to establish AMMC by the National Assembly 2. Developing legal framework for inter-agencies relationship. 3. Developing strategy to involve professional organisations in stakeholders consultative meeting, 4. Developing effective monitoring strategy to track illegal development at the early stage. 5. Developing strategy for effective implementation of; Nigerian Urban Development Policy of 2007, Executive Order of 2004 establishing AMMA, Urban and Regional Planning Law Decree 88 of 1992, and Decree No.6 of 1976 that established FCDA as legal standing for operation, 6. Developing strategy for capacity development of the human resources.

Source: Field Survey (2013)

The matching of strength to opportunities of AMMC has given some strategic options enumerated in table 5.2. The existing Nigeria legal provisions are strength that AMMC can take advantage for effective enforcement in guiding the development of the city. The Decree No.6 of 1976 that established FCDA, Urban and Regional Planning Law Decree 88 of 1992as legal, the gazetted executive order of 2004 establishing AMMA, National Urban Development Policy of 2007 and the Development Control Manual that guide development of the city could serve as legal basis for operation. Development control manual should be freely made available to prospect developers online as is done in some other city of the world. This is because many developers are not aware of the provision of the manual to appropriately guide them in their development. Capacity building is essential instrument for organisation effectiveness and

efficiency in the delivery of services. AMMC could take advantage of international and local bodies interested in developing institutional capacity in the area of city management.

5.6.2 The Strengths – Threat Strategic Option

Table: 5.13 Strengths – Threats Strategic Option

Internal Environment / External Environment	Strengths
Threats	**S – T** 1) Programmes for active public support in the activities of AMMC 2) Programmes that create awareness of the operation of the Council be vigorously embarked upon. 3) Creating opportunities for small scale enterprises to enhance local economy development of the city. 4) Developing programmes that reduces cost of living of residents 5) Creating enabling environment for private participation in the affairs of the city. 6) Development strategy to curb insecurity within the city

Source: Field Survey (2013)

The following strategic options emerged from the juxtaposition of strength, to threats. That is ways to overcome threats using the strengths. The non-participation of wide range of stakeholders could be overcome by developing strategy for active public support by involving individual or organisation in decision making process. This would make the citizen to respond to AMMC activities. AMMC should develop programmes that would create consciousness of the operations of the Council.

5.6.3 The Weakness – Opportunities Strategic Option

Table: 5.14 Weaknesses - Opportunities Strategic Option

Internal Environment / External Environment	**Strengths**
Opportunities	**W – O** 1) Developing local and international partnership in project funding that would improve upon the city management. 2) Promotion of synergy among departments and agencies of government. 3) Improving the website and continuous update on activities of the Council. 4) Creating awareness on the activities of AMMC through partnership with the available media organisation. 5) In-house staff training and seminars on the provision and expectation of AMMC

Source: Field Survey (2013)

The juxtaposition of weakness to opportunities results in the following strategic options. The poor coordination of activities of the council can be improved by promotion of synergy among departments and agencies of government. Low level of information dissemination could be overcome by improving and updating the existing website of the council. Funding of AMMC can be improved by developing local and international partnership in project funding that would improve upon the city management. Developing partnership and staff training can improve a lot of management capacity.

5.6.4The Weakness – Threat Strategic Option

Table: 5.15 Weaknesses – Threat Strategic Option

Internal Environment / External Environment	Weakness
Threat	**W- T** 1) Available media organisations can serve as medium to create awareness. 2) Developing a strong inter-agencies relationship for effective coordination, 3) Developing a strong base property tax system and charges could raise revenue generation. 4) The available legal provision as basis for full enforcement of development control 5) Developing strategy for participatory approach involving professional organisation in decision making. 6) A reward system for outstanding staff as measure to improve staff performance

Source: Field Survey (2013)

The following strategic options emerged from the juxtaposition of weakness to threats. The low level of awareness by the public of the role of the metropolitan council could be overcome advantage of the available media organisations to create awareness. Inter-agencies relationship can be built on developing a strong synergy among the agencies and the Council. The available legal provision could serve as basis for full enforcement of development control and participatory approach could be achieved by involving professional organisation in decision that affects residents. reward system for outstanding staff could serve as motivation to improve staff performance.

5.7 Evaluation of the strategic options

The juxtaposition results in several strategic options**.** Quick evaluation is conducted and repetitive option is selected for strategic options in table 5:17

Table 5:16 Evaluation of the strategic options

Source: Field Survey (2013)

External Environment / Internal Environmen	**Strengths**	**Weakness**
Opportunities	**S-O (Strategic Options)** 1) Passing to law the Bill for an Act to establish AMMC by the National Assembly 2) Developing legal framework for inter-agencies relationship. 3) Developing strategy to involve professional organisations in stakeholders consultative meeting, 4) Developing effective monitoring strategy to track illegal development at the early stage. 5) Developing strategy for effective implementation of; Nigerian Urban Development Policy of 2007, Executive Order of 2004 Urban and Regional Planning Law Decree 88 of 1992, and Decree No.6 of 1976 that established FCDA as legal standing for operation, 6) Developing strategy for capacity development of the human resources.	**W-O (Strategic Options)** 1) Developing local and international partnership in project funding that would improve upon the city management. 2) Promotion of synergy among departments and agencies of government. 3) Improving the website and continuous update on activities of the Council. 4) Creating awareness on the activities of AMMC through partnership with the available media organisation. 5) In-house staff training and seminars on the provision and expectation of AMMC
Threats	**S-T (Strategic Options)** 1) Programmes for active public support in the activities of AMMC. 2) Programmes that create awareness of the operation of the Council be vigorously embarked upon. 3) Creating opportunities for small scale enterprises to enhance local economy development of the city. 4) Developing programmes that reduces cost of living of residents. 5) Creating enabling environment for private participation in the affairs of the city. 6) Development strategy to curb insecurity within the city	**W-T (Strategic Options)** 1) Available media organisations can serve as medium to create awareness. 2) Developing a strong inter-agencies relationship for effective coordination. 3) Developing a strong base prosperity tax system as revenue drive. 4) The available legal provision as basis for full enforcement of development control. 5) Participatory approach involving professional organisation and in decision that affect residents. 6) A reward system for outstanding staff as measure to improve staff performance.

5.8 SUMMARY OF SELECTED STRATEGIC OPTIONS FROM THE JAXTAPOSITION OF THE SWOTATTRIBUTES

The following strategic options for the improvement of the existing structure and process of decision making have emerged from the evaluation of the SWOT attributes on AMMC.

Table 5.17 SWOT Strategic Options

1	Organisational structure environment	a) Full integration of core urban management functions in AMMC operation. b) Enlarging the structure of organisation to accommodate other urban management related functions. c) Improve upon professional human resource need of the Council
2	Legislative and policy environment	a) Enforcing every law, acts and regulations on city development b) Passing to law of the Bill for an act to establish AMMC that is before the National Assembly. c) Develop policy on inter-agencies relations d) Legislate on policy for training in new technology in city management
3	Coordination Environment	a) Develop strategic plan to improve upon coordination of departments b) Develop synergy among agencies of government. c) Develop a viable website with necessary information on the Council's activities. d) Improve upon community consultative fora.
3	Process of operation environment	a) Developing participatory approach to involve Stakeholders, private and community based organisation. b. Developing strategic emergency plan c. Improve upon joint task force for effective monitoring and control d. Creating enabling environment for small scale enterprises

Source: Field Survey (2013)

6.0 SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The purpose of this section is draw conclusion and advance recommendations. The section is divided into two parts, the first part provide the general conclusions of the research while the second part outline recommendations that will help AMMC become a better performing urban management institution. The research work set out to answer the following two questions.

Research question (1):

How has the existing model, structure or process of operation contributed to effective management of the city?

The existing structure and model of urban management in the FCT is independent agency. The study revealed that there is no adequate coordination between ministries, agencies, Parastatals and board among institutions involved in city management. What is obtainable is ad-hoc joint operation meeting which are not on a regular basis. The inadequate coordination of activities has resulted in the sectorial approach in urban services delivery by the various institutions. The process of urban services operation is the usual public services bureaucratic approach, where instruction trickled from the management staff to the subordinates. The process is the top down system without adequate provision for public participation in the affairs of the city. The fragmented nature of urban management institutions without; well-developed synergy impact on the effectiveness in the delivery of urban management mandate of the FCT. The existing structure and process has not contributed positively to effective

management of the city. Advantage is not taken in the multiplicities of agencies in addressing the various sector of urban management of the FCT.

Research question (ii):

What are the challenges to the effectiveness of the structure and process of the urban management institutions?

There are ranges of problem that have identified militating against the effectiveness of the structure and process of urban management in the FCT and particularly Abuja Metropolitan Management Council as an urban management institution. This problem includes; inadequate institutional structure, frequent change in the leadership, lack of coordination between AMMC and other urban management institutions and inadequate legal framework for operation, lack of commitment and political interference from government. There is all over lack of synergy among agencies of government involved in urban management.

6.2 SUMMARY OF THE FINDINGS

i. The existing urban management framework for the city is deficient in structure and process. The existing structure does not consist of core urban management components. Vital urban services departments such as physical planning, environmental services, and city water supply are not under the direct jurisdiction of AMMC.

ii. The finding revealed that coordination and synergy of institution is ineffective what is obtainable is ad-hoc meeting and joint inspection arrangement on major project; this has not yielded desired results.

iii. The process of decision making is the usual bureaucratic process of public office. There is inadequate citizen participation in decision making process of in city administration.

iv. E-banking system has been introduced in the system of payment of charges to the Council.

v. The system of information dissemination to the general public is ineffective to guide prospective developers or visitor to the city residents seeking for information. The current website of AMMC is shallow in content to provide any useful information.

vi. AMMC relied on budgetary allocation from the FCTA for execution of statutory responsibilities of the Council. Thereby, strategic planning for effective operation is tied to the amount of fund release to the Council by the FCTA administration.

6.3 IMPLICATIONS OF THE RESULTS

The city management structure and process is characterized by multiplicity of agencies engaged independently in service provision with series of stages in decision making process. There are bottle necks in the decision making process due to many stages involved in the process. The existing structure however, is inadequate and ineffective coordination with the series of line of actions has resulted in inadequate horizontal and vertical relation among departments and agencies of government. The inadequacy of the structure, challenges in the process and ineffective coordination has been identified as a serious roadblock plaguing the effectiveness of urban management institution in the FCT. The agencies have their own priorities, procedures, lines of accountability, financing

patterns, which often may not be in conformity with those of the AMMC. The AMMC which would have been responsible for the coordinating role has not effectively carry out this vital function of city management. This has resulted in spatial and functional fragmentation and service delivery gaps among the agencies.

The implication of the condition is to develop strategy for effective integration of core urban management components and bring institutions engaged in urban management activities under the control of AMMC. There should be plan for effective coordination of the various agencies involved in urban management of the city in other to improve the efficiency and effectiveness in urban service delivery. Coordination is an essential ingredient in effective management of the city, therefore AMMC need to take this role as a vital aspect in organizing effort in the city management.

6.4 CONCLUSION

The research set-out to appraise the urban management structure and process in the FCT, Abuja with a spotlight on AMMC. The aim was to learn lessons from the existing structure, process and determine the effectiveness and appropriateness of the model and to develop institutional framework to improve upon the existing model. It was realized in the course of the study that there are challenges to effectiveness of AMMC; there is problem of structural composition of the organisation, in adequate legal framework, ineffective coordination of activities among the departments and agencies, inadequate synergy among agencies,

political interferences, many lines of decision making process, frequent changes in leadership, and conflicting interest with other agencies of government. These have resulted to operational problems such as ineffective enforcement of regulations, conflict among institutions, and lack of inter-agency relation. However, if the Council is restructure and the identified problems are resolved, the activities of urban management institutions and particularly AMMC would be improved. It is important that efforts should be made by AMMC and supervisory ministry FCTA to implement the recommendations in other to achieved an integrated urban management framework with synergy among related agencies.

6.5 POLICY RECOMMENDATIONS

The strategic options was developed based on finding obtained from literature, deduction derived from the survey, SWOT analysis and value judgement. In other for Abuja Metropolitan Management Council to live up to expectation and make the city management effective, the following is recommended to improve upon the existing structure and process of operation that will transform the Council.

a). ORGANISATION STRUCTURE

- **Institutional Framework**

Institutional structure plays a vital role in organization effectiveness to deliver result. There is need for the restructuring of AMMC framework to include vital components of urban management. If AMMC must maintain its status as defined in the executive order of 2004, there is need for full integration of some department, agencies and boards engaged in urban management activities. The

integration would afford the opportunity for effective interactions and collaboration among departments. This re-structure would be with defined functions, which department is charge with what? When the job is to be carried out and how to go about the project would clearly be defined. This is to improve relationship level and reduce conflict in the discharged of statutory functions. (See appendix v for the proposed institutional structure)

❖ **Strengthening Institutional Capacity for Effective Operation**

Strengthening institutional capacity involves the review and improvement on structure and processes of operations, not only within the institution but also between other agencies of government involved in city management related functions. This capacity building would be in area of planning and policy formulation.

❖ Planning is defining attainable goals for the future; requires skills in setting a vision that involves government, businesses, residents, nongovernment organizations (NGOs), community-based organizations (CBOs), and politicians at all levels. The Council needs to undertake;

a). skills inventory to know the quality of staff, and

b). performance appraisal in order to determine the level of competence of the staff and identify the major needs in order to determine the relevant training and manpower development needs. The management board of AMMC should seek for qualified staff to manned strategic position in the council to improve upon competence in the discharge of official assignment. Policy formulation on the other hand proceeds from the plan and sets out the framework for the programs

and activities to attain these goals. This means drawing out guidelines for achieving the planned goals.

❖ **Strategic Planning and Policy Analysis**

This would address issues of planning and policy making, it involves how to identify problems of the council and analyze a range of policy options to address them. The second factor is how to organize staff efforts to implement desired policies. The Council needs to develop and maintain a long-term mission goal that fit between the organization and its changing environment. Suggested strategic planning element is enumerated below:

(i) the identification of purpose (mission statement) to describe what stakeholder needs are to be met and with what services;

(ii) goal formulation—general statements about the structure needed to accomplish the mission and address major issues facing the city;

(iii) identification of specific approaches or strategies to reach each goal;

(iv) action plans to implement each strategy, activities to ensure the effective implementation of each strategy; and

(v) Monitoring and updating the plan.

This is necessary because strategic planning analyses the environment, and establishes a route to achieve the organizational missions within the constraints of existing resources. This is to address;

What is the major challenge in the existing structure on effectiveness? What are the implications for the Council? What are the opportunities and threats to devise plan to take advantage of the situation? Part of the policy analysis is to

continuously appraisal the success of every policy been implemented by AMMC and to determine the effectiveness or the overall impact on urban development and management, and the citizens. This call review and performance appraisal by the council to assess what is set up to do, and if otherwise devise ways at improving the system. The strategic plan and policy should cover every sector of the city management

b). **LEGAL, REGULATORY AND POLICY FRAMEWORK**

The current legal provision for AMMC operation is based on the executive order of 2004 and other Acts and urban development law of Nigeria. There is need for an act for the establishment of AMMC, with well-defined legal structure backing the operation of the Council. Each of the department operates without defined legal provision for their operation. The study there recommend for promulgation of law enabling the operation of the council. In this light the bill for an act to establish the AMMC since 2010 before the National Assembly is facilitated for it being passed to law. Detail legal and regulatory framework be developed and enacted to cover the legal needs of every department.

c). DEVELOPING EFFECTIVE COORDINATION STRATEGY

- **Coordination of agencies**

Effective co-ordination of sector's functions, policies and activities between agencies and departments in the city is essential to the delivery of urban management mandate. This involves information sharing, collaboration or joint programming with stakeholders. This would mean to seek for ways in which the

diversity of mandates, capacities and statutory functions among urban management institutions could achieve complementary interventions. The objectives of the Council could only be achieved when all bodies involved in city management are brought under a body. This is achievable by appointing representative of each concern departments and agencies to form a city consultative forum that would serve as the brainstorming body and driver for city management. This is vital to the successes of the Council because coordination is a core task in urban management; therefore, developing and maintaining a network of effective partnerships with the various stakeholders involved in urban management activities would facilitate coordination that would lead to provision of urban services and maintenance.

- **Inter-Agencies Relation:**

Urban management in the Federal Capital City involves multiple agencies with wide range of objectives. In this context, establishing mechanisms for clear communication and cooperation is essential. The following strategic options are suggested to improve upon the coordination of inter agencies relationship in the management of the city affairs by the Council.

- Inter-agency steering committees, technical advisory groups and projects teams;
- Jointly developed high level, urban planning and management strategies that would include a clear vision statements, policy, objectives, key actions defining responsibilities, time schedules, monitoring mechanisms and feedback mechanism to ensure accountability of responsible agencies;

- ❖ Develop process for easy access to information in relevant area that would facilitate activities of other agencies;
- ❖ Team building workshops for effective integration of different agencies;
- ❖ Resolution procedures for conflicts at agency levels;
- ❖ Joint project execution to build relationships between agencies and departments,

It is therefore recommended that AMMC establish strong synergy with the following government ministries, agencies and boards to ensure effective management of the city; Abuja Environmental Protection Board, FCT Water Board; Abuja Geographical Information System, Federal Housing Authority, Federal Road Safety Commission, Abuja Municipal Area Council, Satellite Town Development Agency, Federal Ministry of Works, Vehicle Inspection Department, Federal Capital Development Authority (Planning and Survey Department). This synergy would avoid disjointed or sectorial approach in conducting statutory functions by the various bodies which had led to waste of resource because of uncoordinated development.

d). DECISION MAKING PROCESS

- ❖ **Information Sharing**

Information dissemination is a vital instrument in city management. Therefore, there should be database for reliable, up-to-date information for cross-sector sharing which would involve stakeholders to assess the information. This would be helpful in times of emergency and for quick interventions.

- ❖ **Participatory Approach to City Management**

This is based on an institutional innovation aimed at guaranteeing popular participation in preparing and carrying out the municipal activities. There was a success story in Porto Alegre Brazil which can be replicated by engaging the citizen in the decision that affects them in city management process.

- **Developing Viable Website:**

A wide range of information could post in the internet to benefit members of the public on the operation and procedures of activities by AMMC. The hosted website site is shallow in content to meet the information need of the general public. There is urgent need for develop a viable internet resource by the Council, to make information available to the internet users.

- **Drive for finance:** Effective and efficient operation demand sufficient resources to deliver the required tasks. The Council need to devise strategies insourcing for fund for her operation. This could be achieved through charges on approval, infrastructure development charges, and property tax. Property database documentation could assist in property tracking in payment of premium and relevant utilities charges. E-banking could be used to limit level of corruption associate with revenue officers.

6.6 CONTRIBUTION OF THE THESIS TO KNOWLEDGE

The discovery from the research work has shown that there are various approaches in use by urban management institutions for city management. The finding revealed that there is no universal rule for the structure and process of urban management, but structure and process are developed based on the political, cultural, economic and urban development experiences of each country.

Comparatively, the existing structure of AMMC is inadequate in composition as it lacks basic components of urban management functions. The work identified the role of coordination and integrated approach as essential elements to effective urban management process. Through the study different models, structure and processes of urban management have been identified. The model, structure and process were the basis for identifying SWOT attributes and performance indictors on the institution.

he contribution of the research to knowledge is in the application of SWOT and content analysis to identify factor that militate against effectiveness of AMMC and opportunities that could to use to overcome challenges. Through juxtaposition of the SWOT attributes strategic options was derived to improve upon the effectiveness of the Council. The SWOT analysis method has the capacity to identify challenges and opportunities. Strategic options leading to improved institutional structure and process emerged from the swot

The discovery from the research has shown that though multiple agencies are adopted in city management, high performance level is traceable to good structure, process and effective coordination of agencies of government. Therefore, the study has found out that decentralisation of government functions without adequate structure and process of operation and coordination may not effectively deliver overall result of city management.

6.7 AREAS FOR FURTHER RESEARCH

The research is on appraisal of the structure and process of urban management in the Federal Capital Territory, Abuja. The emphasis of the study was on the structure of AMMC and the process of operation in relation to models of urban management. Due to the limitation of the work, detail appraisal was not carried out on all other urban management institutions in the FCT. Further areas of research could be conducted in the following areas.

i. There is need to conduct study on all urban management institution in the FCT to determine their effectiveness in the conduct of statutory functions.
ii. A comparative study is required in urban management role by area council and those undertaking by independent agency to determine appropriate structure or process for urban management operation.
iii. A study could also be conducted on the effectiveness of decentralised system for urban management against metropolitan agency responsible for coordinating role of urban management in a city.

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Appendix i

Department of Urban and regional planning

Ahmadu Bello University, Zaria

Zaria-Kaduna State

Dear Sir/Madam,

As part of the requirement for the award of a Master of Science (**Urban Management**), in the Department of Urban and regional planning, ABU Zaria, Adah, Paul D; is presently undertaking an Appraisal exercise on Abuja Metropolitan Management Council (AMMC) Abuja. Your assistance in completing the questionnaire will make valuable contribution in the data collection process for the research. . Your effort in response to the questions is appreciated. All responses will be treated confidentially.

Yours Faithfully,

Adah, Paul D

GUIDE TO THE ANSWERS:

The questionnaire consists of semi structured questions; (freely give your view(s) ***(A) Very adequate (B) adequate(C) Fairly adequate (D Inadequate.*** You may also give your responses in **Yes or No.** Please select the option(s) that best suggest your view.

GENERAL QUESTIONS

1. When was the establishment created?……..……
2. What are the services rendered by the establishment? ……
   ……
   ……
   ……
   ……
   …….
3. How many functional departments in your establishment?……,,
4. Which agencies do your establishment collaborate with?.....…
   ……
5. Are there any area of conflict in the discharge of statutory functions?.....

……

6. If yes, how is the conflict resolved?……..…….....…

……
……

7. Does your organisation engage in frequent management meeting? **Yes/No**……

8. Are there any form of stakeholders meetings among agencies in the FCT **Yes No**

9. If yes, how frequent is the meeting……..….

10. How many organizations are involved in such meeting?……..……

11. What nature of institutional structure will you suggest for a better handling of urban management challenges of the FCT?

    a. A single metropolitan agency with adequate capacity to handle urban management issues?
    b. Separate agency with coordinated function for urban management.
    c. Independent agencies and ministries.

12. Give reason(s) for your choice in 11 above……
……
……
.....
.....

13. In your opinion what are the challenges to urban management in the FCT?**.....**……
……
……
……

14. In your assessment is the existing structure of urban management framework for the FCT adequate to meet urban challenges of the city.

    a. Very adequate b. Adequate c. Fairly adequate d. Inadequate

15. If not adequate, what are your suggestions for improvement……
……
……

16. What are the peculiar challenges of your department or unit?**.....**
……
……
……

17 In your assessment how do you compare AMMC structure with other urban management institution in Nigeria…… ……

a. Very adequate b. Adequate c. Fairly adequate d. Inadequate

18. How do you judge the existing composition of organisation structure of AMMC

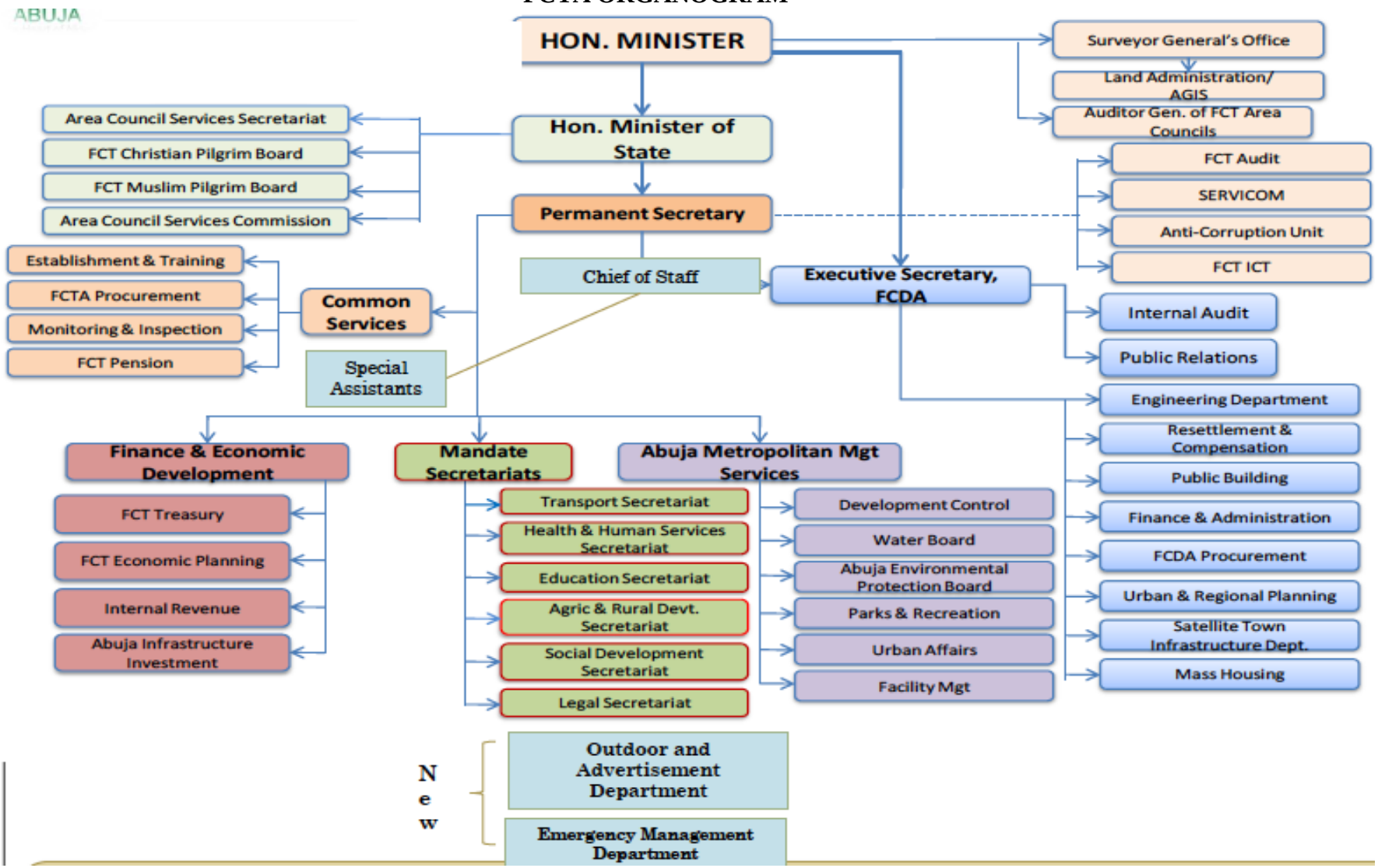
a. Very adequate b. Adequate c. Fairly adequate d. Inadequate

19 If not adequate suggest possible department, unit of section that can be included in their structure…….

20. How is decision on urban management issues in the FCT taken……...…
…….

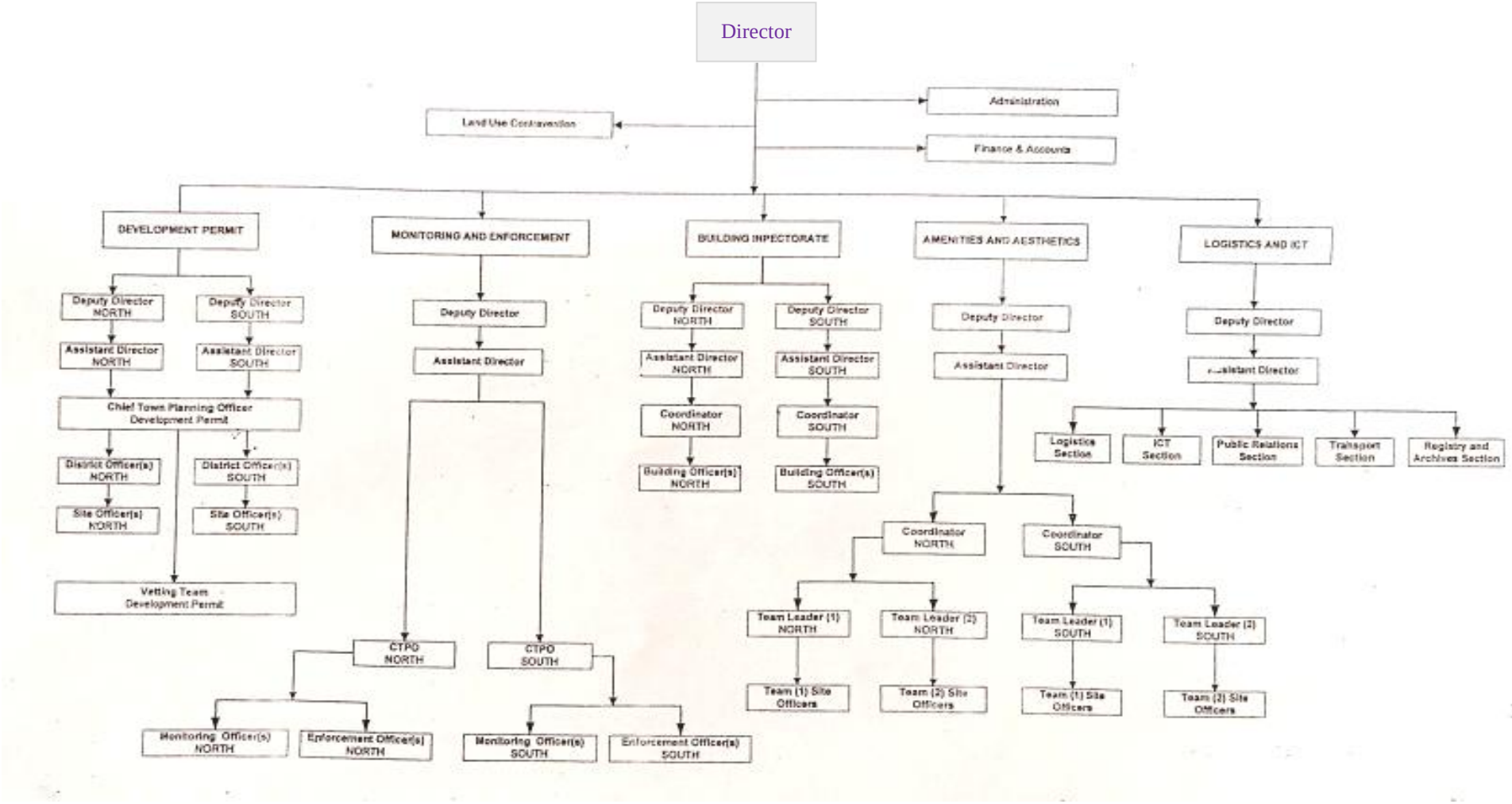
Appendix ii

FCTA ORGANOGRAM



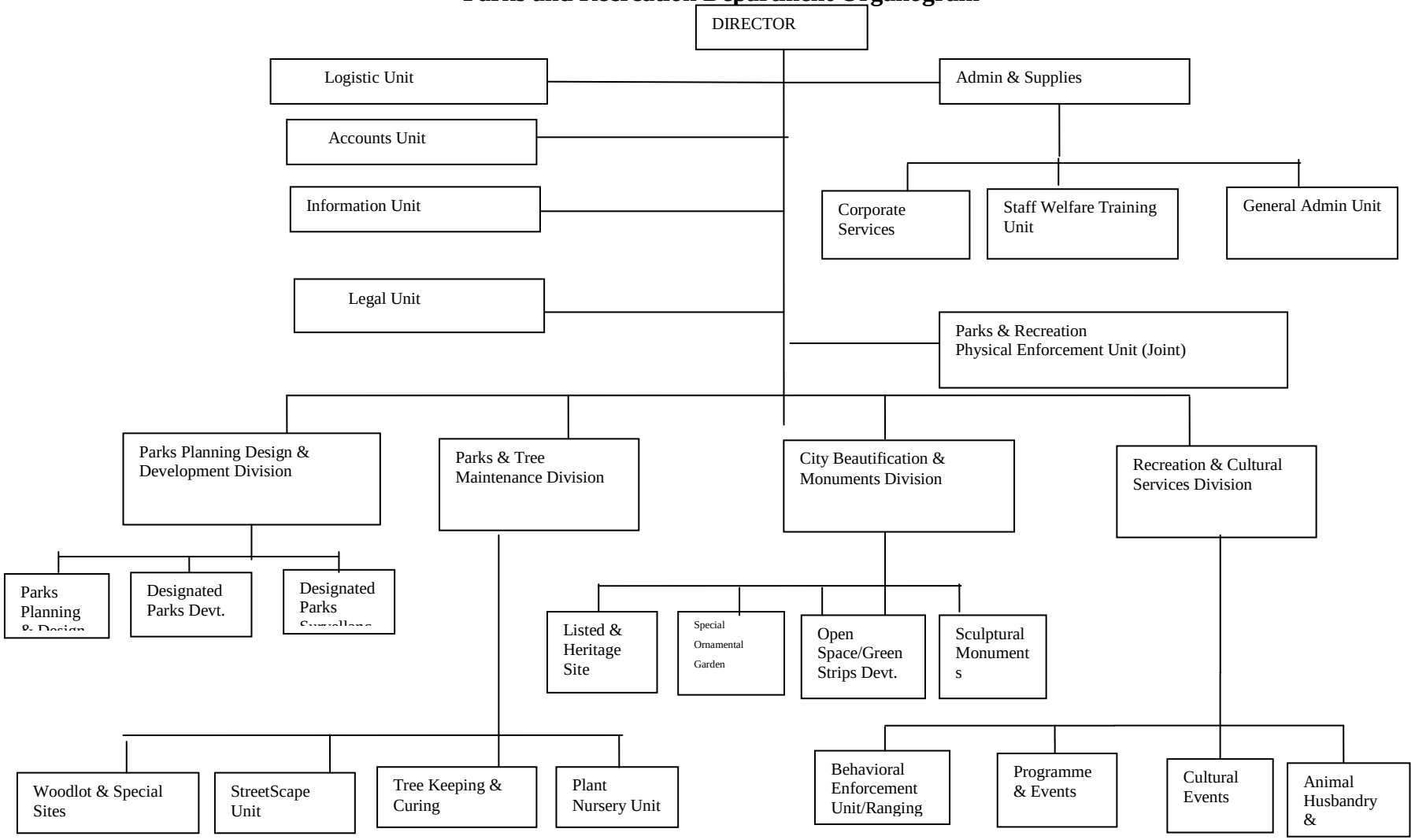
Appendix iii

Organogram Department of Development Control (AMMC)



SOURCE: AMMC (2014)

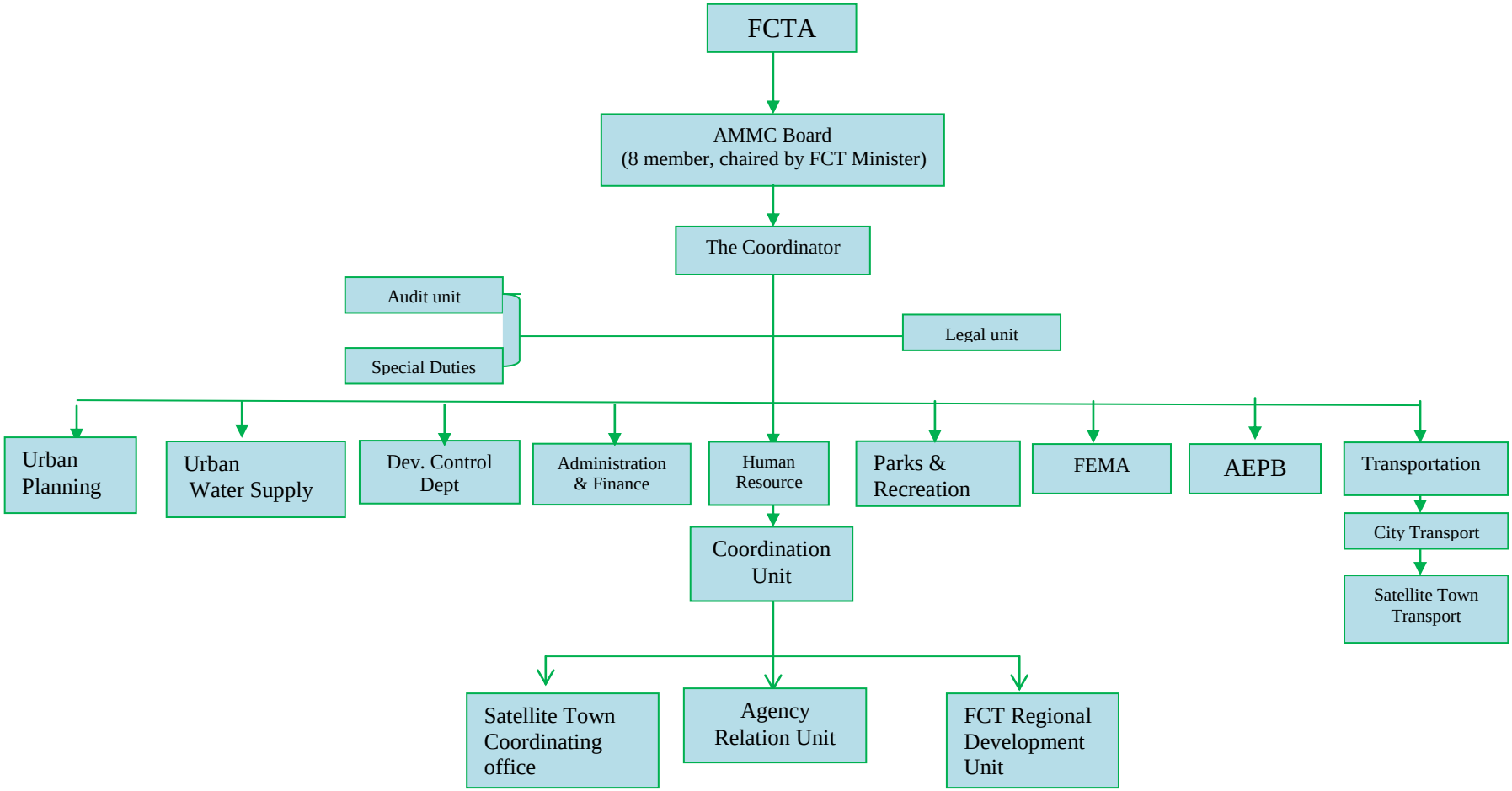
Appendix iv:
Parks and Recreation Department Organogram



SOURCE: AMMC (2014)

Appendix v

PROPOSED INSTITUTIONAL FRAMEWORK FOR AMMC



Source: Field Survey (2014)