

**PERFORMANCE EVALUATION OF THE
IMPLEMENTATION OF THE FEDERAL
GOVERNMENT SITES AND SERVICES
PROGRAMME IN NIGERIA**

A STUDY OF ABUJA SCHEME

BY

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DECEMBER, 2004

DECLARATION

I hereby declare that this thesis has been undertaken by me and that it is a record of my own research work. It has not been accepted in any previous work for higher degree.

Signature:.....

Date:.....

CERTIFICATION

This thesis entitled Performance Evaluation of the Implementation of Federal Government Sites and Services Schemes in Nigeria: A Study of Abuja Schemes: by SULE JONAH, O. meets the regulations governing the award of the degree of M.Sc. of Ahmadu Bello University and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This work is dedicated to God Almighty for seeing me through my turbulent years in life and to my parents who inspired me inspite of all odds.

ACKNOWLEDGEMENT

I wish to express my sincere gratitude to Mr. S. U. Okotie, my main supervisor and Head of Department Mr. D. J. Abin for their critical reviews, comments and suggestions which help me intensely in the shaping of this study. I would also like to thank Dr. J. B. Kaltho and Mallam Sani Maruf for their valuable criticisms.

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A million thanks to you all and God bless, Amen.

ABSTRACT

Housing has been a major problem in Urban areas in the developing countries, particularly the low income group. One of the strategies adopted to solving this problem is sites and services

Sites and Services is an approach aimed at providing plots of land in a convenient location with essential services which would afford people the opportunity to construct their own houses in an organized fashion

There are various approaches on the implementation of sites and services scheme that has been adopted in different parts of the world including the World Bank Assisted Project in Nigeria. Previous studies looked at the Affordability Replicability and cost recovery aspect of the scheme.

This study focused on some identified parameters/factors that influence the successful implementation and its performance vis-à-vis the goals and objectives of the scheme.

After a careful study, it is discovered that the administrative and financial aspect of the implementation should be strengthened. There should also be partnership approach i.e. Public/Private participation to make the scheme more meaningful in its implementation.

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CHAPTER ONE

INTRODUCTION

1.0 Shelter has been recognized as one of the most basic human needs and has no doubt a profound impact on health, welfare and productivity of the individual. The problem of housing has been a major one amongst urban dwellers. The lack or shortage of it inadvertently create urban slum and over crowdedness. It is in order to ameliorate the scenario that the idea of sites and services was conceived as one of the strategies for solving the Housing problem in urban areas.

Sites and services is the provision of vacant land in a convenient location and with essential services which would afford people the opportunity to construct their own houses in a more organised fashion (Marrison and Lea 1979).

The National site and services programme was adopted by the Federal Government in 1977; as a viable alternative for direct housing construction. Through it, increased supply of serviced plots at affordable cost are provided. The aim of the programme was to create easy access to developable land which had for long hindered home ownership. It offers land in the following categories for residential development namely: Low Medium and High densities.

The Objectives of the programme include:

- i. Promoting orderly development of human settlement with corresponding essential facilities such as roads, drains, water, health and educational services;
- ii. Increasing the supply of plots of land for residential development for all income groups; and
- iii. Establishing models which States and Local Government as well as private developers can emulate (FMW&H, 2000).

From the foregoing, sites and services could be seen as a planning strategy put in place to solve problems of unplanned environment and squatter settlements as well as provide affordable means of increasing housing supply for the low income in the urban areas.

Planning here is conceived as a sequence of programmes of action aimed at achieving the desired goals and objectives of the scheme. An important stage in the sequence is the implementation.

1.1 **STATEMENT OF RESEARCH PROBLEM**

Sites and services has been a strategy for housing provision and adopted in Nigeria. Currently, the Federal Ministry of Works and Housing has been pursuing the scheme in different locations in the country, more especially in the state capitals and the Federal Capital Territory (FCT).

Considering the pressure and demand for housing in the Federal Capital Territory, it is expected that these schemes will be pursued with vigour in order to provide housing for the teeming population of Abuja. However, a number of problems of implementation had been experienced in the sites and services with Abuja.

It is observed that these problems are as a result of the design of the scheme. The schemes are taking longer period to complete than scheduled. Financial provisions in budget are not forthcoming and the bureaucracy in government organization seem to affect the efficiency, in the implementation of the scheme.

There has been previous study on sites and services in Bauchi, Nigeria by Onibokun et al (1987) which covered areas on sustainability, replicability affordability and cost recovery.

This study is focusing on the performance of the sites and services schemes' implementation in Abuja i.e Gwarimpa and Gwagwalada. The choice of the two is based on the fact that Gwarimpa is for high income while Gwagwalada is for all categories of income groups. Gwagwalada also is located far from the Federal Capital City and far from development while Gwarimpa is located close to developed areas of the city. These have implications for implementation.

1.2 JUSTIFICATION OF THE STUDY

- It will provide the areas of conflicts in the implementation of sites and services projects which will form the basis for suggesting ways and means of minimizing the problems
- It is envisaged that the study will provide an effective tool for implementing the projects that could be used by various organisations both government and private.
- The study will also provide information on case studies on site and services implementation which can be used as basis for measurement for attainment of goals and objectives of the schemes.

1.3 AIM OF THE STUDY

The aim of the study is to evaluate the performance of the Gwagwalada and Gwarimpa sites and services schemes with a view to identifying problems and suggesting guidelines that will enhance a more effective implementation.

OBJECTIVES

- i. Review the concept and approaches to sites and services schemes
- ii. To identify and describe factors influencing the implementation of sites and services scheme.
- iii. To evaluate performance of the schemes in Gwarimpa and Gwagwalada and identify the problems.
- iv. Make appropriate recommendations for effective implementation of the sites and services scheme.

1.4 METHODOLOGY

Methods of data collection are in line with the objectives of this study. Data collected are from two principal sources:-

- 1 Primary and
2. Secondary sources

Primary Sources

A structured interview method was adopted. It was designed to collect information through questionnaire from ministries and their principal officers. It covered parameters like organisational set up, the design of the Project, financing and implementation. Primary sources are essentially field observations.

Secondary Sources

The secondary sources include existing maps, layouts, literature, and information from the ministry staff, project reports and previous studies

Survey:

A sample survey covering the parameters such as organizational set up, financing, cost recovery, design characteristics and implementation were carried out.

Data Analysis:

Simple statistical analysis, using charts and tables were used to explain findings. A sample size of 60 principal officers associated with the scheme

were interviewed to find out their opinion on the performance of the implementation. Of the sixty, 45 of the total questionnaire was collected and this represents 75% response.

1.5 **SCOPE AND LIMITATION**

The scope of the study is to evaluate the performance of these two schemes in Gwagwalada and Gwarinpa.

The limitation of the study is the difficulty in sourcing accurate information from authorities in the areas of classified document and budget releases.

CHAPTER TWO

2.0 LITERATURE REVIEW - CONCEPT AND APPROACH TO SITES AND SERVICES SCHEME

2.1 DEFINITION

Of humanity's basic needs of food, clothing and shelter, shelter has been one of the most difficult to provide. (Laquain 1983).

Sites and services scheme refer to the provision of plots of land either on ownership or leasehold along with a bare minimum of essential infrastructure needed for habitation.

Rapid growth of urban areas in most developing countries in the last few decades has led to shortfall in housing. The problem has been two folds. On the one hand, the majority of people moving to urban areas have lacked necessary assets and financial holdings to acquire decent housing. On the other hand, the designated government agencies and bodies have not provided efficient and affordable housing for urban majority. The proliferation of slums and squatter settlements have therefore been a result of this scenario.

But a growing understanding of the dynamics involved in the development and expansion of squatter settlements has led to a number of innovative housing schemes in various developing countries to solve the inadequacy

of housing, particularly with the intention of improving the environmental quality of squatter settlements and provide it with the basic necessary infrastructure. One of such innovative schemes which received wide spread acknowledgement and following has been sites and services schemes.

The realization that providing a “complete” serviced house by government agencies is not possible or simply can not be afforded by most low income families prompted a shift in focus from supplying fully serviced houses to that of providing only serviced land. There are a wider variety of sites and services scheme ranging from sub-divided plot only to a serviced plot of land with a “core” house built on it. (Laquisan 1983).

2.2 CONCEPT OF SITES AND SERVICES

Sites and services scheme has been implemented through the World Bank Assistance in many developing countries. The World Bank concept of the scheme focuses directly on lower income groups and it attempts to deliver shelter and services at a cost they can afford while still ensuring that the cost of the site and services project are recovered so that the project can be replicated.

In general, sites and services is meant to increase supply of building plots and services; it provides a more efficient urban development pattern and a better physical living condition than are available in unplanned or squatter settlement. It also should provide security of tenure and a basis for

community development. For the increase in the supply of building plots for all income groups the scheme should allocate about 50% of such plots in favour of the low and medium income groups.

2.3 **NEED FOR SITES AND SERVICES**

It is generally considered that sites and services would increase supply of building plots with urban infrastructure, ensure efficient new townships with more efficient conditions more than what obtains in squatter settlements.

The existing pattern of urban development largely unplanned and uncontrolled represent an in-efficient use of scarce resources. It should be noted that sites and services is a future oriented strategy in planning process. It represents allocative function in the planned process and allocates resources in advance to achieve desired pattern in urban planning.

The basic aim of site and services housing scheme therefore is to facilitate the provision of as many houses as possible and as quickly and cheaply as possible. Anything which impedes the attainment of these objectives should be rigorously and critically examined. Thus, the effectiveness of success or otherwise of the sites and services scheme requires just as much analysis, appraisal and planning as does any other type of housing. (Norwood, 1973).

2.4 GENERAL CONCEPT OF IMPLEMENTATION

Before understanding what implementation is, it is necessary to fully understand the planning process and outline it. Planning, however, has been defined as a continuous process which seeks to devise appropriate means of controlling the urban or rural system concerned, and by monitoring the effects to see how far the controls have been effective. During the course of planning and implementation of development plans, a set of events take place in a cyclic order and thus planning and its implementation continues satisfying the demands of the urban or rural center.

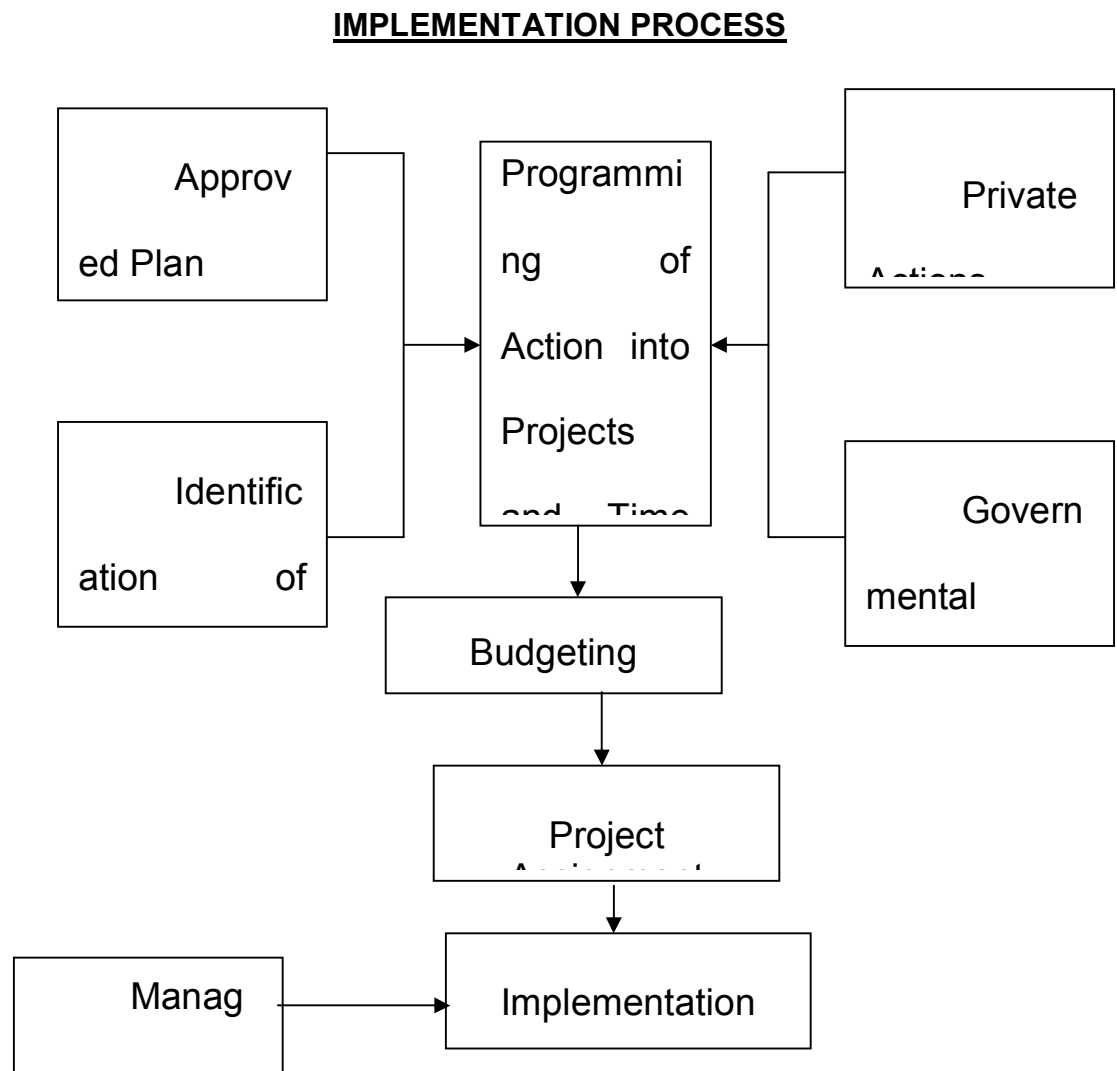
These events that take place in cyclic order follows this sequence.

- i. Identification of goals and objectives
- ii. Preparation of alternative plans
- iii. Evaluation of the plans (selection of Most acceptable alternative)
- iv. The implementation – action
- v. Review – the assessment or the corrections of the course of action taken during the process of implementation.

This is a very important stage and it is this stage in the planning process that makes it continuous, dynamic and self – correcting process. If it is positive, the action is repeated. If it requires certain changes at various stages, effect the required change by reviewing the specific stage.

2.4.1 THE IMPLEMENTATION PROCESS

As mentioned earlier implementation is the fourth stage in the planning process. The beginning of this stage is an approved plan duly endorsed by client. The first stage of implementation process is identification of priorities for implementation these are determined by social, economic, political, administrative and technical factors (See Fig. 1).



Source: Kulshrestha (ABU) Dept. (URP)

Figure 1:

Depending on the priorities, the approved plan is then programmed into projects during the second stage of implementation. It is followed by Budgeting, Project assignment and finally the action or project implementation.

The actions could be private or government. The Government action, which is the focus of the study, could be direct or indirect. The direct government action can be in a development of municipal infrastructure.

The public sector generally is bedeviled with bureaucracy and delays in decision taken, they are generally associated with inefficiency and these affect implementation of projects/schemes. This traditional approach by the public sector tended to over emphasise political undertone or involvement in decisions about the schemes. The result has been inadequate operations and maintenance, non-sustainability and unreliability of projects, and constraints to economic productivity.

The experience has shown that the solution to sites and services scheme is not merely to expand the number of sites. The key to reform is to deliver the schemes that users need and are willing and able to pay for. The scheme should respond to providers whose demand can be identified and services should be provided in a sustainable way.

2.4.2 IMPLEMENTATION APPROACH IN DEVELOPED COUNTRIES

In developed countries, there is a new approach, which looks more to the private sector as a source of investment, management expertise and improved efficiency. This points towards “Privatization” which can be a means to over-come constraints facing the public sector. The term privatization is used here to mean any process where by the private sector is involved in the provision and implementation of sites and services schemes.

There are areas public private partnerships are based involving different actors or stakeholders:-

- i. The public sector, whose principal role should increasingly be to create competitive pressures for more effective and efficient services delivery and enable, facilitate, regulate and monitor partnership arrangements;
- ii. The formal private sector, which because of its access to financial resources and its potential ability to operate more efficiently, can play a role in financing and providing certain infrastructure services and maintenance;
- iii. The informal private sector which is actively involved in many aspects of services, particularly in low-income areas and whose potential role in partnership should increasingly be recognised.

With these partnership approaches, the scheme could perform well with either of these partnership arrangements listed below:

- a. Build operate and Transfer (BOT) – This is a partnership between public and private sector whereby the private firm is authorised to build, but asset/service will be transferred to the public after a period of time.
- b. Contracting out – the placing of a contract by a public to an external private company
- c. Franchising/Concession – A private partner takes over the responsibility for operating the scheme and collecting charges, and possibly for funding new schemes in fixed assets.

For example in the 1980s there was the water privatization in Britain, it was though received with opposition with such statements as “if you can privatize water, you can privatize everything” Surprisingly in the early years of water industry privatization it has been characterized by sweeping changes in Management style inside the water PLCs. with rapid diversification into new business skills.

2.4.3 PROCESS AND APPROACHES OF THE SCHEMES IN DEVELOPING COUNTRIES

Many countries of Asia, South America and Africa adopted the idea of sites and services. With the World Bank strongly advocating this approach and

providing key finance for a number of projects, the idea received widespread approval (Srinivas, 1991).

2.4.3.1 PAKISTAN

In Pakistan, the conventional sites and services was seen to be bedeviled with problems of implementation such as:- colossal amounts of public money being wasted by the degeneration of facilities not used for years because the plots are used as safe investments and are sold and resold many times before final construction of houses take place (UNCHS, HABITAT, 1991).

This practice inform the shift from the conventional site and services to what is known as increamental Housing Scheme. The approach adopted shows the following sequence of settlement.

PEOPLE ⇒ LAND ⇒ HOUSING ⇒ INFRASTRUCTURE

The scheme here is based on the idea that [people should settle before houses and infrastructure are constructed, and that once settle, the beneficiaries can develop their housing and infrastructure increamentally, as and when resources are available. The scheme requires a low income family in need of shelter to spend initially two weeks in a reception area to provide its urgent need for shelter then, the Hydrated Development Authority (HAD) allocates a plot upon payment of RS 1000 (Us \$30) which

covers full cost of the plot. The family has to live on the plot permanently. The plot is repossessed if found unoccupied. This reduces absentee ownership and speculation.

Other problems associated with the conventional sites and services in Pakistan include the restrictive governmental process such as allotment procedure, allocation of loan against land mortgage and of course land ownership provision for speculative purposes. The conventional sites and services therefore proved to be unaffordable for low income groups.

The main feature of the Khuda – Ki – Basti (KKB) is its incremental development approach applied on a self – help basis. This approach reduces the cost of development of houses and infrastructure and eliminates the problem of cost recovery. Since the project induces the people to take up immediate construction of their houses, the practice of land speculation is avoided.

The KKB is based on the principle of cost recovery, therefore it is sustainable. It is affordable for low income since families organized themselves to develop infrastructure incrementally without obtaining loans from conventional financial organizations. And it replicates the methods used by squatters in the development of squatter settlements, yet it is successful in developing a legal, planned and healthy residential environment for low-income people.

The scheme provided 2,800 residential plots for low income families with a population of about 18,000. (UNCHS), HABITAT) (1991).

The location of the scheme is about 15Km from the city of Hyderabad and close to industrial zone of Sindh Industrial Trading Estate.

Shops and public services were however not adequate.

2.4.3.2 AMINISTRATIVE AND ORGANISATIONAL SET- UP OF THE SCHEME

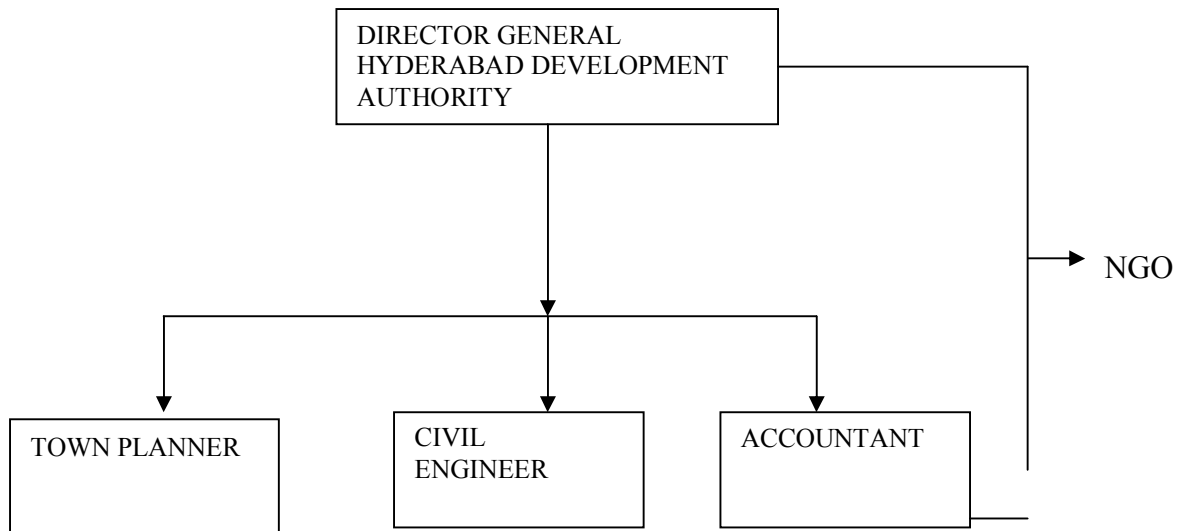
The Khuda – Ki – Basti project was initiated by and headed by a Director General of Hyderabad Development Authority (HDA).

Three professionals, namely: Town Planner, Civil Engineer, and an Accountant were involved. These experts are indispensable during the planning phase, while they would have supervisory and controlling role during execution. At this stage once allottees have been settled, the housing agency hands over the scheme to a non-governmental organization (NGO) and the NGO could organise the communities, train leaders, assist the population to save money for infrastructure and advise the community to construct the infrastructure on a self – help basis.

As regards the administration of the project along the line of KKB, a rule of thumb is that the very approach implies that a major part of the management burden is shifted away from the executing agency to the users of the project (UNCHS, HABITAT, 1991).

The organization below shows the administrative model of the scheme in Hyderabad, Pakistan.

Fig. 2: **ORGANIZATIONAL SET – UP OF PAKISTAN SCHEME**



Source: UNCHS (HABITAT, 1991)

Here the professionals only play supervisory role, however, the Town Planner is charged with the responsibility of orderly and controlled development, of the site. He is also involved in the layout design and usually advises the agency on the issue pertaining to town planning functions and activities.

The civil engineer advises the communities how the services like water and electricity could be laid and in line with the design of the scheme.

The Accountant advises community on how they could raise money for infrastructure, collection and keeping/saving the money; and taken full accountability of how the money is spent.

All these professionals liaise with the NGO's who train, and assist the community how to save money.

The system here has direct efficient and effective coordination. There is less of bureaucratic procedure, sources of funding is through beneficiaries cooperation i.e self help.

2.4.3.3 NIGERIA

In Nigeria, a number of sites and services scheme were undertaken by both Federal and State Governments. The first Pilot Scheme was at the Makama area of Bauchi State. As a measure to help the new state to improve its housing stock and physical environment, the government on the advise of the World Bank adopted the concept of sites and services and requested the assistance of the World Bank in its implementation in the state. The request for World Bank assistance in the Urban sector was presented in terms of finding new low cost solutions to Nigeria's Urban problems. At the invitation of the Federal Ministry of Housing, Urban Development and Environment (FMHUDE), the World Bank sent an urban project identification mission to Nigeria in 1977. The mission was asked by FMHUDE to visit Bauchi and Imo States, both new States created in 1976, and experiencing rapid urban growth. The mission then examined the feasibility of developing pilot low cost urban development projects in these

states to serve as models for national housing programmes. The design of these projects was to emphasize low costs and standards, adaptability to different states throughout Nigeria, financial affordability for low-income households, and replicability.

Bauchi State Government initiated a project preparation study in 1978 and consequently agreement was reached in 1979/80 for World Bank to assist with financing of the Bauchi State project while providing technical assistance to the Federal Mortgage Bank of Nigeria.

The success of the programme in these two states of the sites and services scheme in 1986, with a national spread.

Since its inception, the first phase of the programme had been implemented in seven states of Lagos, Rivers, Imo, Anambra, Kano, Kwara and Ondo where over 10,000 residential plots had been allocated. (BSDB, 1987).

The loan agreement for Bauchi was signed in February, 1980, with specific obligations and financial commitments on parts of both the World Bank and the various levels of government in Nigeria. The duration of the project was earmarked for three years, and was estimated to cost about US\$28.0 million (as at 1986 exchange rate) out of which 49% (\$13.75m) would be provided as a loan by the World Bank, the rest being financed internally. Onibokun et al 1989.

The Project provided for both residential and industrial plots. The industrial plots were created in order to attract industries and job opportunities to the

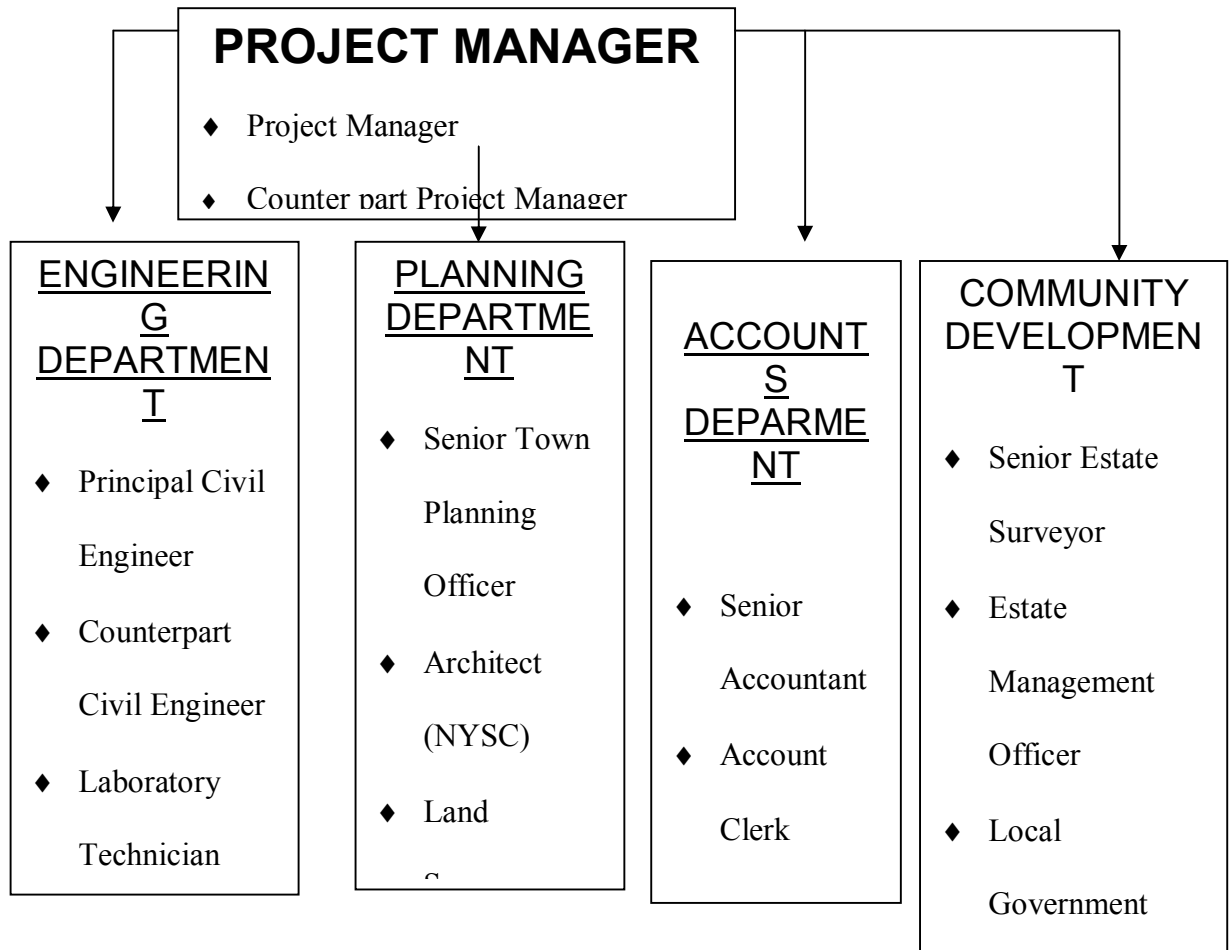
site and services area. They were also meant to provide an avenue for deriving funds which would enhance Cost --Recovery in the project. The Federal Mortgage Bank of Nigeria (FMBN) was expected to make loans available to beneficiaries for purchase of plots and development of core housing units.

Each beneficiary was expected to operate a contract savings account with FMBN and Mortgage loans granted were to depend on the income of the beneficiaries, but with values being such that they could be repaid over the agreed amortization period, basing monthly repayments at not more than between 20 and 25% of the known income of the beneficiaries.

2.4.3.4 ADMINISTRATIVE/ORGANIZATIONAL MODEL

There was an Establishment of a project Unit – the Bauchi State Development Board (BSDB), as the primary executing agency of the project. This Unit under the terms of agreement between World Bank, Federal Government and Bauchi State Government was to be staffed by experienced personnel including a Project Manager, Senior Civil Engineer, and Architect, a Planner, a Senior Estate Management Officer, a Senior Accountant and an expert in building materials. (See diagram below).

Fig 3:



Source: BSDB (1987)

The Project Manager is the overall head and coordinates all the activities of this project unit.

The Engineering Department is in-charge of Civil works, roads and drains, water and electricity supply, construction of schools and clinics.

The Planning Department takes charge of architectural design as might be requested and supervision of house construction. Town planners design the layout and set standards and as well as control development. The

computation of compensation is also undertaken by the officers in this Department.

In the Accounts Department, it facilitates the Mortgage loan and ensure recovery and takes care of all financial management.

Finally, the Community Development Department ensures the self – help approach and the increamental development of houses.

PROJECT FINANCING AND COST RECOVERY

The financing plan for the project is based on agreements between the Federal Military Government, Bauchi State Government and World Bank where the costs are being shared according to the following formular:

World Bank	50%
Bauchi State Government	30%
FMBN	20%

2.4.3.6 COST RECOVERY

One of the cornerstones of the sites and services is the cost recovery. The nation is that the project should be implemented with minimum subsidy so that it could replicate itself. As shown in table 1, the total cost of the project was US \$28.0 million, out of which US \$13.75 came in as loan from the World Bank; and Nigeria would pay the Bank ~~N~~11.56 million excluding interest after implementation.

On the other hand, the maximum amount that Nigeria could recover from the beneficiaries is about ₦11.8 million (See Tables 2). This recoverable amount was based on assumption that:

- a) all the ₦7.53 million granted as mortgaged loans to the beneficiaries would be fully recovered with interest;
- b) about two – thirds i.e. ₦1,400 of the total project beneficiaries (2099) would pay project charges of about ₦12.00 per month per house for the next 15 years on water and electricity;
- c) industrial plots would become attractive and attract a fee of ₦1,000.00 per plot

ACTUAL/EXPECTED COSTS OF THE BAUCHI SITES AND SERVICES PROJECT IN LOCAL CURRENCY – 1986

TABLE 1

SOURCE OF FUND/LOAN	ACTUAL AMOUNT AT 1986	AS	EXPECTED PAYMENT USING 1986 EXCHANGE RATE
World Bank Loan	US\$13,744.5		₦11,558.4
FMBN Contributions	12,201.6 or US \$14,255.5		₦12,201.6
Total	US \$28,000.00		₦23,760.00

Excluding interest and using rate of Naira to Us dollar applied in 1986

Source: Onibokun et al 1986

Table 2: ESTIMATES OF AMOUNT RECOVERAGE FROM THE BENEFICIARIES OF THE BAUCHI S & S PROJECT

SOURCE OF FUND/LOAN	AMOUNT	REMARKS
Development Charges	104,000	Estimates based on double the amount hitherto collected on the approved plan.
Mortgage Loan Repayment	7,53 M.	Assuming that all Mortgage Loans granted by FMBN are eventually repaid interest by Mortgages
Sales of plots	1,077,300	Based on 2099 plots sold.
Sales of industrial plots	74,000	Assuming a rate of 1000/plot
User Charges (Water & Electricity Estimated)	3,000.000	Assuming a rate of ₦6.00 per month for a period of 15 years each
TOTAL	11,785,300	

SOURCE: ONIBOKUN ET AL 1989

2.4.3.7 LOCATION

The location of the project is at Makama area of the Bauchi Town. It is within the proximal distance from the city center. The scheme provided for different sizes of residential plots for both middle and low-income groups. A total of 2006 were provided which attracts a population of over 16,000 people. The total land acquired for the project is about 120 hectares. Services such as schools, clinics; were provided, commercial and industrial plots were also provided for.

2.4.3.8 NASARAWA STATE

In Nasarawa State, a site and services scheme was executed at “New Karu” in Karu Local Government Area of the State in 1991 – 1992 by the State Government.

2.4.3.9 PROJECT LOCATION

The scheme is located at the suburb of the Federal Capital Territory, a distance of about 8 kilometers from the FCT. The project was targeted at both. High and Medium income earners and the total number of plots is 1665, comprising of 1,061 and 604, medium and low density plots respectively. Over 11,000 population is expected to be accommodated within the scheme. The scope of the scheme includes the provision of services such as clinics, schools and industrial layouts; neighbourhood centers and Karu international market which is within the neighbourhood.

2.4.4.0 PROJECT FINANCING

The financing arrangement is purely handled by accountant on the consultant. The consultants were to source funds, undertake the physical development of the scheme and then pay a fix sum of twenty million naira (~~N~~20M) out of proceeds from the sale of plots to the Local Government but at the same time to retain some profits for their services.

From inception, the total cost of the project was put at One hundred and sixty five million naira only, (~~N~~165 million) and government is expected to realise Five hundred million naira (N500 million) as from the sale of the

plots as estimated by the consultants. However, at the sale of 488 plots, N92M was realised, excluding the cost of infrastructure. Government, therefore observed that if this trend continues, it will lose a total sum of N37 million, therefore, the contract was revoked.

The problem associated with this scheme was that the professionals did not display competence as there was no supervision by government agency.

In the recommendation for successful implementation of the scheme, it was recommended that “Project of this nature should be managed by Board of Trustees of Special Committee and should be supervised by a relevant professional agency” (Nassarawa state Government on Sites and services, 1997).

In view of the loss of N37 million, the scheme cannot be sustained due to poor management of cost recovery.

Having looked at the approaches of the two schemes it becomes glaringly clear that the approach adopted in the developing world do not allow for efficiency and effectiveness due to administrative bottlenecks and financing.

On the other hand, the private public partnership of the project does not exert financial burden on government; the administrative or organizational

set-up is purely private which has management expertise and Improved efficiency.

The public sector's principal role therefore was to enable, facilitate, regulate and monitor this partnership arrangement.

CHAPTER THREE

3.0 STUDY AREA

3.1 LOCATION

The Federal Capital Territory is located at the center of the country, covering an area of about 8000 square Kilometer with an enclosed area of 250 Sq KM for the capital city, Abuja.

The city is situated within latitude 7' 20" north of equator and longitude 6" 4"E and 9 36" East of the Greenwich meridian.

3.2 ACCESSIBILITY

Abuja is easily accessible from all parts of Nigeria and indeed the principal cities of Africa, due to its location.

It is linked to the A – 2 Kaduna – Okene road, running North/South, by the A – 124 Bida – Suleja road, running East/West, by F – 126 Minna – Suleja road, running North – West. Most State capitals could be reached by air from Abuja between one and half-hours. Example, Abuja Calabar 465 Km, Abuja Yola 590Km Abuja - Lagos 505 Km and Abuja to Port Harcourt 470KM.

A railway line is proposed and it will run from Gudi – Keffi (Nassarawa) – Karshi – Kuje – Gwagwalada (FCT) Gula – Baro (Niger) to link the territory with the existing National Railway Network. Efforts are also underway to provide navigational inland water ways to the territory through dredging of

river Niger from the coast to Baro Gwagwalada is about 60KM from Federal capital city (FCC) west of A 2 Road.

3.3 PHYSICAL CHARACTERISTICS

Elevations within the Federal Capital Territory ranges from 143.2m to the south and 610 to the East slopes in this area are generally long and gentle, ranging up to 4%. The terrain has been categorized by Maboguije (1977) as gently undulating.

3.4 CLIMATE

Although climatic information on the Federal Capital Territory are rather scanty, data extrapolated from adjacent weather stations revealed that the area around Gwagwalada has temperatures ranging from 21° - 26°C yearly and a total annual rainfall approximately 1,650mm. About 60% of annual rain falls during the month of July, August and September. This factor is of significance in the planning of drainage for disposal of storm water.

Another characteristics of this area is the frequent occurrence of squall lines heralded by thunder storms, lightning strong winds and rainfall of high intensity. This climatic phenomenon often causes serious damage to building and it is essential to bear this in mind when designing buildings for the new town.

3.5 DEMOGRAPHY

According to Abuja Master Plan, the city will be permitted to grow to a maximum population of approximately 3.1 million.

The table below shows the projected target population of Abuja, according to phases.

PROJECTED POPULATION OF ABUJA ACCORDING TO PHASE

PHASE	PROJECTED TARGET POPULATION
I	Populated Target 230,000
II	“ “ 585,000
III	“ “ 640,000
IV	“ “ 1.7million

Table 3:

SOURCE: NATIONAL POPULATION COMMISSION, 1991 CENSUS.

However, the accelerated Movement of seat of government affected the projection of the population. Gwarimpa, one of the sites in the study falls within phase II of the development plan.

The Table below shows the population of FCT (1991) census by area council.

MAP OF NIGERIA SHOWING (F.C.T) ABUJA

MAP OF ABUJA SHOWING GWARIMPA AND GWAGWALADA LOCATIONS.

Table 4: FCT POPULATION BY AREA COUNCILS

NO	AREA COUNCIL	MALE	FEMALE	TOTAL
1.	Abuja	12,028	11,619	23,647
2.	Gwagwalada	43,051	37,790	80,841
3.	Kuje	29,555	31,770	61.329
4.	Municipal	121,901	90,953	212.845

SOURCE: NATIONAL POPULATION COMMISSION 1991 CENSUS

Note: Gwarimpa district falls under the municipal area council. This will be isolated as the works progresses.

3.5.1 LANDUSES AND RESIDENTIAL DENSITIES IN GWAGWALADA

A master plan was prepared for Gwagwalada for a target population of 150,000 people and gross density of about 90.6 per ha and an average occupancy ratio of 6.6 [persons per house hold. The establishment of Gwagwalada as a satellite town is in with Abuja master plan implementation.

There are various land uses in Gwagwalada interestingly; this study focuses mainly on residential land allotted for housing

The residential area is sub-divided into densities. The table below shows the distribution of residential densities as stipulated in the plan.

MAP OF GWAGWALADA SHOWING SITE AND SERVICES LOCATION.

FEDERAL GOVERNMENT SITE AND SERVICES SCHEME GWAGWALADA.

Table 5: **PLOT DISTRIBUTION IN GWAGWALADA DEVELOPMENT PLAN.**

PLOT TYPES	No. OF PLOTS	% OF TOTAL
HIGH	7,568	69.86
MEDIUM	2384	22.02
LOW	880	8.12
TOTAL	10,832	100

SOURCE FCDA: 1980

Table 5 shows the total residential plot distribution in different plot types in Gwagwalada.

High density plots have greater percentage distribution of 69.86%.

Table 6: **DISTRIBUTION OF PLOTS IN SITES AND SERVICES SCHEME IN GWAGWALADA**

PLOT TYPES	No. OF PLOTS	% OF TOTAL
HIGH	277	24.75
MEDIUM	537	47.99
LOW	305	27.26
TOTAL	1119	100

SOURCE: FIELD SURVEY, 2002.

The plot distribution here is not in favour of low income groups. Only 24.75% is allocated to low income groups.

LAYOUT MAP OF GWARIMPA SHOWING SITE AND SERVICES AREA

GWARIMPA SITE AND SERVICES SCHEME LAY OUT F.C.T ABUJA

In Gwarimpa, the study area in question is 50 hectares, designed only for high income earners, the area contains about 500 residential plots of low densities and has a targeted population of 3,500.

Table 7: below shows Plot distribution and densities in Gwarimpa Development Plan.

Table 7: PLOT DISTRIBUTION IN GWARIMPA DEVELOPMENT PLAN

Density	No of Plots	% of Total
High	993.0	50
Medium	427.0	35
Low	119.0	15
TOTAL	1540.0	100

SOURCE: FIELD SURVEY 1996, EXCELARC PARTNERS, KADUNA.

Here the greater percentage is allocated to high density which is the low income groups.

Table 8: DISTRIBUTION OF PLOTS IN GWARIMPA SITE AND SERVICES

DENSITY	NO OF PLOTS	% TOTAL
High	-	-
Medium	-	-
Low	500	100
Total	500	

SOURCE: FMW & H 2002.

The table shows that none of the densities is considered except the low density which is the high income groups.

The initial concept of residential plot distribution allows for 50% of allocation to be provided for low-income groups. Suffice it to say that the area planned for by the Ministry of Works and Housing is grossly inadequate and does not provide for other income groups except the high income. This is at variance with the concept and objectives of sites and services as established by the Federal Ministry of Works and Housing.

CHAPTER FOUR

4.0 EVALUATING THE IMPLEMENTATION OF SITES AND SERVICES SCHEMES

In evaluating the performance of the implementation of sites and services scheme, there are three areas of consideration which include the design of the scheme, the administrative or organizational set-up and the financing.

These three areas could be categorized into two major factors.

These are

- i. Factors that influence design of scheme,
- ii. Factors that influence the implementation

4.1 FACTORS THAT INFLUENCE DESIGN OF SCHEME

4.1.1 The project design starts with the choosing of the location of the scheme.

One of the most important factors in planning sites and services scheme is the availability of affordable land. Unless the authorities already control land in close proximity to employment locations, it often has to be acquired at market prices. With high land costs in urban areas most sites and services schemes are located on the urban fringe where such costs are minimized; because large distance between the sites and existing delivery networks, of – site and on – site provision of infrastructure is high and construction can be delayed.

Secondly, the extra distances that beneficiaries have to travel to employment centers would discourage many beneficiaries to take advantage of such schemes. This is particularly a critical problem for very

low income household since they are often dependent on street trading and other informal employment, and need to carry their goods and equipment with them. They are also less able to afford the recurring costs and time involved in long journeys to places of employment. It is important to acquire large areas of land due to economics of scale, because, large size of land cost less while small size cost more in terms of development investment. It is important to locate the scheme in close proximity to existing services such as road, electricity, water, and such site must also, in the context of over all urban development contribute to improved urban pattern.

In the schemes mentioned earlier, location plays an important role in the acceptability of the scheme by the beneficiaries. Both Bauchi and Karu are located within a proximal distance to the urban areas.

4.1.2 SCALE AND SCOPE

Scale here refers to the size of the project. The scale should be large enough to accommodate population sizes of the hierarchy of a neighbourhood, and it should be large enough to accommodate the expected demand in the number of beneficiaries. Any site and services that does not consider the growing demand of population in the design would definitely create squatter settlement in the long run. This reminds us of the concept of sites and services which should control urban growth patterns; improving living conditions and ensuring aesthetically attractive environment.

The scope of sites and services which is closely related to scale is the amount of space allocated to services which include educational, health, and community centers e.g. market and shopping complexes. Spaces must be set aside for these purposes and must be carefully located to ensure easy access.

In sites and services scheme, the absence of these facilities would definitely not meet the design concept of the scheme. Indeed, such facilities must also consider the income levels of the various groups, because the social strata, education, transport and employment vary greatly amongst these groups.

In the literature, the various schemes mentioned provided adequate spaces for these facilities. For example, the Makama Scheme in Bauchi provided for four (4) primary schools, and one (1) secondary school, five clinics for various functions.

4.1.3 TARGET GROUP

A site and services scheme generally consider the stratum of urban population for which the scheme is designed either the low, medium or high income groups. The issues involved here are about the various income groups, their ability and willingness to pay charges for facilities provided in the scheme. Two main issues are involved between the high and low income groups. Firstly, the high income groups are usually prepared to pay more for better services as well as live further away from their working

places. Secondly, the low-income groups usually pay less for services as well as prefer to live close to places of work.

It is also considered that in the design, the scheme should target about 50% low-income earners because of the peculiar problems they have in housing themselves. Outside this framework, the objective of sites and services would not be met in the implementation of the scheme.

4.2.0 FACTORS THAT INFLUENCE IMPLEMENTATION

The factors that influence implementation here are related to the design of the scheme, they are less of technical factors, in short, they are Administrative and economic.

4.2.1 ADMINISTRATIVE AND ORGANIZATIONAL SET-UP FOR IMPLEMENTATION

This requires a transparent and skillful management and organization, whether the scheme is handled by statutory body or ad-hoc committee. It is the actual translation of the scheme by operators and monitoring of the project/scheme through management control, which involves quality control. It is the action of maintaining a set standard of performance at the time of implementation. At this stage, a multiple of operators are involved and because there is no clear cut singular role or function in site and services, it is always the responsibility of more than one professional, thus, conflicts usually beset the implementation.

The administrative and institutional organization is crucial for implementation. Where many operators are involved, it creates problems

of role casting, conflicting interest, co-ordination and co-operation. Moreover, when coupled with insufficient capital base, complex legislative procedures, it becomes less efficient and ineffective. The Nigerian situation is best described as piecemeal with responsibilities parceled out among so many bureaucratic procedures.

For instance, the Bauchi scheme which was assisted by the World Bank, had an establishment of a project unit, under the Bauchi State Development Board (BSDB) as the primary executing agency. This unit was staffed by experienced personnel including a Project Manager, Senior Civil Engineer, an Architect, a Planner, a Senior Estate Officer, a Senior Accountant and an experts in Building materials. This team of experts carry out the administrative function. It operates as a unit, this enable decisions to be taken with dispatch.

In Pakistan, the innovative approach was adjudged to be successful. Here, a major part of the management burden is shifted away from the Executing agency i.e. Hyderabad Development Authority (HDA) to the users of the project or the beneficiaries.

In similar vein, the Karu sites and services scheme was administered and executed by a consultant Messrs Daniyan Associates. Government agencies were neither directly nor active in the administrative/management of the scheme.

4.2.2 PROJECT FINANCING

This refers to the amount of money available for implementation of a scheme. It is a critical factor in the implementation and requires balancing of the estimated cost and the available resources. Being the backbone of the implementation, it needs an effective finance management control mechanism.

The financial tool is very important because it makes the scheme realistic. The major source of finance for implementation in Nigeria is public fund allocated to the planning agencies through budgeting. However, the private sector is a potential source which can be explored. The implementation of the scheme proposed by private organizations subject to planned control, is still a feasible alternative. The realization that government alone can not fund projects brought about the public – private partnership arrangement such as Build Operation and Transfer (BOT).

In considering the financing of site and services scheme, certain issues must be taken into account, the income of the beneficiaries and the financial status of the agency carrying out the scheme. These factors determine the cost – recovery, affordability and replicability of the scheme.

Sites and services is like any other project, it must try to “break even” the cost in order to allow the scheme to be replicated and sustained on a wider scale. It must also be borne in mind that the primary objective of the scheme is to assist the low income group to improve their living standard,

hence the affordability issue. However, subsidizing the cost should not be too high as to prevent continuous investment in the extension of the programme by the authorities.

4.2.3 COST RECOVERY

Most sites and services scheme are plagued by poor cost recovery. Some of the main reasons for poor recovery has been inadequate payment collection method, lack of sanctions for non – payment and lack of political will to enforce payment.

Since the cost recovery should allow the scheme to be sustained, it could replicate with minimum subsidy.

4.2.4 AFFORDABILITY AND REPLICABILITY

A primary objective of sites and services scheme has been to reduce unit cost of land to a level that can be afforded by the projects' target population. This is intended to reduce subsidies, recover a higher proportion of project costs and enable existing budgets to benefit more households. The ability to achieve this objective depends on patterns of income distribution and cost of land, services and finance attributable to the scheme. Despite increasing awareness that the scheme should be affordable and that increased proportion of the cost be recovered, such affordability has however, often been achieved by subsidizing projects components so high that it could not be replicated. On the other hand, such subsidy sometimes restrict the numbers of available plots that can be

delivered within available budgets. For this reason, even when it can be achieved, affordability is of little consequence if the supply of affordable units is restricted and house holds are denied access.

It has been established here that for sites and services to be implemented, it should involve the technicalities of project design, organizational/administration and financing. It requires a careful assemblage of these factors to ensure that implementation is carried out to the later.

With these tools available, the presentation and analysis of Gwarimpa and Gwagwalada sites and services scheme will be discussed.

4.3 PERFORMANCE OF THE IMPLEMENTATION OF GWAGWALADA AND GWARIMPA SCHEME

Having identified and described the factors that affect the design and implementation of sites and services scheme, it is important to revisit the goals and objectives as stipulated by the Federal Ministry of Works and Housing in order to identify the success or failure of the scheme or its performance.

The working objectives of the Ministry on sites and services include amongst others

- Increasing the supply of plots of land for residential development for all income groups.

- Promoting orderly development of human settlements with corresponding essential facilities such as roads, drains, water, health electricity and educational facilities; and
- Establishing models which states and local government as well as private developers can emulate.

The policy thrust of Government in the sites and services has been categorized into three. It recognizes the high-income group, which needs title and unencumbered land for development to taste; middle income group which needs decent, modest functional middle class houses and that can be affordable with little subsidy and low-income group which certainly requires some subsidy.

In line with Government objective, the sites and services scheme which caters for the interest and needs of high income group is through its self sustainance. The schemes attract no subsidy as the costs of development are charged on beneficiaries and payments are made in shorter time frame to finance the provision of infrastructure and services. This approach is a shift from the pilot project or the model adopted in Makama, Bauchi State. The model in essence is to serve as a reference point in the implementation.

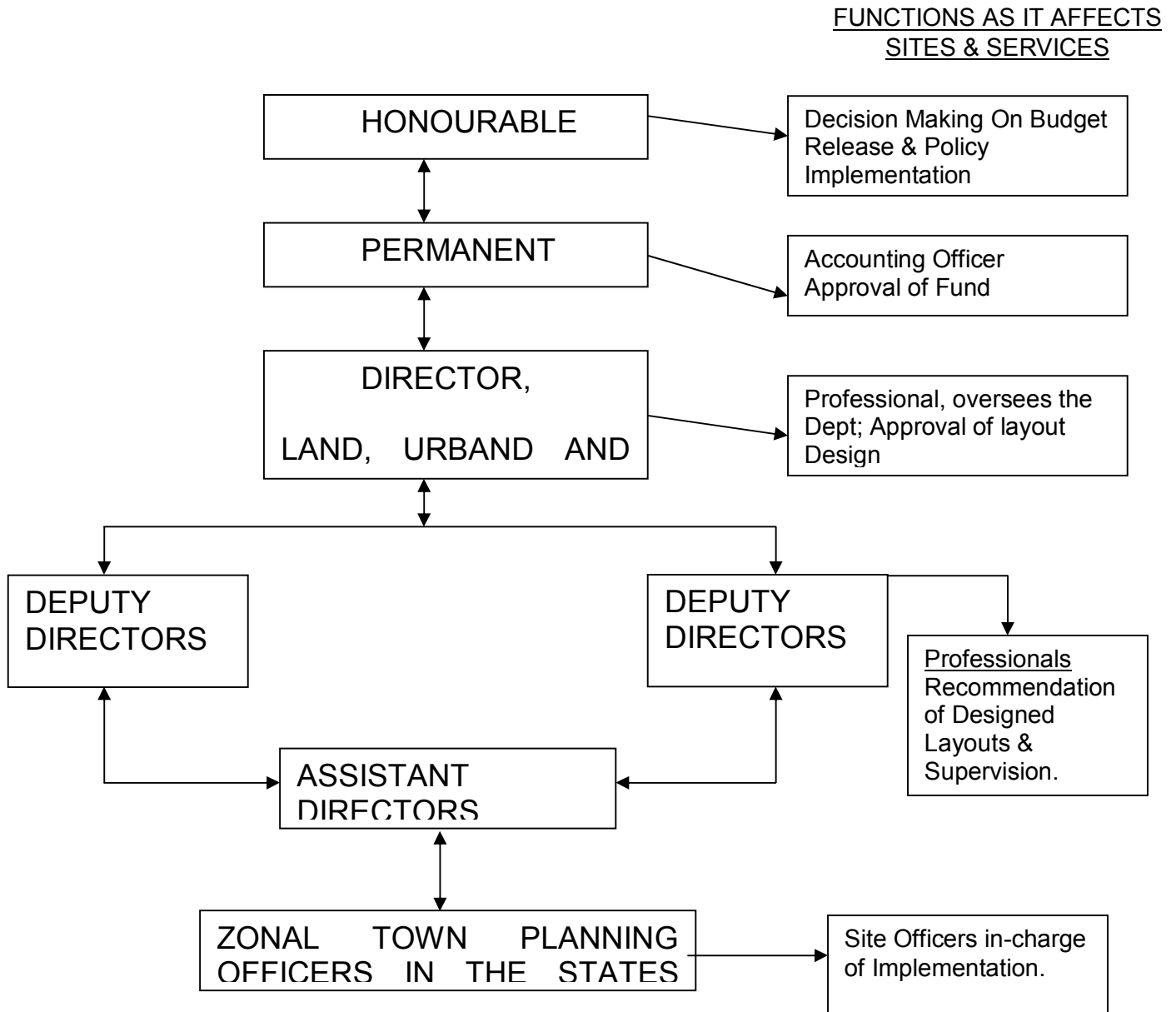
4.3.1 THE ORGANIZATIONAL SET – UP

In reference to fig. 3, the model of the administrative structure or organizational set – up in Bauchi scheme is what should be adopted. The

Bauchi scheme has project implementation unit, carved out of the Bauchi State Development Board. The unit was set-up purely for the implementation of the project and it has control over its finance and personnel.

The present structure adopted by the Ministry is that of bureaucratic, ineffective and Ministerial order of responsibility. The figure below shows the organogramme of the ministry as it relates to implementation of sites and services schemes by the Ministry.

Fig. 4 ORGANOGRAMME OF GWARIMPA AND GWAGWALADA SITES AND SERVICES SCHEMES



SOURCE: F.M.W.&H, 2002.

As seen in the organization, the process here is a complex interplay of administrative procedure.

The officers who really have contact with the site are those that work under the zonal town-planning officers. They do not have administrative control in the process of decision making except development control during the actual construction of buildings.

The Honourable Minister is in charge of policy implementation on sites and services, which includes submission of decisions to council of states for final approval of budget releases and others.

The Permanent Secretary is the accounting officer in the Ministry including budget proposals, approvals and recommendation through the Honourable Minister. Budget releases on same pass through the office of the Permanent Secretary.

It should be noted that both the Honourable Minister and the Permanent Secretary are not professionals associated with the sites and services schemes but political appointees.

Professionals associated with the design and implementation of sites and services schemes are the officers from the Director, Deputy Directors, Assistant Directors down to the Zonal Town Planning Officers.

The Director is a professional who oversees the Department in the Design and Implementation of sites and services and other projects. The actual design and Implementation is carried out by the subordinate officers who are also professional. The decision to acquire, site pay compensation, designs and technicalities of scale and scope, location and target group are not the sole pre-rogative of the professionals.

This is a whole lot of bureaucratic procedure which is ineffective and full of delays. It should be noted that sites and services schemes are like any other project and should have professionals and skilled personnel for the management and implementation of the project, anything short of this will have a negative effect on the implementation.

The challenges of implementing sites and services are great. The organizational set-up must be efficient and effective in order to ensure the successful implementation of the scheme.

The organizational set-up requires Management control which involves quality control. It maintains a set standard of performance at the time of implementation. In a situation where many operators are involved, it creates a problem of conflicting interests, co-ordination and co-operation. And under public sector Management, bureaucratic procedures, inefficiency and ineffectiveness are well identified.

The study carried out on the organization set-up reveals the best management approach in implementing sites and services scheme as the Ad-hoc committee.

Table 9: **ORGANIZATIONAL SET-UP**

	Number	%
Ministerial	10	22.20
Ad-hoc	28	62.20
Private	7	16.60
TOTAL		100

SOURCES: FIELD SURVEY, 2002

In a sample survey carried out among Ministry's Staff, to determine the best set-up for management and implementation, the following results were obtained.

The sample survey reveals that present organizational set-up is ineffective and inefficient with 22.20%. The best option is ad-hoc committee for management of implementation of sites and services projects with 62.20%. The result shows that sites and services like any other project requires the ad-hoc committee system for its implementation.

4.3.2 TARGET GROUP

The target groups for Gwarimpa and Gwagwalada scheme are evaluated here in terms of allocated plots for low, medium and high income groups. This is meant to show whether the allotment of plots meet the requirement of the scheme by providing plots to all categories of income groups and allotting 50% to low income.

Table 10, shows the allotment of plot in Gwagwalada and Gwarimpa schemes.

Table 10: **ALLOTMENT OF PLOTS TO VARIOUS TARGET GROUPS IN GWAGWALADA AND GWARIMPA**

DENSITY	GWAGWALADA	%	GWARIMPA	%
High	277	24.75	-	
Medium	537	47.99	-	
Low	305	27.26	500	
TOTAL NO OF PLOTS	1119	100	500	

SOURCE: FMW & H, 2002.

As shown in table10 the scheme in Gwarimpa falls short in the implementation of plot distribution, only 500 low density plots are available for high income groups.

The reason for this is the small size of the land acquired for the scheme, which can not take all income groups. Apart from this reason, the area is designated for high income. However, the acquisition of small size of land of this nature is a disadvantage in sites and services because of investment cost in development.

On the other hand, the Gwagwalada scheme targets all income groups, however, the distribution of plot to the low income falls short of 50% by a wide margin. Only 24.75% is allotted to this group. The reason for this failure in distribution is because there is no committee, standing or ad-hoc to ensure compliance during the design of the scheme.

4.3.3 LOCATION OF THE SCHEMES

Generally, location plays an important role in the acceptability of schemes by beneficiaries. The location of the scheme should be in close proximity to existing services such as road, electricity, water, and must also be in the context of over all urban development and to contribute to improve urban pattern.

Gwagwalada, as pointed out is located far away from existing services and this affects its acceptability by low income groups since they find it difficult to pay for services of transportation to work places in the Federal Capital city. The location of this scheme far from the existing development also cause the delay in the provision of facilities such as roads, water and electricity.

Gwarimpa on the other hand is located close to the city center. Because it is located in close proximity to employment, it becomes too costly for low income groups to pay for charges; it is not even large enough to accommodate up to a neighbourhood. The location does not provide large area enough in terms of economics of scale, because large size of land cost less while small size cost more in terms of development investment.

4.3.4 SCALE AND SCOPE OF GWARIMPA AND GWAGWALADA SITES AND SERVICES SCHEMES

Gwarimpa scheme was acquired on a land area of 50 hectare while Gwagwalada is on a 120 hectare. The scale of the scheme has been observed to influence the provision of facilities in both schemes.

The policy guideline for the provision of facilities as stated by the Federal Ministry Works & Housing is that for every 100ha devoted to new residential layouts, a further 10 to 20 ha must be set aside for community facilities.

Taking the size of a neighbourhood as an average of hundred (100Ha) hectare for residential area and population of between 7,000 – 10,000 persons, the number of facilities to be provided should conform generally to the following (see table 11). It should be recalled that Gwagalada scheme has a target population of 9,000 person while Gwarimpa has only 3,500.

Table 11, **FACILITIES PER 7,000 – 10,000 PERSONS.**

Type of Facilities		Approximate Area (ha)
4	Primary Schools	6
2	Secondary Schools	6
1	Police Post	$\frac{1}{4}$
2	Health Center	$\frac{1}{4}$
1	Market Area	$\frac{1}{2}$
4	Shops/Offices	$\frac{1}{2}$
2	Churches	$\frac{3}{4}$
2	Mosque	1

SOURCE: F.M.W&H (URD), 2002

These basic facilities are used to evaluate the adequacy or otherwise of the facilities provided in the schemes.

Table 12: **SHOWS THE ADEQUACY OR INADEQUACY OF FACILITIES PROVIDED IN GWAGWALADA AND GWARIMPAS' DESIGN & IMPLEMENTATION**

Basic Facility	Gwagwalada (9000 pers) Provided in the			Gwarimpa (3,500 pers) Provided in the		
	Design	Implementation	Short - Fall	Design	Implementation	Short- fall
4 Primary School	2	2	2	-	-	-
2 Secondary School	1	1	1	-	-	-
1 Police Post	1	1	--	-	-	-
2 Health Center	1	1	1	-	-	1
1 Market Area	1	1	--	12shops	12shops	-
2 Churches	1	1	1	-	-	-
2 Mosque	1	1	1	-	-	-

SOURCE: FIELD SURVEY 2002

Table 12 reveals that most of the facilities are not adequate in Gwagwalada. The shortfall is as a result of the poor design in the project scope, therefore this affects the implementation and provision of these facilities in the project. While in Gwarimpa, the facilities are virtually not available as a result of design aspect and implementation. Project design and implementation such as site and services should be handled by competent professionals with well established administrative set-up.

4.3.5 PROJECT FINANCING

Financing of Gwagwalada and Gwarimpa schemes is by the Federal Government through Annual Budgetary Allocation. More often than not, this source of financing is not reliable. Ineptitude in funding on the part of government due to political reasons may affect implementation.

Table 13, shows the characteristics of project funding and cost recovery in Gwagwalada and Gwarimpa schemes.

Table 13: **CHARACTERISTICS OF PROJECT FINANCING**

PROJECT FINANCING	GWARIMPA (1998)	GWAGWALADA (1992)
a. Land Acquisition and compensation	FCDA to FMW & H	FCDA to FMW & H
b. Infrastructure provision	FMW & H	FMW & H
c. Total cost of project	₦800M . Increased to ₦1.6bn in 2002, due to inflation and delay	Not available
d. Amount Released	in release of fund. ₦67,586,730.21	Not available

SOURCE: F.M.W&H, 2002.

In evaluating the performance of the schemes in Abuja on the aspect of funding, table 13 shows that fund released are not adequate, even though it is not adequate, it is not released as and when due.

In view of this abysmal way of funding, a survey on how best the Scheme can be financed was carried out.

Table 14 : **FINANCING SITES AND SERVICES SCHEME**

SOURCES OF FUNDING	NUMBER OF RESPONDENTS	% RESPONSE
Budgetary Allocation	9	20.0
Private	8	17.77
Partnership (Public/Private)	22	48.90
Uncertain	6	13
Total	45	100

SOURCE: FIELD SURVEY 2002.

Table 14, in the survey carried out on models of financing sites and services schemes, it was revealed that private/public partnership is the best approach in the financing, with 48.90%. The present budgetary allocation system is in-efficient. Only 20.0% approved of the present system.

4.3.6 COST RECOVERY

One of the cornerstones of the sites and services concept is cost recovery. The notion is that the project should be implemented with minimum subsidy so that it could replicate itself. This goal appears unrealisable in experiment. The study revealed that the projects have turned out to be like one of the heavily subsidized housing ventures.

Table 15: **COST RECOVERY OF GWARIMPA AND GWAGWALADA**

SCHEMES

COST RECOVERY	GWARIMPA (1998)	GWAGWALADA (1992)	
a. Application forms purchased	₦1.5m	Low density plots	N20,000
		Medium density plot	N24,000
		High density plot	N15,000
		Total	N60,000
b. Charges for premium survey, legal, stamp duty and Registration	₦25m	High Income	N640,500
		Medium Income	N832,350
		Low Income	N285,310
		Total	N1,758,160
TOTAL AMOUNT	₦27.0m	₦1.8m	

SOURCE: F.M.W&H, 2002

As shown in table 15, the total cost recovered from Gwarimpa project was ₦27.0 million as against the total cost of the project which was put at ₦800 million.

Amount	Budgeted	-	₦800m
Amount	Recovered	-	₦27.0m
%	Subsidy	-	96.6%

Based on the amount in 1988, government therefore subsidised the project to 96.6% to the advantage of beneficiaries who are high Income. This is high subsidised to the detriment Government. Because of this high subsidy, the project seems not replicable or sustained. This project in Gwarimpa which is targeted at the high income should have been a self-sustained one instead of been highly subsidized.

To buttress this poor recovery system, a survey was carried out to find out the satisfactory and unsatisfactory system of the cost recovery. The table (16) reveals that the cost recovery of the schemes is not satisfactory with 66.68% while the satisfactory is 28.88%.

Table 16: **COST RECOVERY**

	Number of Respondents	% Response
Satisfactory	13	28.88%
Not Satisfactory	30	66.68%
Uncertain	2	4.44%
Total	45	100

SOURCE: FIELD SURVEY, 2002

The poor level of cost recovery could also be attributed to the administrative management of the schemes, since there is no independent body to enforce the recovery of the charges.

In similar vein, the charges are not commensurate with the cost of providing infrastructure. In view of the foregoing, the schemes can not be replicated or sustained because of the high level of subsidy by government. In addition to the characteristics of project financing and cost recovery, ranking of factors that influence implementation, its attributes and remarks are provided. This ranking is done to show the factors that most influence the implementation of sites and services.

Table 17: **RANKING OF FACTORS THAT INFLUENCE IMPLEMENTATION**

FACTORS	ALLOCATED TOTAL SCORES = 50	RA	DETAILED ATTRIBUTED	REMARKS	
		RANKING			
Location	3	3	Cost reduction through Proximity to employment and existing infrastructure	Gwarimpa – adequate Gwagwalada – inadequate	
Scale	3		Project design = 10	Cost effective with Neighbourhood population size of 7,000 and above	Gwarimpa – inadequate Gwagwalada – adequate
Scope	2		Provision of social facilities (Health, Schools, Shopping etc	Gwarimpa – inadequate Gwagwalada – adequate	
Target Group	2		Mixed densities, High and low. Greater % to low income	Gwarimpa – inadequate Gwagwalada – adequate	
Organizational set-up	12		Implementation	a. Public sector Management b. Private sector Management	Public Sector Bureaucratic Inefficient Ineffective
Financing	15	1	a. Public Sector budgeting b. Private Sector budgeting	Public Sector Not reliable Insufficient	

A total of 50 marks is allotted to all factors, 10 marks for design, 40 for implementation as shared in the table 17. The score shows that financing scored highest with 15, while the least factor affordability and sustainability scored 6.

4.3.7 AFFORDABILITY AND SUSTAINABILITY

The concept of affordability is useful in any housing project. In deciding who the project beneficiaries should be, affordability across different income levels should be considered. Such conditions as income level and type of employment should determine the type of loan one can obtain.

As found in the schemes in Abuja, case study, affordability – on which cost recovery and replicability depends is function of many variables, some of which are employment status, income-level, household size etc.

For future sites and services projects, it is vital that an affordability test of potential project beneficiaries be considered very well ahead of time. When this is done, and given the presence of virile project management /organization, recouping a good part of the costs would be relatively easy.

4.3.8 TIME SCHEDULE AND % PROVISION OF INFRASTRUCTURE IN GWAGWALADA AND GWARIMPA SCHEMES

In view of the growing population and high demand for housing within the Federal Capital Territory, it is expected that infrastructure provision on sites would be as fast as the growing demand for housing.

The infrastructure provision is in phases which span through a period of three years. The first phase is roads and drains, 2nd phase water and third phase is

electricity. However, this turned out not to be, as fund are not released as and when due. For political, economic and administrative reasons. The funds are tied to arrival budgetary allocation, which sometimes they are neither provided not too little for any meaningful project to be executed.

Table 18 below shows the phasing of the project in the two schemes and % level of implementation up to 2002.

Table 18: TIME SCHEDULE AND LEVEL OF IMPLEMENTATION OF THE INFRASTRUCTURE PROVISION IN THE SCHEMES IN %

GWAGWALADA					GWARIMPA			
Facilities	1993 1yr. %	1994 2 nd yr. %	1995 3 rd yr. %	2002 %	1998 1 st yr.%	1999 2 nd yr %	2000 3 rd yr. %	2002
Road & Drains	----	35	10	45	----	----	----	----
Water	----	----	----	----	----	----	----	----
Electricity	----	----	----	----	----	----	----	----

Source: Field Survey, 2002.

As earlier explained, fund for execution of the projects were not released and even when released, it was not adequate. This failure is tied to internal administrative set-up. A viable unit or ad-hoc committee is required to package the programme from design stage to implementation in order to foreclose the problem encountered. The unit or committee would be independent of the ministerial bureaucratic procedure.

4.3.9 PROBLEMS IDENTIFIED IN THE IMPLEMENTATION

Failure to implement policies and required actions in schemes, programmes is widely recognized as a major weakness or set – back of plan implementation. If a project/scheme does not result in change necessary to achieve the stated goals and objectives, then in effect, it has failed.

The schemes in Gwarimpa and Gwagwalada have been associated with problems of organizational set – up. Both sites are administered by the Ministerial approach. The Ministry as it is known is not disposed towards innovation which is the practice in developed countries. In the study, it is revealed that over 60% of those interviewed attributed the problem of implementation to the organizational set up.

Another identifiable problem is the financing, the schemes do not received allocation as at when due. For example, the Gwarimpa scheme was started in 1998, it was not until 2001 that the sum of ₦67M which is 8.38% of the capital was released for infrastructure provision. This is however, grossly inadequate compared with ₦800.0m earmarked as capital.

Table 19 shows the earmarked amount and fund released.

Table 19: **PROJECT COST AND AMOUNT RELEASED**

PROJECT COST (₦M)	AMOUNT RELEASE (₦M)	%
800	67	8.38

SOURCE: FMW & H, 2002

The amount released represent 8.38% of the total sum, which is far less than needed. It is noted that investment in the schemes is high and therefore need other sources of financing. Implementation is poor, this, therefore can not permit replicability.

CHAPTER FIVE

5.0 SUMMARY AND CONCLUSIONS

The performance evaluation of the implementation of sites and services scheme in Abuja has shown that it is yet to effectively achieve or realise its prime objectives, which are: -

Increasing the supply of plots of land for residential development for all income groups; establishing models which states and Local Governments as well as private developers can emulate; facilitating the provision of as many houses as possible and as quickly and cheaply as possible.

It is observed that the approach to the implementation of sites and services is that it is treated as if it is a routine assignment of the Ministry and not with the seriousness that problems of inadequate housing deserves. It is also discovered that the schemes are generally consistent with the ways in which existing institutions organise its budget and work programmes. The innovative approach in both developed and developing countries in which other options of implementation are applied has not been practiced or adopted by the Ministry.

Some of the options include: -

- a) Build operate and Transfer (BOT) a partnership between public and private sector whereby the private firm is authorised to build, but asset/service will be transferred to the public after a period of time.
- b) Contracting out – placing of a contract by a public to an external private company.

- c) Franchising/Concession – a private partner takes over the responsibility for operating the scheme and collecting charges, and possibly for funding new schemes in fixed assets.

Within the context of implementing sites and services, the experiences outlined in this study requires some main questions to be addressed. Examples of such questions are given as follows: - How can site and services:

- a. be more responsive through its implementation to the diverse needs of the people?
- b. provides a basis for addressing the structural constraints in the implementation?
- c. stimulate additional investment by the private formal and informal sectors? The answers to these questions have been adequately presented through the analysis in survey.

RECOMMENDATION

In the light of the weaknesses or limitation in the implementation of sites and services in terms of the design and other implementation factors, (with particular reference to organizational set up and financing), inferences drawn from the analysis and consequences of the approach of the scheme, have provided guidance in the implementation; It is therefore recommended that the following could be adopted for the implementation of the schemes in Nigeria.

- i. Sites and services schemes particularly with the experience so far, can not be successfully implemented through the ministerial approach. For a successful implementation, an ad-hoc committee or a public/private partnership

approach should be used. This gives room for a more efficient and effective dispensation of work schedules,

ii. In a similar vein, a new approach which is looking more in the private sector as a source of investment, management expertise and improved efficiency should be adopted. These point to the fact that the public sectors can not solely fund the scheme because of the present economic reality.

iii. The implementation of sites and services schemes should be designed in such a way that fund expended would be recovered so that the schemes could be replicated and sustained. A situation where by government alone funds the projects which neither come as and when due and the inadequacy of fund is a cause for concern. A good project/scheme in a bad financial status is likely to be a bad project.

iv. In theory, sites and services schemes is supposed to have significant impacts on increasing housing delivery. The evidence from the examples of Abuja schemes indicates that they are less effective in this respect, because the sites are virtually empty in terms housing delivery.

There are several reasons for this, firstly, the small scale of a typical sites and services scheme is usually not sufficient to initiate or increase housing as quickly and cheaply as possible. Secondly, the schemes are usually implemented rather in a location that does not meet the needs of the target groups. Consequently, most schemes have remained as isolated cases for long period of time. Another important factor is the delay in provision of infrastructure. This component is often the last to be provided, and this fact

often limits the possible multiplier role of housing delivery. Cases of Gwarimpa and Gwagwalada attest to these facts mentioned above.

However, if the recommendations made are strictly implemented, sites and services will be a very good approach in increasing housing delivery.

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