

ISBN 978 - 32705 - 1 - 6

KADUNA POLYTECHNIC
COLLEGE OF ENVIRONMENTAL STUDIES
CONFERENCE PROCEEDINGS

Theme:

ENVIRONMENT 2000:
STRATEGIES FOR RESEARCH, DEVELOPMENT AND MANAGEMENT

Editor in Chief: C.E. Uloko
Salim Publishers, Kaduna, Nigeria

2001

TENANTS PARTICIPATION IN THE MANAGEMENT OF URBAN HOUSING INFRASTRUCTURE: THE CASE OF PRIVATE RENTERS IN MINNA, NIGERIA

A.M. JINADU, Department of Urban & Regional Planning, Federal University of Technology, Minna

ABSTRACT

User participation is seen both as a basic approach to sustainable infrastructure management and as a means of citizen empowerment. This paper examines the role of tenants in housing infrastructure management in Minna, Niger State. Contrary to the general notion that tenants in private rental accommodation do not take active part in housing maintenance, the study found out that a significant number of residents were involved in building maintenance. The current level of participation is however found not sustainable as tenants were largely left out of the management decision making process. Their involvement is borne mainly out of the desire to make their accommodation habitable rather than an agreement with the landlords or the understanding of the benefits of participation. A regular tenant-landlord forum and the establishment of tenants' association as necessary frame works for involvement are therefore recommended for the sustenance of the current level of participation in the area.

1. INTRODUCTION

Every man desires to own a house for the satisfaction of his social, economic and welfare needs. However home ownership has remained a life long aspiration for the majority due to high construction costs, low income, and general poverty situation of the people.

The elusive nature of house ownership is further enhanced by the attendant little progress in governments' effort to increase the stock of housing for the low-income group by the year 2000 (UNDP, 1997). With the gradual withdrawal of government from direct construction or housing provision and the ineffectiveness of the many home saving or loan schemes, it becomes clear that house ownership will remain an unfulfilled life ambition for the majority. Hence a significant proportion of the world's populace, will continue to depend on rental accommodation for the satisfaction of their housing need.

A considerable proportion of the low income urban dwellers meet their housing needs through the rental sector which is growing in absolute number or as a proportion of those living in the city (Miflin, 1997). This assertion is corroborated by Gilbert et al (1997) who observed that in many cities most especially those in Africa and Asia, more than half of the populations are tenants and this proportion might even be higher for the low-income groups. The trend in the growth of tenants households is exemplified by the Goinia, Brazil case where tenant population was found to have risen from 2,885 in 1940 to 302,890 in 1980. According to Barbosa et al. (1997), while the overall population of Goiania roughly doubled in 10 years, tenants' population nearly tripled for the same period. The general trend remains

REFERENCES

1. Ademoroti, C.M.A (1988) Case Studies of Waste Management, National Conference on Environmental Issues & Management in Nigeria.
2. Davam P.D (1993): Solving the Menace of Dessertification: A Critique of Existing Approaches, University of Abuja, Abuja.
3. Ibrahim H. (1998): Management Option for Refuse Evacuation/Recycling
4. Kirk-Othmer (1985): Encyclopedia of Chemical Technology, 2nd Ed. Vol.21: Waste (Industrial) pp. 625-650.
5. Muazu S. (1984): A Functional Approach to Laboratory Practice in Biology, A.M.U. Zaria
6. Richard, F.; McGarry, M.; Maru, D (1978); Water, Waste & Health in Hot Climates pp 347-355).
7. Science Today (1998) The Science and Technology Quarterly for Students and Teachers, October-December.
8. The Nigerian Threatened Environment (1991): Nigerian Environmental Studies & Action Team (NEST)
9. Ucheagwu, S.N. (1998); Environmental Management & Protection, Precision Printers & Publishers.
10. Waste and Environment today (News Review Journal): Vol. II No.8 1998 pp. 61-73
11. Peter Doyle & Rine Chart, V (Ed.) World Health Organization: Euro Reports & Studies, 90, Appropriate Technology for Treatment of Waste Waters for Small Rural Communities

might even though this appears to have fallen in Latin America and Asia in recent decades (UNCHS, 1996). On the aggregate, Mitlin (1997) noted that this proportion varies from less than 10% in some cities to 80% in others.

Tenants across the World face several housing problems among which are tenure insecurity, lack of basic services and general poor housing condition. Statistics, for instance, show that most tenants in developing countries live in poor accommodation. In Bolivia, living condition and/or quality of housing of private tenants deteriorated between the 1976 and 1992 inter-sensual period (Richmond, 1997). The Kenyan situation shows that 57.7% and 72.8% of low income families in Kisumu and Nakuru respectively live in over-crowded informal housing with infrastructure problem (Nwangi, 1997). Also in Nigeria, Waihab et al (1990) assessed the overall state of housing maintenance and found out that 62.4% of the national stock needed minor and major repairs while 2.7% were completely dilapidated. The corresponding figures for Niger State were 60.7% and 1.5% respectively.

The nature and magnitude of tenants' housing problem vary from place to place and among the different income groups. However, irrespective of the peculiarities, the difficult housing situation faced by tenants in most parts of the world is adequately summed up by Sayed-Iqbal who observed that:

"tenants are subjected to sub-standard accommodation on a take-it-or-leave-it basis in the face of acute land and housing shortage. There is no law compelling landlords to upgrade their properties. A tenant can not withhold rent to force the landlord to effect necessary repairs, as this would provide basis for eviction..." Sayed-Iqbal (1997).

The situation described above is further compounded by the general little involvement of tenants in the maintenance of their accommodation. As it were, the poor maintenance attitudes of both small-scale landlords and the low-income tenants have resulted into property neglect and the consequent housing obsolescence. This has not only reduced the value tenants have for their money, and the general investment returns for the landlord, but has also threatened the sustenance of the limited urban housing stock.

Sustaining the urban housing infrastructure require a change in the maintenance attitudes of landlords as investors and tenants as stakeholders in housing management. Although evidences of an emerging tenants' participation in neighbourhood improvement exist in Latin America and Asia (see Harms, 1997 and Barbosa et al, 1997), a greater proportion of tenants in private rental housing across the world are yet to accept maintenance responsibility. This paper examines the level of tenants' participation in housing management in Minna, Nigeria. It considers the factors influencing participation, variation in the level of involvement across the different income groups and neighbourhoods and makes recommendations on how to promote tenant participation as a basic tool for the management and sustenance of urban housing stock.

C.E.S Seminar Proceeding, 2000

304

2. THEORETICAL ISSUES ON CITIZEN PARTICIPATION

The concept of participation in development is not a new one. Participation is as old as man and it forms the basis of existence in most indigenous societies. Its relegation and rejuvenation in contemporary times are both products of civilisation and the development of complex administrative structures in modern societies.

The reintroduction of citizen participation took the form of public hearing in agency administrative proceedings in the United States as far as the 1940s. Its popularisation as a concept however derived from a paradigm shift in development thinking around the world following the failure of the early top-bottom development approach. According to Halper (1995), the need for substantive popular participation became a central theme during the last decade due to shift in development thinking from basic needs to sustainability. Ever since, participation is increasingly being viewed not only as a basic development approach, but also as a means sustaining the gains of development.

Participation is conceptualised both in broad and specific terms. In broad terms, the concept refers to the involvement of people in a wide range activities, which touch on their lives. Accordingly, Agbola (1988) defines participation as an active process in which persons concerned take part in the initiation and implementation of decisions. Within this broad context, Schubeller (1996) asserts that 'participation is not limited to development project but includes many activities that takes place in normal day-to-day city life outside the project context'. In this sense, participation means people intervene in economic, social, cultural and political processes that affect their lives (Quiroga, 1996) and it is an essential element of good urban governance.

In specific terms, participation is considered at a local or sectoral level. Hence participation may be considered at the level of public discussions, elections, community or public works, infrastructure services delivery, among others. With respect to infrastructure delivery and management, Schubeller (1996) defines participation as a process whereby people, as consumers and producers of infrastructure services and as citizens, influence the flow and the quality of infrastructure services available to them. In other words, the people not only take part in the provision of infrastructure such as roads, water supplies, schools, health centres, etc. they also acquire strong voice in management processes, including the means to express services demands and relative satisfaction and dissatisfaction with service delivery' (World Bank, 1994, quoted in Schubeller, 1996).

Discussions in the literature suggest two variants of citizens participation. First is the idea of people having input in the initiation, planning and implementation of government's project. The form of participation offer citizens and organisations the opportunity to gain representation, exercise political right and influence policy decisions. In this case, the community may have either manpower (technical) or financial input or both in project

305

C.E.S Seminar Proceeding, 2000

make services delivery user or user-oriented response in the operation and maintenance function of the services.

The operation and maintenance function of infrastructure comprise of all activities to deliver and sustain the operational capacities of urban facilities. According to Schubeller (1996), the requirements for this operation and maintenance include not only the technical capacity and finance, but also the assignment of responsibilities and adequate information regarding the system's function. Public participation therefore necessarily involves some degree of empowerment as it is concerned with the mobilisation and use of the people's resources and voice in service delivery.

The degree of citizen participation differs across societies and across projects depending on their origin (i.e. the community, government to private entrepreneurs), nature and technical input requirements. Generally, Arnstein (1975) (Sited in Agbola (1988)) recognised eight levels of involvement in his ladder of citizen participation. The first two levels (manipulation and therapy) show non-participation as the citizens are left out of the scheme of things. The next three levels (information, consultation and placation) show a degree of tokenism in which the citizen's view and ideas are listened to by the policy makers without the opportunity to decide. The last three levels (partnership, delegated power and citizen control) represent a higher degree of citizen power and full participation in policies and programs that affect their lives.

Participation within the context of its meaning and levels of real involvement in enhanced by decentralisation, delegation of power, effective information flow and viable organisational arrangement that give the people voice, focus and direction in the development process. This implies that awareness and willingness to associate and share responsibilities as well as organisational framework for involvement are basic pre-condition for sustainable participation.

3. CASE STUDIES OF TENANTS' PARTICIPATION IN HOUSING INFRASTRUCTURE MANAGEMENT

Experience from different parts of the world show that tenants are gradually realising the importance of investing in and maintaining their neighbourhood. This awareness is most noticeable amongst residents of slum and/or squatter settlements who suffer neglect and deplorable housing condition. According to Schubeller (1996), "the dynamic growth of informally constructed urban residential area and squatter settlements in the cities of developing countries made it clear that low income urban residents do play a major role in shelter provision including infrastructure provision".

Several cases from Africa, Latin America and Asia could be used to illustrate tenants efforts in housing improvement and infrastructure delivery. In his study of central neighbourhoods

development or service provision. The second dimension of participation can be explained in the context of what Chekoway (1995) referred to as local service development. According to the author, "local service development is a process in which people provide their own services at the community level. The local service concept recognises that communities have solution to their services problems, as they are able to take initiatives to resolve them. The concept is therefore neither a form of outside advocacy for local groups nor of mandated participation in plans originated elsewhere, but a "process through which people strengthened themselves as well as their communities" (Chekoway, 1995). This explanation carries the self-help notion introduced in many developing countries to promote local service as alternatives to government's intervention.

Attempts to dimension and understand citizen participation as a concept have brought about certain contradictions, which requires clarification. Abbott (1995) discussed three conflicting strands of thought on community participation and community development. The first view community participation as a modern, more appropriate concept, which superseded community development. The second views the two concepts as the same thing while the third is of the view that wherein community development is recognised as a form of participation, there are different and contradictory views of its application. In agreement with the second view, the United Nations identified community development as synonymous with community participation in which capacity it was envisaged to be a "process designed to create conditions of economic and social progress for the whole community with its active participation" (Moser, 1989; quoted in Abbott, 1995).

The confusions generated by this synonymous view of community development and community participation is well discussed in Abbott (1995). It is therefore imperative to separate the two by recognising that, community participation is a process while community development is a product. Hence the outcomes of active, informed and willing community participation constitute community development.

Empowerment, rather than community development, is closely related to participation. According to Barr (1995), empowerment could be seen as "the degree to which or process by which disadvantaged communities define their own needs and determine the response that is made of them." This definition connotes a high degree of participation as represented in the last two rungs of Arnstein's ladder of citizen participation -delegated power and citizen control. Empowerment could therefore be seen not only as the highest degree of participation, but also as an ultimate product of participation and decentralisation.

At whatever level of conceptualisation, the emphasis on participation as a basic development approach is necessitated by the realisation that opportunities exist for improved service delivery through user participation in service management. Participation enhances more extensive and efficient use of facilities and better maintenance. It is therefore not enough to

in Latin America cities for instance, Harms (1997) discovered a high level (75%) of tenant involvement in the improvement of their dwellings. He found out that the tenants identified with their dwellings and neighbourhood, that they were of the required improvement and they show tremendous capacity to make such improvement. In Lima, Peru, Schubeller (1996) also documented the case of villa in El Salvador which was transformed by residents into a thriving community of about 130,000 inhabitants with basic services secured largely through self managed activities between 1971 and 1976.

Aside from the above, other documented cases of tenants participation are exemplified in the World Bank Assisted participatory site and services, and areas upgrading in Lusaka, Zambia; the Karawang improvement program in Jakarta, Indonesia; the Orangi pilot project in Karachi, Pakistan; project renewal in Israel; the Ujamaa village project Tanzania; water management in Sri Lanka; sanitation in Karachi; housing construction project in Mexico; social housing project in Bolivia; CIDAP's urban renewal program etc. (See Schubeller, 1996; Chekway, 1995; Bernardini, 1997 and Richmond, 1997). These practical examples show the different dimensions residents' involvement in housing and general neighbourhood management and establish that residents are gradually waking up to the responsibilities of neighbourhood upkeep.

For a sustained improvement in living in rental accommodation in low-income neighbourhood, residential organisations must act as catalysts and agent of change (Bernardini, 1997). One major boost to tenants participation has been the emergence of housing NGOs and tenants associations in some parts of the developing world. In Kenya, for instance, the association of African Tenants early 1960s, this initial intervention culminated into the emergence of tenant movements with primary focus on alternative housing solutions in the late 1970s and the early 1980s (Barbosa, et al, 1997).

The existing NGOs and tenants' associations have used the participatory approach in addressing the needs of tenants in their different domains. In Lima, for instance, CIDAP - an NGO, has played a major role in assisting residents to resolve their housing problems. With small revolving loan, technical assistance and mobilisation of residents' association, CIDAP developed an urban renewal program, which facilitated changes in poor neighbourhoods and spurred the people into investing and improving their buildings as well as the maintenance of neighbourhood water and sanitation. Similarly, the CERES - one of the seven NGOs in the housing sector in Bolivia, has executed housing projects in Cochabamba and has assisted over 448 tenant families in self built and participatory social housing projects. With respect to tenants' right and needs, NGOs like the Union of Invaded Land and FEGIP (the Goiana, Federation of Tenants and Possesors) have addressed tenants' right collective needs in Goiana, Brazil while the Organisation of Civil Right (OCR) in South Africa has made tremendous efforts and achievements in organising, educating and empowering the tenants and the homeless.

308

It is evidenced from the many case studies cited above that tenants are involved in housing and infrastructure management. However, their participation is mainly limited to housing and infrastructure provision, improvement and regularisation of tenure in slum or squatter neighbourhoods. This, according to Mitlin (1997), is as a result of the fact that participants are mostly owner-occupiers whose asset is mainly improved by upgrading. It is therefore generally acclaimed that tenants participation in the management of private rental housing management is worthwhile if the people can share in the process of economic accumulation through improvement in their living condition and the value of their accommodation (Schubeller, 9996). Given the fact that participation is beneficial to both the landlords, the tenants and to the general sustenance of the limited housing stock, there is the need for a shift in emphasis to promoting a positive tenant attitude to housing management.

4. RESEARCH SETTING AND SCOPE

Niger State is located in the middle belt of Nigeria between longitudes 3° 20" and 7° 40" and latitudes 8° 30". The State has a total land area of about 8 million hectares and a population of 2.482 million in 1991. It is bounded in the north by Kebbi and Sokoto States, in the north-east by Kaduna State and the Federal Capital Territory, in the west by the Benin Republic and in the south and the southeast by Kwara and Kogi States respectively.

Minna, the headquarters, is located in the south-eastern part of the state (figure 2). The town existed as a small Gbagyi village on hill top before 1910. It grew with passage of railway lines in 1911 and as a result of its choice as a railway station. With its expansion to include the surrounding villages of Bosso, Tudun Fulani, Maikunkele and Chanchaga, its population grew to 20, 173 in 1996. The town has wide expanse of residential land use, which is characterised by old traditional buildings in the core and newer, modern residential houses at the periphery. The main residential neighbourhoods in the town include Chanchaga, Tunga, Shiroro, Keteerengwari, Kwagila, Sabon Gari, Anguwan Daji, Kpakungu, Maitumbi, Barkin Sale, Bosso, Fajoyout, Dutsen Kura, Limaawa, GRA, Tudun Fulani, Sauka, Kahuta, among others. Generally, the traditional core areas and most other indigenous neighbourhoods are largely unplanned residential housing units are limited to the existing six residential estates located at Bosso, Maikunkele, Tunga, GRA, 123 Quarters and Dutsen Kura.

As the State capital, Minna has a large concentration of State and Federal government establishments as well as tertiary institutions. Thus, it hosts a large proportion of civil servants, students and other private non-indigenes who are predominantly tenants. With the transfer of the Nigerian Federal capital to Abuja, the town, due to its proximity, has received more migrants who swell the ranks of tenants in the recent times.

The study is focused on tenant households in three neighbourhoods randomly selected from the existing residential districts. These are Tunga, Bosso and Maikunkele (figure 2). In these areas, the research covers both planned and unplanned residential areas. Hence, Tunga is

309

cost estate, Bosso estate and Maikunkele Federal Low Cost Estate representing planned areas and Tunja district is located in the southern part of the town along Minna-Suleja road while Bosso and Maikunkele are located in the Northwest along the Minna-Zungeru road. The planned neighbourhoods consist of 1-3 bedroom model flat apartments built of modern materials while the unplanned ones mainly have multiple family roomy apartments built with both modern and local materials.

6. RESEARCH METHODS

The data utilised include both the primary and secondary information. The primary data were collected through the use of questionnaire which sought information on the condition of tenants' accommodation, maintenance schedule and responsibility, level of involvement in maintenance and decision making, reasons for participation and non-participation, types of services provided by the tenants etc. The estimated number of houses in each neighbourhood guided the distribution of the questionnaire. Hence, 10% of the total houses (1898) were sampled for survey and a total of 199 questionnaires were distributed in the areas (table 1). The questionnaires were administered on household heads who were sampled in each house through a random-systematic procedure with an interval of five houses. As shown in the table below, only 180 questionnaires were recovered. Ten of these, which were completed by non-tenants, were discarded. Thus a total of 170 questionnaires were used in the final analysis. Data analysis was carried out using the chi-square and cross-tab functions on the Statistical Package for Social Sciences (SPSS) package.

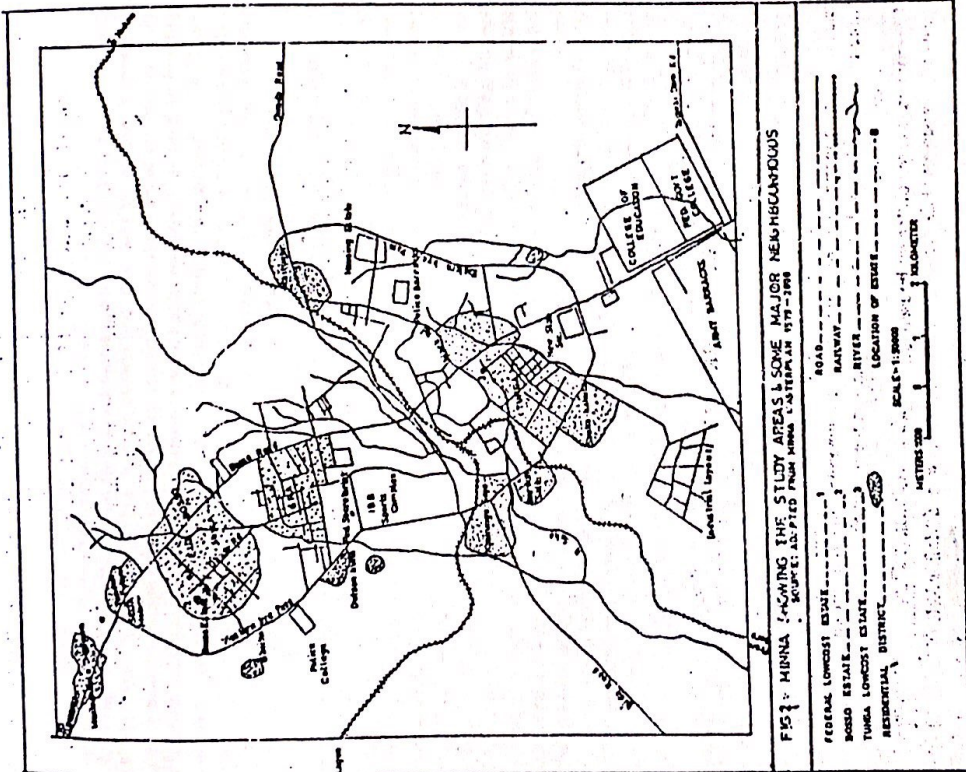
Table 1: Questionnaire Distribution in the Study Areas

| S/N | Neighbourhood | No. of Units | No. of Questionnaire Distributed | No. of Questionnaire Recovered |
|-------|--------------------------|--------------|----------------------------------|--------------------------------|
| 1 | Bosso Estate | 263 | 26 | 21 |
| 2 | Maikunkele Fed. Low Cost | 580 | 58 | 57 |
| 3 | Tunga Low Cost | 320 | 32 | 28 |
| 4 | Jikpan, Bosso | 230 | 23 | 22 |
| 5 | Maje, Tunja | 346 | 35 | 32 |
| 6 | Maikunkele Town | 250 | 25 | 23 |
| Total | | 1989 | 199 | 180 |

Source: Field Work, April 2000

6. RESEARCH RESULTS

This section presents survey findings on tenants' participation; reasons and areas of involvement. Three major indices - building maintenance, provision of facilities and involvement in decision making were used to measure tenants' participation. The presentation of findings in these areas is preceded by the examination of the condition of tenants' accommodation as well as whether maintenance was carried out in the last five years or not.



6.1 TENANTS' HOUSING CONDITION AND MAINTENANCE

The investigation of housing condition is warranted by the need to assess the quality of tenants' accommodation and to establish the basis for maintenance need. Consequently, tenants were asked to rate the condition of their buildings. Findings on this showed that 33 (19.4%) of the respondents rated their buildings as good, 112 (65.9%) as fair while 25 (14.7%) rated it as poor. Thus it was ascertained that 80.6% of the respondents' accommodation needed minor and major repairs. Following the level of maintenance need in the area, tenants were asked if maintenance work had been carried out on their buildings in the last five years. Out of the 169 people that responded to this question, 126 (74.6%) agreed that maintenance was done while 43 (25.4%) agreed that maintenance was not done. Given the high level of maintenance activities in the area, the question of who shouldered the maintenance responsibility, amongst others, is addressed in the next section.

6.2 TENANTS' INVOLVEMENT IN BUILDING REPAIRS AND HOUSING MANAGEMENT

It was observed in section 3 that tenants, as stakeholders, are gradually waking up to the responsibility of maintaining their accommodation and that residents of poor neighbourhoods have particularly shown great commitment in different parts of the world. In Minna, Nigeria, survey findings confirmed this and showed that 80 (60.6%) of the 132 tenants who responded to the relevant question shouldered maintenance responsibility. As shown in table 2, the level of participation is generally high in Bosso estate, Maikunkele Federal Low Cost housing, Jikpan and Tunga Maje where 66.7%, 76.1%, 53.8% and 86.4% of the tenants shouldered maintenance responsibility respectively. The situation was however different in Tunga Low Cost and Maikunkele town where 66.7% and 78.6% respectively affirmed that their landlords were responsible for the maintenance. Despite this variation, a chi-square analysis of the difference in the proportion of tenant maintained and landlord maintained houses yielded a highly significant result of 5.9394 at 5% alpha level and 1 degree of freedom. This shows that tenants are largely involved in building maintenance in Minna.

Table 2: Cross Tabulation of Maintenance Responsibility by Location

| Location | Landlord | | Tenant | | Row Total (per cent) |
|-----------------------|-----------|------|-----------|------|----------------------|
| | Frequency | % | Frequency | % | |
| Tunga Low Cost Estate | 14 | 66.7 | 7 | 33.3 | 21 (13.9) |
| Bosso Estate | 7 | 43.8 | 9 | 56.3 | 16 (12.1) |
| Maikunkele Low Cost | 11 | 23.9 | 35 | 76.1 | 46 (34.8) |
| Tunga Maje | 3 | 13.6 | 19 | 86.4 | 22 (16.7) |
| Jikpan | 6 | 46.2 | 7 | 53.8 | 13 (9.8) |
| Maikunkele Town | 11 | 78.6 | 3 | 21.4 | 14 (10.6) |
| Column Total | 52 | 39.4 | 80 | 60.6 | 132 (100) |

Source: Analysis, April 2000

Participation is also found to vary across income groups. As shown in table 3 tenants in the middle income group of between ₦ 7,000 - ₦ 10,501.00 and ₦ 10,501.00 - ₦ 14,000.00 (78.7% and 62.5% respectively) participated more in housing maintenance than those in the low (43.8%) and high (44.8%) income groups. The observed trend among the middle-income is explained not only by their rising income but also because they form the bulk of the emerging elite who are conscious of the need for decent accommodation. The low level of participation among the low-income group is explained by their relative low economic capability. However, the low participation among the high-income groups is partly explained by the fact that the majority pays rent, which covers maintenance cost.

Table 3: Cross Tabulation of Participation by Income Group

| Location | Participated | | Not Participated | | Row Total (per cent) |
|---------------------|--------------|------|------------------|------|----------------------|
| | Frequency | % | Frequency | % | |
| ₦ 3,500 - ₦ 7,000 | 7 | 43.8 | 9 | 56.3 | 16 (12.9) |
| ₦ 7,000 - ₦ 10,500 | 37 | 78.7 | 10 | 21.3 | 47 (37.9) |
| ₦ 10,500 - ₦ 14,000 | 20 | 62.5 | 12 | 37.5 | 46 (34.8) |
| > ₦ 14,000 | 13 | 44.8 | 16 | 55.2 | 29 (22.4) |
| Column Total | 77 | 62.1 | 47 | 37.9 | 124 (100.0) |

Source: Analysis, April 2000

Aside building repairs, most residents in the area also bore the cost of such housing services as electricity, water supply, security services and refuse collection. In this case, 90.2% of 164 tenants who responded to the question on housing services provision affirmed that they were responsible for service payment while only 7.3% claimed that their landlords were responsible. Unlike the case of building repairs, the situation is not different in all the neighbourhoods surveyed as between 73% and 100% in all areas paid for housing services (Table 4).

It was generally found that most tenants carried out building repairs and paid for services on their own account. As shown in table 5, only 8.6% of tenants who gave reasons for their involvement did that in agreement with their landlords. Most other tenants (91.5%) got involved so as to make the houses habitable and due to the fact that landlords did not care.

Table 6: Cross Tabulation of Involvement in Decision Making by Location

| Location | Involved | | Tenant | | Row Total (per cent) |
|-----------------------|-----------|------|-----------|------|----------------------|
| | Frequency | % | Frequency | % | |
| Tunga Low Cost Estate | 15 | 57.7 | 11 | 42.3 | 26 (15.9) |
| Bosso Estate | 6 | 31.6 | 13 | 68.4 | 19 (11.4) |
| Maikunkele Low Cost | 7 | 12.7 | 48 | 87.3 | 55 (32.9) |
| Tunga Male | 2 | 6.7 | 28 | 93.3 | 30 (18.0) |
| Jikpan | 7 | 33.3 | 14 | 66.7 | 21 (12.6) |
| Maikunkele Town | 5 | 31.3 | 11 | 68.8 | 16 (9.6) |
| Column Total | 42 | 25.1 | 125 | 74.9 | 167 (100) |

Source: Analysis, April 2000

Table 7: Areas of Tenants Involvement

| Area of Involvement | Frequency | % | Cum % |
|----------------------|-----------|------|-------|
| Rent Fixing | 9 | 27.3 | 27.3 |
| Facility Provision | 13 | 39.4 | 66.7 |
| Security Service | 3 | 9.1 | 75.8 |
| General Consultation | 5 | 15.2 | 90.9 |
| Total | 33 | 100 | - |

Source: Analysis, April 2000

7. DISCUSSION

Empirical studies consistently confirmed that the majority of low-income tenant live in substandard housing accommodation in most parts of the world. Research findings in Minna further confirmed this as over 80% of the respondents' accommodation required both minor and major repairs. Arising from this high level of maintenance need in the area, tenants (60.6%) were found to be actively involved in maintenance activities. This also corroborates the findings of other authors (see Schubeller, 1996; Harms, 1997 and Barbosa et al., 1997) which affirmed that tenants are showing increasing commitment to the challenges of their accommodation and neighbourhoods. This is contrary to the general notion that tenants in private rental tenure do not take active part in housing maintenance. There are two possibilities to the emerging scenario. It is either that, there had not been enough researches devoted to the investigation of the roles of tenants in housing maintenance and management, or that the emerging situation confirmed the rising global awareness on the socio-economic and health implications of poor housing environment. For the latter reason, it is therefore not surprising that 44 (62.9%) of the respondents who participated in building maintenance in Minna did that to keep their houses in good condition and make them habitable (table 4). In addition, it was realised that most residents (98.2%) engaged in housing and environment sanitation and that 142 (94.0%) of 151 tenants gave health and environmental upkeep as reasons for participation in sanitation activities.

Table 4: Cross Tabulation of Housing Services Payments by Location

| Location | Landlord | | Tenant | | Nobody | | Row Total (per cent) |
|-----------------------|-----------|------|-----------|-------|-----------|------|----------------------|
| | Frequency | % | Frequency | % | Frequency | % | |
| Tunga Low Cost Estate | 5 | 19.2 | 20 | 76.9 | 1 | 3.8 | 26 (15.9) |
| Bosso Estate | 1 | 5.3 | 18 | 94.6 | - | - | 19 (11.6) |
| Maikunkele Low Cost | 4 | 7.4 | 50 | 92.6 | - | - | 54 (32.9) |
| Tunga Male | - | - | 30 | 100.0 | - | - | 30 (18.0) |
| Jikpan | - | - | 19 | 95.0 | 1 | 5.0 | 20 (12.2) |
| Maikunkele Town | 2 | 13.3 | 11 | 73.3 | 2 | 13.3 | 15 (9.1) |
| Column Total | 12 | 7.3 | 148 | 90.2 | 4 | 2.4 | 164 (100) |

Source: Analysis, April 2000

Table 5: Reasons for Involvement in Maintenance Activities

| Reasons | Frequency | % | Cum % |
|---------------------------------|-----------|------|-------|
| To make the House Habitable | 33 | 47.1 | 47.1 |
| To keep House in Good Condition | 11 | 15.7 | 62.9 |
| Because Landlord did not Care | 20 | 28.6 | 91.5 |
| Due Agreement with Landlord | 6 | 8.6 | 100 |
| Total | 70 | 100 | - |

Source: Analysis, April 2000

While a significant proportion of tenants in Minna participated in housing maintenance and bore the cost of housing services, they were largely left out in the management decision-making process. It was found out that for 123 (75.9%) of the respondents, there was no tenant-landlord forum to discuss the interest of both parties. Hence 125 (74.9%) of the 167 valid responses confirmed that tenants were not involved in housing management decision-making (Table 6).

The situation was the same in most neighbourhoods except in Tunja Low Cost where a relatively larger proportion (57.7%) agreed that they were involved in decision making. Thirty-three of the forty-two tenants who participated in decision making identified five major areas of involvement. This includes rent fixing, facility provision, security service arrangement, consultation and notification on issues involving their tenement (Table 7). The table shows that tenants were more involved in decisions on the provision of basic facilities or the restoration of damaged ones. For those involved in rent fixing, further investigation on the level of involvement revealed that participation took place only at the level of discussion of proposed rent increase with their landlords. This, the respondents said, sometimes give them the opportunity to bargain for minimal increase.

Although tenants were involved in building repairs, further investigations revealed that the participation process in the study area is lopsided and is incomplete. This is because most tenants were largely left out of the housing management decision making. Hence, the type of participation found in the area is not sustainable for it is not borne out of mutual understanding of the benefits by both the lessor and the lessee. As rightly observed by Schubeller (1996), genuine participation depends on voluntary relationships between two or more groups, actors and stakeholders. Its effectiveness also depend on each stakeholder being convinced that the process serves his/her interest. Therefore, for the current level of participation to be increased and sustained, there is the need for improved relationship between the landlords and tenants through consultative meetings and maintenance provision in the tenancy agreement.

A major problem of effective participation is the fact that the rental market in Minna is largely informal and is characterised by verbal or unwritten tenancy agreement. There is equally no organisational framework (tenants' association) for participation in the area. Since the protective tenancy laws in most parts of the developing world have been proved ineffective (Nwangi, 1997 and Sayed-Iqbal, 1997), more emphasis should be placed on the building of positive landlord-tenant relationship in housing management through regular landlord-tenant forum for discussion and participation. This, together with the establishment of tenants' association and awareness raising on the participation in housing management in the areas studied.

REFERENCE

- Abbot, John (1995). Community Participation and its Relationship to Community Development, *Community Development Journal*, Vol. 30, No. 2, April, pp. 158-168.
- Agbola, Tunde (1988). "The Participation of the Rural Poor in Rural Development: A Theoretical Construct", *Nigerian Journal of Economic and Social Studies*, Vol. 30, No. 2, pp. 167-177.
- Barbosa, R. Cabanned, Y. and Moraes, L. (1997), "Tenants Today, Possciro Tomorrow", *Environment and Urbanisation*, Vol. 9, No. 2, October 1997, pp. 17-42.
- Barr, Allan (1995), "Empowering Communities Beyond Fashionable Rhetorics? Some Reflections on Scottish Experience", *Community Development Journal* Vol. 30, No. 2, April 1995, pp. 121-123.
- Berdini, S.R. (1997), "Improving the Quality of Life in Low-Income Neighbourhoods Occupied by Tenants", *Environment and Urbanisation*, Vol. 9, No. 2, October 1997, pp. 81-100.
- Checkoway, Barry (1995), "Six Strageties of Community Change", *Community Development Journal*, Vol. 30, No. 1, pp. 2-20.

Thailand" *Community Development Journal*, Vol. 30, No. 1 January 1995, pp. 72-88.

- Harms, Hans (1997) "To Live in the City Centre: Housing and Tenants in Central Neighbourhood of Latin America Cities", *Environment and Urbanisation*, Vol. 9, No. 2, October 1997, pp. 191-212.
- Mwangi, I.K. (1997), "The Nature of Rental Housing in Kenya", *Environment and Urbanisation*, Vol. 9, No. 2, October 1997, pp. 141-160.
- Richmond, Pattie (1997) "From Tenants to Owners: Experiences with a Revolving Fund for Social Housing", *Environment and Urbanisation*, Vol. 9, No. 2, October 1997, pp. 10-117.
- Sayed-Iqbal, Mohammed (1997) "Tenants and Tenure in Durban", *Environmental and Urbanisation*, Vol. 9, No. 2, October 1997, pp. 10-117.
- Schubeller, Peter (1996), Participation and Partnership in Urban Infrastructure Management *The World Bank, Washington DC.*, 1996.
- Wahab, Kunle, Adedokun, L.A. and Poju, Onibokun (1990), "Urban Housing Conditions" in Poju Onibokun (Ed.) *Urban Housing in Nigeria-Nigerian Institute of Social and Economic Research, Ibadan*: pp. 89-101.
- UNDP (1997). *Nigerian Human Development Report 1996*. Prints Specialty, Ikeja Lagos; Nigeria.
- Quiroga (1996) "Towards Change Through Community Management" *Habitat Debate Vol. 2, No. 1 UNCHS, March, 1996*.