

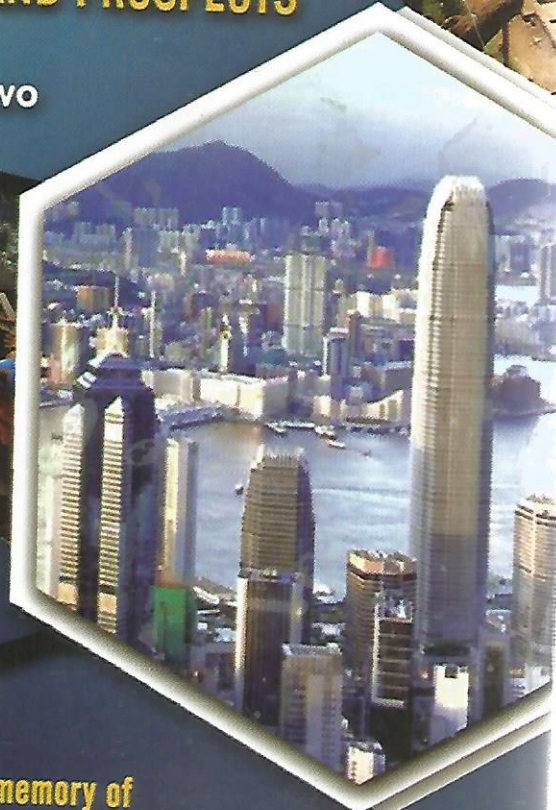


INCLUSIVE CITY GROWTH AND THE POOR:

POLICIES, CHALLENGES AND PROSPECTS

Volume Two

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O.F. Adedayo



In loving memory of
Late Dr. Anthony Ikechukwu ANUNOBI
(1965-2017)

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CHAPTER 23

Users' Participatory Model for Resettlement Housing Schemes in Abuja, Nigeria

Philip Ayuba

Introduction

The decision by the then Head of State, General Murtala Ramat Mohammed to relocate Nigeria's capital from Lagos to Abuja brought about the relocation of the original inhabitants of the area. (Aguda panel Report, 1975). Gbagyi people are among the inhabitants of Abuja who were also affected by the relocation. The Federal Government of Nigeria decided to provide resettlement housing schemes for the inhabitants located at Ushafa, Kubwa, Apo, Dei-Dei areas of FCT. The resettlement housing schemes were rejected by the occupants who were mostly Gbagyi inhabitants (Ayuba, 2014). This was largely due to the fact that the resettlement schemes failed to achieve its cardinal objectives of providing culturally suitable housing and sustainable alternative means of livelihood for the resettled communities, which were substantially Gbagyi people. The inhabitants of the FCT were not consulted before the policy of resettlement was evolved. They were only advised to discontinue any major development until such a time a definite resettlement policy was evolved and steps taken to implement it.

The development of the phases of Abuja, Federal Capital Territory (FCT) is a case in point. Such expansion and development programme tend to involve the resettlement of existing local/indigenous population. Inevitably, such resettlement exercise tends to include the provision of new housing areas and the provision of alternative employment and source of economic livelihood are taken care of in the new location. The expected outcome of such an exercise is that the resettled communities, whose traditional social and economic way of life would have been substantially altered, will still find their new life not too radically different from what they were used to (Ayuba, 2014).

According to Bonnefoy (2007), housing is the ability to live in an adequate shelter and as being more than just a roof over one's head based on the following four dimensions:

- i. The dwelling as the physical shelter;
- ii. The neighbourhood/community as the social climate surrounding the dwelling;
- iii. The external dimensions of the immediate housing environment and;
- iv. The community with all its neighbours.

It embraces all social services and utilities that go into making a community or neighbourhood a liveable environment.

Overview of Resettlement

Resettlement as described by (Olawepo, 1997) is the total movement of people along points, involving a pattern of change. These movements and patterns have been conditioned by government land acquisition, with the role of ensuring security of the settling population. It may also be as a result of opening up roads, into newly settled areas, creating the administrative structure necessary for processing lands, the provision of government projects and the establishment of societal order.

Rahmato (2003), posits that resettlement could be the process by which individuals or a group of people leave spontaneously or none spontaneously their old sites and then resettle in a new environment. This area is designated for them to begin a new trend of life by adapting themselves to the biophysical, social and administrative systems of the new environment. The word spontaneous here means movement of people on their own initiatives while non-spontaneous means movement of people under external circumstances or force eviction as the case may be.

Jibril (2006), acknowledged that all over the world, resettlement scheme programmes abound. Resettlements are global phenomena and several resettlement schemes have also been carried out in Nigeria, Africa and in other countries of the World. Resettlement schemes in developing countries are generally characterised by many controversies. Jibril (2006), stated that the potentials of resettlement programmes have not been adequately and properly captured over the years. Each resettlement scheme would always have its own causes and problems. Also the number of people involved and methods of resettlement employed vary from one scheme to the other and from one country to another. The magnitude of failures and successes may as well differ. Resettling people and providing resettlement housing units

for the inhabitants most times, does not only measure success of housing programmes; but the suitability of the living environment to the needs of the people to be resettled is essential for resettlement housing to be judged successful (Akpanudoedehe, 2010). This is always the desire on the part of those to be resettled for houses that are very similar in terms of size and function to those they are used to. In the design of resettlement housing, professionals involved in the resettlement process such as architects, planners and government agencies have not always involved the occupants of the houses which have always resulted in the absence, neglect and non-inclusion of the relevant factors and preferences of the housing types (Ayuba, 2014).

Relocation of people from one place to another is generally associated with many problems which may include:

- i. Disruption of the entire socio-cultural and economic life of the people;
- ii. Loss of traditional architectural identity and values of the inhabitants;
- iii. Change of occupational status;
- iv. Change of physical environment setting.

Most resettlement programmes in Nigeria focus largely on the development that is to be carried out in the area; neglecting the welfare and the tradition of the people involved. This is because each culture evolves its own answers to its problems (Olawepo, 2000a). Olawepo (2008), maintained that the main factor determining the success of a resettlement project is the site to which people are moved; this must not only offer at least the potential of acceptable housing and services standards, but crucially ensures that existing livelihood strategies are not destroyed or that alternative opportunities are sufficient to meet all residential needs. If this is ensured, their cooperation and participation of residents in the resettlement will be easier to obtain. The key to ensuring successful resettlement is the suitability of the land on which people will be re housed; essentially in terms of offering access to economic opportunities and viable livelihood, as well as an acceptable housing and service standard. Therefore, designers of resettlement housing schemes need to recognise that people are cultural beings and the process of integrating socio-cultural values in housing provision is of great importance (Olawepo, 2000b).

Resettlement in Federal Capital Territory, Abuja

According to Baba (2003), resettlement in Abuja was first pronounced in 1975, when the then Federal Military Government of late General Murtala Mohammed established the AkintolaAguda panel to examine the desirability or otherwise of the continued retention of Lagos as the nation's capital. The committee recommended amongst others, the need to improve the capital city to a more central location around Abuja as a symbol of unity to meet the aspiration of all Nigerians.

Consequently the recommendations were accepted and a new location for Nigeria's capital was formalised by decree No. 6 of 1976; and an area covering about 8,000 square kilometres was carved out of Niger, Plateau and Kwara states as the new Federal Capital. Government embarked on the resettlement of its inhabitants since 1984 by the provision of resettlement housing. However, completion of resettlement housing for the inhabitants to be resettled most times does not only mark success of resettlement schemes, policies are supposed to be well articulated to involve the socio-cultural values of the inhabitants and adequate participation by the community on resettlement issues. This will of course come out with a more practical and realistic approaches about resettlement schemes in Nigeria.

Study Area

The study area of this research is Abuja the Federal Capital Territory which is located at longitudes 6.7° E to 7.6° E and latitudes 8.3° N to 9.2° N. It is bounded in the north by Kaduna State, bordered by Niger State in the west, to the southwest by Kogi State and Nasarawa State in the east (Abuja Master Plan, 1979). The history of the area that constitutes the present Federal Capital Territory (FCT) of Nigeria dates back to the period when the territory was created in 1976. The area is made up of various ethnic groups comprising of Gbagyi, Koro, Gade, Gwandara, Ganagana, Nupe and Ebira. Federal Capital Territory covers a land area of 800km^2 . According to 2006 census, the Federal Capital Territory was put at 1,405,201 persons as shown in table 1.1.

Table 1.1. Federal Capital Territory Area Council 2006 Population Census Figures

Area Councils	Population
Abaji	58,444
Abuja Municipal	778,567
Bwari	227,216
Gwagwalada	157,770
Kwali	85,837
Kuje	97,367
Total	1,405,201

Source: Federal Republic of Nigeria Official Gazette (2007)

Research Methodology

The study employed the survey design. It was opted for because it involved the collection of data to accurate and objective description of existing phenomena. It also allowed the study to obtain a true picture of the present condition of the resettled people of Abuja. The design allows for purposive sampling and use of interview and questionnaire which studies people attitude, feelings and opinions about social phenomena (Babbie, 1986). Descriptive research method through a post occupancy evaluation approach was also employed. This gives view of users' opinion of the subject matter under investigation. According to Adedeji & Fadamiro (2012), Post Occupancy Evaluation (POE) has generally been accepted as method of obtaining opinion of users in the built environment especially where it relates to perception studies. Observation schedule was used as research instrument to gather the required data. A total of four resettlement housing schemes in Federal Capital Territory, Abuja were studied as shown in table 1.2. A random interview was also conducted with some of the occupants to seek their opinion on the resettlement schemes provided for them. Four Gbagyi community leaders from the four resettlement schemes in Abuja affected by the resettlement scheme were interviewed using interview schedule which allowed for proper study and understanding of the resettlement housing provided for them. They served as the focus point for gathering information on the resettlement schemes.

Table 1.2 Resettlements studied

S/No	Name of Resettlement
1	Kubwa
2	Apo
3	Dei-Dei
4	Ushafa

Source: Author's fieldwork, 2011

Discussion of Results

A total of four resettlement schemes have been implemented in FCT In table 1.3, three number sleeping rooms were provided in Kubwa resettlement scheme. Kitchen and toilets were not provided within the building envelope. In Apo, the scheme is made up of two bedrooms, one parlour, conveniences and kitchen. Storage facilities and entrance porch are not provided in the resettlement scheme. Also, the Dei-Dei housing units are made up of 3 sleeping rooms and a parlour. Kitchen and conveniences are located within the compound. No provision for courtyard and entrance porch in the resettlement scheme. While the Ushafa housing scheme is composed of two bedrooms, kitchen and parlour. Toilets are provided outside the building; but are located within the compound. The housing units are accessed by a veranda and there is no courtyard provided at the resettlement scheme.

Table 1.3 Analysis of resettlement schemes provided in study area

S/n o	Name of Resettle ment	No. of Rooms per househ old	Kitche n	Livi ng Roo m	Courty ard	Toilet Within the buildin g	Dinin g Space	Entranc e Porch (Dugwe)
1	Kubwa	3	None	Yes	None	None	None	None
2	Apo	2	Yes	Yes	None	Yes	None	None
3	Dei-Dei	3	None	Yes	None	None	None	None
4	Ushafa	3	Yes	Yes	None	Yes	None	None

Source: Author's fieldwork, 2011



Plate I: Kubwa Abuja resettlement scheme (Phase I)
Source: Author's fieldwork, 2011



Plate II: Garki New Town (Apo) Resettlement Scheme.
Source: Author's fieldwork, 2011



Plate III View of Dei-Dei resettlement housing scheme
Source: Author's field work, 2011

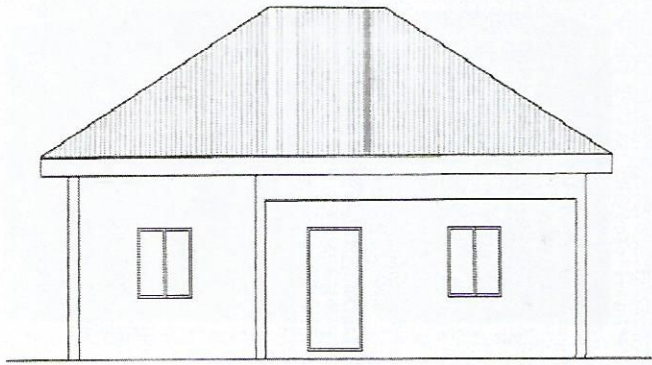


Plate IX View of Ushafa resettlement housing scheme
Source: Author's field work, 2011

It can be deduced from plates I to IX that in modern houses provided for the inhabitants, the number of rooms was inadequate for the inhabitants as some of the important units such as kitchen and storage facilities were completely absent. The socio-cultural values of the inhabitants were not included in the design; as such the resettlement schemes were rejected. This was largely due to the fact that the resettlement schemes failed to achieve its cardinal objectives of providing culturally suitable housing and sustainable alternative means of livelihood for the resettled communities, which were substantially Gbagyi people. Again, the inhabitants of the FCT were not consulted before the policy of resettlement was evolved. They were only advised to discontinue any major development until such a time a definite resettlement policy was evolved and steps taken to implement it. It is on the basis of this that the manual of operational guidelines is proposed for resettlement schemes in Abuja.

Model Introduction

The Model provides professionals in FCT and other Nigerian cities, with a systematic basis for identifying and sensitising the stakeholders (community to be resettled) and getting them fully involved in the collection of requisite data for planning and implementing the resettlement housing scheme. This is a critical basis for ensuring the effectiveness and sustainability of the scheme.

The parameters that form the basis of the Model are based on the user's perception as contained in figures 1.1 to 1.7, of the facilities provided by FCT in the resettlements projects studied. These include location characteristics of the existing sites; socio-cultural and economic characteristics of the people to be resettled; and such other factors as occupation of most of the residents and a determination of alternative means of livelihood and how to best strengthen existing means; and the identification of alternative local building materials and labour intensive construction methods to provide addition source of employment or the affected people.

Through a participatory process, data on socio-cultural and economic characteristics, housing and living characteristics and cultural heritage of the inhabitants are collected and analysed. On the basis of these, a brief for a modern resettlement housing scheme, which retains and preserves the above characteristics, can be produced by the professionals involved and validated by the affected people, whom would have become bona fide stakeholders. Figure 1.1 shows a summary of the Model. The structure of the Model is discussed below.

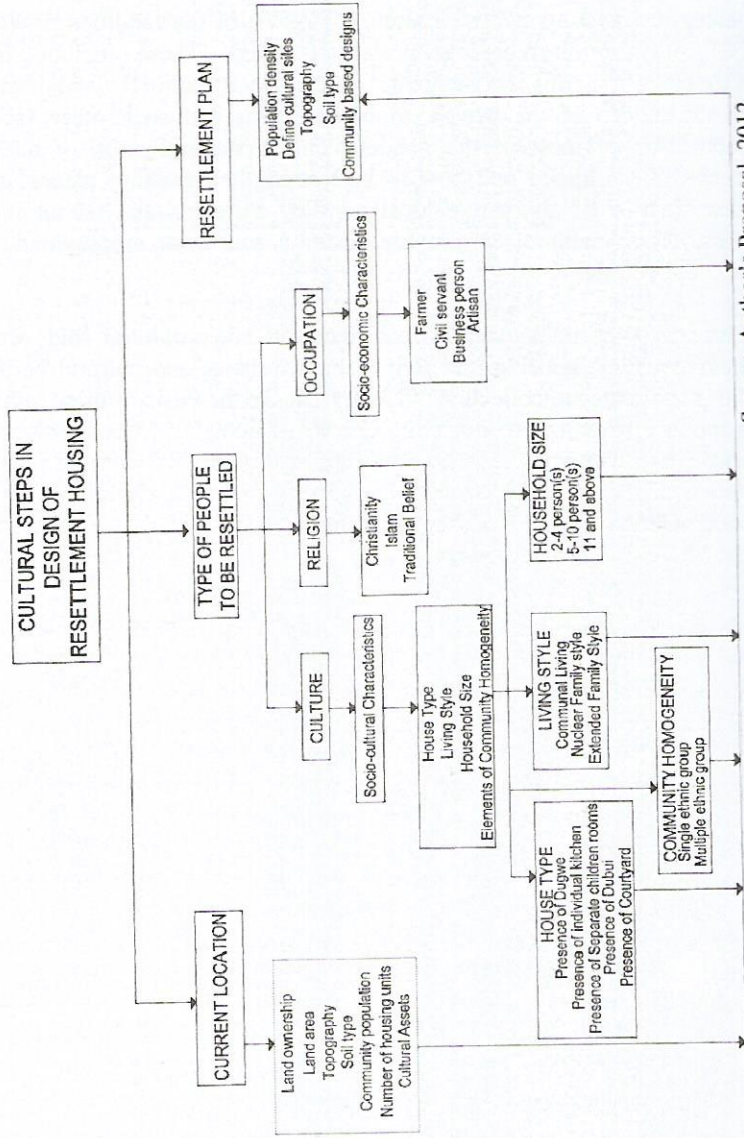


Figure 1.1 Structure of the Model

Source: Author's Proposal, 2012

Structure of the Model

Inception of the Process

This aspect involves the identification and sensitisation of the stakeholders. These include the traditional, cultural and religious leaders; and the civil society organisations Non-Government Organisations (NGOs), Community Based Organisations (CBO), Private Volunteer Organisations (PVO) operating in the community.

Data on Socio-cultural Characteristics of Stakeholders

Using a bottom-up process, data on the following will be collected:

- i. Community Land Tenure System/ Ownership Structure;
- ii. Disaggregated Population of the area;
- iii. Household size and structure
- iv. Types of religions and practises;
- v. Unique cultural traits;
- vi. Kinship Structure (for homogeneous population);
- vii. Location factors of existing site.

A check lists for the location and socio-cultural factors is shown in Figures. 1.2. to 1.4.

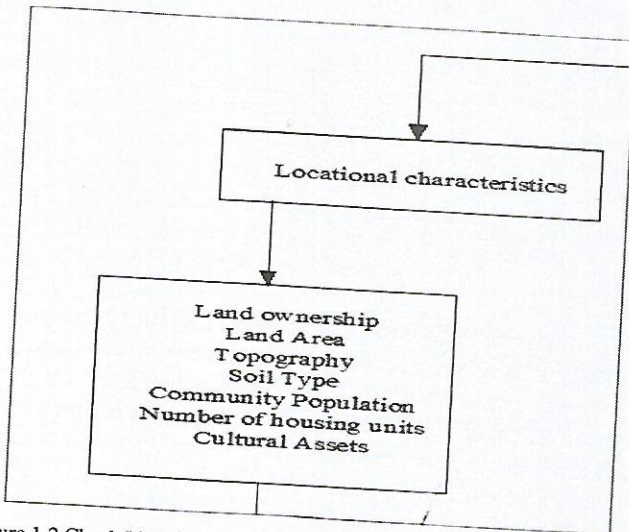


Figure 1.2 Check List of Location Factors Source: Author's Proposal, 2012

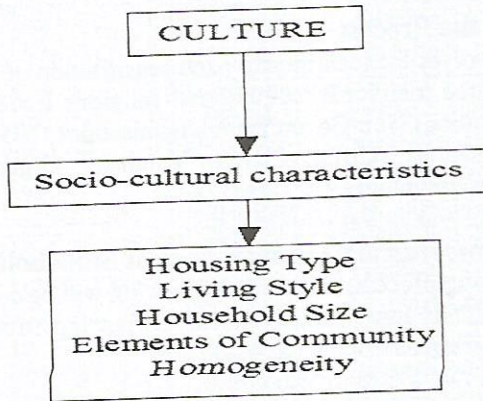


Figure 1.3: Check List of Socio-Cultural Factors
Source: Author's field work, 2012

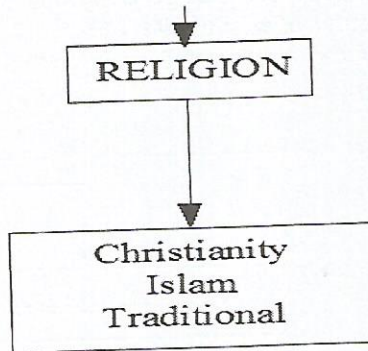


Figure 1.4: Check List of Religion and Related Factors
Source: Author's field work, 2012

Data on Economic Characteristics of Stakeholders

Data on the predominant occupation of the stakeholders; and types, scale and operation of predominant informal sector activities in the community is to be generated and analysed. Other data to be generated include:

- i. Other natural resources from which stakeholders get their livelihood;
- ii. Estimate of the income generated by the stakeholders from their economic activities;
- iii. Projection of potential loss of income and livelihood by the stakeholders as a result of the resettlement;

iv. Identification, appraisal and selection of viable alternative means of livelihood (micro enterprises) to be provided to the stakeholders in the new scheme;

The check list for economic characteristics is shown in Figure 1.5.

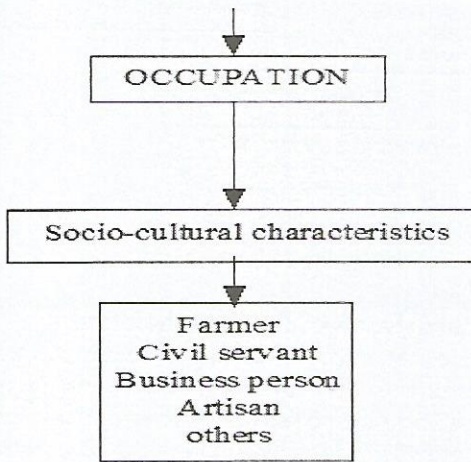


Figure 1.5: Check List of Formal and Informal Economic Activities/
Source: Author's field work, 2012

Data on Housing and Living Characteristics

Data on the housing and living characteristics peculiar to the stakeholders is to be collected and analysed. This should among others, cover the following:

- i. Key housing elements-number of rooms and associated facilities in relation to household size;
- ii. Culturally driven housing provisions;
- iii. Site Analysis of existing settlements with focus on the relationships (if any) among the residential, commercial, religious and cultural land uses.

The check list for Housing and living characteristics is shown in Figure 1.6.

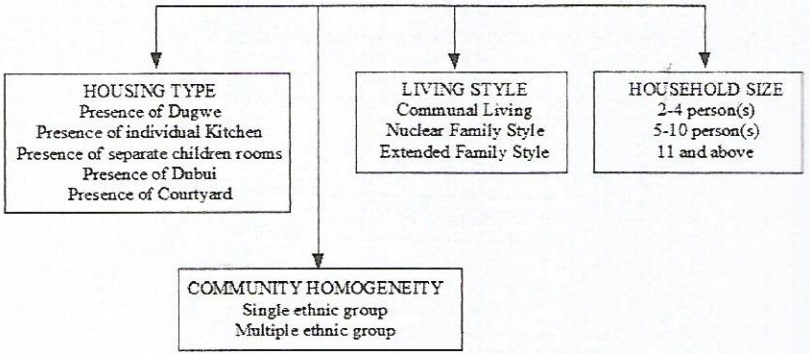


Figure 1.6: Check List of Housing and Living Characteristics
 Author's field work, 2012

Source:

Cultural Heritage Assets of the Stakeholders

The preservation of the cultural heritage elements of traditional societies can be a powerful tool for ensuring the sustainability of resettlement housing schemes. These elements, when preserved, can serve as a constant reminder to or provide a familiar setting for the practice of traditional religion and other cultural practices, in the new area. The site analysis is therefore expected to identify and document the functional relationships of the cultural heritage elements to the other land uses in the original community. Similarly, working with the stakeholders such elements can be properly located, rehabilitated and preserved in ways that are acceptable to the stakeholders.

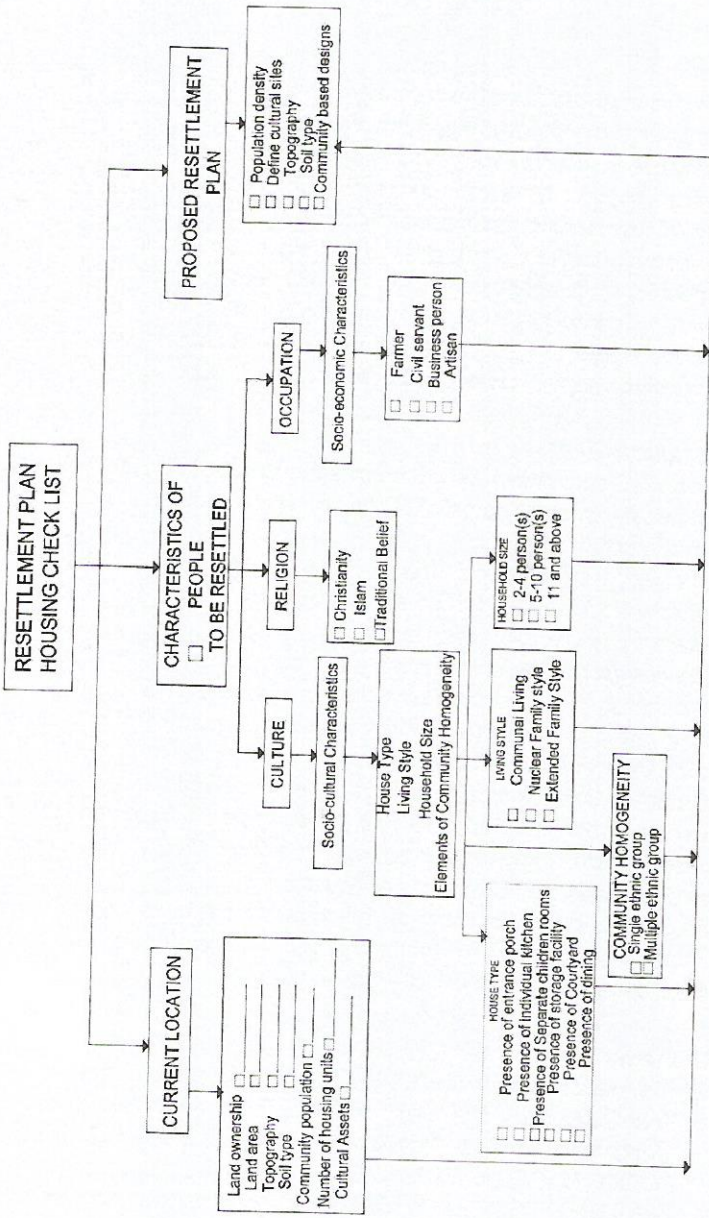


Figure 1.7. Resettlement check list to be used in FCT and other cities in Nigeria
Source: Author's field work, 2012

Conclusion

Based on the application of this model, resettlement planners would be able to design resettlement housing schemes that meet the socio-cultural and economic needs of the re-settlers. It will help in developing a new resettlement approach and guidelines that includes users' participation. In planning of resettlement housing, the design should be flexible so as to be easily adaptable to the changing family structure and socio-cultural values of the people to be resettled. Relocation of people from their traditional settlement to entirely a new physical environment requires a total and comprehensive planning so as to ensure the avoidance or minimization of problems which have often bedevilled resettlement schemes.

Recommendations

- a. A detailed documentation of the predominant economic activities of all segments (male and female) of the community should be carried out in consultation with them;
- b. Drafts of the proposals for Resettlement Housing Scheme and Alternative Livelihood Plan should be presented to the community to obtain their understanding comments;
- c. The design of the Resettlement Housing Scheme should as much as practicable, be predicated on the extensive utilisation of local and environmentally friendly building materials; renewable energy such as solar and wind energy; rain water harvesting; development of Biogas plants for liquid waste treatment to generate methane gas that can be used for cooking; and effective solid waste management to produce compost and to promote organic agriculture (for fruit and vegetable production as against grains and yams); and
- d. To make the development of the resettlement housing scheme labour intensive and to allow for sweat equity in order to reduce cost of development and enhance affordability.

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