A CASE STUDY FROM NIGERIA: DEVELOPMENT AND IMPLEMENTATION OF NIGERIAN NATIONAL URBAN DEVELOPMENT POLICY, 2012

Professor Mustapha Zubairu,
Director, Centre for Human Settlements and Urban Development,
Federal University of Technology, Minna, Nigeria,
e-mail: mustapha.zubairu@futminna.edu.ng
WHY THE REVIEW OF THE 1992 NATIONAL URBAN POLICY BECAME NECESSARY

1. Federal Government of Nigeria came to the conclusion that despite all its legislative actions, executive responses and interventions Nigeria's urban problems had remained seemingly intractable; and

2. Majority of the actors responsible for the implementation of the 1992 Policy were found to be either not fully aware of their roles and responsibilities, or did not have the requisite knowledge and capacity, or were simply not involved in the actual implementation.
1. The Federal Government, in 2011, setup a 50-member committee to review the National Housing Policy of 1991 and the National Urban Development Policy of 1992;

2. Membership of the committee was multidisciplinary representing the major stakeholder groups at the three tiers of government; built environment professional institutions; civil society organisations; and academicians from Universities and tertiary Institutions;

3. Two sub-Committees were setup to review the old Policies and produce new draft Housing and Urban Development Policies
5. Main Committee mandated members to present the two drafts to their stakeholder groups for comment. These were collated and incorporated in the draft Policies submitted to the Minister of Lands, Housing and Urban Development;

6. The drafts were circulated to all the 36 States and 774 Local Governments for review and comment;

7. A National Council of Lands and Housing was convened to adopt and recommend the Policies to the Federal Executive Council for approval;

8. The new National Urban Development Policy was approved in June, 2012 by the Federal Government of Nigeria.
Stakeholder Involvement in the Formulation of Policy

To ensure effective stakeholder participation in the formulation of the Policy, the Committee took the following actions:

1. Advertisements were put in major national Newspapers inviting members of the public to submit memoranda on all or aspects of the Policy of interest to them;

2. Built environment professionals, NGOs and related civil society organisations were invited to submit memoranda addressing issues of interest to be included in the Policy;

3. Officials involved in the implementation of aspects of the Policy at federal, state and local government levels were invited to share their experience;

4. Best practices, as documented by UN-Habitat, World Bank, Cities Alliance were reviewed and aspects considered useful were incorporated in to the Policy; and

5. A stakeholder validation Workshop was organized to elicit comments on the draft Policy and to ensure buy-in of the stakeholders.
Stakeholder Involvement in the Implementation of Policy

A seventeen-member Ministerial Team for Housing Delivery in Nigeria was established in December, 2011. It was chaired by the Minister of Lands, Housing and Urban Development. The Terms of Reference of the Team were as follows:

1. Develop an implementation plan for housing delivery;
2. Identify immediate priorities for action to jump-start a housing revolution in Nigeria;
3. Propose viable options for mobilising resources for housing delivery, particularly using specialized finance and low interest funds; and
4. Propose other actions for the effective implementation of the National Housing and Urban Development Policies, on approval by Government.

A four-member sub-committee of the Ministerial Team was set up to propose actions to be taken by the FMLHUD to commence the implementation of the Urban Development and Regeneration components of the Terms of Reference of the main committee
GOAL AND OBJECTIVES OF THE NATIONAL URBAN DEVELOPMENT POLICY, 2012

Goal
The goal of the National Urban Development Policy is “to promote a dynamic system of urban settlements, which fosters sustainable economic growth, promotes efficient urban and regional planning and development, as well as ensures improved standard of living and well-being of all Nigerians” (FGN, 2012).

Objectives.
The Policy has 13 Objectives including the following:
1. Facilitate efficient urban development, management and good governance;
2. Ensure that all tiers of Government effectively carry out their functions and responsibilities with regard to plan implementation and are accountable for them;
3. Strengthen the capacity of the urban centres to manage economic growth, social development and the alleviation of poverty;

Strategies
The Policy has 18 Strategies including the following:
1. Establish an appropriate institutional framework for ensuring orderly development and efficient management of Nigerian urban settlements;
2. Classify and profile towns and cities in Nigeria for the purpose of policy intervention;
3. Review and restructure all existing public institutions involved in urban management at the three tiers of Government, and where necessary create new ones, with a view to ensuring effective responses to the challenges of urbanization in Nigeria.
CONTENTS OF THE NUP, 2012

1. Access to land;
2. Urban Economy, Poverty and Employment Generation;
3. Urban Transportation, Communication and Traffic Management;
4. Urban Renewal and Slum Upgrading;
5. Urban Environment;
6. Urban Infrastructure;
7. Social Welfare Services and Social Integration;
8. Financing Urban Development;
9. Urban Management Information System;
10. Human Resources Development;
11. Urban Security;
12. Urban Governance;
13. Urban Planning and Resettlement;
14. Mega Cities;
15. Climate Change;
16. Effective Devolution of Political Power;
17. Urban Classification; and
IMPLEMENTATION, POLICY INSTRUMENTS AND INSTITUTIONAL ARRANGEMENT

1. Institutional Framework for implementing the Policy was designed to eliminate problems associated with the 1992 National Urban Policy;

2. To ensure effective participation of all stakeholder groups:
   a. Federal, State and Local Governments;
   b. Non-Governmental Organizations (NGOs),
   c. Community Based Organizations (CBOs) and Civil Society Organizations;
   d. Financial Institutions such as Federal Mortgage Bank of Nigeria (FMBN), World Bank, African Development Bank (ADB), etc.;
   e. Insurance Companies;
   f. Trade Associations such as Nigerian Association of Chambers of Commerce, Industry, Mines and Agriculture (NACCIMA);
   g. The Building Materials Manufacturers;
   h. The Construction Companies;
   i. Real Estate Development Companies; and
   j. Professional Bodies (Town Planners, Builders, Architects, Surveyors, Estate Surveyors and Valuers, Quantity Surveyors, Engineers, Environmentalists, Transport Planners, Medical Practitioners, Legal Practitioners, etc.).
Institutional Arrangement

Federal Ministry of Lands, Housing and Urban Development (Name now changed to Ministry of Power, Works and Housing)
To carry out the following functions: Advocacy; Awareness raising; Capacity building of states and local governments; Synergy with states, local governments and other actors; Cooperate with the states, local governments and other actors in monitoring and evaluation of their activities; and Establish an information system for urban planning and urban management.

State Governments (36 No.)
Formulate broad urban development policies and strategies based on the national policy; Prepare State physical development plans based on the National policy; Monitor the planning activities of the Local Government Urban Development Authorities in the State; Build capacity of Local Governments for urban development.

Local Governments (774 No.)
Are required to establish Local Planning Authority; and Establish a Planning Appeal Committee, which shall be responsible for hearing appeals from aggrieved persons.
National Housing and Urban Development Commission

The Policy recommended the establishment of a National Housing and Urban Development Commission to perform 12 functions including the following:

1. Coordinate the activities of other institutions and regulate the process of providing effective and sustainable urban development;

2. Collaborate and provide technical assistance to Federal, States and local governments to develop mechanisms and projects aimed at bringing about sustainable and spatially balanced and inclusive urban development and efficient housing delivery at all tiers of government;

3. Develop national housing and urban development policy performance indicators and development standards; and

4. Access and utilize the National Database to monitor the implementation of the national policies on housing and urban development and other related policies in line with international best practices.
OTHER IMPORTANT PROVISIONS OF THE POLICY

• To establishment of an appropriate **Performance Evaluation Standards**. This is to be achieved by: Appointing an Independent Committee on Coordination and Monitoring, at least every other year to monitor and evaluate the progress made towards, and problems encountered, in achieving the goals and objectives of the National Policy on Urban Development;

• To Convene an **annual National Urban Development Forum of stakeholders** to deliberate on the various topical issues of urban development; and

• To **Publish, periodically the State of Nigeria Report and Good Urban Governance Assessment of Nigeria** as two prominent tools for measuring the effectiveness and efficiency of Nigerian cities.
IMPLEMENTATION OF THE POLICY-
THE JOURNEY SO FAR

• To date, neither has the Independent Committee on Coordination and Monitoring been established nor has any of the above activities been started;

• National Council on Housing and Urban Development, held in 2013 and 2014, since the approval of the National Urban Policy by the Federal Government in 2012, did not reveal any significant progress at state and local government levels, in the implementation of the Policy;

• Many state and local government Ministries, Departments and Agencies (MDAs) with mandate for urban development and management were either not aware of the Policy or copies have not been circulated to them (Zubairu, 2015).
STRENGTH AND WEAKNESS OF THE POLICY

Strength

1. National Urban Development Policy, 2012 represents a very bold attempt by the Federal Government of Nigeria to lay a solid foundation for the sustainable urban development in the country;

2. Deliberate attempt was also made to ensure that the National Housing and Urban Development Policies were implemented as “two sides of the same coin”; and

3. The recommendation to establish a National Housing and Urban Development Commission is an attempt to achieve above objective.
STRENGTH AND WEAKNESS OF THE POLICY

Weakness

1. The failure to effectively implement the 1992 National Urban Policy had to do with the fact that majority of the actors responsible for the implementation were found to either not to be fully aware of their roles and responsibilities; or did not have the requisite knowledge and capacity; or were simply not left out of the implementation process;

2. The signs are that the NUP, 2012 may suffer the same fate due to the persistent institutional weakness, in terms of the functional relationship of the federal, state and local governments in the formulation and implementation of the Policy;

3. There is a persistent top-down relationship between the federal government and states; and between states and the local governments in the formulation of the National Urban Development Policies. This has prevented effective participation of the stakeholders in the implementation of the policies.
OTHER CRITICAL DEVELOPMENT CHALLENGES AND OPPORTUNITIES NOT FACTORED INTO THE NUP, 2012
1 - INCOMPLETE DECENTRALISATION REFORM

1. Nigeria has a three-tier system of government-federal, 36 states and 774 local governments.

2. Decentralization Reforms in Nigeria appear to have been predicated on the perception that with adequate financial resources, local governments would be able to effectively perform their assigned functions.

3. The 1976 Reform enhanced the status of local governments; and the federal government approved a grant of 10% of its retained revenue to local governments from 1977.

4. Following the 1976 Reforms, 297 local governments were created throughout the country; to 301 in the same year; to 442 in 1988; 454 in 1989; and 589 in 1991. The number is to date 774.
5. Politics is essentially behind all these creations; no objective criteria, to do with ensuring the viability of the local governments or real proof of the demand for the local governments from the communities, before they were created;

6. Section 7 (I) of the 1999 Constitution of Nigeria guarantees "the system of local government by democratically elected local government councils". The same section entrusted to all State Governments the power to "ensure their existence under a Law which provides for the establishment, structure, composition, finance and functions of such councils";

7. Paradoxically, this section of the Constitution is both the cornerstone on which the autonomy and sustainability of local government system rest, and the biggest threat to its survival, from the point of view of its subordination to the State Government.
8. The actions of most state governments, vis-a-vis the constitutional relation with the local governments indicate a clear reluctance for decentralization;

9. The State Governors decide how much, of what is due to the local governments, actually gets to them;

10. The capacity of local governments to perform decentralized and devolved functions, in terms of financial, technological, human resources etc., is very low. Federal and State Governments have not been quite keen in addressing the problem;

11. The decentralization process suffers from lack of clear roles and responsibilities between state and local government. This is related to the inadequacy of legal framework and constitutional provisions to guarantee the autonomy of local governments; and

12. Local governments are seen as a "tier" of government, which implies a hierarchical arrangement that depicts subordination.
13. Local government depends largely on subsidies from the higher levels of government for its operations. Thus it has no need to cultivate its natural constituencies.

14. The lack of serious interactive relations between the local government and its residents not only means a failure to mobilize abundant local resources, but also the lack of a local mechanism for ensuring public accountability and inducing greater transparency in the governance, especially, of urban communities.
# Evidence of Self Reliance Among Slum Dwellers of Minna

<table>
<thead>
<tr>
<th>Types of CBOS</th>
<th>Kpakungu</th>
<th>Shango</th>
<th>Chanchaga</th>
<th>Anguwar Kaje</th>
<th>Barkin Sale</th>
<th>Dutse Kura</th>
<th>Maitumbi</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Women Cooperatives</strong></td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td><strong>Youth Associations</strong></td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td><strong>Savings/Thrift Associations</strong></td>
<td>2</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td><strong>Trade/Commerce Associations</strong></td>
<td>3</td>
<td>5</td>
<td>5</td>
<td>6</td>
<td>4</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td><strong>Social Clubs</strong></td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td><strong>Vigilante Groups</strong></td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td><strong>Traditional Healers</strong></td>
<td>12</td>
<td>11</td>
<td>10</td>
<td>10</td>
<td>15</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>26</td>
<td>30</td>
<td>24</td>
<td>27</td>
<td>35</td>
<td>23</td>
<td>24</td>
</tr>
</tbody>
</table>
3. TRADITIONAL EMIRATE ADMINISTRATIVE STRUCTURE IN NORTHERN STATES OF NIGERIA

**Typical Traditional Administrative Structure in Most Cities in Northern States of Nigeria**

1. Nassarawa “A”
2. Nassarawa “B”
3. Nassarawa “C”
4. Tudun Wada South
5. Tudun Wada North
6. Makera
7. Minna Central
8. Minna South
9. Limawa “A”
10. Limawa “B”
11. Sabon Gari

**11 Wards of Minna—Each Headed by Ward Heads Appointed by the Emir**

**Presentation Title, Date, Incheon Metropolitan City**
International Conference on National Urban Policy: *Towards Smarter and Greener Cities*
RELATIONSHIP OF POLICY TO OTHER NATIONAL SPATIAL POLICIES

Complimentary to the National Urban Development Policy, 2015, the following National Spatial Policies have been enacted:

3. Other spatially related acts of the Federal Government include:
   a. Establishment of a Presidential Land Reforms Committee at the Federal level to generate ideas for the improvement of Land administration in Nigeria; and
CONCLUSION/ KEY LESSONS ON THE IMPLEMENTATION OF THE POLICY

1. Housing and Urban Development are on the concurrent legislative functions of federal and state governments. This has limited the power and influence of the federal government on the states;

2. There is the tendency on the part of the federal government to finance the development projects in states, with little or no consultation or participation of the state governments;

3. At state level, there is a significant shortage of technical manpower; duplication of authority among the MDAs in charge of urban development; and lack of mandated coordination among them;

4. The capacity of local governments to perform decentralized and devolved functions- financial, technological, human resources etc. is very low.
RECOMMENDATIONS-1

To become and effective **ENABLER**, Federal Government should restructure FMLHUD (now FMPWH) by building its technical capacity to assist the states and local governments to:

1. Plan, coordinate and effectively manage the development of their towns and cities;
2. Finance, manage and build effective governance structure in their cities;
3. Establish cadastre to enhance internally generated revenue of towns and cities and leveraging same to enable them execute infrastructure projects with tangible socio-economic and development impact on residents;
4. Identify new sources of finance with a view to increasing investment in local infrastructure;
RECOMMENDATIONS-2

5. Design and implement bankable projects;
6. Carry out Project Appraisal to determine the technical feasibility, financial viability, socio-economic desirability and environmental sustainability;
7. Generate data for the preparation of Integrated Development Plans/programmes, Investment Plans and local economic development; and
8. Establish state and local government credit history, which will enable them undertake credit ratings and gain more competitive access to capital.
THANK YOU