



DRIVERS OF SLUM DEVELOPMENT IN THE KARU LOCAL GOVERNMENT, NASARAWA STATE NIGERIA

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Abstract

Constant migration of people in search of better goods and services to urban area is trending in the 20th century, this has depopulated the location migrated from and overpopulated locations migrated to. This activity has led to Urbanization which has resulted in the overdependence on available facilities in the urban areas like Housing infrastructure which has lead to the development of slums. This study evaluated the various factors of slum development in karu local government of Nasarawa state Nigeria, in order to proper sustainable cause effective solutions to the problems associated with slum development. In order to accomplish the aim, the study examined the drivers in six slum settlements selected from Mararaba, Karu and Masaka communities. It also identified the main causes of slum in the area and

perceived needs and preferences of slum upgrading by slum dwellers. The study was based on survey research design and mixed

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urbanization,
causes,
sustainable

technique approach (qualitative and quantitative) was used for data collection and analysis. Data for the study were collected through direct field observation, photographs, questionnaire administration and interviews. The data was analyzed using descriptive statistics. The study revealed Urbanization as one of the main causes of slum development in the area.

Based on the identified needs and preferences of the slum dwellers for upgrading which showed a sharp contrast with past interventions, participatory urban slum upgrading was suggested as the best strategy in dealing with slum upgrading in the area.

Introduction

Rapid urbanization, increasing urban poverty and the declining capacity of governments at all levels to cope with demands associated with increased in-migration has manifested in deteriorated environmental and physical conditions in many urban areas. Secure and adequate housing is one of the most crucial human needs. Neuwirth (2005) cited in Seeking (2012) even compares the right to have a place to live with the right to breathe. Despite this, to ensure the right in urban areas has been recently more and more challenging. The beginning of the 21st century is characterized by unprecedented urban growth; within one generation the urban population is expected to almost double (United Nations Fund for Population Activities-UNFPA, 2007). Such development presents a range of opportunities as well as social, economic and environmental stress to the urban population. In a rapidly urbanizing world, proper housing has become a precondition for further development of the cities, however, it is estimated that ‘one third of the global population do not live in adequate conditions and lack access to safe water or sanitation and this situation has been attributed to both natural growth and rural-urban migration (UN-Habitat, 2014). Those called the ‘urban poor ‘occupy marginal, overcrowded land in slums or dwell on pavements lacking basic services and stable livelihood.

Urbanization is happening at a very fast rate and currently, 54 percent of the world’s population resides in urban areas (UN-Habitat, 2016). The world’s urban population is expected to surpass six billion by 2045. It is expected to increase up to 66 percent by 2050 and much of the increasing urbanization will take place in developing countries focusing on Asia and Africa where one-third of all urban residents are estimated to fall below the poverty level. If these estimates are correct, another

2.5 billion people will be added to those who live in urban areas (UN, 2014). In 2000, 760 million people resided in slum conditions, compared to 650 million in 1990. According to 2013 UN-Habitat publication regarding Urban Development and Management, 863 million people reside in slum conditions (UN, 2013). Slums are disadvantaged in comparison to other areas within the city this is due to the relative poverty of their inhabitants and lack of land security. These settlements are characterized by substandard housing, inadequate water, sewage and sanitation facilities, lack of educational and health facilities and wide spread socio-cultural conflicts (UN, 2010).

The rapid process of urbanization has created extreme pressures on different governments, especially in developing nations of the world where public institutions are not prepared to handle the rising change that come with such pressure (Arcila, 2008). Very few local and national governments have acknowledged this phenomenon, considering their little provision of labor planning for land, housing and other services which newcomers want (UN-HABITAT, 2003b). However, a rapid urbanization process, lack of good national and urban policies, inadequate housing policies, legislation and delivery systems, have led to the creation of slums and informal settlements in urban areas (Chang, 2009; UN-HABITAT, 2003b). The UN

Millennium Project (2005) identified three alternatives determining the characteristics and location of a slum. The first option is to find shelter in existing inner city slums and informal settlements. A second alternative is to occupy vacant land in areas that are risky to inhabit or lacking in environmental protection for example wetland, near rivers and streams. A third and final option is to move to semi-legal settlements, where self-proclaimed landlords illegally sub divide existing plots of land lacking basic infrastructure and services. UN-HABITAT (2007) argued that a slum represents group of persons living under a single roof in an urban area and lack one or more of the following; *“a durable housing of a permanent nature that protects against extreme climate conditions; sufficient living space which means not more than three people sharing the same room; easy access to safe*

water in sufficient amounts at an affordable price; access to adequate sanitation in the form of a private or public toilet shared by a reasonable number of people and security of tenure that prevents forced evictions”. Since the relocation of the Federal Capital Territory from Lagos to Abuja, the growing population of migrants and workers into the FCT among other factors have resulted in rapid expansion and population explosion that have exceeded the anticipated master plan (Achankeng, 2008), with resultant evolution of suburbs which are characterized by unplanned growth in property resulting from absence of development control. Hence the increasing number of informal settlements in Karu Urban Area of Nasarawa State which borders the FCT.

Materials and Methods

This study was based on the theory of participatory planning and concept of sustainable development

Participatory Planning Theory

Participatory or collaborative planning theories state that the use of undistorted communication and the encouragement of interactive, inclusive and equal discussion scenarios should be at the base of any planning process. In these scenarios, participants (inhabitants, stakeholders, planners, politicians) should find ways to understand and learn from the opinions and interest of those that are part of the process, and they should commonly identify, evaluate, propose and mediate about problems and solutions of a planning project. As a result, decisions are based on an agreed consensus over the argument or solution that is best suitable for “all” actors involved (Healy, 1996). Critiques to participatory planning theories have argued that that these are optimistic, idealistic and that its principles are hard to implement in real life. Critiques refer mainly to the lack of understanding of the power structures present in society and in the planning/political culture (Jones and Allmendinger, 1998; Flyvbjerg, 2002). They also refer to the denial of differences among worldviews and value-systems and the conflicting rationalities that this produces in a planning process (Mouffe, 2000; Watson, 2003; Ploger, 2004). There are also those that argue the unfeasibility to involve “all” actors and interests (Connelly

and Richardson, 2004) and those that question the possibility of an unbiased/neutral local knowledge (Landaeta, 2004). These critiques are a direct challenge to the truthfulness of the consensus building principle and thus to the legitimacy of the participatory process.

Concept of Sustainable Development

The most quoted definition of sustainable development is the one coined by the Brundtland Commission in 1987: “Development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (United Nations, 1987). Sustainable development is often conceptually broken into three parts: economic sustainability, environmental sustainability and social sustainability as seen in the figure below. During the last decades, the concept of sustainable development has been part of a dominating development paradigm although it has also been highly contested from many directions. It is said to be too ambiguous with no “true meaning”, signifying “everything and nothing” and weak as a policy goal (Connelly, 2007). Influential writer Wolfgang Sachs further claims that “since ‘development’ is conceptually an empty shell that may cover anything from the rate of capital accumulation to the number of latrines, it becomes eternally unclear and contestable just what exactly should be kept sustainable” (Sachs, 2000).

Policies.

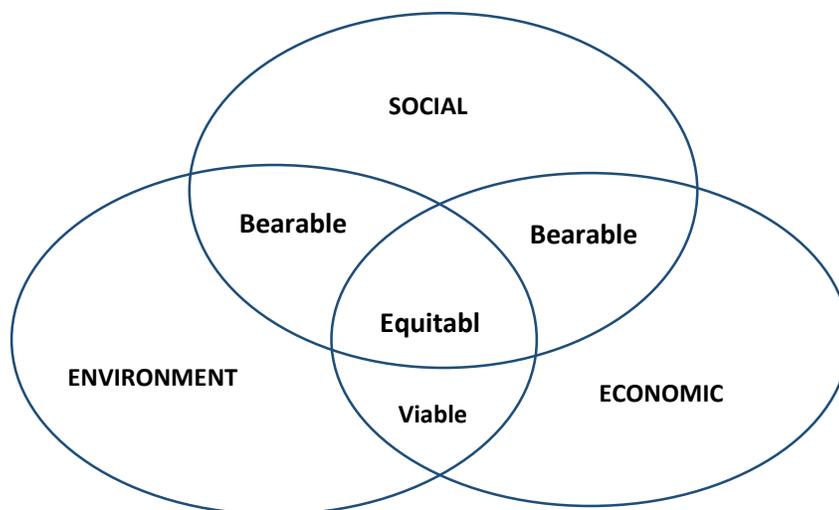


Figure 2.2: The three pillars of sustainable development

Source: Sachs, 2000

Nasarawa state is located in the basement complex of north central Nigeria between longitude $6^{\circ}.45'03''$ and $9^{\circ} 45' 03''$ of the Greenwich meridian and latitude $7^{\circ} 45' 00''$ and $9^{\circ} 35' 00''$ of the equator. It has an approximate land area of about 27,271.50 square kilometers. It shares geographical boundaries with Kaduna state in the north, Abuja Federal Capital Territory (FCT) in the west, Kogi and Benue states in the south, Taraba and Plateau states in the east respectively. The focus of the study is on the Karu Urban Area popularly referred to as Greater Karu Urban Area (GKUA). It is located in the western zone of Nasarawa state and suburb of the Federal Capital Territory (FCT) Abuja, the Nigeria Capital. It is situated between latitude $8^{\circ} 59' 46''$ N and $9^{\circ} 25' 00''$ N of the Equator and longitude $7^{\circ} 34' 32''$ E and $8^{\circ} 00' 00''$ E of the Meridian. GKUA is bordered by Keffi and Kokona LGAs in the east, FCT to the west, Kaduna state to the north and Nasarawa LGA to the south. It has approximately area of $2,640 \text{ km}^2$ (NPC 2006). Figure 3.1 shows the location of Karu Local Government Area while figure 3.2 shows GKUA and the sampled slum settlements.

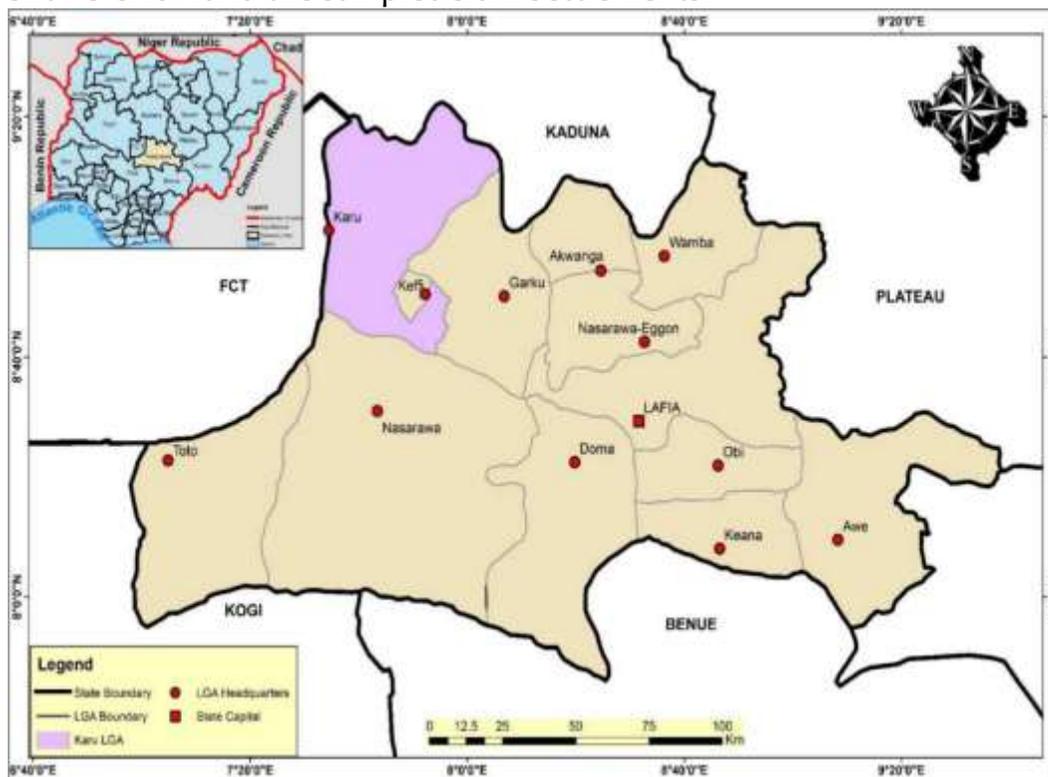


Figure 3.1: Nasarawa State Showing Karu LGA

Source: Nasarawa Geographic Information Service-NAGIS, 2018

Methodology

Both primary and secondary data were collected in the study. This enabled the use of secondary data to supplement the primary. Among the types of data collected for the study were: information on indicators of housing and environmental conditions; infrastructural state; effects of housing condition on the residents of slum settlement; perceived reasons for slum development in the area and possible sustainable strategies for ameliorating slum in the area.

The sampling frame for the study comprised of the buildings in Mararaba, Karu and Masaka communities. According to Nasarawa State Urban Development Board (2014), the building population figures for Karu Urban Area showed that Mararaba, Karu and Masaka had 16,534, 10,690 and 7,845 buildings respectively, which adds up to 35,069 in 2006, and buildings in Karu urban centers had been growing at the rate of about 7 percent per annum (World Bank, 2008).

A multi-stage sampling technique was employed in choosing the desired samples (number of households). Purposive sampling was first used in the selection of study communities in which

Mararaba, Karu and Masaka were selected for being the most urbanized communities in Karu

Urban Area. Two slum settlements were further selected randomly from each of the communities.

Hence, Aso A and Aso B settlements were selected in Mararaba, Jogodo and Monday Market Area in Karu, while Angwan Soja and Angwan Jaba were selected in Masaka. Furthermore, a systematic sampling technique was used in the selection of buildings which was done street by street, the first building in each street was randomly selected and an interval of three building (i.e. 3, 6, 9...) was used to mark buildings for survey until desired number in each community was reached.

The techniques of data gathering employed in the study were: the use of reconnaissance survey, household questionnaire, key informant interview and building survey through direct field observation. Photographs and GPS locations of the surveyed buildings/areas were

also taken. Germain 76 handheld GPS device was used to records coordinates of surveyed features. The data collection took a period of four months from June to September, 2018. The first month was used for reconnaissance survey and administration of household questionnaire/interviews, the next two months was used for building survey while the fourth month was used for administering key informants interview

Result and Discussion

Causes of Slum Development in Karu Urban Area

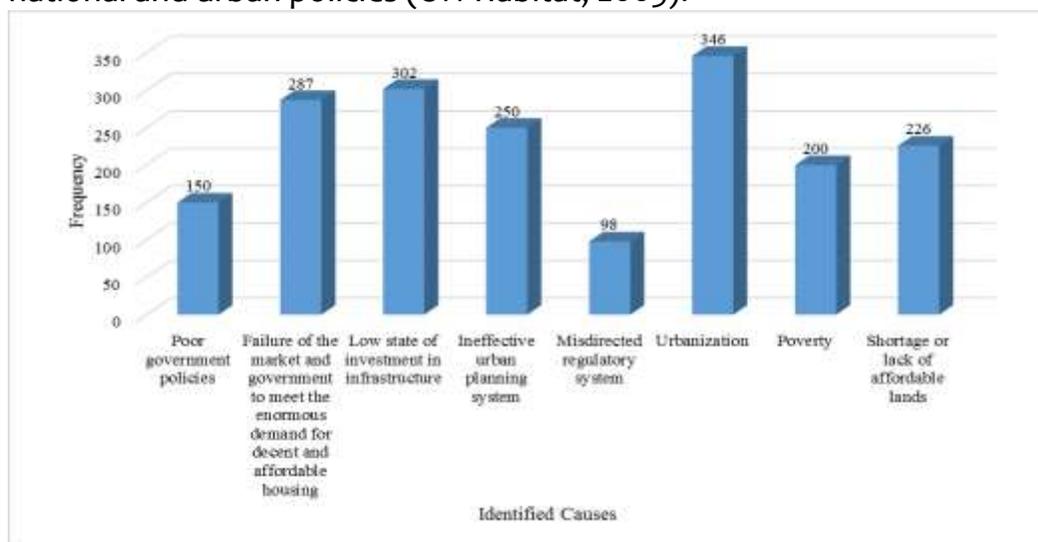
Causes of slum are usually relative to places and time. In the case Karu of local government, the main causes of the informal settlements as identified by the respondents are presented by figure 4.10. According to the figure; eight (8) factors were identified as the main causes of slum development in the study area. Urbanization was identified by 91.78% of the respondents; this was followed by low state of investment as indicated by 80.11%, failure of the market and government to meet the enormous demand for decent and affordable housing (76.13%), ineffective urban planning system (66.31%), shortage or lack of affordable lands (59.95%), poverty (53.05%), poor government policies (39.79%) and misdirected regulatory systems (25.99%). The high indication of urbanization as a main cause of slum development in Karu local government (Karu, Mararaba and Masaka) could be attributed to its proximity to the country's capital city (Abuja) which serves as a pull factor and shortage of affordable housing in the city.

This finding agrees with the 2003 Global Report on Human Settlements (UN-Habitat, 2003) that rural-urban migration has contributed to the housing shortage. Governments have been unable to anticipate and meet the housing demand of the vast numbers of migrants who have arrived in a relatively short space of time. The majority of rural-urban migrants tends to be poor and is unable to compete successfully for good quality land and housing. They are obliged to accept sub-standard accommodation or seek relatively cost-free solutions such as squatting. Huchzermeyer (2011) also found that urban planning system in most developing countries is not geared to preventing or coping with slum

formation. Urban planners and government officials often do not see slum neighborhoods as part of the city, and therefore do not recognize the need to share citywide physical and social infrastructure networks. Furthermore, Acioly (2012a) found that at present, regulatory system in many developing countries favors the rich at the expense of the poor. Housing standards and building by-laws are achievable for the well-off but are not attainable for the poor.

Construction outside these regulations automatically classifies the dwellings as ‘illegal’ and this brings with it insecurity and the fear of eviction. In such circumstances, the poor will not invest in permanent materials - when they can afford them - and so their houses and settlements are condemned to remain sub-standard. Regarding lack of affordable lands, UN-HABITAT (2010b) noted that land is difficult to obtain; it is often under-utilized (or held speculatively) or the law protects it from use by the poor (e.g. through property law or planning regulations).

The overall poor management of the housing sector by governments is also a major factor in slum formation. The seminal report, *The Challenge of Slums* noted that slums “are not just a manifestation of a population explosion and demographic change, or even of the vast interpersonal forces of globalization. Slums must be seen as the result of a failure of housing policies, laws and delivery systems, as well as of national and urban policies (UN-Habitat, 2003).



Causes of Slum in Karu Local Government Area
Field Data Analysis 2018.

Source:

Karu Slum Dwellers' Perceived Needs and Preferences for Slum Upgrading

Many slum-dwellers lack necessary documents, which exacerbates segregation and restricts their ability to have the same right as other residents (UH-Habitat, 2010, p. 14). UN considers the current best practice for dealing with the challenges of slums to be participatory slum improvement.

Present day’s slum upgrading strategies must therefore support local solutions and local implementation. Local resources are more appropriate and available in the area (Arcila, 2008, p. 28).

In line with the above argument, figure 4.11 presents the perceived needs and preferences of Karu slum dwellers for sustainable upgrading planning and policies. It reveals the perceived needs of Karu slum dwellers to include: water supply, solid waste management; provision of public conveniences; rehabilitation of access roads; provision of affordable market shops; more secondary and primary schools; improved electric power supply; more hospitals and regularization of land tenure. Among the needs, it was found that provision of water boreholes was the most preferred intervention as indicated by 22.5% of the respondents. This was followed by improved electric supply and solid waste management services, each of which recorded 13.3% response. Drainage (12.5%) was the third most preferred intervention, another 10.6% of the respondents preferred rehabilitation of roads, 9.3% indicated provision of markets with affordable shops, 6.6% indicated regularization of land tenure, 5.3% indicated more hospitals, while the more secondary and primary schools and provision public conveniences were preferred by 4.0% and 2.7% respectively.

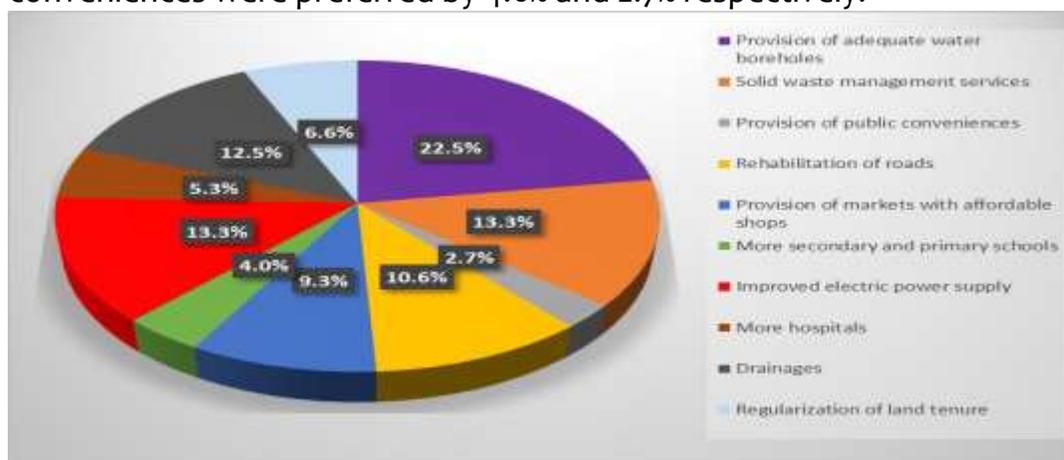


Figure 4.11: Slum Upgrading Need and Preference Perception of Karu Slum Dwellers Source: Field Survey 2018.

Sustainable Strategies for Slum Upgrading in Karu Urban Area

From the previous findings of this work, interviews with key informants from and review of literature on the success recorded in sustainable urban slum development strategies in case study cities across the globe, the participatory upgrading strategy with key interventions was found appropriate for sustainable slum upgrading in Karu Local Governments.

Figure 4.12 shows that all the respondents were affirmative that participatory slum upgrading will be key to successful and sustainable upgrading projects in slum settlements of Karu Urban Area. Out of the 18 respondents, 16 representing 88.89% strongly agreed to the notion that involving community people at all stages of slum upgrading is important for achieving sustainability while the remaining 11.11% merely agreed. UN considers the current best practice for dealing with the challenges of slums to be participatory slum improvement. However, this approach has so far mostly been adopted on a limited scale or in demonstration projects. The best result is seen when a holistic approach is used for neighborhood improvement, taking into account health, education, housing, livelihood and gender (UN- Habitat 2003, p. 132). The World Bank had, together with SIDA (Swedish development cooperation), a project between 1991- 1997 to evaluate positive and negative outcomes of citizen participation in slum-upgrading projects. The overall conclusion was that civil participation improved projects and gave better results and more sustainable solutions seen over time (Imparato&Ruster 2003). According to one of the key informants; “There are many positive aspects of working actively with civil participation in slum-upgrading projects. It improves the design and success of the project through organizing needs and demands in the community. Participation also contributes with local knowledge and relevant facts to the project.

It also makes the project more sustainable by enhancing the residents’ feeling of responsibility towards facilities and services. It can strengthen local ownership over the project and through demand responsiveness”.

Overall, goals such as a good governance, more democracy and poverty reduction can also be improved through participation in the project (Imparato&Ruster 2003).Disrupt et al (2006) further noted that participation of slum dwellers and community organizations is critical. Disrupt concluded that projects need to be designed from the ‘bottom up,’ working with households and communities so that they can have an input into decisions regarding what levels of service they receive. Also, UN-HABITAT (2014) noted that long-term success of upgrading interventions require that consideration be given to the costs involved and to designing a level of service that is affordable to the community and to the local government. Furthermore, Satterthwaite and Mitlin (2013) stated that upgrading cannot be the only component of a housing policy and upgrading programmers must be integrated with city level and country policies, programmes and strategies to achieve synergies with other supporting interventions addressing poverty, vulnerability and promoting economic growth.

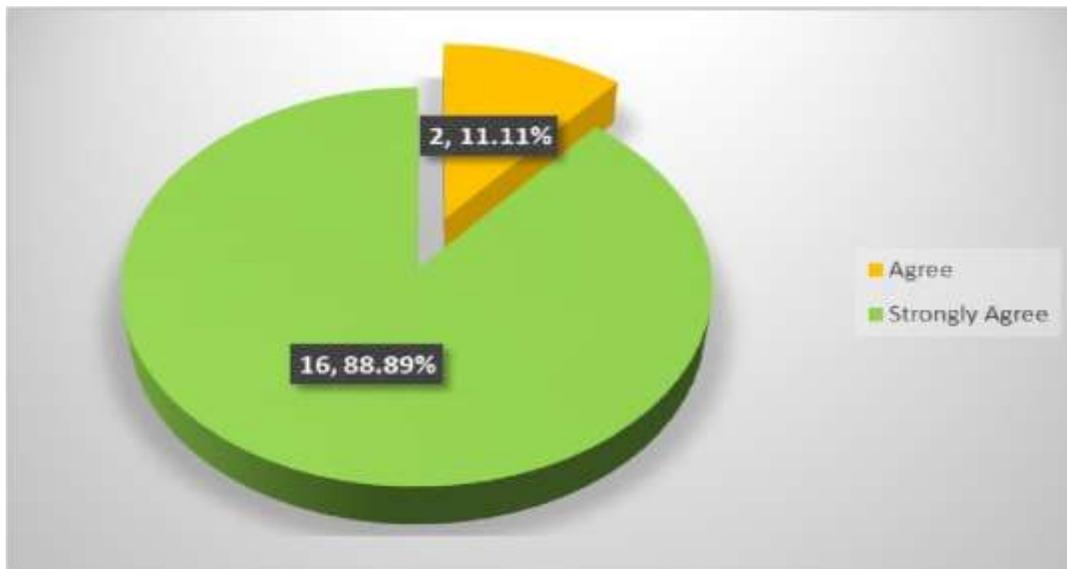


Figure: Key Informants Response on Participatory Slum Upgrading
Source: Field Data Analysis 2018

Conclusion

There are other issues with Slum development in Karu on daily basics. The current phenomenon of migrant flows into the study area is still

quite recent. This research study has investigated the needs and preferences of slum dwellers and compared them with previous interventions as well as with the recent United Nations meaning of slum upgrading make-up in view of determining more sustainable strategies for projects development.

Base on the Interventions strategies in their order of relative importance were: routine sanitation; repairs; clearance and redevelopment; retrofitting, provision of infrastructures and demolition and reconstruction. Responses from key informants on adherence of previously used strategies to sustainable slum upgrading elements showed that previous upgrading projects have only fulfilled one out of the five principles they were examined on

Utility in Karu LGA is poor as the residence suffer shortage of Electricity supply from the Abuja Electricity Company, poor infrastructure and waste management system are both inadequate in many parts of the Local government area, Health care service is also poor and most of the center and hospitals are significantly of low service

Urban slum planning should take into account needs of the slum dwellers while preserving the heritage and history, including the cultural and religious sites and practices that local citizens cherish. Such actions fit with the notion of allowing slum settlements in Karu Urban Area to develop into a healthy habitable area. With proper infrastructural development, more economic activities would be attracted in the area and income opportunities boosted for the residents.

Recommendations

From the above finding of the study, the following have been recommended to tackle the causes of slum upgrading in Karu Local Government Area:

- i. The State and Local Government authorities should work towards providing low-cost housing with conveniently fitted facilities to help improving housing quality in the study area.

- ii. The capacity of local institutions to provide good quality housing and secure tenure should be built.
- ii. The Local Government authority should collaborate with the local communities' representatives and private agencies to ensure adequate provision of pipe-borne/tap water as well as tackle indiscriminate waste disposal in the study area by providing effective waste disposal systems.
- iii. The state and Local Governments should invest in improving road and electricity and infrastructure.
- iv. Several initiatives should be developed regarding the improvement of legal frameworks for punishing those who dump waste indiscriminately.
- v. One possible future plan to increase the fresh water supply includes extracting a large amount of water from the nearby River Uke and storing it in a reservoir and in elevated water towers for dry seasons supply. Connected distribution networks would distribute water safely throughout the city. A project of this kind, while potentially invaluable, would require meticulous planning, government support, and a very large capital investment. The State and the Local Governments should look into that.
- vi. Given the unprecedented level of urbanisation taking place in the study area, the State and Local Government authorities should endeavour to upgrade the available facilities from time to time so as to effectively serve the growing population of people and housing. viii. Upgrading must be community driven and not controlled by government. Government should be a partner but should not lead the process. Similarly, professionals are important to the process but need to support slum residents in their decisions and actions rather than trying to impose their professional opinions. Partnerships therefore are important.
- vii. Slum dwellers need to create or strengthen representative community organizations, link these through networks or

federations to other slums in the city, undertake planning and implementation of upgrading on a small scale in their own communities and together demand government support for their efforts and to bring them to scale at city level.

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