

# The Estate Surveyor and Valuer

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Notes for Contributors

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THE ESTATE SURVEYOR AND VALUER

# AN ANALYSIS OF THE PATTERN OF LAND DEVELOPMENT AND MANAGEMENT IN NIGER STATE (1976-2006)

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## ABSTRACT

Recent land policy reforms in sub-saharan Africa provided for the inclusion of customary tenure in land administration to improve tenure security for the poor and encourage land development. The failure of formal systems of land delivery to cope with the demands of rapidly growing urban populations has led to households in the urban areas of the developing world living in informal settlements characterised by extreme poverty and limited state capacity. This study analyses the pattern of land development and management in Minna in order to suggest ways to improve the administration and management of land in Niger State. The data for the study were collected from various sources. The design layouts of built-up area of Minna town for the periods between 1976 to 2006 were utilized. An extensive fieldwork was carried out to up-date information on the plots in the layouts to reflect the extent of development using four(4) classifications - Developed plots, Not developed plots, plots under construction, and plots with the cases of prescribed land use conversion. The extent of development (built-up area) in Minna were computed from the multi-date layouts. 104 implemented layouts consist of 7,893 plots of various densities and sizes were used for field verification. Field analysis result showed that from the 7,893 total plots implemented, 4,349(55.06%) plots were fully developed, while 2,599(32.93%) of the plots were not developed, 672(8.51%) plots were still under development or construction, and 273(3.46%) plots were converted from one form of land use to another (residential to commercial). However, 1,037(13.04%) plots were encroached upon or claimed by the natives by reasons of non-payment or inadequate compensation. To mitigate the problems emanating from this, it is suggested that processing fees and other related charges be reduced and consideration given to the masses in the design and allocations while the undeveloped allocated plots of land should be revoked and re-allocated to those who are ready for development.

**Keywords:** land use conversion, land administration, land development, land policy.

## 1.0 Introduction

Evidence from much of the developing world has long pointed to the failure of formal systems of land delivery to cope with the demands of rapidly growing urban populations (Nientied and Linden, 1985). Most households in the urban areas of the developing world live in informal or irregular settlements (Gilbert,1990) comprising between 30 and 70 per cent of the population in the large cities, and up to 85 per cent of the new housing stock is produced in an extra-legal manner(Durand,1997). This is most pronounced in sub-Saharan Africa, which is characterised by extreme poverty and limited state capacity.

The prevalence of informal processes in the urban

areas of the developing world, and in sub-Saharan Africa in particular, has been explained, first, as a response to the failure of statutory and customary tenure systems to meet the needs of lower income groups; and second, as a reflection of the persistence of traditional practices of land delivery or the continuation of an organic process of human settlement evolution (McAuslan,1985). Widespread failure of state rules and procedures for land access or use has been attributed variously to their being inappropriate, alien, expensive and cumbersome (UNCHS,1999). In most Africa countries, the existing institutions of land management were inherited from the colonial era and have, for various reasons, undergone little modification to reflect changing

circumstances (Muwonge 1978). The response of governments in different parts of the world to the proliferation of informal developments have ranged from hostility to tolerance, acceptance and even support of informal actors.

The plight of the majority of urban poor in developing countries today is lack of basic shelter and access to land rights. Land rights according to Aluko and Amidu (2006) are usually conceived of as the rights to use, enjoy and exploit land including information about, decision-making around and benefit from the latter. This study therefore, assesses the pattern of land development and management in Minna in order to suggest ways to improve the administration and management of land in Niger State.

## 2.0 The Research Problem in focus

Property development can mean different things to different people. On the one hand it can be seen as a physical process and on the other as a process that is fundamentally socio-political. Then again, with the increasing influence of the financial institutions, it can be regarded as an essentially financial process. There are no doubt other descriptions equally valid in their own right. People involved in land development tend to see the development process as a function of management and availability of land. By virtue of the Land Use Act (LUA) of 1978, land can only be provided by the State or Local government for specific periods of time - 99 years and 30 years respectively. These constitute a major draw back in terms of accessibility to land particularly in urban areas. The main official means of providing land is through designed layouts which are largely left un-serviced in terms of provision of basic infrastructure. This leads to high demand for areas with relative availability of services particularly electricity and water. This provides the basis to appraise the functionality of land development pattern and control in Minna, Niger State-Nigeria.

## 3.0 Aims and Objectives

The aim of paper is to assess the pattern of land development and management in Minna in order to suggest ways to improve the administration and management of land in Niger State.

The objectives are to identify the:

- (i) extent of land development in Minna between 1976 to 2006.

- (ii) the pattern of land changes and development;
- (iii) distribution of plots for development in the study area;
- (iv) effects of land cost on land acquisition; and to proffered workable solution.

## 4.0 The Study Area: The physical description of Minna town

Minna is a Gwari town in the North central zone of Nigeria. It lies at latitude  $9^{\circ} 37'$  North of the equator and longitude  $6^{\circ} 33'$  East of the Greenwich meridian. The town is the north-west direction of the Federal Capital Territory, Abuja. Over the years Minna became an administrative centre of increasing importance, and its function as a rail way junction attracted more investment and people. In February 1976, Minna became the state capital of Niger State. The present town is widely dispersed along the main spine from Chanchaga in the south to Bosso in the north where the University campus is located. The total population of Minna in 2006 census was 201,429. The town is bounded to the north by Rafi Local Government Area, to the east by Kaduna state and to the South by Suleja, Lapai and Agaie Local Government Area. To the west are Gboko and Mariga Local Government Areas as shown in Fig 1.1 below.

Minna town is widely dispersed along the main spine road (see Fig 1.2) from Chanchaga in the South to Bosso in the North - a distance of 16 kilometers. Much of its development is mainly along the main road. The pattern of development in Minna is defined by existing physical constraints such as rocks, hills and water bodies. To the north, over the hills, there is some developable land but intermingled with pockets of poor land. Since connections with the main urban core would be very restricted hence preclude any large scale expansion in this direction. To the south the land offers reasonable development possibilities but future expansion would be curtailed by the Chanchaga River. Since bridging points are expensive it was considered as a limit to development.

**Table 1.2: Distribution of layouts by landuse**

Land use	No. of Layouts	Total plots		Dev.plots	Not Dev. Plots	Plots under construction	Cases of Conversion
		No	%				
Residential	91	7,164	90.77	3,995	2258	665	246
Commercial	6	151	1.91	96*	41	--	14
Industrial	7	578	7.32	258**	300	7	13
<b>Total</b>	<b>104</b>	<b>7,893</b>	<b>100</b>	<b>4,349</b>	<b>2,599</b>	<b>672</b>	<b>273</b>

\*Three (3) layouts were claimed by the natives and fully developed

\*\* A layout was claimed and converted into residential development

The 104 implemented layouts consisted of 7,893 plots of various densities and sizes. The field verification result revealed that 4,349(55.06%) of the total plots had been fully developed, 2,599(32.93%) of the total plots were not developed, 672(8.51%) of the entire plots were still under development or construction, whereas 273(3.46%) plots were converted from its prescribed land use /function to another (residential plots were converted into commercial landuse like Hotels, Guest inns, supermarkets, private hospital, private clinics etc.). However, 1,037(13.04%) plot were abused and encroached by the natives (Fig.1.3).

Fig.1.3: Trend of Land development in Minna between 1976-2006

### 7.0 Changes in Land Development (1976-2006)

In the past 29 years, land development in Minna has been on the increase. However, it must be noted that such increase had been in residential uses which in most cases developed without effective infrastructural services provision and effective development control. Between 1976-1979, a total of 992 plots were designed and implemented. Sixty (60%) percent (603) of these plots were fully developed, 27.5% (272 plots) were not developed, 4.9% (48 plots) were still under construction while 5.9% (58 plots) were converted from the proposed land use into commercial uses (Fig. 1.4 and Table 1.3). Between 1980 and 1983, 19 layouts consisting of 1147 plots were further designed and implemented out of which 77.1% (884) of the total plot were fully developed. About 13.7% (157) were not developed, 3.8% (44 plots) were partially developed or still under construction and 5.4% (62) of this plots had been converted.

Between 1984 and 1987, an additional 8 layouts consisting of 1058 plots were designed and implemented. 56.05% (592 plots) of the total plots were fully developed, 28.0% were still lying fallow, 13.6% (144) plots were still under construction, and 2.4% (26) plots were changed from its prescribed use into another use. The period of 1988 to 1991

witnessed the peak of land development in Minna. For this period, 1,360 plots were designed, surveyed and beacons from 15 layouts. 80.9% (1100) of the plots were fully developed, 7.2% (98) were not developed, 7.3% (99) were still under construction, while 4.6% (63) of the entered plots were converted into other use. Land developed at this period recorded an appreciable increase and development compared to the previous years.

The period between 1992 and 1995 witnessed a slight increase in the number of plots as contained in the layouts for development. A total of 14 layouts were designed and implemented, consisting of 855 plots of residential landuse and only 32.3% (276) were developed living 45.7% (391) still lying fallow. 19.5% (16) of the total plots were under construction and 2.5% (21) of the plots were converted. During the period of 1996 and 1999, an additional 1,009 plots were created from 11 layouts. 37.4% (377) of these plots were fully developed, while 51.2% (517) of the plots were not developed, 9.7% (98) were under developed and 1.7% (17) of the plots was converted from residential to commercial landuse. The year between 2000 to 2003 witnessed a drop in the number of additional plots to the entire land development in Minna. A total of 982 plots earmarked for development and surveyed from 11 layouts, out of which 59.4% (583) of the total plots were developed, 32.7% (321) plots were not developed, 7.7% (75) plots were under construction and 0.2% (3) plots were converted to commercial plot from residential.

From 2004 to 2006, 490 plots were added to the development from 7 layouts. This is quite small in number compared to the previous years. Of the total plots earmarked for development, 18.2% (89) of the plots were developed, 81.4% (399) were not developed, while only 4.1% (2) plots were under construction.

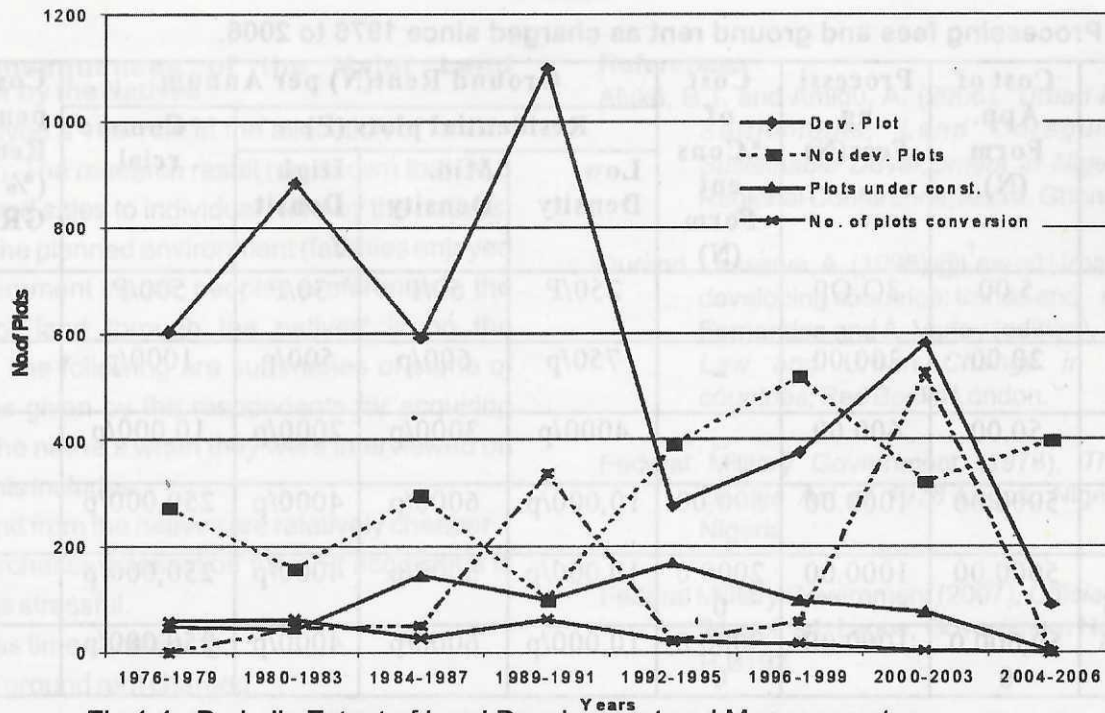


Fig.1.4: Periodic Extent of Land Development and Management

Table 1.3: Distribution of plots for development between 1976 - 2006

Years	No of designed layouts	Layout type and ratio			Total plots	Developed plots		Not Dev. plots		Plots under Construction		Cases of conversion		No. Plot encroached by the Natives		Dif. in total Plot per year	% of total plot for dev. Per year
		Resid	Com	Ind		No	%	No	%	No	%	No	%	No of layouts	No of plots		
1976-1979	19	18	1	-	992	603	60	272	27.5	48	4.9	58	5.9	-	-	-	12.57
1980-1983	17	15	1	1	1147	884	77.1	157	13.7	44	3.8	62	5.4	1	45	155	14.53
1984-1987	8	8	-	-	1058	592	56.05	296	28.0	144	13.6	26	2.4	1	50	-89	13.40
1989-1991	15	13	2	1	1360	1100	80.9	98	7.3	99	7.3	63	4.6	3	338	302	17.32
1992-1995	14	14	-	-	855	276	45.7	391	19.5	167	2.5	21	-	1	22	-505	10.83
1996-1999	11	11	-	-	1009	377	37.4	517	51.2	98	9.7	17	1.7	1	57	154	12.78
2000-2003	11	8	1	2	982	583	59.4	321	32.7	75	7.7	3	0.2	5	525	-27	12.44
2004-2006	7	4	-	3	490	89	18.2	399	81.4	2	4.1	-	-	-	-	-492	6.21
<b>Total</b>	<b>104</b>	<b>91</b>	<b>6</b>	<b>7</b>	<b>7,893</b>	<b>4,504</b>		<b>2,451</b>		<b>677</b>		<b>250</b>		<b>12</b>	<b>1,037</b>		<b>100</b>

Source: Field data analysis, 2006

### 8.1 Cost of Land Allocation:

From the above investigation of all the layouts information in Minna, the acquisition these layouts required payment of compensation on the part of the government to the natives. Hence, surveyed and planned plots are levied to generated revenue to augment infrastructural service provision in that area. The charge varies with plot sizes for any landuse type. Cost of plot allocation determined the demand for plots by the individual from either the government or its agencies, or the native. The field analysis has

shown that high processing fees charged for plots in planned areas and difficulties or the bureaucratic bottleneck were some of the discouraging factors that made the individuals to patronise the natives to purchase land property in Minna. The respondents claimed that the native properties were cheaper to purchase and does not involve any bureaucratic procedures in the acquisition process. Table 1.5 below, showing the distribution and increase in the processing fees and ground rent as charged since 1976 to 2006.

Table 1.5: Processing fees and ground rent as charged since 1976 to 2006.

Years	Cost of App. Form (N)	Processing Fees(N)	Cost of *Consent Form (N)	Ground Rent(N) per Annum				Cost of penal Rent (% of GR)
				Residential plots (P)			**Commercial	
				Low Density	Mid. Density	High Density		
1976 1988	5.00	30.00	-	250/P	50/P	30/P	500/P	5
1989 1993	20.00	200.00	-	750/p	600/p	500/p	1000/p	10
1994 – 1998	50.00	600.00	-	4000/p	3000/p	2000/p	10,000/p	10
1999 – 2003	5000.00	1000.00	500.00	10,000/p	6000/p	4000/p	250,000/p	10
2004- July,2005	5000.00	1000.00	2000.00	10,000/p	6000/p	4000/p	250,000/p	10
Aug.2005 -2006	50,000.00	1000.00	3000.00	10,000/p	6000/p	4000/p	250,000/p	10

Source: Ministry of Lands, Survey and Town Planning, Minna-Niger State (2006)

\*Consent fees is 1% of consideration

\*\*Commercial (include petrol station, Guest inn, Hotels etc).

### 9.0 Land Acquisition

The survey result has shown that 31.3% (75) of the respondents acquired landed property from the natives, 28.3% (68) purchased from individuals, 24.2% (58) of the respondent acquired land from the government and its agencies, while 16.3% (39) owned land by inheritance. In a overall, 47.9% (115) of the total respondents acquired land through the government, whereas, 52.1% (125) purchase land from the natives (Table 1.6). This implies that majority of land transaction in Minna is done with the natives than the government. This however, give reasons

why the development control in most of the areas is ineffective due to non compliance of the people, hence resulted in the increase emergence of blighted areas as observed in most of the area. In most of the areas development is characterized by congestion, overcrowding and clustered development, typical of slum setting. The development, in this areas lack organization. The buildings are overcrowded and deteriorated. The environments are unsanitary and lack most of the amenities like drainage system, portable water, good access road and recreational grounds.

Table 1. 6: Distribution of respondents in land Acquisition

Land Acquisition	Title over land		Nature of statutory				Description of Development							
	No	%	statutory	customary	Grant	C of O	Cluster	not well planned	none cluster					
	No	%	No	%	No	%	No	%	No	%				
Government	58	24.1	75	62.2	-	-	21	60.0	54	67.4	-	-	67	2
Individual	68	28.3	28	24.4	43	34.4	9	25.7	19	23.8	14	13	28	1
Native **	75	31.3	-	-	65	-	-	-	-	-	25*	28	3	2
Inherited	39	16.3	12	10.4	17	13.6	5	14.	7	8.8	31	24	2	-
<b>Total</b>	<b>240</b>	<b>100</b>	<b>115</b>	<b>100</b>	<b>125</b>	<b>100</b>	<b>35</b>	<b>100</b>	<b>80</b>	<b>100</b>				

Source: Field data analysis, 2006

\*Congested and typical slum characteristics are identified

\*Native influence over land issue is very influential (31.3% against 24.1%)

### 10 Consequences of the Major Land Taken-over by the Natives

Natives played a vital role in the allocation of land in Minna town. The research result has shown that 31.3 % ( 75) of land sales to individual were by the natives. In spite of the planned environment (facilities enjoyed in the government layout, peoples preference in the demand for land through the natives' is on the increases. The following are summaries of some of the reasons given by the respondents for acquiring land from the native's when they were interviewed on the field. This includes:

- (i) Land from the natives are relatively cheaper
- (ii) Purchases transaction for land acquisition is less stressful.
- (iii) Less time consuming.
- (iv) No ground rent charged.
- (v) Development of site required does not site analysis/building plan for approval.
- (vi) Option in desired plan, not restricted to design standard.
- (vii) No cost implication, desire building materials could be used (Not necessity to standard).

### 11. Recommendations

Suggestions were given with respect to overcoming constraints militating against successful and effective land development and management in Minna. For the designed layouts, it was suggested that adequate facilities should be provided, or incentives should be provided to those who will acquire the plots of land to develop them. It was also suggested that the charges for plot (processing fees and other related charges) should be reduced and consideration given to the masses in the design and allocations while the undeveloped allocated plots of land should be revoked and re-allocated to those who are ready for development. Another suggestion was that granting development permits to illegal developers should be stop. It was also suggested that allocation of plots of land should be in phases, that is, allocating phase II plots of land should not commence until the first phase is fully developed.

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