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SUSTAINABLE HOUSING THROUGH URBAN RENEWAL IN CONTEMPORARY LAGOS

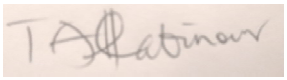
Taiwo Adekanmi Afinowi

A research report submitted to the Faculty of Engineering and
the Built Environment, University of the Witwatersrand,
in fulfilment of the requirements for the degree of Master of Built Environment.

Johannesburg, 2018

Declaration

I, Afinowi Taiwo, declare that this research report except where otherwise indicated is my original research. It is being submitted for the Degree of **Master of Built Environment in Housing** to the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination to any other University.



……

16th day of April 2018.

Abstract

Lagos, like most cities in developing countries, is experiencing a continuous decline in its built environment and urban fabric. This decline in the city, especially regarding human settlements implies an insufficiency of houses and overburdening of already limited infrastructure giving rise to urban sprawl, slum proliferation and informal settlements. These challenges have led to the formulation of housing and urban renewal policies and strategies towards revitalising the city. This research aims to explore how urban renewal can be used to achieve sustainable housing in line with the sustainable development goal for cities. The research assesses existing policies and legislative frameworks that govern urban renewal and implementation within the state. Also, this research examines the role of the government in providing houses for the populace, especially, the urban poor. The research adopts a qualitative approach to address the research questions. With the use of semi-structured interviews, the researcher collected data through a purposeful sampling of participants in the field of urban renewal and housing development in Lagos state. A case of Isale Gangan Towers and Gardens by Lagos State Urban Renewal Agency was examined as an intervention involving urban renewal and housing provision.This research gives an insight into the level of government's responsiveness to renewing slums and provision of housing. The research reveals that the task of housing delivery in Lagos is enormous and government cannot address the challenges alone and equally renew slums and informal settlements, hence, the need for solutions that are co-produced. The research also shows that the city of Lagos, like many cities in developing countries, partially caters for the urban poor, and a consequence of government's inaction in this regard is the proliferation of slums and informal settlements. Finally, that housing provision can be complemented with urban renewal of slums to achieve sustainable housing.

Dedication

This research report is dedicated to my wife, Mrs. Olubunmi Ayodele Afinowi.

Acknowledgements

I would first like to acknowledge my God and my maker for seeing me through this research.

I would like to sincerely thank my supervisor, Professor Aly Karam and course convener, Professor Marie Huchzermeyer of the school of Architecture and Planning, University of Witwatersrand, for their love, support and tutelage. Thank you Professor Aly, for your advice, guidance and understanding throughout the course my programme. I will not but acknowledge timely, first and continuous response from Professor Marie when I made my intention to further my studies and the facilitation of the funding mechanism of my study without application.

I would like to thank all the lecturers that taught me during my programme and my colleagues for their support during all the submissions. Particularly, Simon, Siyamthanda, Solophina, Nazeefah, Given, Moline and Dr. Olumuyiwa.

I must express my profound gratitude to my parents, Mr Hammed & Mrs. Clara Afinowi, siblings and friends who stood by me, and my wife. Most especially, my parents-in-love, Dr. Kayode & Mrs. Mojisola Sorunke for taking care of my three children while I was away in Johannesburg, South Africa.

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Contents

Declaration ii
Abstract iii
Dedication iv
Acknowledgements v
Contents vi
List of figures x
List of tables x
Nomenclature / List of Acronyms xi
Chapter One: Introduction to urban renewal in Lagos 1
1.1 Introduction and background 1
1.2 Problem statement and rationale 2
1.3 Objectives of the research 4
1.4 Research question 4
1.4.1 Sub-questions 4
1.5 Research methods 4
1.6 Conceptual diagram 5
1.7 Organisation of the research report 6
Chapter Two: Exploration of slums, urban renewal and sustainability 8
2.1 Introduction 8
2.2 Slums and informal settlements 8
2.3 Global agendas on housing and human settlements 9
2.4 The concept of Urban Renewal 11
2.5 Housing diversification and Urban Renewal 16
2.6 Perspective of Urbanisation in Developing Countries 17
2.7 Theories of urban renewal 18
2.7.1 Spatial allocation theory 19
2.7.2 Behavioural theory 19
2.7.3 Economic theory 20
2.8 Approaches and strategies of urban renewal 21
2.8.1 Redevelopment 21
2.8.2 Rehabilitation 21
2.8.3 Integration 22
2.9 Critical concerns of urban renewal 22

2.9.1 The urban identity 23
2.9.2 The Environmental concerns 23
2.9.3 The social concerns 24
2.9.4 The economic concerns 24
2.9.5 The cultural concerns 24
2.10 Principles of urban renewal 25
2.10.1 Creation of a shared vision 25
2.10.2 Establish a plan 25
2.10.3 Design for the people and agree with them 26
2.10.4 Preserve cultural heritage 26
2.10.5 Create cohesive networks 28
2.10.6 Improve Land use 28
2.10.7 Energize public environment and spaces 28
2.10.8 Encourage collaboration 29
2.11 Sustainable development and sustainable urban renewal 30
2.11.1 Sustainable housing 32
2.12 Conclusion 34
Chapter Three: Evolution of Housing in Lagos and Nigeria at Large 35
3.1 Introduction 35
3.2 Historical Background 35
3.2.1 The Colonial / Pre-Independence Dispensation (1914-1960) 35
3.2.2 The First National Development Plan (1962-1968) 36
3.2.3 The Second National Development Plan (1970-1974) 36
3.2.4 The Third National Development Plan (1975-1980) 37
3.2.5 The Fourth National Development Plan (1980-1985) 37
3.2.6 Post Fourth National Development Plan (1986-1999) 37
3.2.7 The Present Democratic Dispensation (1999-date) 38
3.3 The Constitution and the Housing Policy 38
3.4 Appraisal of the Nigerian Housing Policy 40
3.5 Lagos State facts necessitating sustainable housing and urban renewal 42
3.6 Lagos State and the Housing Policy 44
3.7 Lagos State Development Plan (LSDP) 2012-2025 45
3.8 Laws Guiding Housing and Urban Renewal in Lagos 46
3.8.1 The Lagos State Tenancy Law, 2011 46

3.8.2 The Lagos State Urban and Regional Planning and Development Law, 2010 46
3.8.3 Lagos State Mortgage and Property Law, 2010 47
3.9 Lagos State Institutions Responsible for Housing Delivery and Urban Renewal 48
3.9.1 Lagos State Development and Property Corporation 49
3.9.2 Lagos State Ministry of Housing 50
3.9.3 Lagos State Urban Renewal Agency 50
3.10 Slums and Urban Renewal Interventions in Lagos State 51
3.10.1 The Lagos Metropolitan Development and Governance Project 52
3.11 Conclusion 53
Chapter Four: Urban Renewal Investigation in Lagos State 54
4.1 Introduction 54
4.2 Research motivation 54
4.3 Research method 54
4.4 Research approaches 55
4.5 Qualitative research 56
4.6 Research participants 57
4.7 Research instruments 58
4.8 Ethical considerations 59
4.8.1 Informed consent 60
4.8.2 Anonymity 61
4.8.3 Voluntary participation 61
4.9 Research limitation and challenges 61
4.10 Conclusion 62
Chapter Five: Research findings and analysis 63
5.1 Introduction 63
5.2 Respondents' information 63
5.3 Contextual slum situation in Lagos 64
5.4 Slum emergence in Lagos 65
5.5 Challenges of urban renewal in Lagos 69
5.6 Level of responsiveness in urban renewal drive in Lagos state 71
5.7 Measures taken to address slums 72
5.8 Measures taken to address housing situation by the Ministry of Housing 74
5.9 Megacity / State Urban regeneration projects 78
5.10 Housing and Urban renewal policies 79

5.11 A case of urban renewal and housing intervention: Isale Gangan Towers and Gardens 80
5.12 Conclusion 82
Chapter Six: Conclusion and Recommendation 83
6.1 Introduction 83
6.2 Summary of key findings 83
6.3 Research questions and answers 84
6.4 Research conclusion 86
6.5 Areas of further research 87
6.6 Recommendations 88
6.6.1 Acceptance of slums and informal settlements 88
6.6.2 Specific urban renewal programme 88
6.6.3 Basic infrastructure consideration for building approval 89
6.6.4 Simplification of land process and titling 89
6.6.5 Cooperation, co-production and participation 89
References 90
Appendices 106
Appendix A: Ethics clearance certificate 106
Appendix B: Consent form 107
AppendixC: Interview questionnaires 1 108
Appendix D: Interview questionnaires 2 109
Appendix E: List of interview respondents 110
Appendix F: Request for expression of interest 111
Appendix G: Extract of laws governing urban renewal in Lagos state from LSURPD Law 113

List of figures

Figure 1-1: Population growth in Nigeria from 1960-2016.....1
Figure 1-2: Conceptual diagram.....6
Figure 2-1: Slum formation diagram.....10
Figure 2-2: Assumed cause and effects of housing diversification as a means of urban renewal. 17
Figure 2-3: Image of floating school at Makoko Community, Lagos. 27
Figure 2-4: Image of children at Makoko Community, Lagos.....27
Figure 2-5: Importance of public places in urban renewal. 29
FigureFigure 2-6: Components of sustainability and sustainable development.....31
Figure 3-1: Map of Nigeria showing Lagos state.....43
Figure 3-2: Lagos State Map 43
Figure 3-3: Map showing all local government areas in Lagos state.....44
Figure 3-4: Map showing Blighted areas/slums in Lagos. 52
Figure 5-1: Urban growth of metropolitan Lagos from 1900.....67
Figure 5-2: Map of Lagos Island in 1885. 68
Figure 5-3: Map of Lagos Island in 2017 69
Figure 5-4: Locational map of Isale Gangan Tower and Garden.....81
Figure 5-5: Isale Gangan Towers and Gardens View 1 81
Figure 5-6: Isale Gangan Towers and Gardens View 2 82

List of tables

Table 1-1: Proportion of urban population living in slums.....2
Table 3-1: Institutions responsible for housing and urban renewal in Lagos.....49
Table 5-1: Respondents' information.....63
Table 5-2: Rent to Own Housing Scheme and the payment breakdown. 76

Nomenclature / List of Acronyms

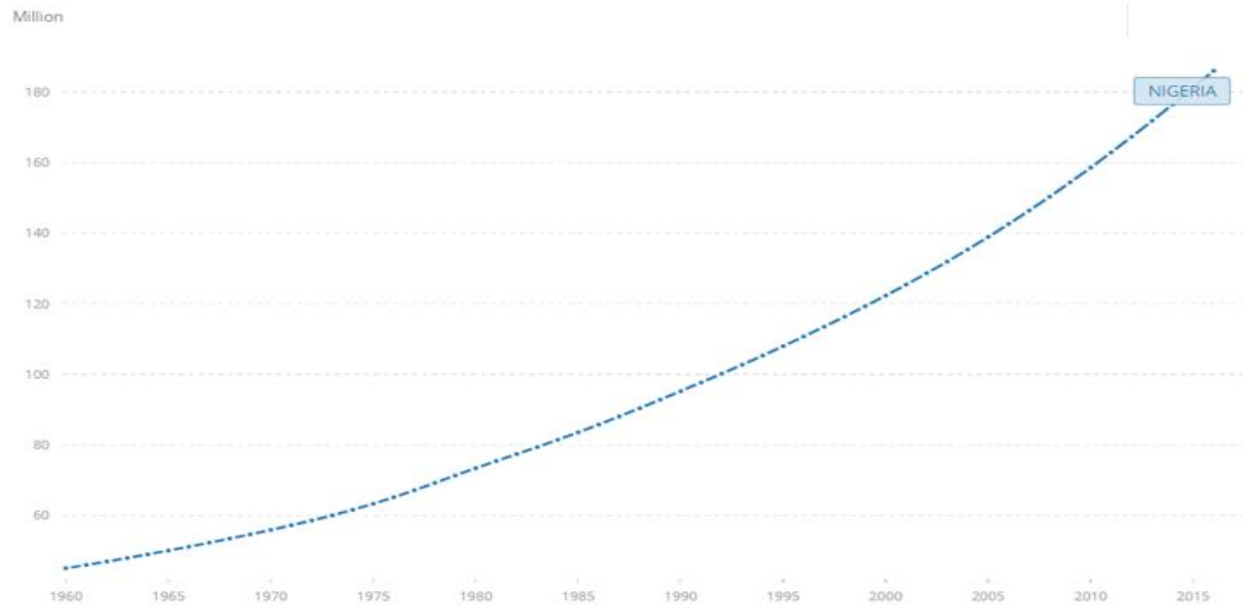
C of O	Certificate of Occupancy
GRA	Government Residential Area
JEI	Justice and Empowerment Initiative
KENSUP	Kenya Slum Upgrading Project
LABSCA	Lagos State Building Control Agency
Lagos HOMS	Lagos State Home Ownership Scheme
LASPPPA	Lagos State Physical Planning Permit Authority
LASURA	Lagos State Urban Renewal Agency
LMDGP	Lagos Metropolitan Development and Governance Project
LSDP	Lagos State Development Plan
LSDPC	Lagos State Development and Property Corporation
LSMPL	Lagos State Mortgage and Property Law
LSTL	Lagos State Tenancy Law
LSURPD	Lagos State Urban and Regional Planning and Development Laws
MDG	Millennium Development Goal
MEPB	Ministry of Economic Planning and Budget
MOH	Ministry of Housing
NGO	Non-governmental organisation
NHP	National Housing Policy
NSDPBS	National Slum Development Program and Basic Services
PPP	Public-Private Partnerships
RDJUP	Rio de Janeiro Urban Upgrading Programme
SDG	Sustainable Development Goal
UISP	Upgrading of Informal Settlements Programme
ULI	Urban Land Institute
UN	United Nations
UN-DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNILAG	University of Lagos
URP	Urban renewal project

Chapter One: Introduction to urban renewal in Lagos

1.1 Introduction and background

Nigeria, like most developing countries, is faced with different challenges including the scarcity of resources, inequality, poverty, lack of infrastructure and housing, population explosion and urbanisation (Durotoye, 2014). In 2016, Nigeria ranked the seventh most populous nation in the world, with 186.5 million and its population is estimated to reach 261.9 million by 2030 (United Nations (UN) -Habitat, 2016a). The population of Nigeria has grown from 45.1 million in 1960 to 192 million in 2017 representing 2.53% of the world's population with 50.2% of the populace residing in cities and urban areas (see Figure 1-1) (*ibid.*; UN-Habitat, 2017a). Such an increase in the size of the urban populace without a corresponding increase in social facilities such as housing stock and infrastructure will result in stress and overburden on urban areas (Aluko and Fadamiro, 2015). This burden of inadequate infrastructure further aggravates the societal problems highlighted above such as inadequacy of basic amenities like water, power and sanitation; and most the challenging problem of all - inadequate housing and the proliferation of slums(*ibid.*). One of the most affected cities in Nigeria is the city of Lagos which is situated in the south-west of Nigeria with a population of about 22 million with inadequate housing and basic services to support the populace
(Gbolahon, 2017).

Figure 1-1: Population growth in Nigeria from 1960-2016.



Source: World Bank Group, 2017

Slum proliferation in Nigeria, in particular, is a negative consequence of overpopulation as it is a direct result of the state economy's inability to sustain the growth in population (Gilbert, 2007; Obeng-Odoom, 2013:428). The impact on the population without adequate housing and supporting infrastructure leads to a scarcity of resources, especially land and financial resources needed to access land. As argued by Olokesusi (2011), due to the inability of the urban poor to gain access to formal housing they resort to living in houses without basic infrastructure and other forms of informal housing. Hence about 70% of urban dwellers in Nigeria reside in slums and unplanned settlements. Table 1-1 show the slum population of Nigerians living in the urban area from 1990 to 2014. Despite the percentages of slum population reducing in relation to the urban population, the actual numbers of people keep increasing with the national population. The decrease in slum population can be attributed to the effort of the government in several ways. These efforts include increased housing finance mechanisms, consolidation of mortgage banks, increased housing stock nationwide, strict monitoring of housing approval and construction processes and creation of satellite town across the country. In the light of this, the UN-Habitat has noted that a continuous increase in population growth and levels of urban poverty and inequality make it imperative that urbanisation and housing go hand in hand to achieve socio-economic wellbeing and development (UN-Habitat, 2016b). Considering that the city of Lagos experiences a proliferation of slums, there is the need for strategic measures to address the provision of infrastructure and housing.

Table 1-1: Proportion of urban population living in slums

Year	**1990**	**1995**	**2000**	**2005**	**2007**	**2009**	**2014**
Slum population as percentage of urban / %	77.3	73.5	69.8	65.8	64.2	62.7	50.2
Slum population in urban area/ 1000	26 549	31 538	36 950	42 783	45 195	47 612	42 067

Source: Reproduced from United Nations, 2015b

1.2 Problem statement and rationale

The city of Lagos grew significantly since 1960, being the former capital of the country and commercial hub of the country. Despite it no longer being the country's capital, it has continued to grow significantly leading to a continuous demand for housing and infrastructure. A major feature within the Lagos urban fabric is the rapid increase in the number of slums even in highbrow and well-planned areas; this is attributed to the inability of the government to deliver decent and affordable housing for the populace (Hoeizei, 2016:17).

As captured in the Lagos State Development Plan (LSDP) 2012-2025, Lagos has experienced a decline in the urban landscape and housing which has led to about 75% of the citizens residing in sub-standard

living spaces (Ministry of Economic Planning and Budget (MEPB), 2013). In addition to the problem of inadequate housing, there is also the challenge of quality of housing; most houses inhabited by the urban poor are without basic and adequate infrastructure (Gilbert, 2000). The rapid increase in the number of slums as experienced in most cities has been attributed to the inadequacy in housing availability and affordability due to lack of sufficient and effective urban housing framework and guidelines. Slums identified in Lagos around 1981 by the World Bank Urban Renewal Project was 42 slum in number, and it has increased to more than 100 slums as a fallout of housing deficits and inadequacies (Agbola and Agunbiade, 2009; Gbadegesin *et al*., 2011; Njoku and Okoro 2014:145). This problem is however not peculiar to Lagos or Nigeria; it is a problem many cities in developing countries are grappling with, and it is a major challenge to sustainable development.

The housing situation of Lagos is also affected by its nature as a coastal city with a land size of 3,577 km^2, representing 0.38% of Nigeria's land size, yet, has the highest population density compared to other states. There have been attempts to extend the land space within Lagos through land reclamation. The city of Lagos experiences several challenges arising from its cosmopolitan nature. These include constant immigration, population explosion, limited land availability and inaccessibility of land, all of which militate against the ability of the government to provide adequate housing for its citizens and improve the quality of life of its citizens. There is, therefore, a need to address these problems, especially the spread of slums and informal settlements. There is a further need to come up with a strategy to cater for the present and future population.

An effective way to address the demand for housing and basic infrastructure in Lagos thus needs an effective urban renewal framework to deal with declining built environment that tackles the highlighted problems; to promote sustainability in housing in Lagos state. Another need is to engender a safe and inclusive society and an effective way to actualise this is, through urban renewal and the provision of housing. These should be given priority in the formulation of urban policies. Urban renewal and urban regeneration are used interchangeably as practised in Lagos and from literature, but for this research and housing situation in contemporary Lagos, the study has aligned towards renewal as rather than regeneration. While urban renewal tends more towards renewing and improving the living condition of the slum dwellers, urban regeneration tends more towards economic value and benefits (Colantonio and Dixon, 2011; Stouten, 2010). The global agendas are first and foremost particular about enhancing and improving lives of the urban poor as against any economic value that will be gained or added to the environment.

In the light of contemporary issues relating to slum growth and inadequate housing provision by the government in Lagos, this study explores the spectrum of urban renewal and housing framework in Lagos and how sustainable housing can be achieved through a synergy between urban renewal and the efforts of the ministry responsible for housing. By synergy, it is implied the cooperation or interaction between urban renewal as a means of coproducing housing solution in slums and that of houses produced formally by the government and private sector.

1.3 Objectives of the research

This research report aims to explore how urban renewal can be used to achieve sustainable housing development that is safe, all-encompassing and resilient in Lagos human settlements. The objectives of the research are to examine the role and the approach of the state government in planning and implementing urban renewal projects (URPs) in Lagos State and also to examine the policies underpinning urban renewal and the level of government's responsiveness in urban renewal of slums.

The research will also examine the strategies and legislative frameworks that exist for the promotion of housing production. Lastly, the research will examine the challenges in renewing slums and other forms of housing without basic infrastructure and how these challenges can be addressed. The research will also highlight the inadequacies of housing development and urban renewal. It aims to show that housing policies in Lagos state, as in many cities in developing countries, do not cater for the urban poor, and one of the consequences of government's inaction in this regard is the proliferation of slums.

1.4 Research question

What synergies can be fostered between urban renewal and sustainable development towards attaining the sustainable housing in Lagos human settlements?

1.4.1 Sub-questions

What are the obligations of the government in planning and implementing urban renewal projects?

What are the policies underpinning urban renewal in Lagos and the level of government's responsiveness in urban renewal of slums?

What strategies and legislative framework exist for the promotion of sustainable housing development in Lagos?

What are the challenges in renewing slums and other forms of housing without basic infrastructure and how can they be addressed?

1.5 Research methods

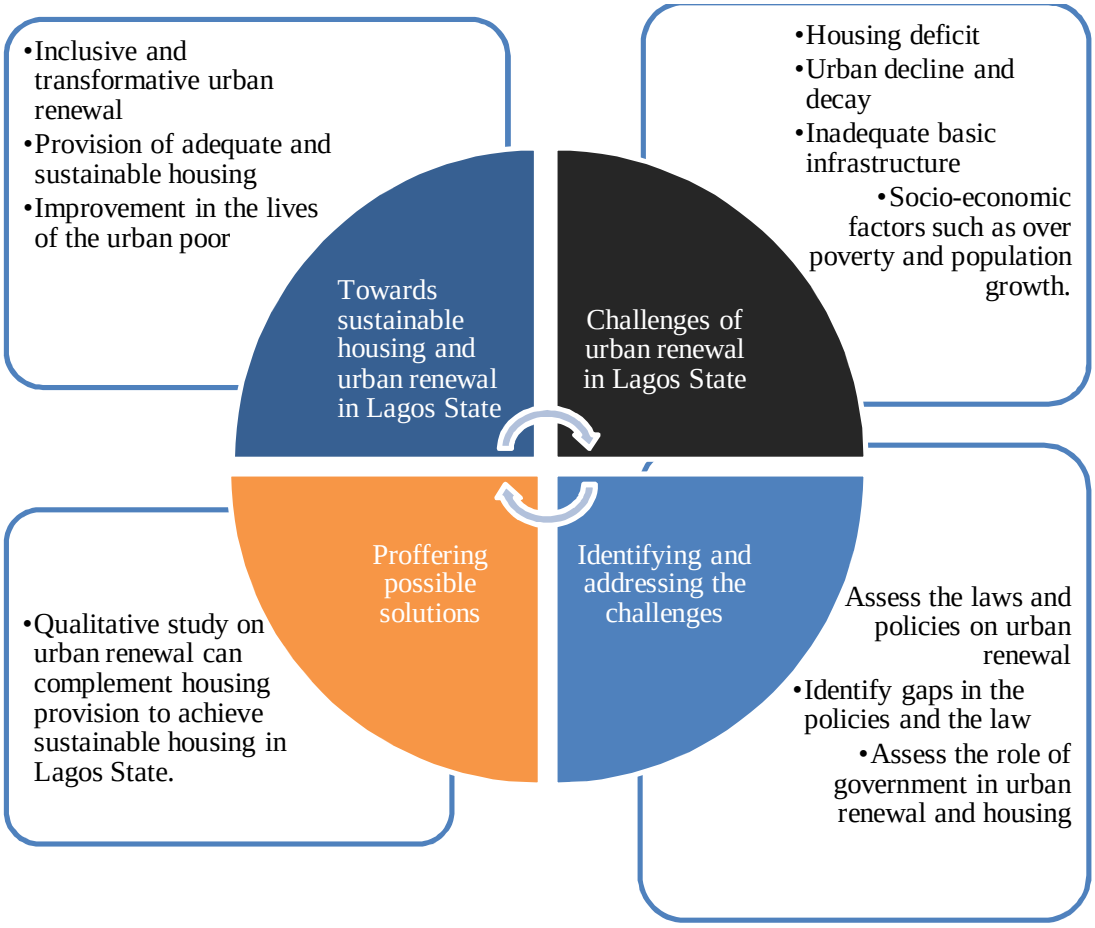
This study adopted qualitative research method approach. The research is explorative using semi-structured interviews as a primary source of data. The choice of semi-structured interviews afforded the

researcher in gathering in-depth data directly by asking questions relating to urban renewal and housing in Lagos from governments officials directly involved, an NGO working in alliance with Slum Dwellers International and urban practitioners. In the course of carrying out the interviews in LASURA (the government agency responsible for urban renewal in Lagos), the researcher had the opportunity of attending a focused group meeting, chaired by the General Manager of LASURA with the representatives of LASURA staff, Justice and Empowerment Initiative NGO and the slum dwellers in Lagos. The response by all respondents from LASURA gave an insight into the case of Isale Gangan which is an urban renewal intervention and was consolidated with housing provision. Details of the research method are documented in Chapter Four with ethical considerations that guided the research.

1.6 Conceptual diagram

Figure 1-2 below shows the conceptual diagram conceived by the researcher as a map with four cardinals towards achieving the research aim and objectives. This is formulated from the problem statements above; certain dynamics are responsible for inadequate access and affordable housing, increase in slums and urban decay due to overburdened infrastructure. These challenges need to be addressed towards achieving Target 1 of Sustainable Development Goal 11 which aims to provide housing access to all by 2030, that is safe and affordable with basic infrastructure as well as have all slums upgraded (United Nations, 2015). This study will explore how urban renewal interventions can complement housing provision in contemporary Lagos, and the role of the government will be examined on two fronts. One is in the urban renewal of existing slums, and two is in the housing provision for the populace, especially, for the urban poor.

Figure 1-2: Conceptual diagram



Source: Author's own (2017).

1.7 Organisation of the research report

Chapter One introduces the research and background to the problem of inadequate housing and slum proliferation in Nigeria and Lagos.

Chapter Two provides a literature review on slums, global agendas on housing and the concept of urban renewal. Fundamental concepts of urban renewal such as the approaches, theories, critical concerns and principles are examined. The chapter was concluded examining sustainable development and urban renewal.

Chapter Three reviews the historical background to housing situation in Nigeria, particularly. The housing policy was also considered with the various housing interventions from the colonial period up till this

democratic dispensation with the laws, policies and institution guiding housing provision and urban renewal in Lagos. The chapter was concluded with various urban renewal interventions in Lagos State.

Chapter Four illustrates the research method and methodology adopted in carrying out this research. Due to exploratory nature of the research, the researcher adopted a qualitative research method. This chapter outlines the motive behind qualitative research drawing into the methodology using semi-structured interviews, observation and a case study. Ethical considerations and limitations of the research are also highlighted.

Chapter Five presents the findings and the analysis of the data collected during the fieldwork with a case study of Isale Gangan Towers and Gardens.

Chapter Six summarises the key findings, conclusion, areas of further research and recommendations in line with urban renewal framework in making human settlements in Lagos sustainable.

Chapter Two: Exploration of slums, urban renewal and sustainability

2.1 Introduction

This chapter provides literature review on slums and informal and informal settlements, global agendas on housing and the concept of urban renewal. One of the considerations for this research is Target 1 of the SDG 11 which aims to guarantee housing access to all by 2030 that is safe and affordable with basic infrastructure as well as have all slums upgraded (United Nations, 2015). Urban renewal, its historical background, theories, critical concerns and principles that affect URPs are examined. Lastly, the chapter examined sustainability in the context of urban renewal.

2.2 Slums and informal settlements

UN-Habitat (2008) categorises slums based on the level of shelter deprivation having one, two, three or more shelter deprivations for harmonious cities. While many scholars and researchers have done significant research studies on what is referred to as informal housing, informal settlements and informality, there is limited scholarship on formal housing or formal settlement (Huchzermeyer, 2011b; Smolka and Biderman, 2011; Dovey and King, 2012; Waibel, 2016). Informality in housing is defined by what is formal or accepted to be formal housing or formal settlement and seen as a social construct in contrast to formality.

According to Lemma (2005), slums emerged in the 1820s and were used to describe houses with inadequate quality and unhygienic sanitary conditions inhabited by marginalised people. Mahabir *et al*., (2016:401) noted that slums exist as far back as cities existed and slums referred to "people living in substandard condition and squalor". The 'Cities Alliance' defined slums as "neglected part of the city where housing and living conditions are appallingly poor" without basic government services such as water, sanitation, refuse collection; without clinics and schools in proximity; and without public spaces for socialising (World Bank / UN-Habitat, 2006:1).

Generally, slums refer to the living condition of people that is below accepted standard or squalor. While slums and informal settlements are different in context and meaning but similar in living condition, they are perceived to be substandard. Although many people refer to slums and informal settlements alike, they are both different, but they both require urban renewal interventions to improve the living condition of the people (Mahabir *et al*., 2016). Considering UN definition for both (see definitions below), one significant difference between these two is the absence of tenure security for informal settlements. Hence, they are prone to relocation and in worst cases, displacement and eviction/eradication. On the one hand, the UN-Habitat defines slums as dwellings that are deficient of one or all the following indices: durable

shelter, adequate living space, access to safe water and other amenities, access to sufficient sanitation and waste disposal, and security of residency (UN-Habitat, 2006/7:1). On the other hand, informal settlements refer to residential areas characterised by the lack of secured rights or interests in land, the absence of basic services and infrastructure, and lastly incompatibility of houses with up-to-date town or spatial planning regulations (UN-Habitat, 2015: 1).

Slum dwellings are characterised by poor living conditions, poor quality shelter, inadequate or lack of access to sanitation and water and mostly overcrowded. In Lagos State, there is no particular definition for slum from most literature. However, based on previous interventions, slums in that regard tend towards the City Alliance definition taking cognisance of the absence of basic urban services, accessibility, lack of support infrastructure such as health care centres and schools.

2.3 Global agendas on housing and human settlements

The question of whether housing is a right or privileged has been addressed by many international treaties and agreement such as the 1948 Universal Declaration of Human Right (UDHR); the 1976 Vancouver Declaration on Human Settlement; and the 1986 Declaration of the United Nations General Assembly on the Right to Development. Housing as a basic need is a fundamental human right, but the right to access housing is still a challenge for many developing countries.

The slum and informal settlements populations across the world has continued to grow at an unprecedented rate from 650 million in 1990, 760 million in 2000, 863 million in 2014, now over one billion and is expected to hit 2 billion by 2030 (UN-Habitat, 2013b; Mahabir *et al*., 2016). The growth in slum population in relation to the 2017 world prospect poses a concern for the African continents. This growth in slums has been attributed to inadequate or lack of relevant urban policies and poverty (UN-Habitat, undated). According to UN-Habitat (2016b), housing agenda must be at the forefront of policies for many cities of the world to be efficient and sustainable. Mahabir *et al*., (2016) identified specific factors responsible for slum growth which includes: poor urban governance, ill-designed policies, locational choice factor and rural-urban migration. Slums are largely the fallout of unplanned development which may arise from urbanisation or population growth. Roy *et al*., (2014) attribute slum emergence and growth to by-products of social- economic impact because of rapid urbanisation in cities.

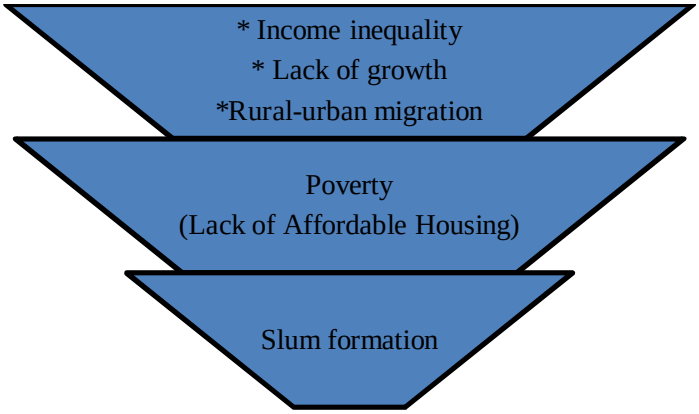
> *"Cities have become centres where vast numbers of people compete for the most basic elements of life: for a room within reach of employment with an affordable rent, or vacant land on which a shelter can be erected without fear of eviction; for places in schools; for medical treatment for health problems or injuries, or a bed in a hospital; for access to clean drinking water; for a place*

on a bus or train; and for a corner on a pavement or square to sell some goods—quite apart from the enormous competition for jobs" (Hardoy and Satterthwaite, 2014:301).

Hence, the city and urban centres become populated with people searching for opportunities and better living conditions and infrastructure. However, these people may not be able to afford formal housing or city life expenses, as such, they opt for cheaper accommodation and available forms of informal housing.

In dealing with human settlements, Choguill (2007) argued that inadequate housing policies will hamper sustainable housing development. The slum formation diagram in Figure 2-1 by Lenma (2005) emphasises poverty as one of the leading causes responsible for slum proliferation. Apart from poverty, lack of affordable housing seems to be a critical factor in sustainable urban renewal. The UN for decades has been at the forefront of formulating agendas on housing and human settlements especially agendas that will help poor and vulnerable people. The UN-Global Housing Strategy which was formulated towards making access to the adequate house and improve the living standard of shelter for slum dwellers (*ibid*.). Most agendas on housing and human settlements from the MDGs to the SDGs have a common and recurrent theme of improving the lives of the people living in slums and informal settlements and those who are marginalised.

Figure 2-1: Slum formation diagram.



Source: Lemma (2005).

One predicament faced by several countries, notably, cities in developing countries was the misinterpretation of having "cities without slums and improving the lives of 10% of slum dwellers by 2020" enshrined in the MDG Target 7 (Gilbert, 2007; Parnell, 2015:529). The misperception and misinterpretation of having cities without slums can be attributed to the way slums and informal settlement is viewed regarding city image with elements of informality and urban decay (Dovey and King, 2012). This perspective led to the eradication of many slum settlements based on the direct

interpretation of the slogan instead of the state working hard and doing everything within their resources to realise the improvement of human lives residing in slum designated areas. This view was modified considering all concerns, issues raised at different fora on housing and human settlements by the United Nations which gave rise to the SDG 11.

Primarily, the SDG #11, which this study is based on, aims to make urban areas and human settlements safe, inclusive, sustainable, resilient and habitable place for all regardless of economic or social status. The focus of the first target is to "guarantee access for all to adequate housing with access to basic services and better living conditions" by 2030 (UN-Habitat, 2016:39; United Nations, 2015:18). The SDG 11 as an agenda promotes inclusivity and sustainability of all communities and human settlements irrespective of individual's financial status or capacity in choosing where to live. Owing to the inability of governments in cities of developing countries in meeting housing challenges, SDGs support for the acceptance of the reality of slums as part of human settlements with better living conditions and environment (Parnell, 2015; Priemus, 2004). This is worth considering as urban renewal avails a wide variety of answers in this regard.

2.4 The concept of Urban Renewal

Urban renewal as an urban management programme is seen by urban planners, public authorities, and land experts as a means of addressing increasing land and housing demand and over-burdened infrastructure to support the present and growing population (Egolum and Emoh, 2017). Urban renewal has taken various forms over the years and is not susceptible to a particular definition (Engelbrecht, 2003; von Hoffman, 2008). Urban renewal is seen as means of effective land use and management and improving the value of the surroundings within communities. As a planning tool, it aids the rectification of urban decay, especially with slums and helps meet some of the government's socio-economic objectives and enhances social networks and the inclusion of disadvantaged and vulnerable groups of people by reducing the negative impacts of unwholesome and dilapidated living environments (Zheng *et al.*, 2014).

The growth of urban centres without a corresponding growth in basic infrastructure and amenities leads to the deterioration of existing infrastructure and as such, urban decay is inevitable. The decay and deterioration of these urban areas are evident in the living conditions of slums and informal settlements as the case is in many developing countries. Most developed nations of the world like Germany, France, Sweden and Britain have been able to contain and meet the needs of their population. Developing countries like Nigeria and Kenya have not been able to achieve adequate housing for their teeming

population; hence, it has given rise to an increase in slums and all forms of housing without adequate infrastructure.

At the first urban renewal global seminar was held in 1958 at Den Haagand there was an agreement on what the purpose of urban renewal should be (Miller, 1959 cited in Broudehoux, 1994). The seminar was aimed to make a concerted effort to change the urban environment and the act of injecting vitality through a deliberate readjustment of the urban space to make adequate provision for urban dwellers (*ibid*.). It involves a planned redevelopment of land with different densities and addresses population, housing development and infrastructural development. Morontse (2010) noted that urban renewal aims to achieve a transformation of the urban environment and work towards the socio-cultural reorientation and wellbeing of the inhabitants of the area, as well as safeguarding the interest of future generation by addressing the challenges arising from urban decay in neighbourhoods and cities.

Urban renewal is viewed differently by urban practitioners based on the context of the urban environment and the required intervention. It has been used to address problems such as overcrowding and high-density challenges in countries like France, Germany and the city of London and to rebuild other cities after the world war and industrial revolutions in the 18th century and early 19th century. According to Egolum and Emoh (2017), urban renewal is a method of improving, transforming, rehabilitating or redeveloping an urban area or neighbourhood so that there can be an improvement in the living condition of the residents. Urban renewal refers to a way of managing the urban environment in addressing the challenges of urban decay, blight and dilapidated structures (Adams and Hastings, 2001; Uwadiegwu, 2015).

Cities in industrialised and developed countries seem to have found a way of dealing with issues arising from urban decay, development and population growth, unlike the developing and underdeveloped countries (Daramola and Ibem, 2010; UN-Habitat, 2013a). This inability to address issues of urban decay and all forms of housing without adequate or absence of infrastructure can be attributed to city growth before proper urban and regional planning (Daramola and Ibem, 2010). Huchzermeyer (2011a) noted that apart from South African cities, most cities in Africa failed to apply modern planning techniques to address urban sprawl, prevalent informal activities, housing development and delivery of services. Urban renewal is usually embarked on in slums and informal settlements to achieve better living conditions, hygienic environments, and equally boost economic growth for the growing population (Gbadegesin *et al*., 2011).

Research has shown that a higher percentage of people residing in the urban centres of developing countries experience unpleasant living conditions (United Nations-Habitat, 2006b; Sengupta and Sharma, 2008; Bredenoord and Van Lindert, 2010). The governments of these developing countries, like Nigeria, grapple with increasing housing stock, infrastructure and equally improving the quality of existing human settlements while the old settlements tend towards being overcrowded and overburdened.

Urban renewal in Europe in the mid-nineteenth century was characterised by the modernism and modern housing, the need to move away from what was seen as the old and traditional methods of construction (Zipp, 2013). However, beyond concerns about modern forms of housing, urban renewal in Europe was underpinned by the need for a re-invention of the social aspect of the urban life as well as the influence and role the environment played in shaping members of the society (*ibid*.). According to Zipp (2013:375), modern housing was seen as a "material and symbolic representation of a forward-looking, mechanised, democratic and prosperous future for ordinary people". These underlining principles of the need for modernism, creating a greater link between man and his natural environment, coupled with aesthetics and social vision drove the establishment of urban renewal in Europe (ibid.). For instance, regarding environmental benefits, the new housing designs envisaged by the proponents of urban renewal favoured large windows allowing in plenty of air and sunlight (ibid.). These designs were referred to as "living machines" by Le Corbusier because they promoted "a better way of life" for the inhabitants, in contrast to what was experienced in the society i.e tenement row houses to which the majority of city inhabitants were used to at that time (*ibid*; Teaford, 2000:445).

Urban renewal was at its peak in the United States from 1949 to 1974; it began with the United States Housing Act of 1949 (Hyra, 2012). This was because of efforts on the part of the government to do away with blighted areas and slums and as a means of poverty eradication and economic regeneration for American cities (*ibid*.). The collapse of these American cities regarding dilapidated properties, the reduction in population and consequently little or no workforce and decreasing property value led to the move for urban renewal in the 1940s (Gotham: 2001b). What was termed urban renewal in 1949 was urban redevelopment which was based on slum clearance and the building of public housing for the inhabitants of the slums and blighted areas (ibid.). It was not until 1954 that the principle of urban renewal was established and justified on the basis of need for the "enforcement of building codes and the rehabilitation of substandard" houses (Hoffman: 2008: 281; Weber: 2002). However, because it emphasised the need for low income privately built houses, it was difficult to implement the building codes. Thus the implementation of the law failed because the rate at which old dilapidated houses were demolished was not commensurate with the replacement (Hoffman, 2008). Urban renewal was associated

with demolition but the instituted urban housing programmes could not meet up with the housing demand.

According to Zipp (2013: 367), urban renewal in Europe originated from a movement for "modern housing". The reasoning of the proponents of modern housing in Europe (primary amongst whom was Catherine Bauer) was the need for city planning that engendered modernism with the ideals of city planning in a way to create a balance between human habitation and nature (*ibid*.). This reasoning was the notion behind urban renewal in contrast to the general disorder that characterised European cities as a result of industrialisation that began in the 1900s (*ibid.*). As opposed to their American counterparts, the modern housing movement in Europe was initially opposed to slum clearance, although this eventually became the norm in Europe as well (*ibid*.). This might be attributed to Europe placing more value on heritage buildings, historical places and traditional building elevations in contrast to modernity.

Hyra (2012) argues that urban redevelopment has the disadvantage of unfavourably affecting the poor members of the society by uprooting them from places where they have developed social and cultural attachments and significance. Also, many of them are unable to properly settle into the areas where they are relocated to because of the inadequacy or inappropriateness of government compensation (*ibid*.). For instance, Hyra (2012:499) noted that many of the people "displaced during the 1949-1974 urban renewal" wave in the United States suffered "emotional and psychological trauma from having their networks and communities destroyed". Moreover, many of them suffered the fate of living in public housing as landlords purposely damaged their houses in order to renovate them for higher rental value and they were not willing to collect the old rent from the displaced inhabitants (*ibid*.). It is argued here that urban renewal only ended up in creating more slums as the resettlement plans for evicted people are usually situated in areas already predominantly occupied by poor members of the society.

Gotham (2001b) argues that the urban renewal movement of the 1940s in the United States enabled the cities to use federal laws to take over slums and blighted areas and transfer them to private property developers in the name of urban renewal. Thus, the government only succeeded in shifting the slums from one section of the city to another with respect to displaced people (Hyra, 2012; Gotham, 2001b). Hyra (2012) noted that urban renewal in the present day succeeds in driving the poor members of the society to the city fringe. This can be substantiated by the siting of several slums and informal settlements in Nigeria and South Africa. For instance, the case of Badia and Maroko in Lagos, Nigeria, as well as how informal settlements in South Africa were treated before the upgrading of Informal Settlements Programme. The residents of former Maroko in Lagos were displaced in 1990 by the then military government with their houses demolished. Now, the settlement is now referred to as Oniru Private Housing Estate and it is one

of the most expensive places to live and acquire land in Lagos (Nwanna, 2012). The case of urban renewal causalities in the US as exemplified in the 1990s and 2000s is that the aftermath of urban renewal can be linked to both racial, class issues and other social, political and economic implications (*ibid*.). So, for instance, in post-apartheid South Africa, most of the people affected by urban renewal are the blacks who form the significant percentage of economically disadvantaged people in South Africa. In a place like Nigeria, the negative impact of urban renewal is based on government's vision of making the cities look attractive for investment and economic growth. Gotham (2001b) argues that urban renewal policies of the government in the US was elitist as it benefitted the wealthy elites and real estate developers and businesses, while ordinary poor citizens were negatively affected as they were displaced (*ibid*.). After the displacement, their neighbourhoods were transformed for commercial and industrial uses. This is a reflection of the negative impact of urban renewal as it was termed 'urban removal' by those negatively impacted (*ibid*).

While urban renewal is a means of improving the urban centres and the living conditions, it is equally perceived as a capitalist agenda to increase property values in urban centres in order to exclude the urban poor through gentrification (Uzun, 2003; Larsen and Hansen, 2008). Samara (2010) noted that urban renewal is used as a neo-liberal security strategy in the city of Cape Town to combat rising crime and security challenges in the city. In as much as completed URPs lead to transformed and improved living conditions in the neighbourhood and urban centres, it equally raises the issues of tenure security for displaced urban and slum dwellers, especially the urban poor in cases of evictions and gentrification (Uwadiegwu, 2015). While URP can achieve so many purposes, the Advisory team to South African Minister for Provincial and Local Government in 2002 maintained that URPs should be driven improving housing and living conditions; economic development and improving personal protection and security of lives (Rauch, 2002).

The move of "urban renewal in the United States" in the 1940s gives credence to Harvey's position that realising efficient cities was based on "capital accumulation" and accumulation of wealth in land through extensive investments in land and real estate (Gotham, 2001a:291, Weber, 2002: 529). A viable way of ensuring continued capital accumulation in urban areas was through 'creative destruction' that is investing, disinvesting and re-shaping land uses through urban renewal and gentrification (Gotham, 2001b). Gotham (2001b) also argues that urban renewal in the United States in the twentieth century encouraged laissez-faire which led to the privatisation of the housing sector and greatly encouraged private gains. Thereby, this form of urban renewal is encouraging and actively leading to societal inequalities through the unequal dispensing of "public resources" (*ibid*: 290).

According to von Hoffman (2008) and supported by Hyra (2012) and Gotham (2001b), urban renewal in the United States came about primarily to tackle the slums and deterioration. von Hoffman (2008) describes urban renewal as a move to cure the city by upgrading old building stocks and promoting new development. He highlights other reasons for urban renewal in American cities which includes the following: the need for urban redevelopment to prevent the inexpensive temporary housing provided by the government during the war period from becoming slums and the need to stop urban decay and ensure health and safety in cities by setting housing standards (von Hoffman, 2008). Others are rehabilitating dilapidating houses and demolishing delinquent houses Hence, urban renewal can be applied in the context of Lagos and other African cities to address the diverse housing needs and slum situations.

2.5 Housing diversification and Urban Renewal

Part of the aim of urban renewal as noted above is to reduce the proliferation of slums and the social ills associated with them. Kleinhans (2004) examined housing and tenure diversification within the context of urban renewal as practised in the Netherlands and the United Kingdom. The problems associated with urban renewal, according to Kleinhans (2004) include poverty, social exclusion, absence or inadequate public infrastructure, bad housing quality, unemployment, creating a mix of social, economic and environmental problems. But primarily, urban renewal is targeted towards improving housing conditions and stock. Thus, the Netherlands and the United Kingdom attached vital importance to housing diversification and socially mixed communities, and it is the mainstay of urban renewal in both countries (*ibid*.). Urban renewal in itself seeks to solve slum proliferations and blights within the city

Housing diversification entails a mixed tenure system where the inhabitants of a community have varying tenures such as ownership and rental. Other variations include the sizes and structures of houses (Kleinhans, 2004; Teaford, 2000). Diversification aims to achieve a heterogeneous community and housing appropriation to different income group. This is also one of the underlining principles of Lagos Homes Ownership Mortgage Scheme (Lagos HOMS) project where the estates have homes of varied sizes to achieve a spread across the social strata and encourage social cohesion (Kleinhans, 2004). Housing diversification is believed to have positive implications such as social bonding and encouraging a social mix based on demographics such as age, income, employment, class and so on (*ibid*.). In addition to this, Klinhans (2004) notes that housing diversification as an urban renewal tactic leads to improvement in the quality of housing and infrastructure within the community, especially where owner-occupiers are introduced into an area that was previously public or social housing. He also notes that housing diversification could help to reduce or remove the social stigma attached to a particular area (*ibid*.). Figure 2-2 below shows the assumed cause and effects of housing diversification as a means of urban renewal. One of the attributes of housing diversification is in the area of social interaction in the

community as shown in Figure 2-2 through the stimulation of positive changes and peaceful coexistence among the residents with different income strata while leads to an improved environment (Kleinhans, 2004).

Figure 2-2: Assumed cause and effects of housing diversification as a means of urban renewal.



Source: Kleinhans, 2004.

There are however negative implications of housing diversification such as segmented neighbourhoods within the community, tensions and conflicts because of differences in values and lifestyle. There is also the dilution implication with residents having different lifestyles which could affect the renewed neighbourhood, either a dilution of public morals previously prevalent within a community or the dilution of crime and social vices (*ibid*.). The dilution of social vices would seem to be the aim of the Lagos state government in the demolition the Ajelogo community and the construction of blocks of flats in an otherwise low-income area in Ketu/Mile 12 area of Lagos State. The diversification which succeeded in Netherland and Great Britain did not entirely succeed in the 1950s in the United States as the poor were disadvantaged even before such projects took off (Teaford, 2000). Hence, the housing diversification did not yield the same result in the United States.

2.6 Perspective of Urbanisation in Developing Countries

According to UN-Department of Economic and Social Affairs (DESA, 2017), the population of the world has risen from 7.4 billion in 2015 to 7.6 billion in 2017, and it is estimated to hit 9.8 billion in 2050 with the increase largely accounted for by developing countries. Nigeria is the seventh most populous country is expected to become the third most populous country by 2050 replacing the United States of America (*ibid*.). The increasing population of countries, especially in developing countries like Nigeria, South Africa and Kenya will equally increase the urban population thereby putting pressure on the government to make provision to cater for the difference in size. While developed countries urbanise at a steady rate and relatively have control over population growth, developing countries experience rapid urbanisation

without a corresponding response to address adequate shelter, infrastructural facilities and support services (Dimuna and Omatsone, 2010; Njoku and Okoro, 2014). Constant rural-urban migrations in search of livelihood and high level of infertility continually increase human density in urban centres and cities alike especially in Africa and Asia (UN-DESA, 2017). The failure of the urban centres to address the present and growing demand for housing lead to unplanned settlements and all forms of slums and informal settlements with the burden on the available infrastructure and social amenities (Dimuna and Omatsone, 2010).

Urbanisation brings about cultural, socio-economic and environmental problems especially in the deterioration of the urban environment, inadequate housing, slum proliferation, crime and violence, security concerns, lack of sanitation, environmental decay and other challenges (Jiboye, 2011a:215; Daramola and Ibem, 2010). It also brings about economic prosperity, opportunities, innovations and improvements to living standards. Hence, urban centres must develop a way to deal with the population growth, preserve the environment, manage the finite land resources, provide adequate housing and upgrade existing infrastructure to respond to the urbanisation. Jiboye (2011a) advocated for the use of urban renewal program to address problems arising from urbanisation with the need for extensive rehabilitation of infrastructural facilities.

Despite urbanisation taking its toll on the cities and urban centres, the lack of maintenance culture on infrastructure by city officials as the city ages and overuse of such infrastructure, especially in developing countries leads to urban deterioration of the built environment. Hence, policies and strategies should be directed towards maintaining and improving urban centres to cater to present and future needs. In post-apartheid South Africa, some urban renewal programmes and projects have been carried out in many townships to address living conditions of the residents. Townships that have benefited from this programme include Alexandra, Bekkersdal, Evaton and those in Mitchell's Plain.

2.7 Theories of urban renewal

The pursuit of urban development has played a significant part in the making and growth of many cities around the globe; and the theories used, and concepts applied are of great value to the government and professionals in the urban and built environment (Uwadiegwu, 2015). In the developed and developing countries, certain theories guide decisions in the choice and implementation of URPs. Urban practitioners and those vested with the planning responsibilities have shown concerns in understanding the urban dynamics and the interplay of activities as it affects population growth, social and economic activities in the urban spaces. Some of these theories that influence urban renewal are behavioural theory; the spatial

allocation theory; the economic theory; and urban theory. While some of these theories are related and close, some have largely influenced the making and development of cities with successes and criticism (*ibid*.).

2.7.1 Spatial allocation theory

Town planners, policymakers and geographers were the major protagonists of spatial allocation theory advocating for spatial land use as land is distributed, divided and allocated for different purposes (Bourne, 1969). Here, a distinct method called spatial allocations models for the distribution of growth pattern in urban area for various land uses to accommodate present and future developments aiding accessibility, serviceability based on expected allocation growth (*ibid.)*. In spatial allocation, the planner is mainly interested in land budget and allocation to satisfy the spatial requirement of the populace and expected activities such as residential, commercial, industrial, mixed-used and agricultural (Uwadiegwu, 2015). Most land uses do not budget or allocate land for slums or informal settlement. Hence, the spatial allocation theory proposes or forces slum developments and all forms of informality or urban decay away by way of relocation or demolition making room for redevelopment (*ibid.)*. This is comparable to the practice by planners in the United States after the World War II period in which deteriorated places and buildings were cleared and redeveloped in line with the Housing Act of 1949 (Broudehoux, 1994). Using the spatial allocation and developments under this Act of 1949, urban renewal led to complete eradication of slums and redevelopment of new buildings and structures to replace the old ones (Nelson, 1988: Broudehoux, 1994). Spatial allocation theory as it affects urban renewal is equally behind Maroko and Badia clearance in Lagos as well as many others based on the level of decay and allocated land use. This theory is largely criticised because of its approach of clearance as against any form of improvement or upgrading.

2.7.2 Behavioural theory

The behavioural theory is also linked to the urban theory of people gravitating toward the urban centres as perceived this would afford them better-living conditions, opportunities and basic infrastructure (Storper and Manville, 2006). Olsson and Gale (1968) noted that their decision to migrate is largely influenced by their knowledge of spatial behaviour, against the backdrop of people moving to urban centres because of economic prospects. A number of people have migrated to the city of Lagos, which is a gateway to all West Africa countries by road into Nigeria and the world by air and sea transport routes. The continuous migration for different behavioural reasons has resulted in housing deficit and increase in slums. This is because housing production has not been commensurate to the growth in population thereby putting pressure on the available houses and infrastructure.

Human beings behave in different ways based on their perception, knowledge, upbringing, available choices and circumstances around them. In the same vein, people's choice to live in certain places such as rural, urban or peri-urban spaces might be influenced by their income level, livelihood or the need to be close to certain places or opportunities. The behavioural theory believes that everyone should be allowed to live in the urban centre both the poor and the rich (Uwadiegwu, 2015). Storper and Manville (2006) argue that urban behaviour and preferences of people arise in emergence or resurgence of human settlements as part of the changes experienced in the city. Their choice to reside in these settlements are influenced by philosophies of the urban amenities, urban beauty, economic activities, opportunities and personal goals (*ibid.)* Urban renewal intervention for these centres is expected to allow for choice of where to live with the strategy of rehabilitation or integration of the people as against complete clearance. Urban interventions should seek to accommodate everyone based on their decision for inclusive social coexistence.

2.7.3 Economic theory

The economic theory primarily concerns itself with the economic condition of the urban centre over the living condition tending towards urban regeneration and increasing economic prospects of urban centres (Couch, 1990). Urban renewal is perceived from the perspective of economic gains of existing buildings and structures in comparison to future value when such building is replaced or rehabilitated (*ibid*.). The philosophy around economic theory as propounded by Davis and Whinston is that provided the owners of buildings can maintain such buildings, infrastructure and repairs in line with the market value, it is acceptable for continuous existence (Richardson, 1971). However, the inability of the owner to maintain such buildings gives rise to lower yield and eventually decay. The government usually tends to prioritise economic development of such urban centres by displacing the residents, rebuilding and giving a facelift to attract more value and economic returns.

Omole (2000) advocated for economic empowerment and revitalisation of slum dwellers to increase their financial capacity to maintain their environment to prevent urbay decay of such areas. There are cases of displacement in Lagos in Badia due to a high degree of deterioration and the displaced residents can no longer afford to live in such places after gentrification. International best practices advocate for the improvement of living conditions of the dwellers and relocation where rehabilitation is not possible.

Different theories and social dynamics are at play in urban development of urban centres and cities alike. Irrespective of the most prevalent perception, it is generally believed that urban centres offer more economic opportunities and better living conditions.

2.8 Approaches and strategies of urban renewal

There are different strategies used in carrying out URPs depending on the nature of the environment and intervention required. These may involve upgrading, resettlement, demolitions of old and dilapidated buildings, rehabilitation, new construction, repairs and introduction of new infrastructure to give a facelift to the urban fabric and improve living conditions (Broudehoux, 1994; Gbadegesin *et al*., 2011). There are three basic strategies of urban renewal depending on the nature of the area in question, while other strategies and practices identified by different authors (Miller, 1959; Njoku and Okoro 2014:146). The three main strategies are redevelopment, rehabilitation and integration.

2.8.1 Redevelopment

Redevelopment implies removing of existing buildings and the re-utilisation of cleared land for implementation of new projects. This approach involves total clearance of the area in question to make way for new development, and former residents are displaced or resettled (Broudehoux, 1994; Njoku and Okoro 2014). This approach is adopted when the degree of urban decay or liveability is judged to be detrimental posing safety and health challenges to the residents in which all forms of rehabilitation or upgrading will not solve the problem (Uwadiegwu, 2015).

Redevelopment is similar to the occurrence at Badia and Akanimodu communities in Lagos where government destroyed the existing communities and replaced with new housing development (as witnessed by the researcher). In many cases, previous residents of redeveloped areas can hardly afford to live in such areas after redevelopment, though the entire neighbourhood is transformed and given a facelift increasing the economic viability of such area (Byrne, 2002). Redevelopment is usually cost-intensive, and it is in tandem with economic theory placing value on areas and the capacity of the residents to maintain such areas. Redevelopment involves little or no participation from the former dwellers and it is usually criticized for disregarding social cohesiveness of the neighbourhood.

2.8.2 Rehabilitation

Rehabilitation, which is also referred to as conservation, is based on protecting and recuperating the natural and built environment of the community (Njoku and Okoro 2014; Uwadiegwu, 2015). Rehabilitation is usually recommended and adopted when the degree of deterioration is not so bad or can still be remedied with other forms of interventions in contrast to total clearance. Here, some forms of upgrading are carried out to improve the existing shelter and available infrastructure in order to improve the living standard of the inhabitants of the community. Attention is paid to the shelter and basic infrastructure, like access to water, power, sanitation and waste management.

This strategy is carried out in *situ* in consultation with the residents, the enumeration is done and the state of existing facilities are noted. Participation between the residents and government occurs during the process of rehabilitation where neighbourhoods can petition the government to work on public infrastructure (Broudehoux, 1994). The residents are assured of their security during the process, and this intervention rules out eviction or gentrification (*ibid*.). Also, rehabilitation respects the existing social networks of the residents.

2.8.3 Integration

Integration combines the strategies of rehabilitation and redevelopment by salvaging what can be saved and the reconstruction of areas that are totally deteriorated (Njoku and Okoro 2014). This approach allows for flexibility in urban renewal where heritage buildings and the environment can be conserved or preserved, and at the same time, the neighbourhood is renewed and densified. While some residents may be displaced, the majority are considered and accommodated in the urban renewal process. Broudehoux (1994) opined that integration is the best way to renew old communities with elements of conservation, preservation and regeneration.

2.9 Critical concerns of urban renewal

The choice, planning and implementing urban renewal programmes or projects affect the urban environment and it raises several concerns from different perspectives. The urban environment consists of so many elements such as humans, the built environment, the ecology and the atmosphere as well the human activities in shaping our built and natural environment. Careful attention should be given in urban renewal processes for these reasons. The end goal of renewing a slum or an informal settlement is to improve the living condition of the urban people as against displacement, eviction or gentrification. There are many cases in Lagos. Notably, the case of Maroko and Badia, where the state led renewal led to the complete displacement of the people. While, displacement or eviction are worst-case scenarios, carrying out these actions without any plan for the urban poor will naturally lead to the formation of a new informal settlement when the displaced persons cannot afford formal accommodation. These critical concerns include the following: the urban identity, the environmental concerns, social concerns, economic concerns and cultural concerns.

Engelbrecht (2003) and Zheng *et al*. (2014) noted that urban renewal is a tool employed by the state to actualize social, economic and environmental well-being of the society. This view is also supported by other authors like Kleinhans (2004), Hoffman (2008) and Hyra (2012), who noted that the instrumentality of urban renewal was used as a tool in both Europe and North America to promote social and economic improvement and in Europe, particularly to engender a closer relationship between man, the environment

and living condition. In view of this, urban renewal has a strong link to sustainable development. This view is supported by Zheng et al. (2014) and Gbadegesin and Aluko (2010) who noted that part of the purpose of urban renewal is to solve problems such as deterioration of the urban centres, engender social inclusion and control environmental pollution, thereby promoting human well-being. Thus, it is safe to assert that urban renewal may entails elements of sustainable housing and development.

The importance of urban renewal to social and economic development is vital in addressing urban issues and challenges. According to Carmon (1999:155), urban renewal played and still plays a role in economic stability and societal equality by reducing the gaps between the wealthy and the urban poor, and the preservation of urban fabric "for social, historical and aesthetic reasons". It is also noted that urban renewal is used as a tool of environmental improvement which was a major argument by the proponents of urban renewal, especially in the United States (Hoffman, 2008; Gotham, 2001b).

2.9.1 The urban identity

There are no two urban centres that are precisely the same even though they might have similarities, so, cognisance must be taken of each urban environment when renewing or reshaping an existing urban environment. It is essential that the inherent image and identity of each environment is preserved and protected (Broudehoux, 1994). While urban renewal causes transformation of the urban environment and the way the urban image is viewed and experienced, there is also an emotional and psychological attachment to the urban environment by the urban dwellers and visitors (Holcomb and Robert, 1981). While injecting vitality and transforming cities, urban renewal encourages diversity of the urban environment with the protection of the urban identity and cultural values.

2.9.2 The Environmental concerns

Sustainability as a concept is concerned about every sphere of humanity and one of them is the urban environment. The protection of the environment consisting of the natural and the built environment is a critical element that urban renewal programmes must consider its effect on the past, present and future generations (Holcomb and Robert, 1981). Increasing urbanisation in a city like Lagos will increase the environmental concerns and human density on the environment. Also, increased density within an area usually affects the ecology and air quality because of increased activities. Beyond the urban identity of the urban environment, human interventions in the built environment as land reclamation and continuous deforestation have consequences on city resilience and climate change considering the city of Lagos is below sea level. For instance, before the commencement of the Eko Atlantic City in Lagos, the greater portion of Ahmadu Bello Way, Victoria Island (old Bar Beach) suffered incessant flooding, ocean surge and erosion (Ajibade, 2017). Most part of Lagos Island were reclaimed and places closer to the Atlantic

Oceans experienced these surges. Also, urban renewal intervention will differ based on the location as in the case of Lagos state with many communities living along the coast as well as those that reside on water.

2.9.3 The social concerns

All humans are social beings and we respond to their environment. Urban renewal interventions in human settlements have great impacts on the well-being of urban dwellers emotionally and psychologically (Russell and Ward, 1982). URPs can either be done in-situ or through relocation of the existing dwellers, planned or by eviction to give room for new development. In cases of relocations or evictions tending towards gentrification, it affects the urban poor psychologically and negatively. As much as possible and as advocated for in in-situ upgrading of informal settlements, there should be minimal disruptions of lifestyles and livelihood of the people where they have built their social cohesion and interactions over the years (Department of Human Settlements, 2009).

2.9.4 The economic concerns

Urban renewal processes and programmes raise economic concerns especially for both the government and urban dwellers. Some scholars perceive urban renewal as a neoliberal and a capitalist agenda which has the approach of catalysing and transforming the economic growth of an urban environment (Pine and Gilmore, 1998). Urban renewal tends to increase property values and living conditions of the urban centres which makes the same property unaffordable for the urban poor. There are cases of landlords increasing their rents because of the additional infrastructure provided by the government (Uzun, 2003; Larsen and Hansen, 2008). Watson (2014) noted that United Nations-Habitat advised the governments of various countries against prioritising economic development over human settlements primarily as it affects the urban poor. It is argued here that the primary concern of urban renewal should be towards improving the living conditions of the residents and livelihoods.

2.9.5 The cultural concerns

In the same vein that urban identity of the urban environment matters, another critical concern is the cultural values attached to an urban environment. Culture is seen as a way of life of people which takes cognisance of their history, values, human relations and traditions (Nozick, 1992). So, the urban culture can be said to be the social way of living and doing things within an urban environment. Hence, urban dwellers that live solely on land will experience a different urban culture compared to urban dwellers around coastal cities. It is critical to protect the urban culture and social spaces during the urban renewal process.

2.10 Principles of urban renewal

Based on the strategies mentioned above used in URPs, there is no single approach to carry out projects, but it depends on the contextual nature of the slum and the circumstances surrounding it. Stakeholders criticise most projects based on the approach, strategy and principles used from the conception stage to the implementation (Harris, 2014). These URPs address concerns ranging from social to economic to environmental needs of the people. It is critical that the slum dwellers are the people benefiting from the interventions and not just the government from the urban facelift in the creation of city image. However, based on international best practices, certain principles can be considered in making URPs mutually beneficial for all stakeholders especially, the slum dwellers and the government. Some of the principles are examined below in line with urban renewal approaches.

2.10.1 Creation of a shared vision

Creating a shared vision is a critical phase in the life of an URP. Most city officials and government are interested in re-imaging cities to create economic value as well as a visual perspective for all, but all should share this vision. So, in undertaking renewal or upgrading projects, the affected community, as well as the government, must have a shared vision in the life cycle of all projects whether it is short, medium or long-term (Urban Land Institute (ULI), 2014; Ubecon, 2015). A shared vision will make the community fully aware of government's plan as against a top-down approach, and they will be able to defend it. Doing away with slums and informal settlements as a way of creating Lagos world-class city without the image being shared by all will lead to a lot of discomfort and disruption to the lives of the people.

2.10.2 Establish a plan

In developing a shared vision, there is a need for the government to have meaningful engagement with all stakeholders in developing a plan on how the project will be carried out in stages and phases (Ubecon, 2015). URPs usually involve existing communities which may be carried out using different approaches depending on the level of deprivation. These may be redevelopment, rehabilitation, resettlement or integration requires a shared vision by all and a detailed plan understood by all to help the project lifecycle. Hämer (2007) argued that apart from establishing a plan, constant information and awareness must be shared with the community having a stake in the project to make it successful. Also, community engagement in preparing a plan can provide useful information to serve best or improve the living condition of the people involved.

2.10.3 Design for the people and agree with them

The misconstrued Millennium Development Goal (MDG) Target 7 with slogan ‘cities without slum’ was aimed at improving the lives of the people as against doing away with slums and informal settlements (Huchzermeyer, 2013). Urban renewal interventions must have the people in mind, their comfort and improved living conditions. The design brief must take cognisance of what the people need in improving their lives. The design might involve negotiation with other stakeholders and flexibility in design based on the timelines and what the government can accommodate. However, non-negotiable issues must be spelt out and agreed on by all such as existing legislation and policies (Ubecon, 2015). It is important for slum dwellers to have an understanding of existing legislation and programmes that affect their communities within the limit of government. Designs where the residents are involved are protected during the planning and implementation which improves participation and aids project success. Figure 2-3 below is a case of people-oriented design involving the Makoko community and it is in close proximity to where they live which is in contrast to the residents travelling miles away to attend school for the community that lives on the water.

2.10.4 Preserve cultural heritage

It is essential that cultural heritages be preserved while undertaking URPs. Cultural heritage might not refer to a physical or aesthetic feature, but preference must be given to the way of life of the people. For projects that require any of the approaches such as rehabilitation or integration, the lifestyle and the livelihood of the people must be an input in the design stage. For instance, intervention for people and communities who have lived most of their lives on water or around the coast must take cognisance of this heritage. Renewal intervention should consider historical precedent in design and plans for the people (ULI, 2014). Figure 2-3 shows the image of an urban renewal project carried out for a community in Makoko, Lagos. This project is a school design that was designed for the people recognising their cultural lifestyle and their daily routines (see Figure 2-4). An intervention that will take them farther or further away from their community will disrupt their lifestyle. The school later collapsed due to structural reasons.

Figure 2-3: Image of floating school at Makoko Community, Lagos.



Source: NLE, 2017.

Figure 2-4: Image of children at Makoko Community, Lagos.



Source: NLE, 2017.

2.10.5 Create cohesive networks

URPs should not be carried out in isolation and void of surrounding communities and neighbourhoods. In URPs, “good cities are collections of good neighbourhoods, good blocks, and good sites, linked functionally and attractively” such that this linkage influences slums around them (ULI, 2014:22). The creation of urban growth restrictions through various networks will help in improving the lives of the people. Efforts by a non-governmental organisation (NGO) in Lagos called Justice and Empowerment Initiative (JEI) with the creation of a biofill toilet replacing an open toilet protected by timber boards in a slum community as a pressing need for that slum has aided the replication of the same toilet design through existing networks with other communities.

2.10.6 Improve Land use

URPs should aim at improving efficient use of space better than what it was before the intervention. Urban renewal is a planned programme to address urban issues, and in so doing, it should not recreate the urban problem. As highlighted by ULI (2014), improving land use does not necessarily refer to increasing density but improving the level of vitality, flexibility, human comfort and diversity. After implementation, the land use should be maximally utilised to support existing community in response to changing needs.

2.10.7 Energize public environment and spaces

Public and communal spaces serve distinct functions in communities such enhancing social network and cohesion among the people (Forrest and Kearns, 2001). Hence, attention must be paid to urban renewal designs to prevent the disruption of public spaces which is an extension of individual lives within the community. Cities and communities breathe through these public spaces thereby enhancing community interaction as well as the growth of the city. These spaces might not be precisely defined or paved, but renewal designs should preserve and energise such spaces for the people. Government projects are often criticized for doing away with such spaces with new development. Figure 2-5 below is an example of a public space serving different communal purposes.

Figure 2-5: Importance of public places in urban renewal.



Source: UN-Habitat, 2012.

2.10.8 Encourage collaboration

URPs will thrive better with co-production of knowledge and solutions towards improving the lives of the urban poor. It is essential that project solutions are the product of participation and collaboration of the community with urban practitioners, government and other stakeholders (ULI, 2014). Minimal demolition should be encouraged considering the response from community, environment, resource effectiveness and participatory sensitivity (Hämer, 2007). Success will not be measured by a great design or an imported concept alone without the end-users' input. Irrespective of who funds URPs, input from the community will make the intervention purpose oriented towards the people.

According to Urbecon (2015), most URPs by the government have the aim of achieving economic and public interest without regular characteristics peculiar to the communities. By encouraging participation, this incorporates local peculiarities and inputs, taking cognisance of the environment, landscapes, weather and socio-economic factors regarding the people. This also improves inclusive and participatory approach in URPs.

2.11 Sustainable development and sustainable urban renewal

Sustainability as a broad concept stems initially from the field of environmental or ecological sustainability but it has since being extended to other fields such as sustainable development, energy, agriculture and human settlement. Chiu, (2014). Hodges (1997) noted that sustainability primarily aims at maintaining and improving a balance between the people and their environment. Said *et al.* (2010:290) described sustainability as the "continuous process of maintaining a dynamic balance between the needs and demands of people for equity, prosperity and quality of life whilst maintaining healthy ecologies". With regards to the environment, Chiu (2014:65) defined sustainability as the "long-term capability of the Earth to accommodate ever expanding human needs and wants, given their toll on the natural ecology".

Similarly, the concept of sustainable development has remained an ideal concept used in the built environment especially in government, urban field and among academics to describe a normative idea of sustainability and development with future considerations (Redcliff, 2005). Lélé (1991) argued that for most people, sustainable development is understood to mean growth that is sustained and sustained change or developments that are successful. Some people associate it with ecological or environmental balance in its yields, usage and replenishment (*ibid*.). Globally, sustainable development is associated with global dynamics and measure of certain issues such as inequality, poverty, economy, housing, environment and climate (Kumari, 2007). Even though sustainable development means different things in different sectors and feilds, it remains a vital concept for planning and goal settings as demonstrated at the "2012 United Nations Conference on Sustainable Development (UNCSD) held in Rio de Janeiro" (Vogtmann and Maier, 2013;65). The UNCSD was a follow up to the 1992 United Nations Conference on Environment and Development (*ibid*.). Significant outcomes of the UNCSD are the Sustainable Development Goals (SDGs) developed as a universal agenda targeted towards 2030 for all countries as against the MDGs which addresses the concerns of global north more than the global south (Parnell, 2015). With the SDGs, many developments will still be measured by these goals and the concept of sustainable development will also last for many decades.

Sustainable development was initially coined in the 1980s in order to bring public awareness to ecological and environmental destruction and social concerns of human deprivation, poverty and urban dilapidation plaguing the world (Dempsey *et al*., 2011). Brundtland (1987) defined sustainable development as forms of development embarked on by humanity which caters for the needs of people who are still living as well as the needs of those yet to be born and maintaining the same living standards. The Brundtland Report titled "Our Common Future" in section 3(27) raised the issue of poverty as a major hindrance towards meeting human's basic need comprising of food, clothing and shelter (*ibid*.). Other issues raised in

achieving sustainable development are equity for all, balance human consumption of ecological resources to support and sustain humanity on the planet. Sustainable development is limitless in approach but must aim at achieving equilibrium of present and future need without compromise (Padisson, 2001). Holden *et al.*, (2014; 2017) argued that sustainable development as defined in the Brundtland Report was based on following moral goals: meeting the basic needs of human, achieving equity socially (present and future generations) and respecting environment resource limit in order to sustain humanity.

In creating a link between urban renewal and sustainable development, Zheng *et al.* (2014) argue that the components of urban renewal such as housing, infrastructure and land (in terms of land use) have implications for sustainable development because both processes share common components. Li *et al.* (2017:1460) described sustainable development as "the idea of merging sustainability concepts to secure long-term economic, environmental and social well-being within urban renewal development". Thus, a synergy should be created where the benefits of one are used to advance the other. The broad concept of sustainability and sustainable development as shown in Figure 2-6 speak to the balance and equilibrium in the economy, environment and social community. Pérez *et al.* (2018:440) noted that sustainable urban renewal is needed in addressing increasing urban population and densification with the integration of "economic, environmental and social aspect" of sustainability.

FigureFigure 2-6: Components of sustainability and sustainable development.



Source: Author's own (2017).

Each of these components overlaps with each other in maintaining an urban community that engenders the SDGs with particular reference to SDG#11. According to von Hoffman (2008), Zheng (2017) and Zheng *et al.* (2017), urban renewal have different objectives but not limited to: addressing slum challenges, solving the problem of urban decay and deterioration, enhance the city's image, improve the urban economy, revitalise social networks, promote environmental quality and realise socioeconomic goals in a community. All these objectives cannot be separated from the aims and components of sustainable development. Hence, if urban renewal is sustained in communities, the aim of sustainable development is also achieved. An effective renewal framework will address the urban challenges affecting cities and communities arising from urbanisation. Li *et al.* (2017) and Pérez *et al.* (2018) however argued that achieving sustainable urban renewal is a complex task based on previous experiences and it cannot be achieved through a non-participatory means. Sustainable urban renewal requires the coproduction and collaborative process taking account of slum dwellers, state officials, property owners, project sponsors and urban planners (ibid.). By coproduction, viable solution to urban challenges can be achieved by all stakeholders in the built environment. Based on the enormous nature slum growth in China and population explosion, Li *et al.* (2017) advocated for a multifaceted vital approach which is achieved across board and also integrated into the urban space involving all sectors, stakeholders and all spheres of government, especially at the grass root level

2.11.1 Sustainable housing

The role of housing is critical to human lives, being judged as one of the fundamental needs of humanity. Despite indicators used by United Nations Development Programme (UNDP) to measure human development across countries such as, health, income and education, housing provision is intrinsically a measure of well-being in the life of a nation (Human Development Index, 2017; Srinivasan, 1994). Housing is connected to every aspect of human lives ranging from health, livelihood, education, security and sometimes used to define social inclusions and exclusions (Edward and Turrent, 2002). Relating housing to sustainability, the main aim of housing development is to address the housing need of the people and the standard of living within their environment. According to UN-Habitat, 2012, housing relates to all dimensions of sustainability in terms of the environment (where it is situated, climate and resilience), economic (issues of affordability, economics of scale and the economy) and socio-cultural (people's way of life as it affects poverty, inequality and social relations in the society). Thus, housing is a critical component of sustainable development.

However, meeting housing needs go beyond the physical building but it encompasses the external living condition, source of energy, access to basic infrastructure such as water and sanitation, climate and access to public institutions such as healthcare and schools (Chiu, 2014; Said *et al.*, 2010; Sullivan and Ward, 2012; UN-Habitat and Office of the United Nations High Commissioner for Human Rights).

Applying Brundtland Report's definition based on "Our Common Future", "sustainable housing" development will be defined as a housing development catering for the present generations as well as making adequate housing provision that will cater for the unborn generation without compromising living standards for future generations in meeting their needs (Brundtland, 1987; Priemus, 2005:6). Likewise, sustainable housing will refer to housing development that adequately accommodates everyone living in Lagos with adequate provisions made for future generations without compromising the standard of living. Sustainable housing equally refers to the concept of energy and resource efficient buildings through design, positioning, choice of building elements and components relating the concept of green building (Abidin, 2012). However, this research will focus on the broad paradigm of sustainable housing and sustaining housing provision in the context of Lagos state with a focus on the urban poor.

Housing development globally is responsible for about 70% of land use and this warrants government making housing provision a priority and the centre of urban agenda if sustainability is going to be achieved (Curie, 1980; UN-Habitat, 2016). Apart from houses providing protection from the environment, the nature of the house, its surroundings and the available infrastructure is largely connected to the quality of life, well-being and how well people live within their environment (Winston *et al.*, 2008). Housing development plays a major role in sustainable development because of the enormous space taken up in the built environment (Chiu, 2004; Tosics, 2004). A larger portion of the urban development is made up of houses, as such; sustainability in the (built) environment is largely affected by the nature of houses and living condition (Barton *et al.*, 1995). Hence, people living in slums without basic services which will considerably affect their well-being are at the peril of the built environment and it does not promote sustainability.

There is a growing concern in developing countries to achieve sustainability in human settlements which is not limited to formal housing alone but especially in slums and informal settlements in line with the urban population growth (Sullivan and Ward, 2012). These concerns span across sustainable building materials and techniques for low-income earners, housing rehabilitation, sanitation, water and wastewater. Choguill (2007) argued that lack of policies in all facets of housing is mainly responsible for housing crisis despite all the interventions through the normative and global agendas. He advocated for three

objectives in achieving sustaining housing. Firstly, the need to allow for household improvement or self-build housing in line with John Turner (1967); secondly, the empowerment of the marginalised poor people in the society; and lastly, giving self-worth and sense of belonging to the lower cadre of the urban populace (Choguill, 2007). The Brundtland report and Choguill (2007) have identified poverty as a significant hindrance towards achieving sustainable housing. Apart from increased population of urban poor, governments of many developing countries are grappling with the housing production and supporting infrastructure because of limited resources and other inadequacies. Hence, poverty reduction will equally reduce slum growth and availability of housing finance with subsidies will improve sustainability in housing.

2.12 Conclusion

This chapter reviewed literature on slums, global agendas on housing and human settlements as well as urban renewal. Theories, critical concerns and principles that affect urban renewal projects were examined with principles employed in carrying out URPs. The last section engaged sustainability in relation to housing.

The next chapter explores the contextual housing situation in Lagos from the historical background to the present day looking at different dispensations of housing provision/policy in Nigeria. The chapter will examine the constitution of Nigeria in relation to the National Housing Policy (NHP) and how it affects Lagos state. Also, the laws, policies and institutions directly involved in housing will be examined.

Chapter Three: Evolution of Housing in Lagos and Nigeria at Large

3.1 Introduction

The housing situation in Lagos state predates the 1960 independence through various administrations from the military to civilian to the present democracy being practised in Nigeria. Lagos state, as the former capital of Nigeria, has continually experienced housing deficit and inadequate infrastructure to support the citizens. The British Colonialist chose Lagos in 1914 as the capital city of Nigeria, which grew into metropolis by 1960 with over a million people from Lagos Island (Nwafor, 1986). This chapter gives a historical background to housing situation with the various approaches embarked on by the government in order to address the housing situation. The city of Lagos is peculiar because of its land size, being a coastal city and the inability of development to spread horizontally to deal with housing deficit and slum proliferation.

3.2 Historical Background

The problem of housing in Nigeria, as well as government interventions in housing production, dates back to pre-independence during the colonial period up until now, and it has continued to grow in dimensions. The government has been involved in housing delivery since pre-independence period, but the housing demand has always outweighed the supply. As noted above, the Colonial government adopted Lagos as the capital city of Nigeria and this adoption has contributed to the increase in socio-cultural diversity, population and commercial activities, which characterise metropolitan areas. Public housing dates back to the 18th century and the city of Lagos was noted for its trade (and slave trade) due to its nature being adjoined by the Atlantic Ocean with many water bodies (*ibid*.). So, the population grew rapidly and the need for housing increased over the years.

The various periods are explained below from the colonial era to independence, civilian administration, military administration and back to civilian administration. Government responses to housing delivery in Nigeria can be divided into six dispensations of housing. They are: The Colonial / Pre-Independence Dispensation, the First Dispensation, the Second Dispensation, the Third Dispensation, the Fourth Dispensation, the Post Fourth Dispensation, and the present Democratic dispensation (Olayiwola et. al., 2005; Olotuah and Bobadoye, 2009; FGN, 1991; FGN, 2012; Ibem *et al*., 2011; Jiboye, 2011b). These dispensations are highlighted below with a brief overview.

3.2.1 The Colonial / Pre-Independence Dispensation (1914-1960)

This first set of public housing intervention and provision in Nigeria started during the colonial or pre-independence dispensation period. The colonial leaders provided living quarters for themselves, expatriates and citizens that worked directly for them or those involved in essential services such as the

police and railway services (Jiboye, 2011b). This period also births the concept of Government Residential Areas (GRAs) where such living areas are secluded and reserved for the expatriates and senior officers with very comfortable apartments, well serviced with ample open space for leisure and gardens. The concept of GRAs is still being used today for housing citizens within the high-income bracket (*ibid*; FGN, 2012).

The "Lagos Executive Development Board (LEDB)" was established in 1928 in order to monitor and plan development in the capital city of Lagos (FGN, 2012:10). The establishment of LEDB was precipitated by the 1920 bubonic plaque that affected the city and the need to address public housing as the city began to experience growth (*ibid*.). The LEDB signalled some housing estates at Surulere, Apapa, Ikoyi, and Ilupeju. Before Independence in 1960, some notable events occurred; slums were cleared in areas with deterioration; new estates were built for workers. Housing corporations were also created along with other institutions to deal with housing and urban growth.

3.2.2 The First National Development Plan (1962-1968)

Nigeria gained independence in 1960, and this changed the face of planning and development from the colonial era. The new government officials and politicians took over the GRAs as government areas which were and are still an ideal and exclusive living area for the high-income bracket that is adequately planned with ample space for houses, play areas and landscaping (Olayiwola *et al*., 2005). As part of the effort to improve the economic growth and human development, the government embarked on a "five-yearly development plan" in 1962 (Olotuah and Bobadoye, 2009; Jiboye, 2011b:179). The government during that period planned to deliver 61 000 units of houses for all cadres of citizens, yet they were only able to deliver 500 units in Lagos which represents about 0.8% of what was proposed (*ibid*.). The failure to meet this target affected housing delivery in Lagos and other parts of the Country.

3.2.3 The Second National Development Plan (1970-1974)

The administration during this period accepted housing provision as part of the government's political and social responsibility owing to the increasing backlog with rural-urban migration (Olayiwola *et al*., 2005). There were some interventions such as the social housing for rental purposes; houses built for senior staff in government and loan availability for private housing construction (*ibid.)*. This period also featured the establishment of Federal Housing Authority (FHA) saddled with the responsibility of coordinating and constructing 59 000 low-cost housing units across the nation but they were only able to achieve about 12% of what was proposed (*ibid;* Ibem *et al*, 2011). Gradually housing deficit across the country kept increasing with the failure of the government to meet the target based on the current population.

3.2.4 The Third National Development Plan (1975-1980)

This period received a boost in the housing sector with the establishment of Federal Ministry of Housing, Urban Development and Environment and Federal Mortgage Bank of Nigeria (Ibem et al., 2011:426). The federal government made additional funds available to support housing production. Also, the then military government "promulgated the Land Use Decree of No. 6 of 1978" which bestows all land within a state to be held in trust to the state governor, and he can issue a certificate of occupancy for the people (*ibid;* FGN, 2012:13). Before the Act, lands were held and owned customarily and traditional by families and communities. Many practitioners in the built environment have advocated for a review of this decree which is an Act and backed by the constitution because vesting all land to the governor has equally hampered housing provision (Farvacque and McAuslan, 1992). Some of the housing agencies that benefitted from the housing schemes under this plan are the Nigeria Army, the Nigerian Police Force and the Nigerian Police authority. Out of the planned 202 000 units, the government only built 28 000 units which represent 13.9% (Ibem *et al*., 2011). According to Olotuah and Bobadoye (2009:55), the housing deficit as at 1975 was put at 867 000 and constructing only 28 000 units of houses was far below what was needed to meet the deficit.

3.2.5 The Fourth National Development Plan (1980-1985)

This period had more funds injected into the housing sector by the Federal Government, specifically 1.9 billion Naira to construct 160 000 units to ease housing affordability for low-income earners across the federation (Jiboye, 2011b). However, less than 50 000 units were constructed, and the majority of the low-income earners could not afford some of the houses. The setback that affected the delivery during this period was attributed to the following: implementation of the same design for the entire nation, political choice of building site for the state and issue of partisan politics in allocation (FGN, 2012). These setbacks necessitated the need for a national policy to address each of the issues raised above as well as the formation of laws and legislation to guide access to adequate and affordable housing for all citizens. Eventually, the first NHP was launched in 1991.

3.2.6 Post Fourth National Development Plan (1986-1999)

Public housing production was suspended in 1986 with the Military Coup where all programmes and schemes were terminated (Olayiwola *et al*., 2005). Before the establishment of the 1991 NHP, citizens built their own houses incrementally based on their income and what they could afford. The model of building incrementally from buying land and constructing a room or two gradually as more funds are available is still being practiced today. The 1991 NHP policy produced a comprehensive document to ensure all citizens have access to decent accommodation by the year 2000 to mark the Millennium in line with the United Nations and deal with the 8 million backlogs (*ibid.*). The military took a detour in 1994

by embarking on National Housing Programme in order produce 121, 000 units for all income brackets (*Ibid*; Ibem *et al*., 2011). The funding for the project came from National Housing Fund which was established in 1992 to fund various housing projects for the Federal and State Governments. However, like other targets, only 5 500 were delivered which represents 4.5% of the planned 121, 000 units.

3.2.7 The Present Democratic Dispensation (1999-date)

Owing to the inability of the government to meet the millennium housing deadline, the newly elected democratic government came up with a new policy called "the New National and Urban Development Policy" in 2002 to renew access to decent and affordable housing drive (Ibem *et al.* , 2011, FGN, 2012). This new policy was meant to be driven through Public Private Partnership (PPP) having realised that government alone cannot address the deficit. There are many interventions, the establishment of policies and institutions to ease housing production across the federation as well as the launching of the 2012 NHP which is explained in the subsequent section.

3.3 The Constitution and the Housing Policy

Chapter II of the 1999 Constitution, Section 16(2) (d) stipulates that the "**Nigerian State shall have policies directed for her citizens towards ensuring suitable and adequate shelter"**. While the Constitution acknowledges the housing as a fundamental right and the right to housing for citizens, the absolute effect to this right is vested in policies relating to housing. The closest provision of housing in the Constitution is the different "Rent Control and Recovery of Residential Premises Law and Ethics" as promulgated by different states in Nigeria (Chegwe, 2014). The Constitution is vague when it comes to housing and this may partly explain the extent of housing challenges in Nigeria. Nigeria as a country is a party to international treaties and conventions that ratified the right to adequate housing for its citizens. These international declarations to which Nigeria is a signatory are: the 1948 Universal Declaration of Human Right (UDHR); the 1976 Vancouver Declaration on Human Settlement; and the 1986 Declaration of the United Nations General Assembly on the Right to Development. "General Comment 4 under article 25 (UDHR) of the International Covenant on Economic, Social and Cultural Rights identified 7 elements to be considered in the right to adequate housing" (*General Comment No. 4: The Right to Adequate Housing (Art. 11 (1) of the Covenant)*, pg 2, paragraph 7). These elements are "Legal security of tenure; Availability of services, materials, facilities and infrastructure; Affordability; Habitability; Accessibility; Located close to opportunities; and Cultural adequacy" (*ibid.*). The housing policy as well alludes to the fact that housing or shelter does not exist in isolation but that there are certain aspects of housing that needs to be consideredin relation to housing.

As captured by the 2012 Nigerian Housing Policy, housing is the provision of protected, practical, affordable and identifiable shelter in an appropriate setting inside an area, maintained continually to prevent deterioration (FGN, 2012:2). In addition to this, the Housing Policy points to the need for security of tenure, the provision of basic amenities and closeness to basic services as necessary components of adequate housing (*ibid*.:3). It is a known fact and widely acknowledged that housing is a fundamental need apart from food and clothing as well as a requirement for human survival regardless of the quality of shelter. Hence, housing plays a significant role in the life of a country such as providing shelter for its citizens as well as protection from weather and all forms of external attacks. The inadequacy of housing provision has a negative impact on the socio-economic well-being of a nation. Nigeria operates the three tiers of governance comprising of the Federal, State and Local governments with the highest power residing with the Federal, followed by the state and lastly, the local government. In Nigeria, the function of housing provision cuts across "the tiers of government (Federal, State and Local), private sector, voluntary organisations and individuals" (Federal Government of Nigeria (FGN):2012:78)

Despite the essential role of housing in the lives of the citizens and the nation, the emphasis in housing policies, constitutional acknowledgement, the global call for human settlements and various international treaties and agreement, the housing crisis seems to be an unending one globally, especially, for most developing countries. The problem of housing and supportive infrastructure in Nigeria has continued to increase quantitatively and qualitatively to support the growing population (Onibokun, 1985). The 2012 NHP indicated that as at 2011, the housing sector had a deficit of 17 million nationwide with the need to annually supplement 2 million houses every year to address the deficit (FGN, 2012:68). This has considerably increased since then, despite the absence of census and lack of verifiable statistics but most researchers have estimated the housing deficit is around 17/18 million units (Umar *et al.*, 2014; FinMark Trust, 2016). The Centre for Affordable Housing Finance in Africa (CAHF) considers the housing deficit in Nigeria to be the highest in Africa (*ibid*.). This deficit refers to the number of citizens who lack adequate living conditions in their shelters. This is in addition to those living in informal settlements and slums in despair without hope. The substantial housing problems, of both quality and quantity, relates to where the market is demand driven. As emphasised under the housing dispensations, housing demands were never met by any of the Administrations. As such, there is a readily available and insatiable demand for housing. This explains the increase in slums and informal settlements across the nation; increased rental cost; and the inability for citizens to own houses (Ademiluyi, 2010).

3.4 Appraisal of the Nigerian Housing Policy

The Federal government deliberated upon the need for housing policy in order to address housing challenges through a Committee instituted in April 1985, but the outcome of the Committee's deliberation only materialised six years after being instituted (FGN, 2012). The first National Housing Policy came into effect in February 1991 when the Administration took a decisive approach in addition to the measures used previously to address the increasing issues relating to housing provision especially to the less privileged citizens (*ibid.*). The main aim of the 1991 policy document was to achieve home ownership or access to affordable housing by all Nigerians by the year 2000 to mark the millennium (*ibid*.). However, the slogan "**housing for all by the year 2000**" never achieved its purpose. Instead, the backlog or housing deficit kept increasing by the year.

In September 2011, the administration reviewed the 1991 National Housing Policy based on the inadequacies observed and this led to a Draft National Housing Policy with a National Vision of 20:2020 since the previous target was not achieved in the year 2000 (FGN, 2012). Some of the lapses observed are population growth; rapid urbanisation; land-related issues; failed mandate; issues of housing finance and the need for legal and regulatory framework (Olayiwola et. al., 2005; *ibid.*). Others are need for private partnership in housing provision; innovative technology and use of alternative building materials; strengthening of institutions involved in housing; and establishment of a working mortgage system. This policy review produced the 2012 Nigerian Housing Policy, which is still in effect, envisioned to drive housing production through the private sector with mass housing strategy backed with robust mortgage finance (*ibid*.). The 2012 Nigerian Housing Policy 20:2020 housing implementation plan states that (FGN, 2012:38):

> *"…..10 million new houses to the national housing stock should be added by building an average of 1 million new homes every year; and ensure that at least 50 percent of the new homes are built in the urban centres and the remaining in the rural areas; and provide incentives to encourage Public Private Partnership (PPP) in mass housing development" deterioration*.

Like the 1991 housing policy, the purpose of the 2012 housing policy is to guarantee all citizens have access either through ownership or rentals to a safe and decent shelter with sanitation, support infrastructure and secured tenure within a healthy environment. The housing policy dealt with the review of past policies and programs and their thrusts, objectives and strategies (FGN, 2012). An aspect of the policy review entails land, finance, maintenance and construction (*ibid.*). Other areas of interest included social housing, housing statistics, information systems, institutional frameworks (*ibid.*). Lastly, areas of policy implementation, monitoring, evaluation and assessment were dealt with in the housing (*ibid*.).

The policy addresses the need for active participation, collaboration and involvement in housing delivery between all the arms of the State (Local, State and Federal Government) and other stakeholders such as individuals and the private sector. It also emphasises the importance of development and establishment of central data system on housing-related matters to aid decision making and policy formation. The land administration system needs to be perfected in order to increase land ownership, housing delivery and home ownership based on many issues court cases relating land ownership. Housing finance needs provide multiple choices for prospective homeowners, and the private sector needs to assist housing production. This policy shift concerns all federal government and all the states of the federation.

The 2012 National Housing Policy is now being reviewed because it was criticised as having little or no effect considering the population of the country and deficit pegged at 17 million without any verifiable evidence. It appears that the policy has focused more on the supply side of housing rather than what constitutes the demand and other related issues such as urban poverty, inequality, infrastructure, site and service schemes and sustaining available stock. The government's plan under the social housing section in the NHP to provide housing to the low-income bracket and those without any form of income using subsidy mechanism can best be described as an unfunded mandate falling on the state. Despite the recognition to address special housing needs for the low-income bracket and those without the means to rent or buy a house, there is no program or strategy to address such needs. Also, the vulnerable groups such as the elderly, the homeless people, women and single mothers are not adequately catered for in the policy. Hence, this explains why there is an increase in informal settlements and slum housing across the state. Section 8.4 of the NHP made provision for urban renewal, regeneration, redevelopment and upgrading of urban slum without any legal or procedural framework to achieve these interventions (FGN, 2012:69). There is no synergy between the National Housing Policy and the Constitution except for the devolution of housing access from the Constitution to the policy that will be formulated in relation to housing. The lack of housing policy or its inadequacy had worsened the housing situation especially in developing countries (United Nations-Habitat, 2017b).

The need for strong housing policy and an enabling environment to foster housing availability and affordability has been reiterated by the United Nations (*ibid*.). Choguill (2007) argued for the need for well-formulated housing policies comprising of the following: community involvement and participation; access for everyone to quality building materials and standards; housing finance; and addressing land-related problems (*ibid*.). In this regard, the policy is failing to address the housing situation with minimal participation; everyone does not have access to quality building materials and standards; land is still a

major issue; and largely, the issue of affordability remains for people with no income or low-income bracket. Different states of the Federation have come up with their plans, laws and strategies to address housing based on their peculiarities in addition to the efforts of the Federal Government. This report argues that the policy does not provide access to housing for the urban poor and it does not protect the citizens from eviction even though housing is internationally and regionally considered as a fundamental right to all and not to just the privileged. With particular reference to the South African's Bill of Rights, section 26(3) of the Constitution protects every citizen from any arbitrary eviction except a competent court rules in favour of the eviction. Hence, there are cases of displacement and evictions in Lagos without any consideration for alternative housing or concerns about disruption of livelihoods.

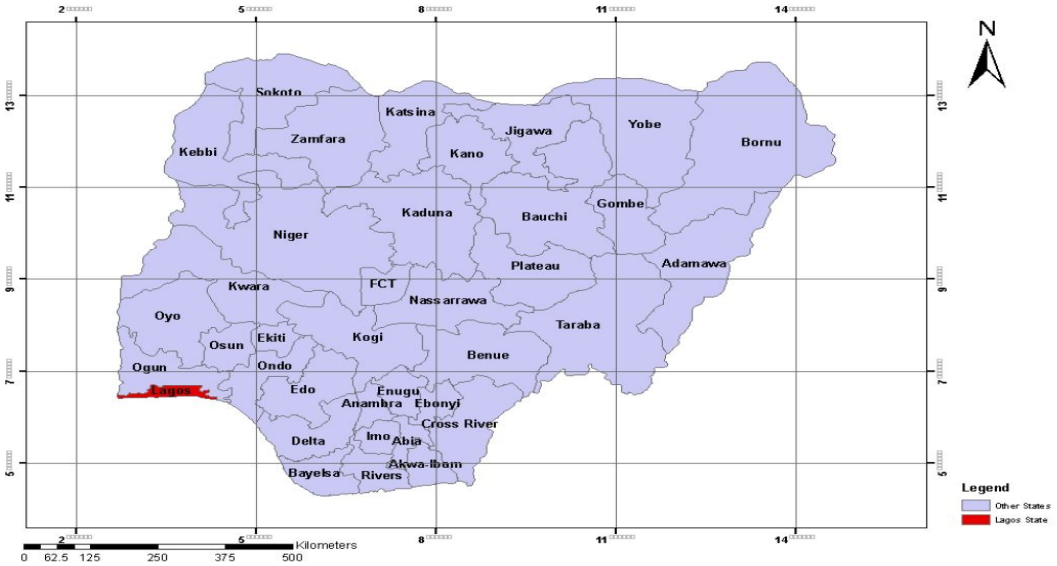
3.5 Lagos State facts necessitating sustainable housing and urban renewal

The state population was 9 113 605 based on the 2006 census, and it is estimated to be approximately 22 million by the government of Lagos State, with an area of 3577 km^2 or 358, 864 ha. This research was carried out in Lagos State, Nigeria as shown in Figure 1-1 and table 1-1. The city of Lagos is growing rapidly and urbanising at a rate of 6-8% per annum with a population density of about 6, 000 persons / km^2 (Gbalahon, 2017). Despite being the most populated state out of the 36 states of the Federal Republic of Nigeria, the state only represents 0.4% regarding land mass compared to the entire country (see Figure 3.1). Lagos State is in the south-west geopolitical zone of Nigeria, bounded by the Benin Republic on the western part, Ogun State on the northern and the eastern part, and the Atlantic Ocean on the southern part. The state has 20 Local Government Areas and 37 Local Council Development Areas to ease the governing of the state regarding administration, services and security (see Figure 3-3). By virtue of the population, land mass, gateway to West African Countries and being the former capital of Nigeria, this has serious implications and consequences regarding housing provision, supporting infrastructure, transportation and security.

The relocation of the capital from Lagos to Federal Capital Territory, Abuja was expected to reduce to reduce the population and sustain the urban growth. However, being a former capital city only catalysed growth in limbs and bounds. And it is worthy of mention that most institutions and banks still have their head offices in Lagos coupled with the economic and financial activities in the city of Lagos. The megacity is also referred to as a coastal city or maritime environment because of the many creeks, waterways, rivers and lagoons with 180km coastline and low lying along the coastline below the sea level (Gbalahon, 2017). Figure 3.2 shows the map of Lagos State bothered by the Atlantic Ocean at the South with the Lagos Lagoon running right across the state. All these stated facts make housing delivery a challenge in the city of Lagos and therefore necessitate sustainable housing and urban renewal. There is first, the issue of increased population and then, the challenge of land for housing. Secondly, the demand

for housing is enormous and the market cannot meet the demand. Hence, about 75 percent of the population live in substandard housing ((MEPB, 2013). In order to sustain housing, efforts of urban renewal of the substandard housing can complement efforts made in building new housing in contemporary Lagos.

Figure 3-1: Map of Nigeria showing Lagos state.



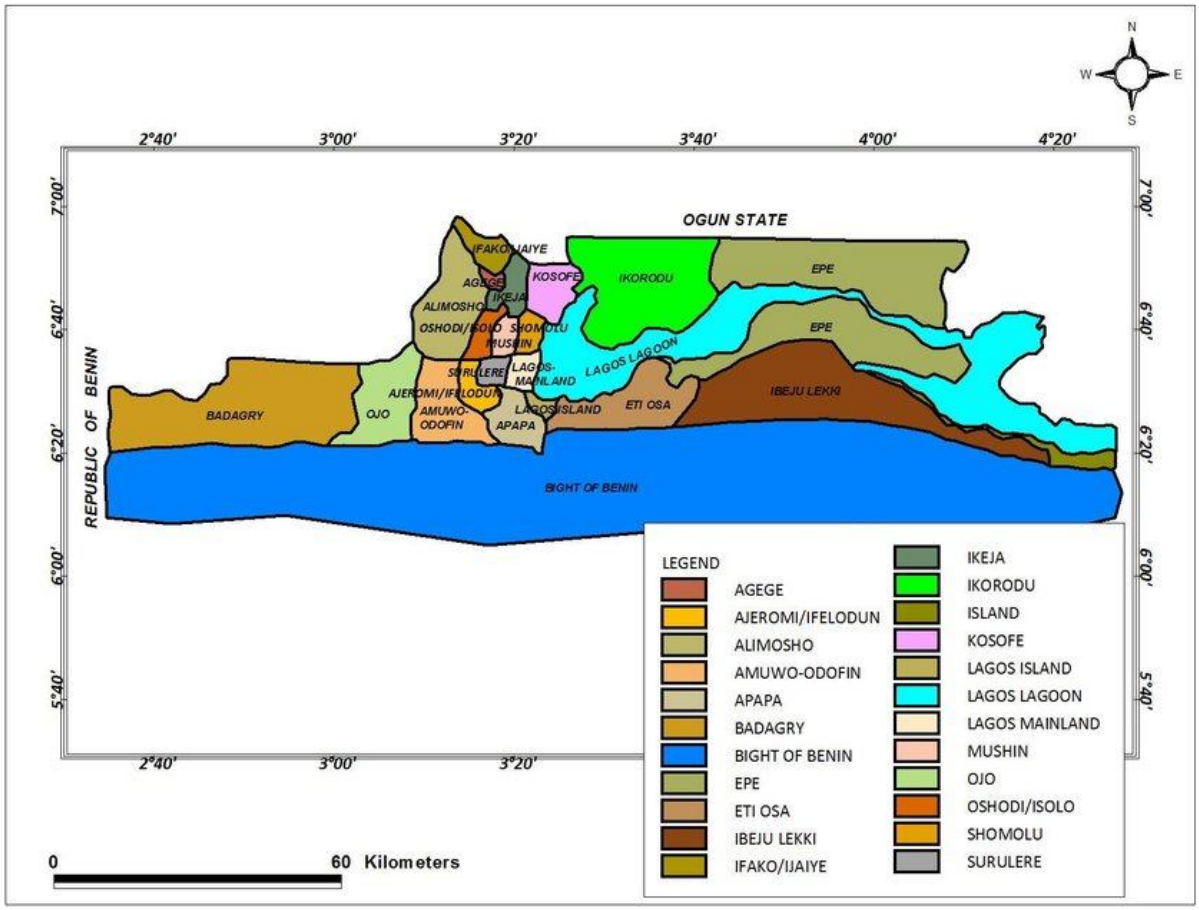
Source: Adapted from Oduwaye and Lawanson 2008.

Figure 3-2: Lagos State Map



Source: Google Maps, 2017.

Figure 3-3: Map showing all local government areas in Lagos state.



Source: Lagos State Ministry of Physical Planning Library, 2017.

3.6 Lagos State and the Housing Policy

Lagos State as an entity does not have a working housing policy but as the Constitution allows states to come up with policies towards the access and provision of housing for the citizens. In line with the provisions of the National Housing Policy giving allowance to states to formulate its programmes and housing policies, there are a number of instruments, laws, legislation and policies developed and the establishment of ministries, parastatals and agency to guide and guard housing provision within the state. Also, section 5(2) of the Lagos State Urban and Regional Development Law 2010 (LSURPD Law, 2010) states that:

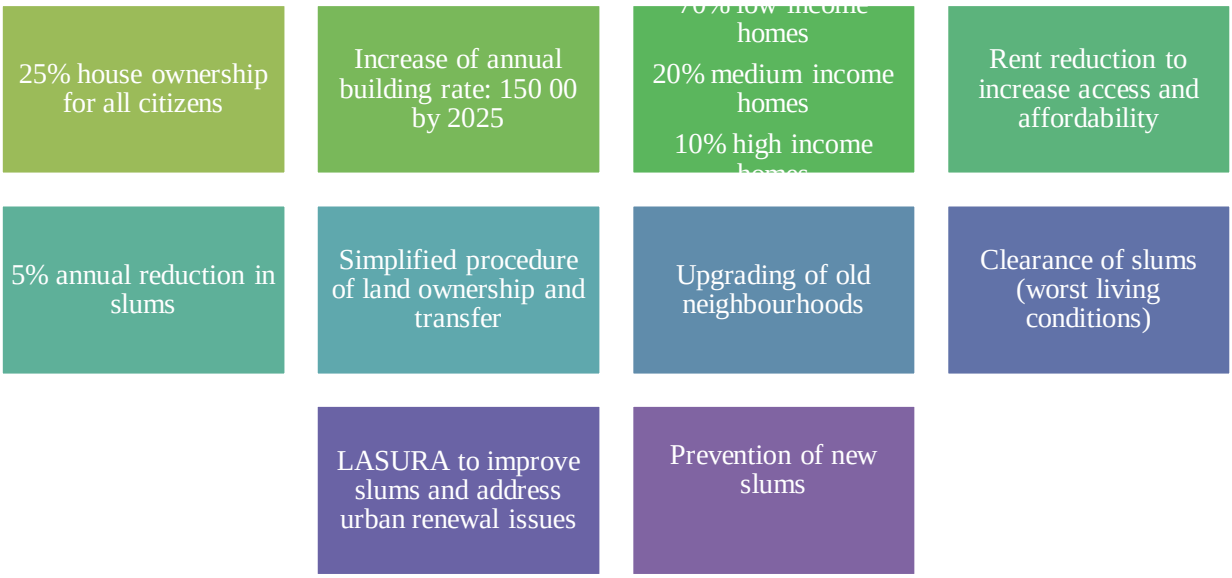
> *"for the purpose of preparing Development Plans in the State, the Ministry or relevant Agency shall from time to time invite relevant stakeholders including Ministries, Agencies, NGOs,*

Professional Bodies and Individuals for the purpose of considering any matter relating to physical planning and urban development" (LSURPD Law, 2010:9).

Programmes and laws relating to housing are examined below.

3.7 Lagos State Development Plan (LSDP) 2012-2025

The LSDP is a policy document developed by the Ministry of Economic Planning and Budget that gives strategic direction to achieve the vision of Lagos state regarding the economic development, infrastructure, social services and protection and sustainable human settlements (MEPB, 2013). Section 7.7 of the LSDP gives direction to housing provision and strategies to combat the deficit as well as address issues relating to slums and urban renewal (ibid.). The objectives of the LSDP in relation to housing and human settlements are to ensure citizens have access to decent housing wherever they choose to live; development of new, quality and sustainable houses; easy access to land ownership and transference; and optimum utilisation of land within the state (*ibid.*). The LSDP 2012-2025 aims to achieve the following policy target by 2025:



Source: Adapted from MEPB, 2013.

According to the LSDP 2012-2025, the policy target will be achieved through multiple housing approaches where the state will consider affordable housing and social housing needs of the people as well as the appraisal of land as a significant factor in housing delivery. Further consideration will be given to housing standards and innovation in building materials and standards.

3.8 Laws Guiding Housing and Urban Renewal in Lagos

The LSDP took effect in 2013 as the framework for housing production and addressing slum proliferation within the state gradually towards 2025. One primary constraint in housing provision is the issue of affordable housing for the citizens of the state and by affordability for all is highly crucial when the low-income bracket is considered and those without sources of income. As part of the plan to achieve this development plan, specific laws were invoked while other new laws are promulgated to give effect to achieving the target. Some of the existing laws were the Lagos State Tenancy Law, 2011 (LSTL), the Lagos State Urban and Regional Planning and Development Laws, 2010 (LSURPD 2010), and the Lagos State Mortgage and Property Law, 2010 (LSMPL). The laws are meant to give a legal framework to guide and guard every stakeholder in the delivery process as well as the involvement of the end-users or buyers of the houses produced either by the government (social housing) or private sector or through partnership. Some of the laws are examined below.

3.8.1 The Lagos State Tenancy Law, 2011

The LSTL 2011 came into effect on 26 August 2011 because of unwholesome practices between landlords and tenants in the city of Lagos as well as to give effect to rental housing provisions for the state (LSTL, 2011). The law was promulgated to control the rights, obligations and the relationship between the landlords and tenants as it affects rent, rent revision, service management, professional fees, litigation and the recovery of premises. One major feature of the law is the regulation on how rent is payable by the tenants as in contrast to landlords demanding rent for longer durations for monthly and yearly tenants. For instance, many landlords demand for rent in arrears exceeding six months and for some, exceeding a year. Many tenants have had to move out of their premises because of the manner the landlords increased rent intermittently. This has also led many residents moving to informal settlements or concealing their homelessness by putting up relatives or friends because they cannot afford the exorbitant rent. While this does not directly affects slums, the inability of the residents to afford monthly or yearly rent has led to increase in slum population. The LSTL has improved the relationship between tenants and their landlords since its enactment. Although, Teaford (2000) notes that in cases where URPs are carried out by private developers in redeveloping slums into high-rise building, the rent tends to go up. Because the government has no control over rent being charged by the house owner, tenants who cannot afford to service their rent will eventually leave the house.

3.8.2 The Lagos State Urban and Regional Planning and Development Law, 2010

The aim of the LSURPD Law, 2010 is to have laws that will guide all urban development, building control, physical planning, urban regeneration and all related physical developments within Lagos State (LSURPD, 2010). Housing and physical development form a significant part of urban development

irrespective of the land use. Hence this law governs the administration of all forms of developments from the design stage through approval, construction and maintenance. The LSURPD Law has seven parts and 103 sections addressing all aspects of physical development, regulatory framework and issues that may result from these developments. In administering this law, individual institutions are empowered such as the "Lagos State Physical Planning Permit Authority, the Lagos State Building Control Agency and the Lagos State Urban Renewal Agency" (LASURA) to achieve this law and state policies (*ibid.*:6). The various parts and sections of the LSURPD Law address administration of physical planning, urban development, building control, planning permit authority, building control agency, urban renewal, rehabilitation and upgrading of areas declared to be improved, as well as enforcement, acquisition of land and compensation and appeals.

Particularly, Part 5 of the LSURPD Law provides for urban renewal in Lagos State. There is also an agency established under the Law to see to the process of urban renewal within the city, called LASURA. The Law empowers the State, working through the Urban Renewal Agency to prepare a development plans which is to be implemented in areas of the State earmarked as improvement areas. The designation of a slum or community as 'improvement areas' is at the discretion of LASURA, if the agency has ascertained the need for some form of renewal and it can be carried out as provided in the law. There are criteria used in determining areas requiring improvement such as, accessibility, sanitation, access to basic infrastructure and drainage. Moreover, the primary purpose of urban renewal as provided for in the Law allows for rehabilitation, renovation and upgrading and providing social amenities and public infrastructure in areas where these are lacking (Sections 51, 52 and 53 of the LSURPD Law, 2010). Please see Appendix G for the full part 5 section of the LSURPD Law.

In fulfilling its urban renewal objectives, the State Government worked in conjunction with the World Bank to upgrade about a hundred previously identified slums (MEPB, 2013:46). The LSURPD Law empowers LASURA to demolish any building that has fallen below the general standard and with a high degree of deterioration thereby constituting danger to the dwellers and it cannot be rehabilitated (Sections 56 of the LSURPD Law, 2010). Part of the processes also involves a redevelopment scheme where the government comes up with alternative development plans for areas that have been reduced to slums because of overpopulation and the breakdown of infrastructure.

3.8.3 Lagos State Mortgage and Property Law, 2010

The LSMPL came into effect in 2010 and was amended in 2015 after the annulment of the Conveyance Act, 1881 to control mortgage activities in Lagos state (Hoeizei, 2016). The LSMPL is one of the laws

re-enacted to give effect to the housing finance section of the National Housing Policy to improve housing affordability through mortgage schemes. The LSMPL gave rise to the Lagos State Mortgage Board and the Lagos State Home Ownership Scheme (Lagos HOMS) in 2012 (*ibid*.). The Lagos HOMS aided home ownership for those under the paid employment especially the civil servants and those who are self-employed.

Another primary scheme under the Lagos state government is the "**Rent to Own**" which can be said to be another intervention to ease home ownership (Gbolahan, 2017). Many of the homes developed under the Lagos HOMS are equally being administered alongside with the 'Rent to Own' scheme. Under the rent to own scheme, citizens, after prequalification, pay 5% cost of the selected housing typology while the rest is paid over the period of 10 years. This scheme of home ownership is an intervention of the present Administration to address housing situation with full infrastructure which is a complement to URPs to address living conditions of the people.

3.9 Lagos State Institutions Responsible for Housing Delivery and Urban Renewal

Several establishments are directly involved in housing production saddled with different responsibilities due to the peculiarity of the state and housing challenges. Some are directly involved with housing production while others support the process as shown in Table 3.1 below. For the purpose of this research, the researcher will emphasize on the Lagos State Development and Property Corporation (LSDPC), the Lagos State Ministry of Housing (MOH) and LASURA.

Table 3-1: Institutions responsible for housing and urban renewal in Lagos.

S/no	Name of institution	Roles	Directive	Target
1	Lagos State Ministry of Housing-1999	Development of houses and management, policies, facilitation and implementation	Direct	Low/medium/high income brackets
2	Lagos State Development and Property Corporation - 1972	Housing development for commercial purpose	Direct	High-income brackets
3	New Towns Development Authority-1981	Sites and service schemes Development	Direct	Middle/High-income brackets
4	Lagos Building Investment Company	Development of houses with mortgage	Direct	Middle/High income brackets
5	Lagos State Urban Renewal Agency	Urban/ Slum renewal and regeneration	Direct	Low income brackets
6	Lagos State Building Control Agency-1991	Enforcement of building's safety and performance	Supportive	All cadres
7	Lagos State Physical Planning Permit Authority	Building approval and permits in line with land use	Supportive	All cadres
8	Lagos State Ministry of Physical Planning and Urban Development	Urban and Policy development	Supportive	All cadres
9	Lagos State Land Bureau	Land administration and survey	Supportive	All groups

Source: Adapted from Hoeizei, 2016.

3.9.1 Lagos State Development and Property Corporation

The LSDPC was set up in 1972 by LSDPC Edict No. 1 of 1972 when three existing agencies were joined together (LSDPC: 2017; Hoeizei, 2016). The LSDPC is now being governed by the laws of Lagos State 2003 Cap L19 as amended by the LSDPC (Amendment) Law 2006. The agencies that existed before are: "the Lagos Executive Development Board), Ikeja Area Planning Authority and Epe Town Planning Authority "(*ibid*: 36). At the inception of LSDPC, the corporation was involved in massive building of low-cost housing estates across the state; afterwards, they shifted focus from low-cost/ affordable buildings to commercial building for rental purposes or full ownership in order to make more profit. Despite being publicly owned, the LSDPC functions as property and real estate company driven by profit. The LSDPC as a corporation has championed well over 22,000 units of houses across Lagos state (LSDPC: 2017). Part of its function includes; the acquisition, development, management, sale, leasing or letting of any property across the State; the provision of basic infrastructure to support housing production until the government takes over the provision of such infrastructure such as roads, drains and sewers.

Lastly, it also has the responsibility of establishing home-ownership saving plans or schemes for any of the housing product.

3.9.2 Lagos State Ministry of Housing

In Lagos State, the provision of housing now primarily falls under the MOH which was created in 1999 at the inception of the democratic era because of the need to decisively address the housing-related issues (MOH, 2017). Before the creation of the MOH, it functioned under the previous "Lands and Housing Department" (*ibid*.). The Ministry is entrusted with the duty of delivering sufficient, affordable, and qualitative housing for residents. Housing and its availability continue to be a major problem for successive governments in Lagos State. From the military era, up till the democratic era, the government has been unable to make up for the housing deficiency.

In a bid to address this challenge, the immediate past government came up with a plan to attain housing for all applying a ratio of 10:20:70 for the high, middle and low-income earners respectively (MEPB, 2012-2025: 146). According to Lagos Development Policy 2012-2025, about 75% of its citizens live in slums and informal settlements (MEPB, 2013). The increase in the number of slums within the state can also be attributed to the prohibitive cost of decent housing and the unavailability of formal housing and infrastructure. To achieve the plan of building houses for all income groups, there is a planned partnership with private investors, both foreign and domestic (*ibid*: 147). The MOH has championed some of the initiatives mentioned above such as the Lagos HOMS and the 'Rent to Own' schemes with ongoing housing development with the private sector across the State.

The MOH by the constitution of Lagos State is saddled with various ministerial responsibilities; some of these include formulation, review and implementation of Lagos state housing policies, provision of quality housing and infrastructure, supervision of maintenance, intervention in real estate transaction matters, and promotion of PPP in the housing sector. Other responsibilities are the promotion of skills development, facilitation of job creation and economic empowerment and the coordination of agencies involved in housing.

3.9.3 Lagos State Urban Renewal Agency

The Lagos State Urban Renewal Board was established through Edict No. 7 of 1991; it was renamed in 2005 as LASURA, restructured in 2010 and 2014. The Agency "has the duty of implementing government policies on urban renewal and of upgrading slums within the State" (LASURA, 2016). Its objectives include "facilitating improved living conditions, the upgrade of infrastructure in slum areas and the provision of decent housing for slum dwellers" (*ibid.).* The last restructuring happened when the

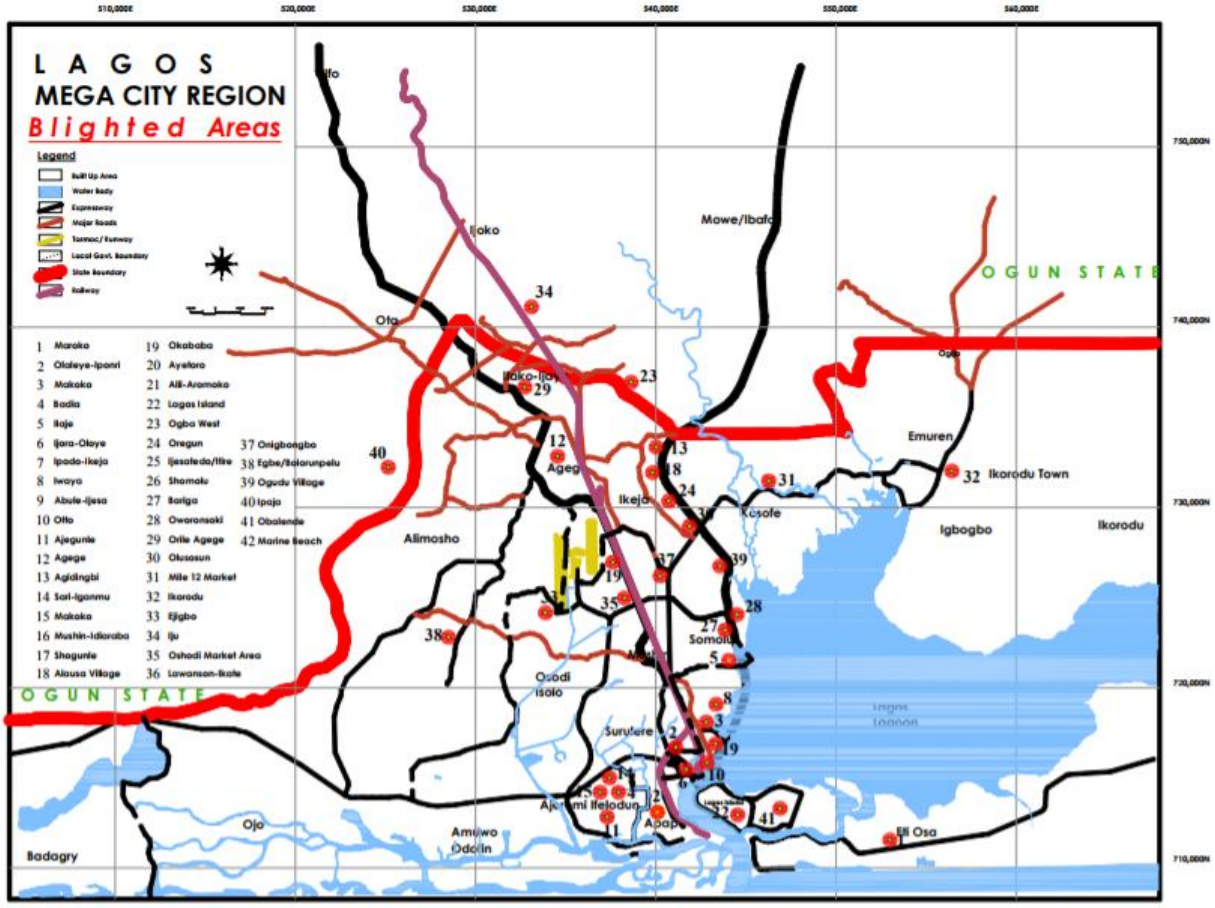
World Bank assisted project, Lagos Metropolitan Development and Governance Project (LMDGP) ended in 2014 with LASURA taking over (*ibid.).*

According to the mandate of LASURA, there are the statutory functions of LASURA. As an agency, they oversee the implementation of all State Government's policies and programmes on Urban renewal. Along with this they identify the study areas for renewal, draw up schemes, procedures and programmes, they also direct and monitor the resettlement schemes. They also focus on sourcing and preparing funds for resettlement and upgrading programmes. They facilitate Public-Private Partnerships (PPP) to ease funding of renewal project and programmes, review laws, continually identify and map slum communities that need assistance, create avenues for participation in the formulation of policy guidelines and strategies for curbing the growth and spread of slums (LASURA, 2016). Please see Appendix G for laws governing the agency.

3.10 Slums and Urban Renewal Interventions in Lagos State

The need to curtail slum proliferation in Lagos and the restructuring of LASURA was largely influenced by an intensive study carried out by SNC Lavalin in conjunction with UNDP funded by World Bank in 1983 (LASURA, 2016; Agbola and Agunbiade, 2009). The study revealed 42 blighted areas in Metropolitan Lagos and since then, there has been significant growth in slums and informal settlements. The areas initially identified are shown in Figure 3-4 below. Section 10.6 of the LSDP 2012-2025 identifies and recognises that there are well over 2,600 communities and 100 slums with new slums developing and the state plans to clear slums identified with worse living conditions with older neighbourhoods earmarked for upgrading (MEPB, 2013). The study carried out only took cognisance of blighted areas in the metropolitan areas excluding others. The SNC Lavelin Report revealed that certain areas of Lagos state were found to have a higher degree of deterioration, these areas are: Ajekunle, Amukoko, Badia, Ilaje, Ijora-Oleye, Ogudu, Okobaba and Sari-Iganmu (Agbola and Agunbiade, 2009).

Figure 3-4: Map showing Blighted areas/slums in Lagos.



Source: SNC-Lavalin Report, 1995.

There are a few urban renewal interventions in Lagos State with ongoing URPs, these include the Agege Slum Community Upgrading; the Amukoko Renewal Project; Bariga Renewal Project; the Badia Renewal Project; the Iponri-Olaleye Renewal Project; the Isale-Gangan Renewal Project Regeneration Project; the Lagos Island Renewal Project; and the Makoko Renewal Project (Gbolahan, 2017; Hoeizei, 2016).

3.10.1 The Lagos Metropolitan Development and Governance Project

The World Bank financed the Lagos Metropolitan Development and Governance Project (LMDGP), and it was carried out in 2007 for Lagos State. The LMDGP aimed to upgrade nine slums out of the 42 slums from the SNC-Lavelin Report with basic urban services and infrastructure to support existing top structures (World Bank, 2015). The slums that benefited from the LMDGP are Agege, Amukoko, Ajegunle, Bariga, Badia, Ilaje, Itire-Ijeshatedo, Iwaya and Makoko. The project interventions are road construction, potable water supply, drainage services, electricity, health care and institutional support. At

the expiration of the projects which lasted for about seven years, LASURA took over the previous function of LMDGP.

3.11 Conclusion

This chapter looked at housing public housing evolved in Nigeria from the pre-colonial period to the present democracy in Nigeria. A review of the National housing policy and policies developed by Lagos State in line with the constitution of Nigeria was carried out. The chapter highlighted the laws, plans and institutions responsible for housing provision and urban renewals in Lagos state. The functions of the institutions directly involved in implementing the state policy are also highlighted showing the role and responsibility of government in address the growth of slums in Lagos State. The chapter is concluded with urban renewal interventions carried out.

Despite these interventions in housing production and renewing of slums with policies and institutions, there is no form of subsidy provided to ease house ownership or rentals. Hence, the urban poor who are marginalised and vulnerable will be left with no choice but choose to live in slums or informal settlement.

Chapter Four: Urban Renewal Investigation in Lagos State

4.1 Introduction

This chapter analyses the research method adopted in investigating how urban renewal interplays with sustainable housing in Lagos state, inquiring into the role of government in renewing slums and housing provision. Due to exploratory nature of the research, the researcher adopted a qualitative research method. For this approach, the researcher explored the relationship between housing provision and slum proliferation. This chapter outlines the motive behind qualitative research drawing into the methodology using semi-structured interviews administered to both government and non-government participants carefully selected to make their different views and opinions known in the investigation. Ethical considerations and limitations of the research are also stated.

4.2 Research motivation

This research idea was initially conceived during the researcher's previous postgraduate study in 2012 in Lagos with increased housing challenges in the city which was manifested with slums and informal settlements growth. The government of Lagos state has adopted different approaches to dealing with issues of slums and urban housing issues such as upgrading, displacement and evictions. Since then, the researcher has been following the series of events and responses from government and non-government association, having worked briefly in another state (Ogun State) and was involved directly in housing provision. The fieldwork for this research took place in Lagos in August 2017. Even though my background is not the research focus, it is vital to state how my background has influenced the research. It suffices to say that slums and informal settlements in the context of Lagos state are dealt with in the same manner depending on the nature of interventions required to improve the living standard of the people.

4.3 Research method

The word research literarily means to investigate what is known. Over the years, there are many definitions of research that have evolved by researchers from different fields of study. Some of the definitions of research include: "an investigation to establish facts or principles or to collect information on a subject" (Collins English Dictionary, 2017); another definition of research is: "a process that people undertake in order to find out things in a systematic way, thereby increasing their knowledge" (Saunders *et al*., 2003:3). It is also seen as "an organised, systematic, data-based, critical, objective, scientific inquiry or investigation into a specific problem or issue with the purpose of finding solutions to it or clarifying it" (Cavana *et al*., 2001:5).

In all these definitions, undertaking research involves a planned and systematic process which follows scientific procedure. It is a quest to solve a problem or find a solution or at best, a new knowledge

regarding the issue is added to the existing body of knowledge. It equally implies that a research follows processes in its investigation guided by the researcher based on the perception of the subject, assumptions and philosophy, this is termed research method. According to McMillan and Schumacher (2011), research design entails the entire process of research from the conception of the topic or identification of a problem to review of related literature, approach, data collection, data analysis and findings towards concluding. Schwardt (2007) sees research methodology as the systematic philosophy of how research investigation is carried out and developed to the end. Research method, therefore, defines how the researcher conducts the study, review literature, collects data, analyse data, define findings and proffer answers to the research questions as conceived from the beginning of the research. Research studies are guided all through by the researcher setting a limit and scope as well as limitations to reach the end goal or to achieve the set objectives. This research explores urban renewal interventions of slums in Lagos state and its combined effect in achieving sustainable housing.

4.4 Research approaches

According to Creswell (2003), there are three distinct ways in which research can be approached, and it depends on the type of the research. These are quantitative, qualitative and a mixed method whereby quantitative and qualitative methods are combined. Quantitative and qualitative research methods or approaches are synonymous with deductive and inductive way of conducting research respectively (Saunders *et al.*, 2007). The deductive approach implies that the researcher tests an established theory based on the data collected and analysed. The deductive approach implies that the researcher after data collection and analysis, then he develops a theory. The Inductive approach which is being employed in this research is characterised by the following: qualitative data is collected; insights is gained through individual experiences in relations to life events; quantity is not a yardstick in data collection, but experiences captured; and lastly, the research does not aim to generalise findings (*ibid*.). Apart from these two approaches, research can also be conducted combining the deductive and inductive into an adductive approach which is termed the mixed method.

In response to the objective of the study, this research document will be explorative. The study adopted the qualitative design approach. Stevens (2006) likened explorative qualitative research to a detective work where the researcher searches for ways and ideas to solve the research questions with open-ended questions. The researcher's insatiable curiosity about the research topic and questions allow for thorough qualitative means to guide the research aim and questions towards a conclusion. Qualitative research allows a selection of different approaches that facilitate the identification of intangible factors which may

not be apparent to everyone (Mack *et al*., 2005). Qualitative research permits one to assemble different data across fields, analyse them and draw conclusions.

4.5 Qualitative research

Qualitative research deals less with numbers but more of quality and in-depth investigation into an enquiry. According to Einstein (undated), "…not everything that can be counted counts and not everything that counts can be counted…". Similarly, in qualitative research, all experiences relating to social life issues may not be documented but each experience matters and is significant towards answering the research question. Creswell (2003) describes the qualitative approach design as one in which the researcher constructs reality based on knowledge thereby developing theory. According to Mark *et al*., (2005), qualitative research is a system of enquiry that tries to find answers to the research question(s) by following a system of enquiry and procedure to answer the research question. Qualitative research also includes the collection of qualitative data for analysis, processing of results and findings that are appropriate beyond the limits of the study.

According to Marshall and Rossman (1998) and Creswell (2003), qualitative research has certain characteristics which differentiate it from other types of research methods. Qualitative research is conducted in natural settings of the participants or contextual places where the event under investigation occurred to enable the researcher to get more details about the research. Again, qualitative research is conducted using various methods that are humanistic and interactive that is; it is mostly dependent on human relations and participation. Also, qualitative research emerges as the research progresses without the findings being predetermined by the researcher. The flexible nature of the research affords it the ability to evolve and be refined by the researcher with further insight to the study. Qualitative research is essentially interpretive where the researcher analyses the data collected and comes out with an interpretation based on the perception of the research problem.

The researcher in a qualitative research plays a significant role in his ability to engage participants using "complex reasoning that is multi-faceted, iterative and simultaneous" in the system of enquiry (Creswell, 2003:182). The use of qualitative approach for an exploratory research has the benefit of inducing a meaningful and socially striking response from the respondent which is rich and illuminating to the researcher (Mark *et al*., 2005). Also, through interviews, the researcher has the flexibility of following the respondent's response with another question to gain clarity and in-depth knowledge to the topic of enquiry.

Apart from the interviews, a case study of one of the LASURA interventions was examined in the quest for urban renewal and housing in Lagos State. In this study, the case study was undertaken to complement the interviews. During the interviews, the researcher was observant of the mannerisms of the respondents and any show of emotions. Kawulich (2005:2) defines observations during as "the systematic description of events, behaviours, and artefacts in the social setting chosen for study" which helps to decipher unspoken expression or words by participants.

4.6 Research participants

This research employed the use of semi-structured interviews through purposeful sampling from the government and non-government practitioners involved in urban renewal and sustainable housing development in Lagos State. In qualitative research, the quality of data collected in order to come up with an informed opinion and this necessitates the need to choose respondents carefully and purposefully. Purposeful sampling is important so that the chosen participants can contribute valuable and credible data towards the research. Mark *et al*. (2005) defined purposeful sampling as a strategy of selecting who is best among participants to address the research question. Ellsberg and Heise (2005) and Mark *et al*., (2005) identified several ways of sampling respondents among many choices based a research carried out. The several types of purposeful sampling include: intensity, deviant case, stratify purposeful, snowball or chain, maximum variation, convenience and criterion sampling (*ibid.*). This research optimised the snowball sampling of identifying key individuals who referred the researcher to other informants.

To achieve purposeful sampling, the researcher approached the head of the MOH and LASURA. From the commissioner of MOH and the General Manager (GM) of LASURA, the researcher was referred to relevant heads of departments within the establishments involved in the line of study. The research seeks to explore the workings of LASURA as an agency directly involved in urban renewal as well as MOH in housing provision. Hence, candidates in decision making and implementation of projects were taken as ideal candidates towards the research. During the fieldwork, the researcher was privileged to attend a meeting organised by LASURA, chaired by the GM. The meeting which acted as a focus group for this research had in attendance the staff of LASURA, representatives of Slum Dwellers International, slum dwellers in Lagos state, leading NGO involved in slum and informal settlements advocacy called JEI, representatives of Lagos State Water Corporation and the researcher. This experience afforded the researcher in being involved in direct dealings with the government and people living in slums. Based on the nature of the meeting held at LASURA, the head of JEI and the advocacy coordinator for SDI Federation of Nigeria were interviewed at a later date.

JEI is an NGO that is non-profit organisation based in Lagos and Rivers state of Nigeria that supports a coalition of slums and informal settlements in Nigeria called Federation (JEI, 2017). JEI supports the federations in several ways such as empowering the urban poor and the marginalised people living in these slum communities, in-situ upgrading to improve living conditions, access to justice in cases of litigation and encouragement of community participation. JEI is in partnership and involved in collaborative works with a few international associations such as Cities Alliance (Cities without Slums); Heinrich Böll Foundation; and Shacks/ Slum Dwellers International.

Other urban practitioners were identified based on previous works, experience and acquaintance in Lagos. The researcher was assisted by one of the urban academic practitioner based in Lagos in identifying the head of Housing Studies, University of Lagos.

The researcher conducted all interviews in person to ensure that the research is carried out as conceived, to maintain eye contact with the respondents as the interviews progresses, to know when things said cannot be quoted or said confidentially and to be able to assure respondents that their participation remains anonymous. Data collected through the interviews relied so much on communication following the process of asking open-ended questions and listening to the responses. Please see Appendix E for the list of all respondents.

4.7 Research instruments

According to Cook and Reichardt (1979) and Creswell (2003:18), qualitative research engages a system of investigation using "narrative, phenomenology, ethnography, grounded theory studies, or case studies" to construct reality or come up with a theory. Data collection from real life issues is done using open-ended questions to give the respondent the liberty to express themselves without restriction and preconceptions. For this research, semi-structured interviews were the main object used in collecting data based on approved open-ended questionnaires prepared before going to the field (please see Appendices C and D for the questionnaires). The use of interviews will ensure access to first-hand information based on the subjective view and perspective of the respondents. Seale *et al.*, (2004:16) defined interviews as a social encounter where the respondent participates in recounting a previous experience, feelings and opinions regarding a subject matter. Interviews are reflections and creative construction of reality equally by the interviewer and the interviewee based on experience with day to day events in shaping the future (*ibid.*). The onus lies on the researcher or interviewer to decipher from the interview experience what it is being passed to make meaning out of the research theme (Kvale, 1996). The semi-structured interview questions that cannot be answered with a yes or a no answer give room for further questions and

exposition based on the respondent's answers thereby enriching data collection towards an objection conclusion in constructing reality. Please see Appendix B for a copy of the questionnaires.

The pre-planned open-ended questions for this research was based on urban renewal as it affects the government in renewing slums and providing houses to prevent an increase in the number of slums and to ensure consistency with all the respondents in various categories. The researcher allowed the respondents to give responses to each question elaborating on giving useful information. However, some of the answers provided by the respondent necessitated for further questions to be asked for clarity and enlightenment. The pilot test was simulated like a real interview to be conducted which provided the researcher ahead regarding possible responses and gestures from respondents. The questions were improved once before going to the field. All interviews conducted were captured using a sound recorder after permission was sought from the respondents to enable the researcher to reflect on the interviews and retrieve any missing information during the interview process.

The approved open-ended questionnaires were tested before proceeding to the field for data collection to test the questions on ambiguity, the average time of the interview, wording, structuring and to measure if the respondent could carry on follow through with the interview from beginning to the end. The testing of the questions helped the researcher to gain confidence before going to the field. Also, there was an analysis of government legislation and policies on urban renewal and housing in Lagos with a case study of URP. The choice of the particular case study in study became necessary because all the respondents in LASURA made reference to it and the project was celebrated by the government. The case study is interesting because of the lesson learnt in its housing consolidation beyond the upgrading of the slum at Isale Gangan and the pooling of lands belonging to different families. Most urban renewal interventions involves the introduction of the missing or inadequate infrastructure but this particular case culminates in houses for all the families.

Data collected during the semi-structured complemented the case study examined which is a life project in Lagos Island. The focused meeting attended with different actors gave a holistic view of urban renewal framework in Lagos showing the relationship between government and the residents and other actors involved.

4.8 Ethical considerations

Ethics are moral principles aimed at safeguarding the respondent(s) while carrying out an investigation (Stewart, 2014). The researcher had a duty to uphold set of ethical standards in order to protect the

respondents, their interests, rights and information provided on trust (Creswell 2009:198). Hence, the information provided was held in confidence and identities are guarded. Miles and Huberman (1994) and Creswell (2003) highlighted specific consideration for researchers when conducting a qualitative research and analysing data. These considerations include the willingness to voluntary participation by the respondent and the right to withdraw his or participation without any form of obligation, receiving informed consent with full disclosure for all participants on the nature of research and their nature of involvement. The researcher's outcome should also be intellectually and physically accessible to everyone; the research should not create harm or risk to any of its participants. Issues of honesty and trust on the part of the researcher in presenting the research and the data needs to be considered, privacy, confidentiality and anonymity also need to be guaranteed.

The University of Witwatersrand pays attention to the issue of ethics for research studies that involve human participants in order to protect the respondent as well as the researcher during the research. A formal application was made for ethics clearance which is a prerequisite by the university before going for fieldwork, and the Faculty Committee granted the clearance before proceeding to Lagos. The ethics application has a few sections dealing but not limited to consents, respondent selection, anonymity, access to the final research report, storage of raw data and participant information sheet. All the sections were considered prior and during the research. Please see Appendix A for the ethics clearance certificate.

The qualitative research interview questions were framed in a way to avoid offence and provocation to the participants; this is in line with the ethical standards required for clearance before fieldwork, and to avoid any pressure the research questions can have on the respondent(s). The researcher ensured strict adherence to the ethical consideration and guidelines to protect all respondents and the researcher as well. Some of the ethical issues addressed by the research are highlighted below.

4.8.1 Informed consent

Efforts were made by the researcher to explain to all respondents the nature of the research, participation was voluntary, and the purpose of the research with the provision of a consent form stating if they agreed or not to being interviewed, their voices being recorded and their names being mentioned. All respondents are adults and educated, and they could decide if their participation was harmful or detrimental to their position and their views about housing and urban renewal in Lagos. It was only one respondent that declined permission to his name being used in the research report while the rest of the respondents were indifferent. All communications regarding the semi-structured interviews were done using English language, which is the official language in Nigeria; hence, there was no need for any form of

interpretation. The researcher conducted all interviews with all consent forms signed by the respondents. Please, see Appendix B for a sample of the consent form.

4.8.2 Anonymity

Part of the consideration given in the consent form is guaranteeing the anonymity of all respondents, and as stated above, it was only one respondent who wants to be anonymous in his response. The researcher conducted all interviews face to face with the consents of respondents to the audio recording. The names of the respondents are not mentioned, but codes are used to signify their offices and profession (see Appendix C). The researcher tried to conceal all identities with anonymity guaranteed, but the majority of the respondents were indifferent about their names being mentioned in the research report.

4.8.3 Voluntary participation

During the fieldwork, the researcher made it clear to all respondents that their participation in the research is voluntary and they should be comfortable at any point in withdrawing their participation. This was stated verbally and in the personal information sheet form, the consent forms were signed before the interviews were conducted. None of the respondents was forced to participate in this research. Also, it was stated that there would be no form of payment for their participation.

4.9 Research limitation and challenges

All researchers have at least one form of limitation as well as challenges encountered during the investigation which is not limited to time and resources. Firstly, time was a significant constraint in the conduct of the research because of the tight timeline required to complete the work and submit to the faculty. Also, all interviews were conducted by the researcher. The time situation was heightened by the nature of the researcher being a full-time student grappling with regular coursework, assignments and exams. The researcher's coursework ran concurrently with the research report, but the researcher was able to apportion time according to achieve efficiency and effectiveness in all. Due to the busy schedule of some of the respondents and the nature of their jobs, some interviews had to be rescheduled. This impacted on travel time, cost of travel and waiting period. All in all requires the researcher to work harder with time management to achieve the deadlines.

Secondly, the fieldwork was conducted in Lagos, Nigeria which entails international travel and domestic trips to be made to conduct the interviews and gather relevant information. Hence, the researcher had to bear the cost of flights to Lagos and back to Johannesburg as well as local travels in Lagos and living costs while the interviews were conducted. However, the bulk of funding for the masters' programme was covered by Wits-TUB scholarship.

Thirdly, in some of the government offices, some respondents shared offices with an open plan design where other colleagues stepped in and out during the interview session thereby causing some distractions and delays, but all interviews were concluded. Also, some of the respondents were sceptical initially, but with further introduction and explanation with research objectives, they became receptive. This might be connected to previous interviews granted to students of other institutions.

4.10 Conclusion

This chapter unpacked the research method and procedures upon which this research was undertaken. The research method and approach chosen to solve to answer the research questions fall under the method of explorative qualitative research using the semi-structured interview as the primary means of gathering data. Participants were selected purposefully with full consideration of ethical research standards before, during and after the fieldwork experience. Like every research document, it was not devoid of challenges and limitations, but the researcher was able to mitigate against all odds to carry on with the research following the research design. The next chapter will focus on the data collected and findings through the interviews to explore the role of government in urban renewal as it relates to housing provision in Lagos state.

Chapter Five: Research findings and analysis

5.1 Introduction

This chapter deals with the findings from fieldwork and the analysis of the data collected. The chapter presents the research findings and analysis providing answers to the main research question and sub-questions of the relationship between urban renewal of slums and housing in the context of Lagos state. Part of the answers regarding the regulatory framework and institutions are provided in chapter three while others are provided in this chapter. The emergence of slums in Lagos was looked at with the urban growth pattern from 1900 to present day Lagos. The challenges that led to slums and housing deficits are explored with measures taken by LASURA and MOH to address these issues. The chapter also looked at deficiencies in policies affecting slums and housing provision. This chapter is concluded with a case study of an urban renewal intervention by LASURA that also produced additional housing units with full infrastructure.

5.2 Respondents' information

This section of the research gives a brief introduction to each of the respondents so that their contribution can be aligned based on their background. To guarantee the anonymity of respondents, the exact positions are concealed but the background below best describes their positions and offices. Table 5-1 below shows the respondents' information.

Table 5-1: Respondents' information.

S/No.	Respondents	Position
1	Respondent A1	Senior management staff at Lagos State Urban Renewal Agency
2	Respondent A2	Town planning officer at Lagos State Urban Renewal Agency
3	Respondent A3	Town planning officer at Lagos State Urban Renewal Agency
4	Respondent B1	Senior management staff at Ministry of Housing
5	Respondent B2	Senior management staff at Ministry of Housing
6	Respondent B3	Senior Engineering staff at Ministry of Housing
7	Respondent B4	Senior officer in charge of land use management at Ministry of Housing
8	Respondent B5	Head of Ministry of Housing
9	Respondent C1	Urban planner, academic and researcher at University of Lagos
10	Respondent C2	Real estate surveyor, academic and researcher at University of Lagos
11	Respondent DI	Senior management staff at JEI
12	Respondent D2	Mid-cadre staff at JEI

5.3 Contextual slum situation in Lagos

In proffering solutions to the challenges of slums, a significant challenge observed in Lagos like the case of many developing cities is the inability of city officials to precisely provide the number of slums or slum communities. In the focused meeting attended at LASURA, the JEI and representatives of SDI demonstrated better understanding of the living conditions in slums because they have profiled over 84 slum communities in Lagos. Apart from the 42 identified areas by SNC Lavelin Report, literatures and documents identifying over 100 slums in Lagos in the 80's (SNC-Lavalin, 1995; Respondents A1, A3, C1), Gandy (2006:372) described Lagos as "the sprawling city … which encompass a vast expanse of mostly low-rise developments including as many as 200 different slums ranging in size from clusters of shacks underneath highways to entire districts" (see Figure 5-1 showing growth pattern as far back as 1900). The inability to know the quantity or nature of challenges associated with slums can largely affect the interventions and equally making it difficult to measure progress or retrogression. Part of the envisaged limitations at the start of this research is the lack of adequate data or census regarding population statistics.

One phenomenon observed from respondents relating slums to urban renewal in the context of Lagos state is the fusion between slums and informal settlements. One significant difference between the two terminologies is the absence of tenure security in informal settlements, and one significant similarity between slums and informal settlements is in the absence or inadequate infrastructure. According to respondent C1:

> *"…we have both slums and squatter settlements. Slums are those that have decayed or decaying infrastructure, but the people who live there have some form of title. So, they have relatively secure tenure whereas squatter settlements, the difference is with regards to their titles. They have this same physical manifestation but there is the absence of legal tenure"*.

Lagos has undergone systemic breakdown in the provision of basic infrastructure from the inception of the state. Respondent C2 argued that "as far as Lagos is concerned when you look at most places regarding the absence of these facilities, you will find out that there is slum prevalence". Respondent B1 of MOH described the former Ijora Badia as a 'Super Slum' and

> *"(a settlement built) on suspended planks (whereby defecation and cooking could be interchangeably carried out within the same space). The government had to relocate the residents, demolish the entire area and restabilize the land by a process called 'floatation'"*

The demolition and eviction of Ijora Badia occurred in 2013 and 2015 with a new development under construction by the MOH. The livelihood of former residents were disrupted with contentions up till now on the issue of compensation and legality of the eviction based on the tenure security of the former residents (Lawanson, 2018). Despite the account of Respondent C2, what was describe as demolition was a case of eviction for many reasons which includes high level of deterioration of the community. However, this is one of the ills of urban renewal used by the government and the capitalist in taking over slums that are ran-down and given to private developers (Gotham, 2001b; Uzun, 2003; Larsen and Hansen, 2008; Hyra, 2012).

According to World Cities Report 2006/7, the UN-Habitat defined slums using five indicators namely: durable shelter; adequate living space; access to safe water and other amenities, access to sufficient sanitation and waste disposal; and security of tenure from any arbitrary eviction (UN-Habitat, 2007). If the city of Lagos is measured using these indicators concerning public provided infrastructure such as access to water, sanitation, and waste management, a substantial part of the state will be described as a slum with different degrees of deprivation.

In addition to UN-Habitat indicators, LASURA applies another standard in identifying slums, such as areas with bad living conditions, minimal accessibility to urban centres, without electricity and other infrastructural facilities such as hospitals, schools and other institutions. Similarly, slums are identified where haphazard development is observed, areas that have no proper approved building plans, where there are houses without any accessibility and when there are inadequate or overstretched infrastructural facilities (Respondent A2). However, while Lagos uses the UN-Habitat indicators to define slums, there is a need for LASURA to localise slum indicators and categorise slums based on various levels of deprivations and the peculiarities relating to land ownership rights and people living in coastal communities. This is because the absence of basic services such as roads and other infrastructure in Nigeria is not peculiar to slums or informal settlements alone.

5.4 Slum emergence in Lagos

The entire city of Lagos has grown from the small island called Lagos Island in the 1800s as shown in the Figures 5-1, 5-2 and 5-3 below. Figure 5-1 shows the map of Lagos Island in 1885 while Figures 5-3 shows the current map of Lagos Island in 2017. The case study of Isale Gangan Towers and Gardens examined in this study in section 5.11 is located in the heart of Lagos Island. As shown in Figure 5-1, the growth pattern of Lagos started around activity centre of Lagos Island which grew towards Ikoyi (in which the colonialists and government officials resided), towards Iddo (centre of trade back then in the late 50's, the railway station's headquarter was located in Iddo; transport oriented development centre for

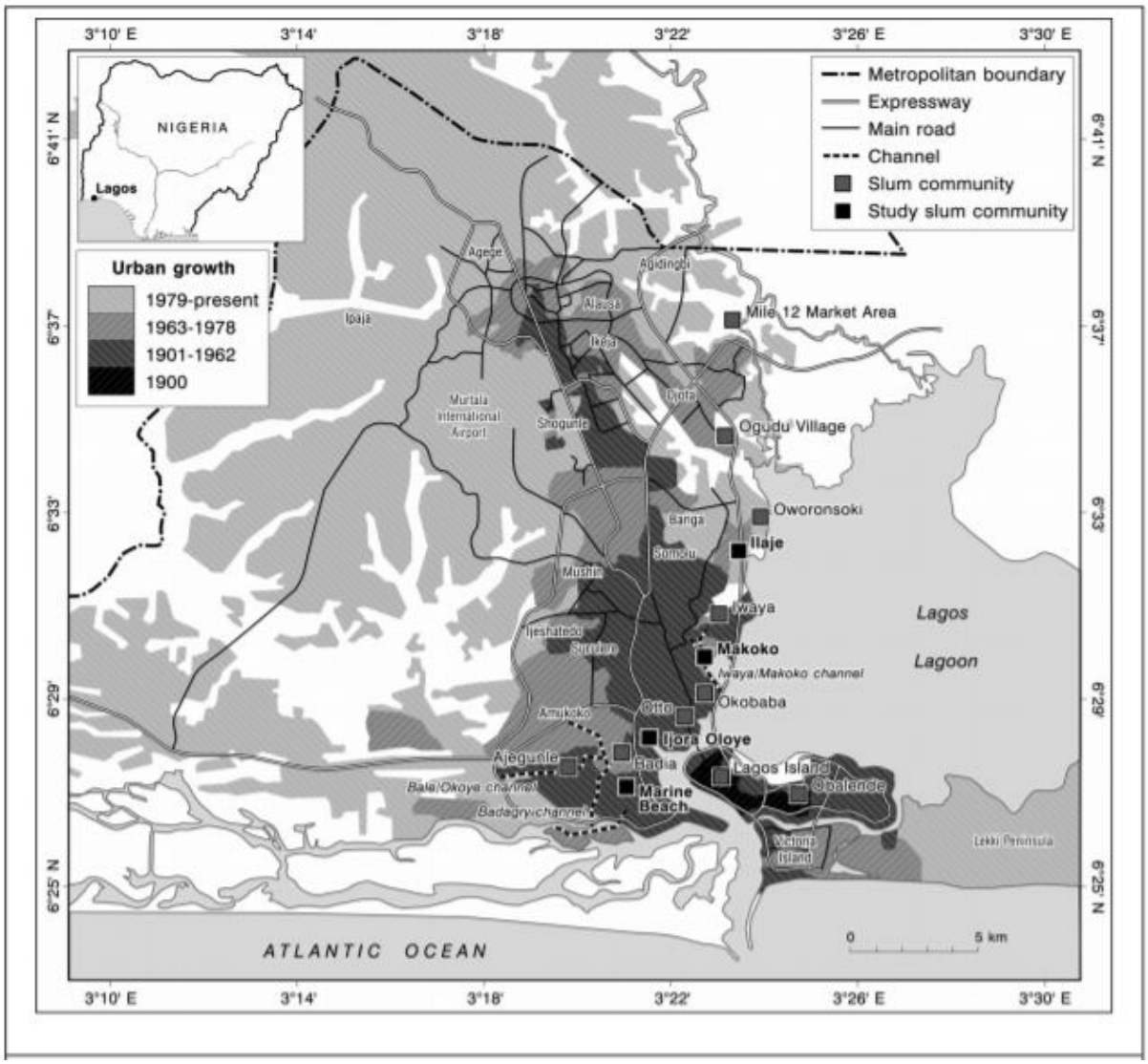
people and goods) and along metropolitan Lagos over time. Metropolitan Lagos captures all local government areas in Lagos except for Badagry, Epe, Ibeju-Lekki and Ikorodu (see Figure 3-3 and 5-4). The city of Lagos developed in line with the Crystaller's central place theory around activity centres and peripheral around 1900 up till today (Böventer, 1969). This growth pattern has spread all along the coastlines as well as the neighbouring state, Ogun State.

According to Respondents A2 and A3, the first master plan for Lagos state was prepared in 1980 with a development guide which was meant to lapse in 2000 with particular slums identified in line with the growth pattern. However, the plan and proposals in the development guides were not implemented which further encouraged the growth of slums and haphazard development across the state. The non-implementation of the development guides was attributed to several military incursions with little or no regard for urban development and planning. "We had neglects of urban planning processes; plans were not followed; we had indiscriminate development; and people took laws into their hands with the infringement of the shorelines and peri-urban areas" (Respondents A3) until the advent of democracy in 1999. From the respondents from LASURA, it could be inferred that, Lagos has continued to attract people from all works of life with inadequate housing to meet the demand and this explains the increase in slums. However, the non-adherence and no enforcement of the 1980 Lagos master plan exacerbated state planning and developments which increased slum communities and populations.

The city of Lagos is unique in Nigeria regarding its location, proximity to various activities, and natural endowment with water bodies which aided local and international trade. Lagos houses the domestic airport, international airport and an international seaport, government institutions and it is a gateway to West African countries. From inception and colonial days, Lagos has been attracting people for trade and business. The declaration of Lagos as the capital of the protectorate of Nigeria in 1914 gave rise to activities and activity centres. According to Respondent A2, "many activities were concentrated in Lagos from all spheres of lives wanting to have a taste of experience of working in Lagos". This led to an influx of many people from other parts of the country into the state. Majority of the migrants were unskilled, semi-skilled or skilled labourers. As the population grew, the cost of living in Lagos became very high, and majority of these new migrants preferred to stay in places outside government-approved areas because of cost. Rental houses close to activity centres are more expensive in comparison to houses far off. Thus, most of the slums sprang from the peripherals of Lagos and along the coast as shown in Figures 5-1. Also, in order to service GRA in Apapa, Apapa and Tincan Island Wharfs, the labourers lived close to these activity centres in shelters without adequate infrastructure which led to the establishment of several slums in these areas (Respondent A2). According to Respondent A2, "If you

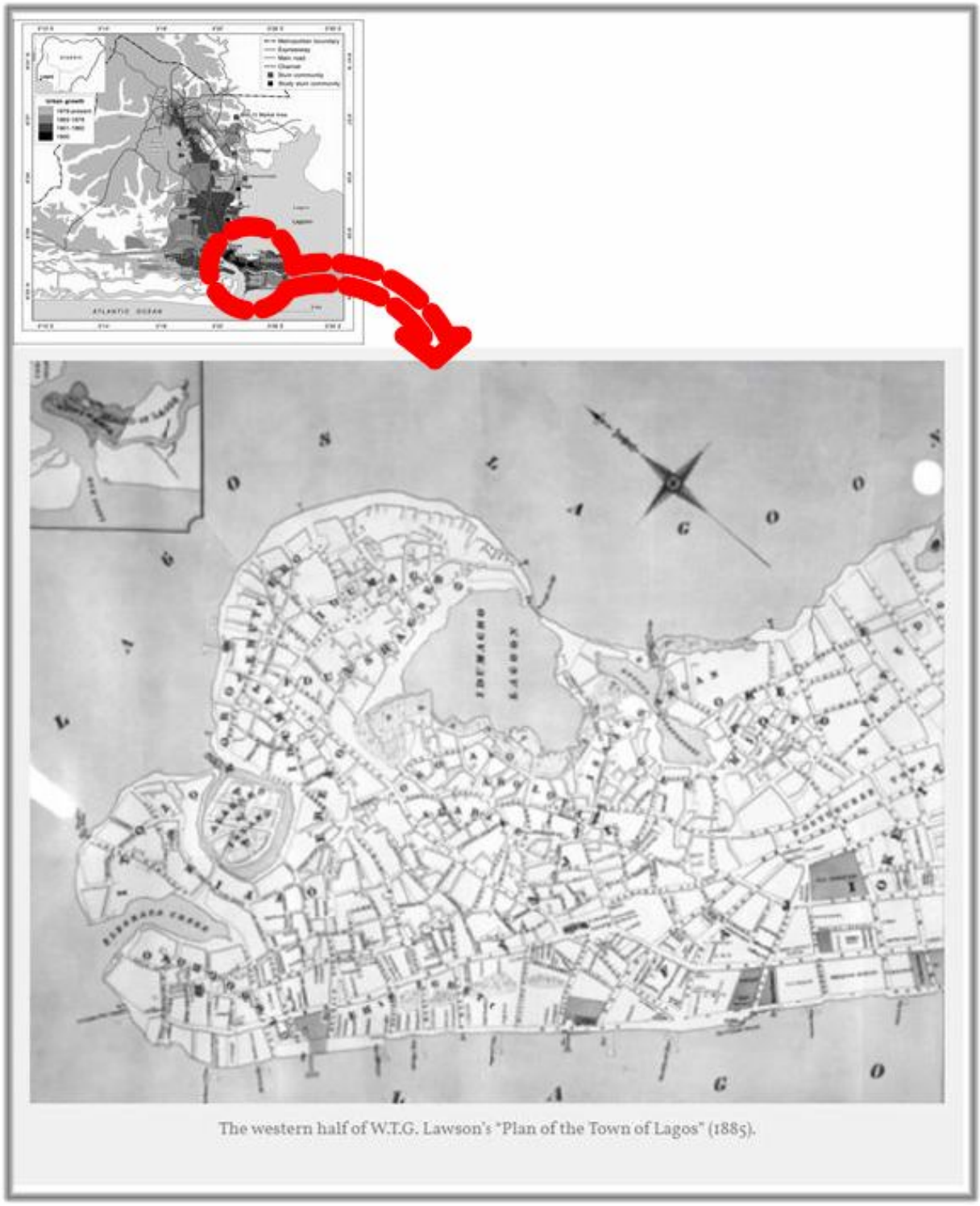
look at Amukoko, Ajegunle, Badia, Makoko, Iwaya, they are very close to the centre of activities, Badia, Ajegunle and Amukoko, they are very close to Apapa, very close to Wharf" (*ibid.*). Other slums and urban development arose along the old rail line from Iddo which was a rail route linking that area to other parts of Lagos and linking Lagos to the northern part of Nigeria. Slums thus generally emerged in Lagos because of the inability of many jobs seeking people to afford 'formal' shelter in government-approved areas, thereby living in locations with inadequate or absence of infrastructure (*ibid.*).

Figure 5-1: Urban growth of metropolitan Lagos from 1900.



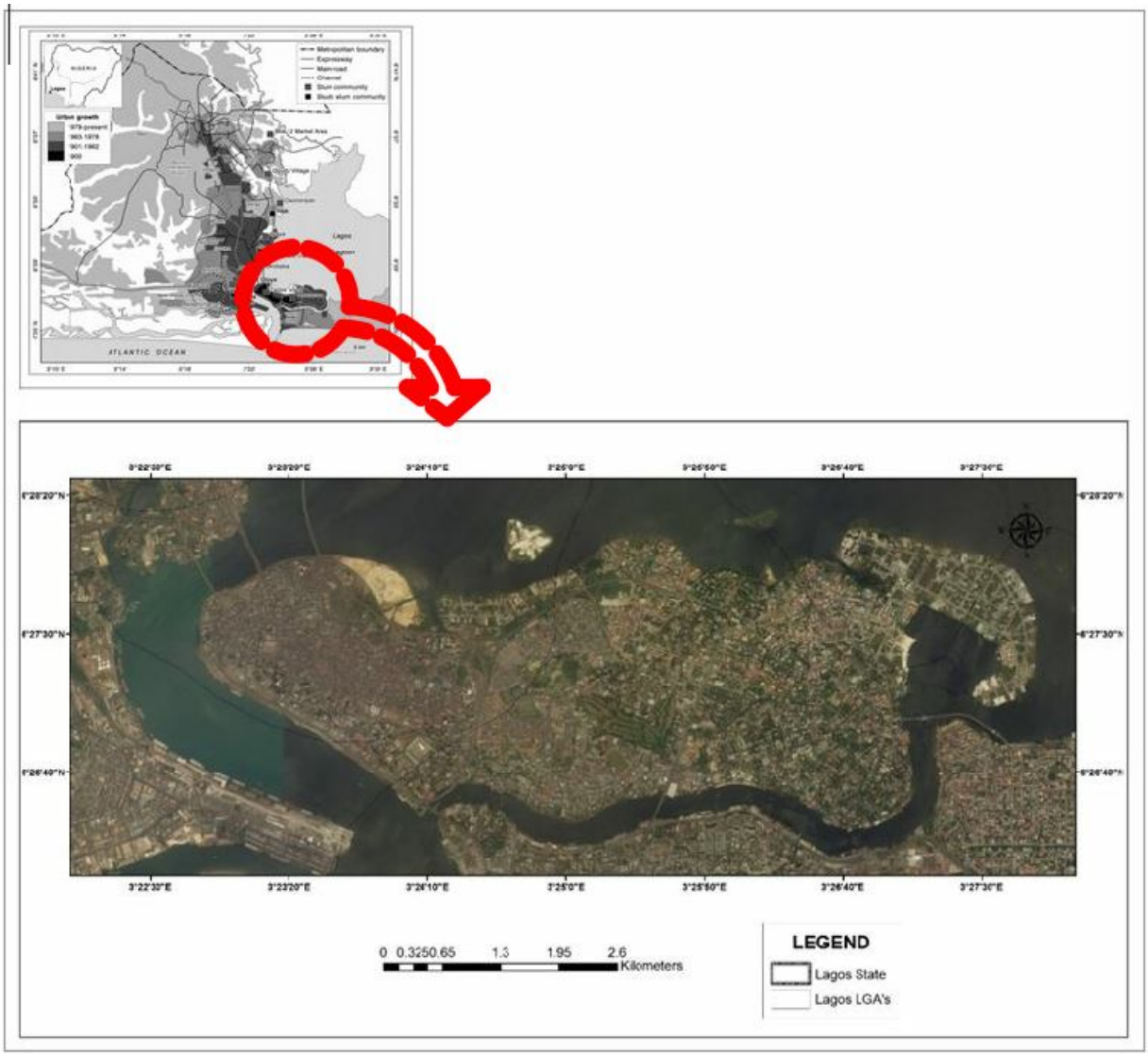
Source: Gandy, 2006; Adelekan, 2010.

Figure 5-2: Map of Lagos Island in 1885.



Source: Adelusi-Adeluyi, 2017.

Figure 5-3: Map of Lagos Island in 2017



Source: Adapted from Diva-Gis, 2017.

5.5 Challenges of urban renewal in Lagos

Of all the challenges inhibiting urban renewal of slums as recounted by all the respondents from LASURA, funding and the attitude of slum dwellers towards urban renewal seem to be the most significant ones. Apart from the LMDGP which was fully funded by the World Bank and few other projects, funding by LASURA is largely based on projections made in the budget. Hence, when there are urgent interventions to be carried out after places are declared improvement areas, the agency can only function within the purview of the law and available funding. Respondent A2 noted that funding is important, and when an URP is not captured in the state's budget, the agency is handicapped to act. This

challenge has necessitated the intervention of private sector, international donors and borrowers and PPP initiatives to address the problem of funding not catered for within the budget. Apart from PPP, there has been assistance from the United Nations, UNDP and World Bank in financing URPs and presently, there is a loan through the Federal Government from French Development Agency for the urban renewal development of Bariga and Ifelodun local council development areas.

The slums dwellers do not trust the government based on previous experiences as recounted by LASURA Respondents and in the focused meeting. So, they tend to be hostile in their attitudes towards government officials. The slum dwellers perceive the government as being pretentious with hidden agenda to either resettle or evict them for gentrification as in the case of Oko-Oba and Makoko (Respondent A1). So, it now takes extra effort for the government to get the people to understand what they have planned for them. At times it takes several meeting and interactions. The lack of trust in government can be attributed to the top-down non-participatory approach of government planning for the people without their input. Also, the slum dwellers might have lost confidence in government due to neoliberal government approach where urban renewal interventions tend towards gentrification and not for the people's benefit. This perception is alluded to by authors like Uzun (2003), Larsen and Hansen (2008) and Uwadiegwu (2015). As noted by ULI (2014) and Ubecon (2015), if the the urban renewal principles discussed in Chapter Two are imbibed such as creating a shared vision, design for the people and agreeing with people, it will go a long way in restoring confidence in government (sections 2.10).

Another challenge affecting urban renewal and housing identified by Respondent A3 in LASURA is what she described as 'our peculiarity', is the land tenure system with the Land Use Act of 1978. The Act bestows all urban lands to the state governor except for government-owned lands. Before the Land Use Act (formerly land use decree) in 1978, lands were owned customarily or traditionally by various families, villages and communities. So, despite buying a land from land-owning families for personal purpose, without obtaining a certificate of occupancy (C of O) from the state governor, you cannot be considered to have title to the land or tenure security to that land. While a land owner may be interested in obtaining the 'C of O' legally from the government, the process of obtaining it is cumbersome and fraught with many issues and the process can last many years (Aluko, 2012). Akeju (2007) identified the land use act as a significant constraint to housing development and home-ownership. Ordinarily, LASURA will not renew slums with title issues, and many settlements without the 'C of O' are considered informal settlements despite the land ownership can be traced to the settlers and families.

A problem accompanying the land tenure system is the problematic land management system where land registration, as well as verification, is not defined resulting in numerous land court cases, thus affecting housing. This situation is exploited by the '*omo-onile*' (local land grabbers) who sell land to multiple buyers. There are cases of people buying land from the '*omo-onile*' as well as from government in order for them to be able to complete their housing construction. Respondents identified the *omo-onile* syndrome as a problem hampering urban renewal and housing in Lagos (6 out of 12 respondents). According to Akinyele (2009:109), "Omo Oniles have perfected the art of exploiting the village excision clause in the Land Use Act, which gives them control over their settlements and the immediate environment to their advantage" in land sales. Their illegal land sales have aided slum growth in areas where the government has not made plans for infrastructural development. However, the Lagos state just passed the 2016 Lagos State Properties Protection Law to curb the menace of land grabbers. So, the issues of '*omo-onile*' and land administration system have resulted in increased privatisation of land which invariably hampers housing provision. There are cases of people forfeiting completed buildings as a result of buying fraudulent lands and in other cases, of buying land within government acquisition. Hence, people generally will prefer to buy lands with C of O which is usually overpriced.

Lastly, based on the focus meeting attended at LASURA with Federation members of SDI and JEI and observations of the slum dwellers/ Federation at JEI's office, it is noted that the JEI-NGO have more information about the slums than LASURA regarding their profiling, urgent needs and discovery of new slums. This is found to be a major challenge in urban renewal interventions when the authorities do not have adequate knowledge and the extent of the problems with slums, this will also affect their solutions and approach towards addressing slum growth.

5.6 Level of responsiveness in urban renewal drive in Lagos state

As a result of the population increase in Lagos state available housing and level of urban poverty, the state has witnessed growth in the number of slums. The rich to a greater extent can afford to choose where they live and equally make provision for missing or inadequate infrastructure within their communities. However, the urban poor are restricted in their selection of where to live based on affordability. So, the choice of accommodation for the urban poor may be influenced by the proximity of their source of livelihood or social circumstances. The subject of housing the urban poor has been a significant topic of discussion amongst scholars and researchers (Amis and Lloyd, 1990; Tebbal and Ray, 2001; Gilbert, 2014). Also, the SDG#11 Target 1 aims to achieve "access for all to adequate, safe and affordable housing and basic services, and upgrade slums by 2030" for all cities and communities (United Nations, 2015:18). However, where there is inadequate infrastructure or the living condition does not meet up with

the five UN indicators for slums, the government seems to be the first point of call to intervene by improving the living condition of the people. In some other cases, like in Brazil, South Africa and Kenya, the effort of NGOs and community-based organisations (CBOs) in conjunction with the government has helped to deal with the improvement of the living condition of slums.

The question of whether the government is responsive in their urban renewal drive as it affects slums and informal settlements generated many contentions between respondents even though it was not a physical debate. Respondents from LASURA commended the efforts of the government over the years with certain interventions mentioned above as well as challenges discussed below. Mainly, respondents from LASURA feel they are responsive to renewing slums, and they would do better if the challenges and constraints are addressed. However, the views of non-government respondents are different. During interviews with respondents C2, D1 and D2, it was observed that these respondents at separate times showed emotions of dissatisfaction in the way government addresses the issues relating slums and informal settlement. Also, respondent B2 opined vehemently that slums have been on the increase because housing ownership has been through incremental mode of building for years in areas without infrastructure (there was a change in the tone of voice). According to respondent B2, for as long as the mode of housing procurement is promoted through incremental building without government providing infrastructure and mass housing production for the citizens, slums will continue to increase.

The government's language has been towards making the city look attractive for investors. The government's approach is based on the pursuit of economic development and capitalism. This is because the government has adopted the western planning philosophy and administrative framework that does not recognise informality and so, the government's language is anti-slums and anti-informal settlements. According to Respondent D1, the only approach we (JEI) have seen government taken in Lagos when it comes to slums and informal settlements is demolish or ignore, even though there seem to be some changes in that regards. The general manager of LASURA revealed that state government will no longer evict people from their homes when carrying out urban renewal for slums and informal settlements (Author's note, LASURA Focus group meeting, 8 August 2017). Moreover, in cases where there are contentions over land ownership or tenure security, the state through LASURA is willing to negotiate with non-government landowners before regenerating such communities (*ibid*.).

5.7 Measures taken to address slums

Apart from the establishment of LASURA in 1991 to deal with slums and prevent new ones from emerging, there is no specific programme or policy either by the state or Federal government to deal with

slums and informal settlements. Careful attention was not paid to slums until the report by SNC-Lavalin identifying the initial 42 blighted area and communities with an urgent need to deal decisively with slums across the state. The Lagos state government in partnership with the World Bank made a significant attempt in addressing slums when a consultant called SNC Lavalin was engaged to carry out a comprehensive study of all these slums with a kind of recommendations. Despite preparing and submitting development guides with the report for these slums by the consultants, majority of the plans were not fully and accurately implemented. The first place where the plan was implemented is Ijora-Oloye, which is called the pilot project with some roads being tarred; some facilities were put in place in compliance with the recommendations of SNC Lavalin (Respondent A2).

According to Respondent A1, there are various agencies under the Lagos state ministry of physical planning and urban development, but LASURA is in charge of identifying the slums and making sure they are renewed. The other agencies are Lagos State Physical Planning Permit Authority (LASPPPA), Lagos State Building Control Agency (LABSCA). LASPPPA monitor all new building approvals and permits in line with the LSURPD law 2010 and LABSCA monitors stages of building construction to monitor compliance. There are various steps they would take such as the identification, carrying out a reconnaissance survey of available infrastructure, type of dwellings and in some cases, questionnaires are administered to find out the socio-economic status of the people in the various slums. The preliminary survey in line with community interaction will determine suitable intervention and how it will be implemented based on the laws guiding LASURA. After due process of identifying slums in line with the LSURPD, such places are declared “improvement area” or places of renewal “for the purpose of rehabilitating, renovating, and upgrading the physical environment, social and facilities and infrastructure of the area” (Sections 53(1) of the LSURPD Law, 2010).

One major approach by Lagos state government to address slums since 1991 Democratic Administration was to prepare master plans, regional plans, model city plans, lower level and development guides based on the common challenges to specific settlements. For instance, Respondent A3 noted that a lower level guide was prepared for Sari-Iganmu (an area in Lagos Mainland) which is an action area with a slum community in Apapa (a highly industrialised area where the ports are also located). Hence, the lower level guide prepared by LASURA is guiding infrastructural development as funds are made available. By action area, it is meant that the area has been designated for improvement by the provision of additional infrastructure to curtail the slum growth.

LASURA Respondents also noted that another measure used by the state to address slums is through the urban growth boundary. This is a strategy used to reduce the spread of slums by introducing and coming up with programmes and guides for the outer perimeter boundary of the slum and vacant areas close to the identified slum. While further developments are prevented and on-going ones are monitored within the identified slum community, it is expected that the programmes introduced in other surrounding communities will spread and transform the slum community. For instance, MOH Respondents spoke about the housing project being constructed at Ilubirin in Lagos Island, which was formerly a blighted area, and its development and other auxiliary facilities are expected to have a positive effect on the environment and surroundings with people clamouring for such development.

Another measure employed by LASURA is the Land pooling system as achieved in Isale-Gangan in Lagos Island where small parcels of lands belonging to different families are merged and redeveloped into a multi-storey building with adequate facilities and infrastructure. Initial landowners were relocated and compensated, and have an equity holding in the new building. It is noted though that the project was supported and funded through PPP. This measure will be discussed in detail in section 5.11.

Considering the interviews, focus group meeting, visits to JEI interactions with SDI and the case study, the best solutions towards addressing the slums can be achieved through solutions that are co-produced by all the actors comprising of the slum dwellers, the government with inputs and mediation from the NGOs and CBOs. Solution coming out of this interaction will go a long way in addressing the plight of slum dwellers and considerably improve the lives of the urban poor.

5.8 Measures taken to address housing situation by the Ministry of Housing

In all the housing dispensations looked at in Chapter Three, one thing is common to all, and that is the inability of the government to meet the target and address the housing deficit. The national housing deficit has risen to 17 million housing and is still increasing by the day. The inability of the government to address this deficit and backlog can be attributed to the cause of slum proliferation and increase in informal settlements.

The housing situation in Lagos has been exacerbated due to increased population through migration and buy natural increase. Regarding affordability, Respondent B4 stated that the state realised that people living in high-income areas have relocated to areas where the rents are cheaper. Based on research carried out by the state, it was discovered that the state needs about 20,000-25,000 units of houses annually for the next 4-5 years to bridge the gap in housing need across all income brackets. In retrospect, delivering

about 20,000-25,000 units of houses annually is very small compared to the housing deficit but there are challenges faced by MOH militating against production of houses. Also, realising or meeting housing needs cannot be addressed solely by the government which has necessitated several interventions as well as the involvement of the private sector. Several factors have been identified hampering housing production and living condition of the people despite the effort of the government and policies put in place. Such factors include funding housing projects, the prohibitive cost of building materials and associated infrastructure, increasing population, small land mass, lack of maintenance of old government estates, land constraints and the coastal nature of the city.

According to MOH, housing finance has been one major constraint to house ownership. While the high-income earners can afford to buy their houses out-rightly or access bank loans with 30% down payment, the typical model of self-help to own a house is to buy land and build incrementally for many years. According to Respondent C1, in most cases, those lands are usually without services, contested tenure security, the buyer may end up building for as long as 20-25 years and also providing infrastructure informally. Respondent C2 argued that the model of building houses incrementally by the urban poor for many years should be discontinued whereas the government should promote mass housing. Recently, the government is promoting home ownership through the 'rent to own scheme' by the current administration as mentioned earlier under the MOH. All new houses completed by the government and those built through PPP are managed through this scheme. This scheme is another homeowner occupier kind of model and what a prospective homeowner needs to pay is just five percent of the cost of the unit, and then spread the balance for ten years in the same way rent is paid monthly. Table 5-2 show some of the housing projects under the housing scheme with the price of each unit and payment breakdown. The designs and the configurations of the units align with housing diversification as noted by Kleinhans (2004) but it affordability index for the urban poor considering the population across board.

The cheapest unit goes for N1, 500,000.00 (ZAR 59,169.80)[1] for one bedroom which located in Epe axis of Lagos. The locations is very far from the city centre with a monthly repayment of N15, 820.42 (SAR 624.05) and down payment of N75, 000.00 (SAR 2,958.44) while the minimum wage approved by the government is N18, 000.00 (SAR 710.03) monthly. By this simple analysis, this might not be affordable to low income brackets, especially the low-income group and those who are not employed. Also, the price of the same unit of housing typology differs based on the proximity to city centre and other opportunities. So, the cheaper houses are located in far places compared to city centre despite being the same

[1] SAR1=NGR 25.35 as at 29 October 2017.

configuration and design. Apart from the rent to own scheme, the state has allowed the payment of rent monthly for tenants living in government-owned estates as against the norm of yearly payment.

According to respondents from MOH, the government has embarked on massive building projects since 1999 at the turn of democratic rule with different typologies combined across the state at various stages of completion. Most of the housing unit construction started under the Lagos Homs (home ownership under the Lagos State Mortgage Board by the previous administration). The Lagos state government is partnering with the private sector on many fronts such as providing land as equity, bearing approval costs of the housing project and simplified building processes while the private sector provides the funds for the construction. Another form of PPP in housing is through individuals leasing their land to the government for housing projects. The state is also embarking on the redevelopment of old government estates built in the 1970's and 1980's to increase density and accommodate more people with better infrastructure (Respondent B1, B2, B5).

Table 5-2: Rent to Own Housing Scheme and the payment breakdown.

S/NO	NAME OF SCHEME	TYPE	UNIT PRICE (NAIRA)	5% DOWN PAYMENT (NAIRA)	MONTHLY REPAYMENT (NAIRA)
1	**Sir Michael Odetola Estate, Odoragunshin, Epe**	R/PARLOUR	1 500 000.00	75 000.00	15 820.42
		1 Bedroom	2 000 000.00	100 000.00	21 091.90
		2 Bedroom	3 500 000.00	175 000.00	36 914.32
2	**Chois City, Agbowa**	2 Bedroom	3 500 000.00	175 000.00	36 914.32
		3 Bedroom	5 000 000.00	250 000.00	52 734.32
3	**Odo Onosa, Agbowa**	1 Bedroom	2 000 000.00	100 000.00	21 091.90
		2 Bedroom	3 500 000.00	175 000.00	36 914.32
		3 Bedroom	5 000 000.00	250 000.00	52 734.32
4	**Alh. Adetoun Mustapha Scheme, Ojokoro**	3 Bedroom	9 000 000.00	450 000.00	94 922.53
5	**Hon. Olaitan Mustapha Scheme, Ojokoro**	3 Bedroom	9 000 000.00	450 000.00	94 922.53
6	**Igan-Igando Housing Estate, Alimosho**	2 Bedroom T1	3 200 000.00	160 000.00	33 750.23
		2 Bedroom T2	3 500 000.00	175 000.00	36 914.32
		2 Bedroom T3	5 500 000.00	275 000.00	58 008.21
		3 Bedroom	7 500 000.00	375 000.00	79 102.11
7	**Igando Gardens, Alimosho-Igando**	1 Bedroom	5 000 000.00	250 000.00	52 734.74
		2 Bedroom	6 500 000.00	325 000.00	68 555.16
		3 Bedroom	10 000 000.00	500 000.00	105 469.48

S/NO	NAME OF SCHEME	TYPE	UNIT PRICE (NAIRA)	5% DOWN PAYMENT (NAIRA)	MONTHLY REPAYMENT (NAIRA)
8	**Oba Adegoruwa Estate, Igando, Ikorodu**	1 Bedroom	3 000 000.00	150 000.00	32 640.84
		2 Bedroom	4 800 000.00	240 000.00	50 625.35
9	**Igbogbo IIB Housing Estate, Ikorodu**	1 Bedroom	3 500 000.00	175 000.00	36 914.32
		2 Bedroom	5 500 000.00	275 000.00	58 008.21
		3 Bedroom	8 000 000.00	400 000.00	84 375.58
10	**Iponri Estate, Iponri, Surulere**	2 Bedroom	20 000 000.00	1 000 000.00	210 938.55
		3 Bedroom	25 000 000.00	1 250 000.00	263 673.69
11	**Sangotedo Scheme, Eti-Osa.**	1 Bedroom	7 000 000.00	350 000.00	72 823.63
		2 Bedroom	10 000 000.00	500 000.00	105 469.48
		3 Bedroom	15 000 000.00	750 000.00	158 204.22
12	**Ajara Estate, Badagry**	1 Bedroom	2 000 000.00	100 000.00	21 091.90
		2 Bedroom	3 500 000.00	175 000.00	36 914.32
		3 Bedroom	6 000 000.00	300 000.00	63 282.69

Note: NGR1,000,000.00 = US$2793.45 = SAR39,445.90 as at 29 October 2017

Source: Reproduced from MOH Library.

One notable recurrent feature in all the housing dispensation examined above is the inability of all the Administrations to meet the housing demand and this has considerably contributed to slum growth. The inability of various governments to sustain housing development has led to unsustainable human settlements which are manifested with the growth of slums and informal settlements. The question of whether slums and informal settlements are sustainable largely depends on policies as advocated by Choguill (2007) made towards housing provision, upgrading their living conditions and the feasibility of global agendas such as the MDG Target 7D, SDG 11 and the NUA. While these agendas promote improving the living condition of the residents in these settlements, the capability of these agendas being put into operation by the governments and the availability of resources to support these agendas needs to be reconsidered.

One of the outcomes of the World Cities Report, 2016 is the notion that for cities to be sustainable and achieve sustainable housing development, it is important that housing should be at the core of urban policies made (UN-Habitat, 2016b). From the appraisal of the Constitution, NHP and laws guiding

housing and urban renewal, it is apparent that access to housing is not a right in Nigeria and Lagos, but a privilege to those who can afford 'formal housing' and others to live in other forms of informal housing. Regarding laws governing urban renewal, there are adequate laws and policies but the challenges of implementing these policies and largely inadequate housing finance. While LASURA is trying to carry out the mandate of urban renewal, they can only function within the available resources.

5.9 Megacity / State Urban regeneration projects

As part of the effort by the state to meet the megacity status, the previous and present administrations have embarked on urban regeneration and mega projects across the state in areas of housing, economic investment, infrastructure and transportation. While a number of these projects are directed to the city's vision to achieve robust economy and the LSDP 2012-2025, the plight of the urban poor is not primary at the heart of the policy and implementation (Respondent C1, 11 August 2017). Some of the urban regeneration/megacity projects include various housing projects, various transport hubs like Berger and Oshodi, the Bus Rapid Transit system. Others are the on-going U-line rail system from Badagry to Marina, Eko Atlantic City project, water transportation and the Lekki Free Trade zone (Respondents A2; A3, 8 August 2017). However, the approach to these projects was criticised by urban practitioners as having little or no regards to inclusivity, environmental impact, stakeholders' involvement and participation. Osodi (cited in Happiness, 2016), argued that:

> "*government's policy reflection on the housing situation in Lagos State which is inadequate, as it were, consists more in unending stories of regeneration, lacks historical data on planning and development, lacks disaggregated data on communities in Lagos, regeneration is not based on the principles of integration and inclusion, …(which) lacks a housing delivery structure to accommodate the low-income groups*"

Hence, the need to change the approach in urban renewal and regeneration projects across the state whereby all stakeholders are carried along especially in formulating, designing and implementing housing agenda catering for all income households. Planning, projections and developments should be based on statistics and not just a political move towards city development. Respondent C1 argued that "until the city vision includes catering to the needs and the potentials within that demographic majority, then our processes and policies will continue to be skewed" because of our peculiarity and teeming population. Also, the state is working with a defective demographic outlay which will equally affect plans and projections regarding attaining megacity housing and infrastructural demand requirements (ibid).

A lot of the megaprojects are developmental projects geared towards correcting haphazard developments during the years of neglect as recounted by respondents A2, A3, C1, D1 and D2. However, most of these

projects are not directed in favour of the urban poor; hence, it will largely affect their right to the city and eventually foster more slum communities. According to Respondent D2, "government's approach is based on the pursuit of market economy and capitalism. The urban renewal plan that is practised in Lagos is mostly based on trying to make the city look attractive for foreign investors". Similarly, Respondent B3 said "Recently, about the last two weeks, the government destroyed some of the slums we have in Obalende, to have a befitting arrangement whereby we would have good scenery" to create beautiful city image. Agbiboa (2017) argued that there is a disconnection between the neoliberal urban planning and renewal policy being employed by the Lagos state government to meet up with the status of world-class cities such that the policies are not directed to improve the lives of the citizens. His arguments are based on interventions eliminating informal economy in the area of transportation particularly, in the displacement of informal commercial bike riders on major routes and the seizure of many privately owned motorbikes. Many of the the motorbike riders were using their daily earning for survival but the government perceived their means of livelihood as 'informality' considering the state vision of being a world class city. Perhaps, this also explains why the people have less trust in government's programmes. This is a conflict between the vision of the state in promoting economic growth over improving the lives of the people living in slums and informal settlements. This conflict of interest indirectly is hampering an inclusive city where it is only the rich that enjoy exclusive rights.

5.10 Housing and Urban renewal policies

The laws governing housing and urban renewal in Lagos state are captured under the LSURPD Law discussed in the context chapter. When it comes to urban renewal, some interventions require urgent attention which is not provided for within the law. For URPs, there must be a budgetary allocation before a project can be executed. So, when new slums are identified with pressing issues of basic amenities, LASURA is handicapped towards intervening until provisions are made in the next budget or help comes from the private sector. The LSURPD Law recognises area requiring improvement without speaking specifically either slums or informal settlements. The NHP, LSDP 2012-205 and the LSURPD Law make no provision for the urban poor without a source of income which will, in turn, give room for the proliferation of slums and informal settlements. According to Respondent C1, "until the city vision includes catering to the needs and the potentials within that demographic majority, then our processes and policies will continue to be skewed". This current government is doing quite a lot, reaching out to the lower middle class with some interventions but it is not reaching the low enough. Moreover, in its reaching, is also depriving some other people who are much lower in the earning cadre to the right to housing and the right to the city.

There is a need for the review and simplification of the processes of land purchase, titling and tackling the reality of the enormous conflict of land ownership in relation to the 1978 Land Use Act which hampers housing provisions. Also, the laws should be reviewed to give room for participatory and partnership approach between the state, interested parties and the populace to engender an inclusive city.

5.11 A case of urban renewal and housing intervention: Isale Gangan Towers and Gardens

This is a case of synergy between urban renewal intervention and housing provision in Lagos state through land pooling system from 12 land-owning families to produce 48 luxury flats on 11 floors in Isale Gangan, Lagos Island as shown in figures 5-5 and 5-6. The project site is located between Isale Gangan and Isale Agbede streets as shown in Figure 5-4 below, with a land area of about 2312sqm. The Isale Gangan Tower and gardens comprise of two and three bedrooms units with facilities such as water and sewage treatments plants, stairs and elevators and generator sets for power where there is a power cut.

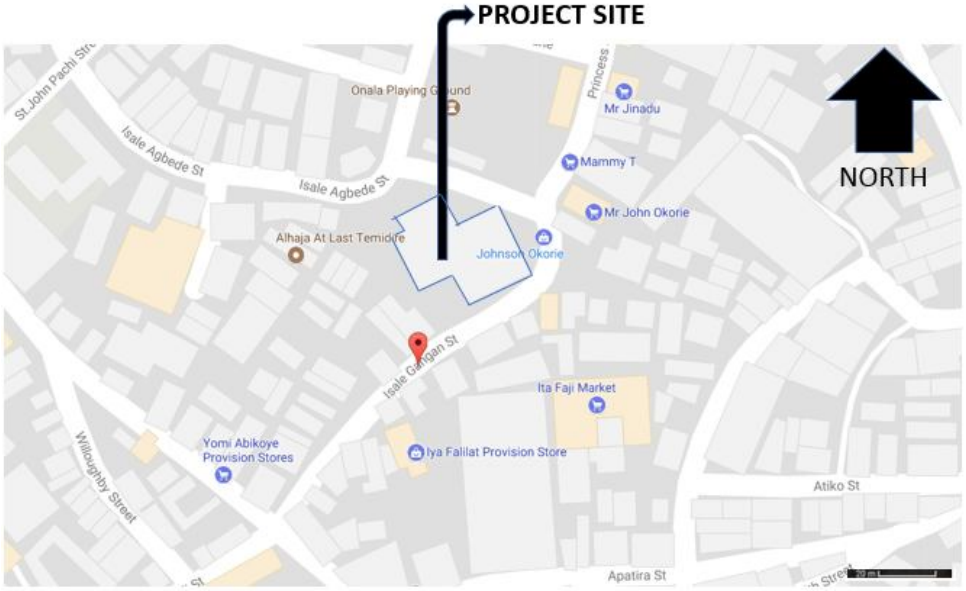
The project came into existence due to the need to renew a slum area housing 12 families where individual family space cannot accommodate a full building with approved government setbacks, measuring an average of 200sqm per family yet lacking in basic services and amenities. The names of the families are: “Oshilaja, Shiro, Bello Abass, Pam Pam, Abudu Mukandasi Agoro, Ade yemi, Smith, Babatunde Baruwa, Ogunro, Adeniji-Adele, Labinjo and Braimoh Adegbite” (LASURA Library). After due consideration, the families were given 2-bedroom apartments each for resettlement, compensated for the period of construction before resettled back on the same land amounting to N360, 800,000.00. Upon the completion of the tower, each of the families were also promised with individual units while the rest are put up for sale. The two and three bedrooms are open for sale since February 2017 at N38, 000,000.00 and N50, 000,000.00 respectively.

This is phase 1 of the project completed while phase 2 is yet to commence. The state government and LASURA has considered this intervention can be used to renew other areas using the PPP to finance such approach. A similar approach is being used to renew another Adeniji Adele community in Lagos Island as shown in the call for request for expression of interest in AppendixF.

This is a good model because the land-owning families were resettled, compensated for the period when their occupancy was revoked for the state, and they equally own a unit in the new building with possible higher value than what it was. Also, by pooling lands together, new services were provided and also centralised with the same land accommodating more units due to increased density and efficient use of space. However, the project was financed by the private sector and they are mostly interested in making profit, hence; the new flats cannot be afforded by the urban poor. Hyra (2012) maintains that urban

redevelopment has the disadvantage of disproportionately affecting the poor and here is a case. Despite each of the families having units in the new building, they might not be able to afford the service charges to keep the building running and maintained. It is argued here that despite being a good model for urban renewal, the inability of these to maintain this building might result in them selling their personal units and looking for cheaper accommodation.

Figure 5-4: Locational map of Isale Gangan Tower and Garden.



Source: Google Map, 2017

Figure 5-5: Isale Gangan Towers and Gardens View 1



Source: Mapcarta, 2017.

Figure 5-6: Isale Gangan Towers and Gardens View 2



Source: Mapcarta, 2017.

5.12 Conclusion

This chapter contains the findings from the urban renewal and housing fieldwork carried out in Lagos directed towards answering the research questions. The emergence of slums, how their growth started in Lagos Island, and eventually spread all over Lagos state. The chapter critically considered challenges faced in urban renewal in relation to housing provision with measures taken by the government in contemporary Lagos. Also, some deficiencies in the existing laws and framework are discussed. The chapter is concluded with a case study of Isale Gangan Towers and Gardens in Lagos Island which directly involves urban renewal and housing provision.

The next chapter concludes this research report with key findings necessitating a better synergy between urban renewal and housing provision to address the housing need of the urban poor facing challenges of basic infrastructure and living condition.

Chapter Six: Conclusion and Recommendation

6.1 Introduction

This chapter concludes the research with a summary of the key findings, answers to research questions, contribution to knowledge, areas of further research and recommendations.

6.2 Summary of key findings

This research has focused mainly on the renewing of slums and partly on informal settlements. In the context of Lagos state, based on interviews conducted and public documents, there is no clear delineation between slums and informal settlements. In most cases, slum definition refers to an entire area or local community development area which houses multiple informal settlements, slums and formal areas. For instances, areas covered under the LMDGP such as Agege, Ajegunle, Bariga and Itire-Ijeshatedo are large areas which cannot be said to be slums entirely.

This research aligns with Watson (2009:151) that planning systems and processes employed in the global South "serve to promote social and spatial exclusion, are anti-poor, and are doing little to secure environmental sustainability". As recounted by respondents, the city's transformation and mega-urban renewal projects are fashioned to promote the city's image in order to attract investors and make it a business hub. As such, interventions are not geared towards the urban poor. While it is good to attract investors and improve economic growth, the United Nations has discouraged the idea of prioritising economic development over human lives as it is against the notion of sustainable development. This is a case of conflict between the vision of the city and the lives of the people residing in slums and informal settlements, thus, hampering Lagos from being an inclusive city.

Urban growth started in Lagos Island and the effect of slum growth was brought to light after a comprehensive study of blighted areas in Lagos and the recommendations and development plans which were not implemented. However, due to years of neglect and disregard for the master plan and development guides,and the inabity of the government to housing production, slum growth was aided.

While the challenges of slums and informal settlements are not peculiar to the city of Lagos in Nigeria, many countries have come up with specific programmes and strategic plans to address these challenges and curtail the spread. For instance, in Kenya, there is the Kenya Slum Upgrading Project (KENSUP); Informal settlements across South Africa benefit from the "Upgrading of Informal Settlements Programme (UISP) under the Breaking New Ground Policy" (Department of Human Settlements, 2015:2). Also, in Brazil, the Rio de Janeiro Urban Upgrading Programme (RDJUP) in Brazil for *Favelas*; and the National Slum Development Program and Basic Services (NSDPBS) for the Urban Poor in India.

While there is an agency of government involved in urban renewal in Lagos, there is no specific programme directed towards slums upgrade even though the law recognises the need to renew or upgrade in Part 5 of the LSURRPD Law and LSDP 2012-2025. Interventions by LASURA are based on the discretions of the management, availability of funds, political affiliations and interest of the government towards city image and vision.

This research shows that the government, inclusive of LASURA and MOH, is overwhelmed with housing production and they cannot address housing deficit alone, and this is evidenced by the growth in slums and informal settlements especially within many coastal communities. Thus, the need for co-production of a sustainable solution to housing challenges.

6.3 Research questions and answers

The first sub-question guiding this research addresses the role of government in planning and implementing URPs in Lagos state. A comprehensive study carried out SNC-Lavalin in conjunction with UNDP which was funded by the World Bank in the 1980s revealed the nature of slums and blighted areas in Lagos necessitating the need for renewal of the identified areas. LASURA as an agency of government is saddled with the responsibility of identifying slums and areas within the state requiring improvement and overseeing the implementation of urban renewal policy and programmes. The establishment of the agency alludes to government recognising the challenge and making provision within the ambience of the state to address them. Other government's obligation in planning and implementing URPs are upgrading of infrastructure in slums, facilitating improved living conditions, provision of decent housing for slum dwellers and drawing up schemes, procedures and programmes regarding urban renewal across the state. However, several challenges facing the agency which are highlighted in the previous chapter hampering the implementation of URPs. These challenges include lack of funding, lack of trust in government in implementing URPs in favour of the residents, problems relating to land tenure system and the 1978 Land Use Act.

The second sub-question guiding this research speaks to the policies underpinning urban renewal in the level of government's responsiveness in urban renewal of slums in Lagos. The role of government in the renewal drive is defined by the policies provided in part 5 of the LSURPD Law 2010 (see Appendix G for the full section of the policy). The provision of part 5 of the LSURPD Law 2010 makes government culpable in slum growth and development. Findings from the fieldwork show that the policies underpinning urban renewal are good but there are challenges experienced by LASURA in the implementation which border on funding from inadequate budget provisions, lack of trust in government due to its top-down and non-participatory approaches and land-related issues. Apart from basic services

identified within the five indicators universally used in UN definition of slums, findings show that other indicators are used in Lagos in defining slums. Such indicators include places with minimal accessibility to urban centres, places with haphazard housing plans, without electricity and other infrastructural facilities such as hospitals, schools and other institutions. Hence, policies in urban renewal should take cognisance of providing additional infrastructure to improve living conditions and land-related issues.

In terms of responsiveness in renewing slums and blighted areas, the government needs to do more than they are currently doing. Beyond making the city look attractive for investors and visitors, their primary responsibility is to ensure people live in good conditions with adequate infrastructure irrespective of class in the society. As highlighted in section 5.6, the overall level of government's responsiveness apart from LASURA in addressing slums and informal settlements is more of promoting 'cities without slum' and not that of improving the lives of the residents. In this regard, there is a need for the state to pursue global sustainable agenda that is inclusive with utmost care given to people residing in slums and informal settlements.

The third sub-question guiding this research addresses strategies for promoting housing production to foster sustainable housing. The MOH is a department of government that is responsible for housing function and production in Lagos state in order to address housing deficit. The state has several strategies in addressing the demand and supply side of housing through existing policies and capacity of the ministry. Like, the case of LASURA, the MOH faces certain challenges but measures taken to address housing issues are as follows: the 'rent to own' housing scheme, massive housing building projects, partnership with the private sector and plans to redevelop old government estates in order to increase density. Notable strategy of house ownership being promoted by the government through the 'rent to own' scheme but the issue of affordability is still a major concern for the urban poor.

The last sub-question guiding this research is on the challenges in renewing slums and other forms of housing without basic infrastructure and how can they be addressed. These are addressed in the context chapter and findings from the fieldwork. These challenges include the following but not limited to: the right to access housing not captured in the Constitution, the inability of previous Administrations to meet housing deficits, inadequate housing finance, land constraint and coastal nature of the city. Other challenges are land-related issues from tenure security to the Land Use Act, no housing subsidy or provision for those who cannot afford decent accommodation, the prohibitive cost of building materials and associated infrastructure. Apart from the establishment of LASURA by the state, several measures were taken in addressing the problem of slum without adequate infrastructure. These measures are as

follows: slums being declared as “improvement area” or places of renewal “for the purpose of rehabilitating, renovating, and upgrading the physical environment, social and facilities and infrastructure of the area”; monitoring of the built environment and new developments across the state. Other measures are preparation of master plans, regional plans, model city plans, lower level guide and development guides based on the common challenges to specific settlements; the use of urban growth boundary; and the land pooling system in the case study examined.

In addressing the main question, urban renewal as an urban programme can be used as a viable tool to address the challenges of slums with relevant policies and specific programmes targeted at the urban poor. Apart from governmental measures in dealing with slums, my visits to the JEI NGO office in Yaba, afforded me to see the efforts of the NGO in improving the lives of the slum dwellers after the slums are profiled. It is worthy of being mentioned that the slums dwellers in conjunction with SDI are being encouraged to save money towards providing basic infrastructure informally, being enlightened on the need to maintain a hygienic environment and also sensitised on how they can empower themselves. Sustaining housing in contemporary Lagos cannot be a task achieved by a single ministry such as MOH, but the joint efforts of an agency such as LASURA, the efforts of the private sector and the efforts of NGOs cannot be overemphasised because of the limitations in government. Hence, sustainable housing can be achieve with the efforts of all players and stakeholders in the built environments. So, urban renewal can be achieved with all efforts geared towards housing production to achieve sustainable housing in contemporary Lagos.

There is a relationship between housing provision by the government, availability of infrastructure and the growth of slums. When housing provision and basic infrastructure are not addressed, it enables slums and informal settlements to grow, especially, where urban poverty and inequality exist. Urban renewal is thus required to improve the living condition in existing slums to complement housing production to meet SDG#11 Target 1 of providing “access for all to adequate, safe and affordable housing and basic services, and upgrade slums” by 2030 in Lagos (United Nations, 2015:18).

6.4 Research conclusion

This research set out to explore how urban renewal can be used to achieve sustainable housing development Lagos human settlements considering the housing situation. From the research findings, the inability to afford ‘formal housing’, inadequate housing, inadequate basic infrastructure and other challenges mentioned in the previous chapter across the state has aided the growth and proliferation of slums. This research has viewed urban renewal as a pre-planned programme used to address urban decay

in housing and basic infrastructure to address the plight of the urban poor. However, urban renewal is being implemented in a manner that will be beneficial to the urban poor but the challenges being faced by LASURA seems to affect their implementation, operation and core mandate.

The problem of housing in Nigeria and Lagos can be attributed to housing not being adequately captured in the Constitution as a right or as an obligation of the government to the citizenry. Chapter II of the 1999 Constitution, section 16(2) (d) stipulates that the "Nigerian State shall have policies directed for her citizens towards ensuring suitable and adequate shelter". Section 16(2) (d) implies that housing responsibility is a policy and state objective issue rather than a right; hence it is not legally binding on the government to enforce housing as a right. Choguill (2007) argued that inadequate housing policies lead to housing crisis experienced in many countries and Nigeria is one of such countries. Presently in Lagos, housing is provided by all actors comprising of individuals, informal sector, the government and the private sector. Considering the realities of the challenges of housing provision, government housing being inadequate and the private sector exploitation, and there is is no guarantee of the right to housing for the urban poor and disadvantaged citizens.

Housing plays a key role in the lives of the citizenry especially those who cannot afford to live in formal homes due to issues of affordability and availability. The SDG#11 Target 1 is targeted at 2030 which is about 12 years away from 2018. Achieving this goal of sustainable housing in a city like Lagos seems more like an unattainable long-term goal rather than a short-term goal if no decisive project is aimed at addressing the specific challenges facing people living in slum communities and informal settlements.

Given the anti-poor bias of conventional urban planning models applied in Africa, housing for the urban poor were not central to the actual processes of urban development in Lagos. This has allowed other forms of housing delivery to emerge such as incremental self-build options without supporting infrastructure. However, it has also led to a number of very challenging and complex consequences, which the state government under the auspices of MOH are unable to address in their efforts to mass housing delivery. More appropriate and sustainable approaches to address the Lagos slum housing situation and living conditions in informal settlements draw from the complementary role of urban renewal practices.

6.5 Areas of further research

The scope of this research has been limited to exploring and evaluating government responsiveness towards urban renewal in Lagos in relation to housing the poor, but this can be extended to other areas. Other areas of further research which came to the fore in the course of these research include the following: Urban renewal and right to the city; the need for co-production in addressing challenges of

slums and informal settlements between government and other stakeholders such as NGOs; the role of public-private partnerships in urban renewal projects towards slum reduction and increasing housing stock. Other areas are the relationship between evictions, gentrification and the growth of slums and informal settlements in Lagos; the socio-economic impact of inadequate infrastructure on housing and the urban poor; evaluating the impact of states prioritising economic developments over meeting housing and other sustainable development needs of the people. Lastly, the impact of incremental building and housing in areas without infrastructure; and the impact of 'sites and services' schemes in fostering incremental building and increasing housing production.

6.6 Recommendations

This research highlights urban renewal in complementing housing provision as a means of addressing slums and houses without basic infrastructure to achieve sustainable development goal for communities and cities. It also highlights the need for urban policies, especially housing policy to cater for the urban poor. The recommendations for this research are as follow:

6.6.1 Acceptance of slums and informal settlements

Slum proliferation can be attributed to several factors as iterated in this study which includes urban poverty, inadequate housing, non-adherence to master and development plans, land-related issues and lack of definite programme to this challenge. The effort of slum dwellers is worth commending because it is an ingenious way of the urban poor meeting their housing need. So, in line with the SDG goal 11, there is a need for the government of Lagos state and not just LASURA to accept that slums and informal settlements are part of the city. Full acceptance with legal backing will perhaps aid the provision of basic infrastructure which should be available to all human settlements, including informal settlements as against the notion of such settlements being treated as a virgin land or green-field. Policies should be directed towards providing and making available basic services in all communities.

6.6.2 Specific urban renewal programme

As highlighted in the body of this research, there is a need for specific programmes directed towards slums and informal settlements renewal upgrading with funding mechanism rather than waiting for every project to be captured in the budget before implementation of URPs. Development of a specific programme by LASURA such as KENSUP (Kenya), UISP (South Africa), RDJUP (Brazil) and NSDPBS (India) can go a long way addressing slums with certain indicators. Also, the need for private sector involvement should be encouraged in the operations of LASURA with the interest of slum dweller protected.

6.6.3 Basic infrastructure consideration for building approval

The traditional model of house ownership through buying land and building incrementally for many years in places without infrastructure or public presence should be discouraged and discontinued. This model of housing procurement has also fostered slum growth apart from poverty, urban sprawl and other issues. Available of basic infrastructure should be a requirement for building approval. This is a call for promoting sites with services to curtain the spread of slums.

6.6.4 Simplification of land process and titling

Land and title to land in relation to the Land Use Act of 1978 have been identified as some of the challenges affecting housing and leading to the designation of places as informal settlements. There is a need for the review of this Act as well as the need for the simplification of the processes of land titling and making it more affordable, and tackling the reality of the enormous conflicts of land ownership that exist throughout the city (despite the Land Use Act stipulating that all land within the state is vested in the state government, many notable land-owning families still lay claim to vast portions of the state).

6.6.5 Cooperation, co-production and participation

The effort of JEI-NGO and the federation under the SDI is commendable in reaching out and profiling slums and informal settlements and also identifying their most pressing needs is commendable. Some of the newly profiled slum communities by JEI are not known to the government and this hampers the level of government's responsiveness towards slums. As highlighted in section 2.10, imbibing certain urban renewal principles will yield URPs that are mutually beneficial to all. These principles include creating a shared vision for all, especially the slum dwellers (ULI, 2014; Ubecon, 2015); by designing for the people, agreeing with them and also implementing the projects with the people (ibid.). As argued and advocated by Li et. al (2017) and Pérez et. al (2018), there is a need for participatory approach to achieve success in URPs that is beneficial to the residents as well as the government. There is a need for participation and co-production by all stakeholders in urban renewal, especially the slum dwellers as against the top-down approach employed by government since it is obvious that the government alone cannot deal with the challenges of slums and informal settlements.

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Appendices

Appendix A: Ethics clearance certificate

SCHOOL OF ARCHITECTURE AND PLANNING
HUMAN RESERCH ETHICS COMMITTEE

CLEARANCE CERTIFICATE
PROTOCOL NUMBER: SOAP039/06/2017

PROJECT TITLE:	Sustainable housing through urban renewal in contemporary Lagos
INVESTIGATOR/S:	Taiwo Afinowi (Student no #1744446)
SCHOOL:	Architecture and Planning
DEGREE PROGRAMME:	Master of the Built Environment
DATE CONSIDERED:	18 July 2017
EXPIRY DATE:	18 July 2018
DECISION OF THE COMMITTEE:	APPROVED

CHAIRPERSON
(Professor Daniel Irurah)

DATE: 26-07-2017

cc: Supervisor/s: Aly Karam

DECLARATION OF INVESTIGATORS

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to endure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

TAfinowi — 28 July 2017

Signature **Date**

Appendix B: Consent form

Afinowi Taiwo 1744446

MBE (Housing), School of Architecture and Planning
University of Witwatersrand
Research Title: *Sustainable housing through urban renewal in contemporary Lagos.*

SCHOOL OF ARCHITECTURE & PLANNING

FORMAL CONSENT FORM

I hereby confirm that I have been informed by the student researcher, **Afinowi Taiwo**, of the purpose and, procedures of this research, and my rights as a participant. I have received, read and fully understand the written participant information sheet. I have also been informed of:

- ☐ The nature of my participation in the form of interview
- ☐ The place and duration of the research
- ☐ The reasons why I was selected to participate in the study
- ☐ The voluntary nature, and my right to refuse to answer, and the freedom to withdraw from the study
- ☐ No payment or incentives
- ☐ No loss or benefits or risks
- ☐ Anonymity
- ☐ Confidentiality
- ☐ How the research findings will be disseminated

I, therefore agree to take part in this study by **taking part in an interview.**

I AGREE / DO NOT AGREE to audio-recording during interviews.

I AGREE / DO NOT AGREE to my name being used.

PARTICIPANT:

_____

Printed name

_____ _____

Signature Date

AppendixC: Interview questionnaires 1

Afinowi Taiwo 1744446

MBE (Housing), School of Architecture and Planning
University of Witwatersrand
Research Title: ***Sustainable housing through urban renewal in contemporary Lagos.***

Semi-structured interview questions

As part of the interview, the study will inquire into the role of government in effecting urban renewal in the city of Lagos and strategies in place to address slums within the city. I would also ask questions relating to the legislative and policy framework governing the process of urban renewal in terms of projects, choice of project, process involved and implementation, consideration for the dwellers of such projects, challenges and the prospect of urban renewal toward sustainable human settlements.

1. **Urban Renewal**

a. Would you say there is the relationship between urban renewal in Lagos state and the proliferation of slums?
b. The United Nations has categorized slums as dwellings that are deficient of one or all the following indices: durable shelter, adequate living space, access to safe water and other amenities, access to sufficient sanitation and waste disposal, and security of residency, what measures do you use in categorizing slums?
c. What definite steps are taken to address the issue of existing slums and prevent new ones from springing up?
d. How does urban renewal in Lagos State cater for the interests of the urban poor, including issues of displacement and evictions?
e. How has urban renewal impacted or affected housing in Lagos?
f. I am aware that Lagos State has been designated as a Mega City and that the government is embarking on several projects to upgrade the city, can you give details of some of these projects?
g. How are urban renewal projects and "improvement areas" selected?
h. What are the challenges faced in determining what urban renewal project is to be carried out and its implementation?
i. Are urban renewal projects funded by government alone or are there private initiatives and supports? How much of support do you get from international organizations?
j. How sustainable is the effort of Lagos State Urban Renewal Agency?
k. How can Lagos achieve the sustainable goal of making the city safe, inclusive for all, resilient, sustainable and efficient like other world class cities?

2. **Housing**

a. What is government doing to address the shortage of housing in Lagos State?
b. How would you describe the relationship between the provision of housing and slum proliferation?
c. In your opinion, would you say the government's efforts at solving the housing problems in Lagos State are sufficient and sustainable?
d. Is there any other information you would like to share that would be useful for my research project?

Appendix D: Interview questionnaires 2

Afinowi Taiwo 1744446

MBE (Housing), School of Architecture and Planning
University of Witwatersrand
Research Title: ***Sustainable housing through urban renewal in contemporary Lagos.***

SCHOOL OF ARCHITECTURE PLANNING

Semi-structured interview questions for non-government practitioners

As part of the interview, the study will inquire into the role of government in effecting urban renewal in the city of Lagos and strategies in place to address slums within the city. I would also ask questions relating to the legislative and policy framework governing the process of urban renewal in terms of projects, choice of project, process involved and implementation, consideration for the dwellers of such projects, challenges and the prospect of urban renewal toward sustainable human settlements.

1. **Urban Renewal**

a. Do you think is the government has been responsive in urban renewal or regeneration of the human settlements especially as it affects slums and informal settlements?
b. How responsive is the government in their role regarding housing provision with basic infrastructural facilities?
c. What do you think is responsible for the proliferation of slums in Lagos?
d. How can government address the challenge of slum proliferation and housing in Lagos?
e. How can Lagos achieve the sustainable goal of making the city safe, inclusive for all, resilient, sustainable and efficient like other world class cities?
f. In your own view, do you think there is a deficiency or the need to review urban planning laws to make Lagos more efficient in addressing slums, housing situation and general planning?

Appendix E: List of interview respondents

S/No.	Respondent	Date	Organisation
1	Respondent A1	7-Aug-2017	LASURA
2	Respondent A2	8-Aug-2017	LASURA
3	Respondent A3	8-Aug-2017	LASURA
4	Respondent BI	3-Aug-2017	MOH
5	Respondent B2	10-Aug-2017	MOH
6	Respondent B3	10-Aug-2017	MOH
7	Respondent B4	10-Aug-2017	MOH
8	Respondent B5	10-Aug-2017	MOH
9	Respondent C1	11-Aug-2017	URP, UNILAG
10	Respondent C2	11-Aug-2017	Housing studies, UNILAG
11	Respondent D1	15-Aug-2017	JEI
12	Respondent D2	15-Aug-2017	JEI
13		8-Aug-2017	LASURA Focus meeting

Appendix F: Request for expression of interest



LAGOS STATE GOVERNMENT
LAGOS STATE URBAN RENEWAL AGENCY
PREPARATION OF SLUM IMPROVEMENT AREAS PLAN (LOWER-LEVEL PLAN), PRELIMINARY DESIGN AND OUTLINE BUSINESS CASE FOR ADENIJI ADELE AREA, LAGOS ISLAND.

REQUEST FOR EXPRESSION OF INTEREST (REOI)

1. PREAMBLE

The Lagos State Government is desirous of preparing a Redevelopment Plan for Phase I-IV, Adeniji Adele, LSDPC Estate, Lagos Island. The study became necessary because of environmental degradation, conflicting land uses and overstretched infrastructure in the area and with a view to prepare lower order plan for action areas recognized in the Lagos Island Master Plan. The Agency therefore invites interested Consultants in the built environment registered with Town Planners Registration Council of Nigeria (TOPREC), and Association of Town Planning Consultants of Nigeria (ATOPCON) to express their interest in the project. The successful consultant would be required to complete the Redevelopment Plan within 6 months.

2. SCOPE OF SERVICE

The successful Consultant is expected to fully deliver the Redevelopment plan taken into consideration the detailed scope of service which will be made available in the request for proposal (RFP) to be issued to authorized firms arising from this REOI. However, below is the summary of the task for the project.

a. Preparation of base map for the identified area using current high resolution imagery and aerial photograph from Lagos State GIS.
b. Land use studies leading to the preparation of up-to-date land use map of the area and preliminary design.
c. Preparation of topography map of the area.
d. Undertake Survey of Socio-economic studies and employment opportunities.
e. Population Studies and projections.
f. Determination of the Right of Way (ROW) of the study area.
g. Survey and mapping of existing facilities and services with a view to identifying the infrastructural gaps.
h. Survey of the physical environment.
i. Preparation of Feasibility Report and Socio-Economic Impact Reports of the proposed Land use plan,
j. Identify existing neighborhood centers and propose new ones.
k. Preparation of regeneration proposal which will be a comprehensive framework for sustainable growth. The proposal should include reports, plans, drawings, phasing plan and other relevant information.
l. Implementation plans in phases- short, medium and long terms.
m. Active involvement of the Community and other stakeholders in plan preparation.
n. Consider the adequacy or otherwise of the existing legal and regulatory framework that may impact on the program and make necessary recommendation of such existing laws and regulations and /or enactment of the new laws.
o. Propose an approval order in line with the operative development plan.
p. Comprehensive Outline Business Case for the proposal.

3. PRE-QUALIFICATIONCONDITIONS

Eligible consulting firms are invited to submit the Expression of Interest (EOI) in providing the service. The Agency would consider Consultants duly registered to practice in Nigeria and with proven capabilities on such assignment. To apply, the consultant must show evidence of considerable experience and track records of good performance in urban and regional planning practice. In addition, the consultant is to submit and fulfill the following documentations and conditions:

i. A covering letter summarizing content of the pre-qualification documents.
ii. Certificate of Incorporation of Company/Firm's registration in Nigeria and detailed Curriculum Vitae profile/ particulars of staff of the firm or consortia with areas of specialization.
iii. Evidence of current registration of the firm(s) with Town Planners Registration Council of Nigeria (TOPREC) and Association of Town Planning Consultants of Nigeria (ATOPCON).
iv. The firm's general structure and organization's duties including the pre- technical and financial outlays.
v. The audited financial report of the last 3 years of the firms.
vi. Evidence of preparation of similar land use study not below the above mentioned scale.

The Lagos State Urban Renewal Agency will prepare a shortlist of consultants on the basis of Expression of Interest received. A Request for Proposal (RFP) will be sent to the firm with the best qualifications who will be required to submit combined technical and financial proposals which will be scored against predetermined evaluation criteria. Consequently, the agency invites and negotiations with the consultant.

4. SUBMISSION OF DOCUMENT

i. Expression of Interest (EOI) must be submitted in English with one (1) original copy and two (2) other copies to be delivered in a sealed envelope clearly marked EOI: "Preparation of Slum Improvement Areas Plan (Lower-level Plan),Preliminary design and Outline Business Case for Adeniji Adele Area, Lagos-Island" and delivered to the address below not later than two (2) weeks from the date of publication between the hours of 9.00am and 4.00pm, Monday-Friday.

The General Manager,
Lagos State Urban Renewal Agency,
Old Secretariat, Oba Akinjobi Way
G.R.A, Ikeja.

Email: lsholebo@gmail.com
Website:www.lagosstate.gov.ng/lasura

Signed
CP. Lateef Sholebo
General Manager
Lagos State Urban Renewal Agency

Appendix G: Extract of laws governing urban renewal in Lagos state from LSURPD Law

PART IV

URBAN RENEWAL, IMPROVED AREAS, REHABILITATION AND UPGRADING

Establishment of the Urban Renewal Agency

49. There is established the Lagos State Urban Renewal Agency (referred to in this Law as the "Renewal Agency").

The General Manager of the Renewal Agency

50.—(1) There shall be appointed by the Governor for the Renewal Agency a General Manager who shall—

(a) be a holder of a recognized qualification and professional registration in town planning; and

(b) who shall have not less than fifteen (15) years cognate post professional registration experience.

(2) The General Manager shall be the Chief Executive Officer of the Renewal Agency and shall be responsible for the—

(a) general administration; and

(b) execution of the functions conferred on the Renewal Agency under this Law.

Functions of the Renewal Agency

51. The Renewal Agency shall be responsible for—

(a) monitoring and identifying areas qualified for upgrading and advising the State Government on redevelopment or renewal programmes accordingly;

(b) preparing and implementing approved State urban upgrading and urban redevelopment projects;

(c) holding, administering, and maintaining government acquired properties within redevelopment or renewal project areas.

Exercise of Powers under this Part.

52. Where a Development Plan prepared by the Renewal Agency in accordance with Section 5 to Section 17 has been approved under Section 18 of this Law, the Renewal Agency may exercise the power set out in this part for the purpose of assisting in the implementation of that plan.

Improvement Area.

53.—(1) The Renewal Agency may after the Plan has been approved by an order published in the Gazette, designate and declare any part of the area for which such plan has been made to be an "Improvement Area" for the purpose of rehabilitating, renovating, and upgrading the physical environment, social facilities and infrastructure of the area.

(2) The rehabilitation, renovation and upgrading may be brought about through the combined efforts of the residents of the area concerned and the Renewal Agency.

(3) The Renewal Agency shall before declaring an area to be an improvement area, satisfy itself that the purpose set out in subsection (1) of this Section is reasonably likely to be achieved.

Consultation and Co-operation in Improvement Area.

54.—(1) The Renewal Agency shall before declaring any part of an area to be an improvement area:

(a) use its best endeavour to inform the residents of the proposed improvement area by such means as it deems fit of the:

(i) purposes and intents of the proposed improvement;

(ii) powers vested in the Renewal Agency; and

(iii) facilities which would be made available and benefits to be derived by the areas;

(b) hold meetings with the Local Government of the area or any other associations in the area to:

(i) ascertain the views of the residents on the proposed improvement area and the exercise of powers relating to it;

(ii) set up liaison or consultative committees between the Renewal Agency and representatives of the resident to monitor the progress of the rehabilitation, renovation or upgrading in the area;

(c) inform other relevant statutory authorities of the proposed improvement area and invite their views and comments on it;

(d) take into account the views and comments made under paragraphs (b) and (c) of subsection (1) of this Section and from other interested parties on the proposed improvement area.

(2) The Renewal Agency shall, after declaring an area to be an improvement area:

(a) hold regular meetings with the committees established under subsection 1 *(b) (ii)* of this Section;

(b) assist or join other persons in assisting a resident or group of residents within the area to draw up and implement plans for the improvement of the neighbourhood;

(c) generally advise and assist the residents of the areas to take full advantage of the improvement concerned.

Power to prepare an Improvement Plan.

55.—(1) The Renewal Agency shall, in an improvement area, have power to:

(a) prepare an improvement area plan showing what ways and over what period of time the area is to be improved and may, where necessary include a plan for the redistribution of rights of occupancy of parts of land within the area or part of it;

(b) grant, guarantee or otherwise facilitate the granting of loans to a person or group of persons to;

(i) assist in the improvement, repair or renovation of houses within the area as may be directed by the Renewal Agency; or

(ii) provide, improve, repair or renovate social and communal facilities within the area;

(c) subject to the provision of this Law, demolish or order the demolition of a building or part of it and, where appropriate, recover the cost of the demolition from the owner of the building or part of it;

(d) improve, repair or renovate or order the improvement, repair or renovation of a building or part of it and where appropriate, recover the cost of the improvement or repair from the owner of the building or part of it; and

(e) pay compensation within 90 days on such terms and conditions as may be prescribed, to a person who suffers a loss or damage through the exercise of its powers in the area.

(2) The Renewal Agency shall have power to enter into agreement with persons or body corporate for the purpose of implementing its improvement plans.

Restriction of the Power to Demolish.

56.—(1) The power of the Renewal Agency to demolish or order the demolition of a building or part of it under this Law may not be exercised unless:

(a) the building falls so far below the standard of other buildings used for habitation in the areas that it is likely to become a danger to the health of occupiers of adjacent buildings;

(b) the building is in such a state of disrepair that it is likely to become a danger to public safety and cannot be repaired at a reasonable cost;

(c) two or more contiguous buildings are badly laid out and so congested that without the demolition of one or more of them that part of the improvement area cannot be improved; or

(d) it is in connection with the provision of infrastructural facilities and other services for the area.

Demolition Orders.

57.—(1) The Renewal Agency shall before ordering the repair, demolition or renovation of a building or part of it:

(a) inspect the building or part thereof to ascertain its condition and situation;

(b) where the proposed order is for a repair of a building or part of it prepare a schedule of necessary information which shall inform the owner or occupier of the building—

(i) of the proposed order and the reasons for it;

(ii) the date, time and place where the Renewal Agency shall consider any representation or objections to the proposed order; and

(iii) of such other matters as may be prescribed by Regulations;

(c) affix a notice of the proposed order on a conspicuous part of the building to which the order relates;

(d) appoint a committee of members of the Renewal Agency to hear, consider and report on any representation or objection which may be made orally and in writing by the owner or occupier or his duly authorised representative; and

(e) where the proposed order is for the demolition of a building or part of it, prepare an estimate of the compensation payable to the owner or occupier of the building.

(2) Where the Renewal Agency; after consideration of the report of the committee appointed under paragraph *(d)* of subsection (1) of this Section confirms the proposed order with or without modifications or alterations, it shall serve a notice of the order and the reasons for it in such form as may be prescribed by regulations on—

(a) the owner or occupier of the building; or

(b) the person who made representations or objections to the proposed order.

(3) An aggrieved owner, occupier or interested party of a building which is the subject of a demolition order, may appeal against the order as provided under Part vii of this Law.

(4) An order made under this Section shall take effect where:

(a) there is no appeal against the order, at least 28 (twenty-eight) days after;

(i) its service on the owner or occupier of the building; or

(ii) the appeal has been finally determined or dismissed.

(5) The Renewal Agency shall not enter to repair, renovate or demolish a building or part thereof which is the subject of an order until:

(a) after the period stated in the notice of the proposed order has expired, or

(b) where there is an appeal against the repair, renovation or demolition, until the appeal has been finally determined or dismissed.

Compensation for Demolition

58.—(1) Where, under this Law, the Renewal Agency proposes to demolish a building or part thereof used for human habitation it shall make recommendations through the Commissioner to the Governor for the acquisition of the property.

(2) Compensation shall be payable to the owners or developers as provided for under the Land Use Act.