
Original Paper

Sustainable Public Sector Housing Policies Implementation in Port Harcourt Metropolis, Nigeria: Issues and Challenges

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Abstract

Problem of inadequate housing faced by low income earners in urban areas is alarming. This has been attributed to poor implementation of public sector housing policies across the globe especially in developing economies. The study assessed the issues and challenges in the implementation of sustainable public sector housing policies in Port Harcourt metropolis. Objectives of the study are to identify public sector housing policies in Port Harcourt metropolis; identify government agencies implementing public sector housing policies; identify issues and challenges of implementing public sector housing policies; identify interventions by government in public sector housing policies and provision; and recommend appropriate physical planning and policy measures for efficient implementation of public sector housing policies in the study area. The study adopted qualitative approach and case study research design. The study employed purposive sampling technique and a total of 34 key informants comprises officials of government agencies both federal and state levels and experts in the built environment were interviewed for collection of data. The study found there are public sector housing policies existing that have been used to implement public sector housing in the study area. The study also identified both federal and state governments agencies are responsible for the implementation of public sector housing policies including Federal Ministry of Lands, Housing and Urban Development, Rivers State Ministry of Housing, Rivers State Property Development Authority and the Federal Mortgage Bank of Nigeria. The study revealed land tenure system, political system, institutional and personnel, policy guidelines, bureaucratic bottlenecks from political office holders, government unwillingness, corruption, embezzlement of public funds, lack of continuity and lack of unified framework. Some of the interventions made by government to implement public sector housing policies are acquisition of land for easy access, provision of housing schemes for low cost housing, and public private partnership introduction. These interventions have produced public sector housing schemes (estates) amount to 17 housing estates in the study area by the federal and state governments. The study has suggested the following recommendations including government should review the extant policies on public sector housing in Nigeria and Rivers State Government should domesticate these policies, so as to meet the current realities and situation confronting policy implementation and delivery of public sector housing; sincerity of purpose in the government intervention efforts to do away with the challenges inherent in the implementation of the public sector housing policies; strengthening and coordinating of synergy between the government and the private sector in housing development; planning schemes of new public sector housing should be prepared at strategic locations; and adoption of policy measures outlined in the study should be practically carried out to ensure the smooth implementation of the public sector housing policies.

Keywords: Issues and Challenges, Implementation, Sustainable Public Sector Housing Policies

1. Introduction

Housing is unarguably one of the basic necessities of man. It is second after food in man's basic hierarchy of needs and seen as a right because of the attachment by man Ebie (2009). United Nations Human Settlements Programme (UN-Habitat) (2008) defines housing as a multi-dimensional concept that comprises the activity, process of residing, objects of dwellings and the environment where the dwelling is located. This definition also covers tenureship, type and cost of providing the dwelling for habitation. The concept of housing has been used loosely by various professionals but also mean dwelling from the UN-Habitat definition. Housing which has become a critical issue in urban areas has given rise to the development of public sector housing in urban areas. The provision of public sector housing is a social responsibility of the government to her citizenry (Eyenghe & Enwin, 2018). Public sector housing are apartments built by government at low price rate for low-income or poor people in the society (Longman Dictionary, 2020).

Housing is considered as an integral part of human settlement that fulfils basic need, and has a profound impact on the quality of life, health, welfare as well as productivity of man. Large proportion of urban residents in less developed countries do not have access to decent housing at affordable cost. As a result of this, inadequate housing condition has become an intractable challenge that has continued to receive attention from governments, professionals, developers and individuals in most developing countries.

According to the United Nations Human Settlements Programme (UN-Habitat) (2020), it is estimated that about 40 percent (3 billion) of the world population will need access to adequate housing by 2030. This means that 96,000 new affordable and accessible housing units is needed daily to meet the future demand. This condition has prompted many countries to initiate the development of public sector housing to house her population. Nigeria as a country is not an exception to this situation as her population is increasing rapidly with over 206 million populations currently from projection (Statista, 2020). It is estimated that Nigeria has a deficit of 17 million houses and requires about 700,000 new houses for her population (Eyinla, 2020). Even as governments of various levels in Nigeria is making efforts to provide public sector housing the demand and deficit of houses to her teeming population are not met.

Port Harcourt metropolis is also faced with housing deficit as her population is increasing annually. The public housing policies by governments of various levels have failed to achieve the intended goals to meet housing demands of the inhabitants of the metropolis. Therefore, the need to assess the issues and challenges faced in public sector policies implementation in the metropolis and provide physical planning measures to improve the implementation of public sector housing in the metropolis to improve deficit of housing.

1.1 Statement of the Problem

Housing deficit crisis in urban areas is escalating and unabated despite of housing policies, programmes and strategies being employed by public and private sectors aimed at implementation of public sector housing policies to address housing challenges (Okupe, 2002). Since implementation of public sector housing is principally carried out by government and its agencies and their collaborators, it is argued that one vital step to addressing myriads of issues and challenges in the implementation of public sector housing in Port Harcourt metropolis is the implementation of existing public sector housing policies to meet the demands of the population. It has been observed in Port Harcourt metropolis that there has been inefficient implementation of public sector housing policies and programmes and this has led to shortage of housing stocks in the metropolis especially for the low income earners and the poor. This challenge has resulted to the proliferation of slum and squatter settlement neighbourhoods in different locations of the metropolis. The government and its agencies inability to implement these policies and programmes has further impoverish the citizenry and encourage unplanned development and housing without basic neighbourhood facilities and services thereby reducing the quality of life. There is need for the assessment of the issues and challenges in the implementation of public sector housing policies in Port Harcourt metropolis, Nigeria and provide effective physical planning measures for the implementation of public sector housing to achieve sustainable human settlement in Port Harcourt metropolis. This will add to the body of knowledge of public sector housing policy implementation and sustainable urban development.

1.2 Aim and Objectives of the Study

The aim of the study is to access the issues and challenges in the implementation of sustainable public sector housing policies in Port Harcourt metropolis, Rivers State.

The objectives of the study are as follows:

- I. Identify public sector housing policies in Port Harcourt metropolis;
 - II. Identify government agencies implementing public sector housing policies in the study area;
 - III. Identify issues and challenges of implementing public sector housing policies in the study area;
 - IV. Identify interventions by government in public sector housing policies and provision in the study area; and
 - V. Recommend appropriate physical planning and policy measures for efficient implementation of public sector housing policies in the study area.

1.3 Scope of the Study

Geographically the study covers Port Harcourt City and Obio/Akpor Local Government Areas in Port Harcourt metropolis, Rivers State (see Figure 1). Contextually, the study identified public sector housing policies in Port Harcourt metropolis, identify government agencies implementing public housing policies in the study area, identify issues and challenges of implementing public sector housing in the study area, identify interventions by government in public sector housing policies in provision of housing in the study area, and recommend appropriate physical planning and policy measures for efficient implementation of public sector housing policies in the study area.

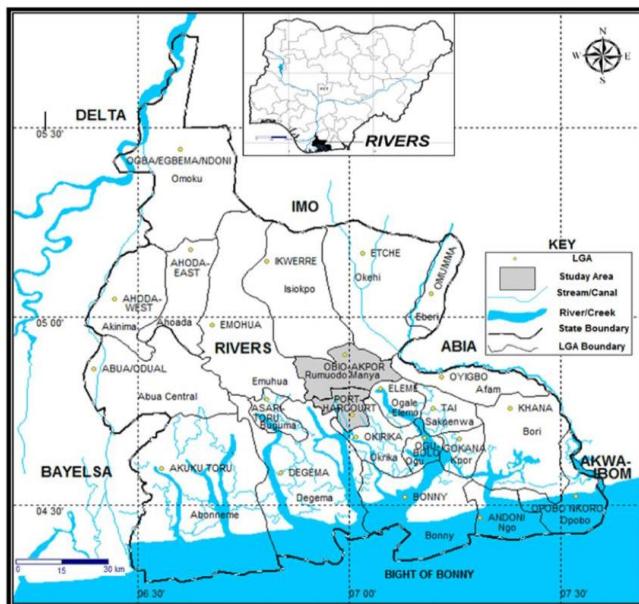


Figure 1. Rivers State Map Showing Port Harcourt City and Obio/Akpore LGA

Source: GIS Lab, Dept. of Urban and Regional Planning, Rivers State University, 2021

2. Literature Review

2.1 Housing Policy as a Process and Product

Housing is a process and product. As a process, it involves the combination of human and material resources to produce housing (Agbola, 1998). For housing to be a product requires a process that

consider geographical, economic and social inputs to make it a tangible element (Makinde, 2014). The government of Nigeria has made significant effort to provide housing for her teeming population. This effort is a product of the National Housing Policy (NHP) 1991-2000, which its objective is to ensure that social housing is provided for low-income earners in the country at a reasonable price. Though, this effort was not actualised by the expiration of the policy by 2000 (Waziri & Roosli, 2013). The failure of the NHP 1991-2000, brought about NHP 2005 which acknowledged it is the responsibility of government to provide housing for her citizens, but government should allow the construction process to be handled by the private sector through collaboration to realise the objective of the policy. It was also acknowledged that a holistic approach had to be the basis of the housing strategy and hence the co-location of housing and urban development. Although the policy has taken off, it has set for itself the target of 40,000 housing units across the country with 1000 in State and 2000 in Lagos and Abuja (Agbola & Alabi, 2000). However, the implementation of the NHP 2005 was gulfed issues and challenges including political interferences due to insincerity in the approach of the policy makers, non-consideration of the socio-economic characteristics target population (low-income earners) during initiation and implementation of the scheme and allocation of more of the few houses constructed to high-income earners (Ademiluyi, 2010). These challenges have further caused issues and doubts on the Nigeria government by the public especially the low-income group to provide housing for the population.

2.2 Urban Housing Development

The NHP observed that, although for the past years housing schemes were concentrated in the urban areas, but the needs of the low-income earners have not been adequately address in these urban areas (Mari, Kura, & Idris, 2014). Mari et al. (2014) noted that 70% of the low-income earners still live in rented houses than owner occupies houses from the NHP report. To alleviate the problems of housing and ensure physical development of the urban low income areas; the NHP recommended that government shall adopt the following strategies and recommendations on urban housing:

I. Encourage massive private sector investment in provision of cheap habitable rental accommodation by:

- a. Providing access to building finance at favourable terms to developers of low income accommodations.
- b. Ensuring the employers of labour assist their workers in the provision of shelter.
- c. Providing serviced land at subsidized rate for development

II. Directly provide facilities and houses for urban low income earners by:

- a. Re-organizing and funding various housing agencies and encouraging them to make available rental housing for urban low income group.
- b. Reviewing the existing building bye laws to ensure that their provisions are brought within affordable limit of the low income group etc. Chapter eight of the National Housing Policy is also an important aspect of the policy because it states the role of the private sector in housing schemes. According to the National Housing Policy, the private sector provides over 90% of the housing stock in the country. It has been defined according to this policy to include “all financial intermediaries, industrial and manufacturing organisation, as well as private and individual investors”. However, some of the factor militating against effective private sector participation were identified to include:

- Problems of land acquisition: land has always been one of the valuable things that people keep as an asset. It is difficult to acquire land because people claim their ancestral land.
- Lack of access to adequate housing finance. Some of the bureaucracy involved is too frustrating coupled with corruption in the disbursement of such fund.
- Excessive cost of building materials.

III. However, to encourage private sector to further participate in the housing delivery, the following strategies have been suggested:

- a. Grant capital allowance on residential building and exempt interest on loan from tax.
- b. Streamline the procedure and speed up the issuance of certificate of occupancy and consent to mortgage.
- c. Encourage trade groups to set up building societies.

IV. Review and ensure effective enforcement of the provision of the Employee Housing Scheme Decree No. 54 of 1979 as amended (FGN, 1979). Chapter nine which is the last chapter of the National Housing Policy (August, 1990 publication) is concern with the monitoring and evaluation aspect. This chapter attribute the failure of past housing delivery to lack of adequate monitoring and evaluation of policy implementation. By this it means that constant monitoring of the agencies involved in housing delivery will check the problems of failed projects and eliminate corruptions in terms of contracts. Since large number of institutions is involved in the implementation of this policy, adequate monitoring is required to achieve its goal. Although several strategies for evaluation and monitoring were put forward, the cases of abandon housing project are still prevalent. The problem with our public policy is that, many people do not consider government programmes or activities as somebody's work. Thus whether the programmes fail or succeeded it is none of their business. According to the strategies for monitoring and evaluating housing policy as contained in this chapter, there shall be national council on monitoring and evaluation of housing policy which shall be an independent body, charged with responsibility of monitoring and evaluating the implementation of the National Housing Policy. The council shall among others:

- a. Examine the performance of relevant agencies and institution involved in housing as determined by the National Housing Policy, especially in the area of rural and low income housing
- b. Take prompt action to effect remedial measures where necessary in the interest of an orderly and effective implementation of the National Housing Policy.
- c. Examine and monitor participation and performance of private sector in the provision of accommodation.

2.3 Issues and Challenges of Implementing Public Sector Housing Policies

From studies by researchers such as Festus and Amos (2015), Akeju (2007) and Aribigbola (2006) concerning public sector housing, they identified several challenges hindering public sector housing policies implementation including formulation and execution of the policy, inadequate funding, shortage of skilled manpower in the building industry, insufficient infrastructural amenities, as well as ineffective housing finance. There are issues of inadequate supply of housing finance to provide adequate mortgage facilities for people. Inability to complete a large number of ongoing housing projects on specified time and initiating new ones. Lack of continuity in government policies and programmes as a major hindrance confronting public housing policies and programmes implementation. Rapid urbanisation as a result of ineffective planning contributing to slums and squatter development, as well as high cost of building materials, cost of land and difficulty of obtaining certificate of occupancy (C of O) and unstable political and economic climate that effects housing provision (Akeju, 2007). There are issues and challenges of public sector housing implementation such as low income, high rate of interest on mortgage loans, high cost of building materials, poor governance, as well as shortage of social services and inability to quantify and qualify the housing problems of the urban areas to meet demands (Festus & Amos, 2015).

2.4 Interventions in Provision and Implementation of Public Sector Housing

Public sector housing interventions in Nigeria is not new and started in the colonial era in 1928. Government to improve housing and public health established the Lagos Executive Development Board (LEDB). However, to improve housing, the regional governments in Nigeria established housing corporations, and mandated to construct houses for sale to members of the public, and insurance of loans to those who wished to build their own houses. The housing corporations that were established did not make significant progress and did not meet the expectations of the poor as they were saddled with lack of funds and technical resources (Ekwueme, 1980).

Hence, to improve public sector housing in Nigeria, the 2nd National Development Plan, government established National Council on Housing in 1971 and accepted the provision of housing for the public as part of her social responsibilities. In 1972 a National Housing Programme was introduced into the 2nd National Development Programme. Government planned to build 59,000 housing units throughout the federation, with 15,000 units to be built in Lagos state, and 4,000 units in the other eleven states. In the 3rd National Development Plan (1975-1980) government proposed 202,000 housing units for the entire federation, with 12,000 units planned for Kaduna State, 8000 units for each of the other 18 States, and 46,000 units for the Federal Housing Authority estate at Ipaja, in Lagos state. At the end of the plan period less than 15% of the proposal was achieved (FGN, 2004).

In 1980, a National Housing Programme was initiated and government proposed the construction of 160,000 housing units across the nation for a four-year period. For each of the nineteen states of the federation, and Abuja, 2000 housing units were proposed annually. The target population comprised low-income and middle-income earners. Eighty percent (80%) of the housing units were designed as 1-bedroom core houses for low-income earners and the rest were 3-bedroom houses for the middle-income earners. By June 1983, only about 20% of the houses proposed were actually constructed (FGN, 2004). Mid-way through the first phase, the second phase was initiated, and it consisted of 20,000 housing units to be built throughout Nigeria. The programme did not take off in most states of the federation. The investment on housing by government during the Fourth National Development Programme was about 3.3% of the budgetary allocation made for it. Thus, the impact of the programme on the overall housing market was negligible.

Aside from the Low-Cost Housing Programme, government mandated the Federal Housing Authority (FHA) to construct 350 housing units in each state of the federation and the Federal Capital Territory for medium and high-income earners. The Nigerian government in 1984, in place of direct housing construction, adopted the concept of sites and-services as a strategy in housing provision. The Federal Ministry of Works and Housing, handled the programme, and by 1988 it had developed 20 sites-and-services estates and 11,971 serviced residential plots (Centre for African Settlement Studies and Development (CASSAD), 1993). The programme involved the provision of serviced land for housing development. Infrastructural services such as roads, drainage and sewerage systems, water supply, and electricity were proposed, but very little were achieved in their provision. All these interventions have been carried out by governments and its agencies but their efforts look insignificant and has not improve the situation of providing public sector housing for the target population.

3. Methodology

The study employed a qualitative approach and a case study research design for collection and analysis of data (Crowe, Creswell, Robertson, Huby, Avery, & Sheikh, 2011). Hence, to achieve the aim and objectives of the study purposive sampling technique was employed. Purposive sampling technique was used to determine the population that participated in the study who are knowledgeable persons that can address the research objectives and questions. A total of thirty-four (34) key informants were interviewed for the study that comprises MDAs and professionals involved in public sector housing and implementation. The agencies that were interviewed include Federal Ministry of Lands, Housing and Urban Development (FMLHUD), Rivers State Ministry of Housing (RSMH), Rivers State Property Development Agency (RSPDA), Federal Mortgage Bank of Nigeria (FMB). While experts that were interviewed include Town Planners, Estate Valuers and Surveyors and Architects (see Table 1). Thus, after interview of the key informants of the subject matter their responses were categorised as themes and concepts for content analysis.

Table 1. Determination of Sample Size

S/No.	MDAs/ Experts	Sample Size
1	Federal Ministry of Lands, Housing & Urban Development (FMLHUD)	1
2	Rivers State Ministry of Housing (RSMH)	1
3	Rivers State Property Development Authority (RSPDA)	1
4	Federal Mortgage Bank of Nigeria (FMBN)	1
5	Town Planners	10
6	Estate Valuers and Surveyors	10
7	Architects	10
Total		34

Source: Researchers' Fieldwork, 2021

4. Results and Discussions

4.1 Identified Public Sector Housing Policies in the Study Area

The extant public sector housing policies identified in the study area by MDAs and experts in the that are attributed to the following laws and policies that established the housing policies. These laws and policies include:

Township Ordinance of 1917 That Created the Old GRA in Port Harcourt

The Township Ordinance of 1971 was enacted by the British Colonial Administration to establish planned neighbourhoods for the colonial officers and black Africans. This law established and created the Government Reserved Areas (GRAs) in Nigeria. In the case of Port Harcourt, the study area it prepared a planning scheme called Old GRA. This area is the area where the colonial officers and their black servants were living. This brought segregation between the colonial officers and the black in the study area. Though, this area is where physical planning and urban development started in the study area.

The Nigeria Land Use Act of 1978 (Amended in 2004)

The promulgation of this Act was as a result of two main factors: Firstly, was the diversity of customary laws on land tenure and difficulty in applying the various customs of the different people. The second factor was the rampant practice in southern Nigeria with regards to fraudulent sales of land. The Nigerian Land Use Act 1978 is the principal legislation that regulates contemporary land tenure in Nigeria. The Land Use Act was equally targeted at reducing the high cost of land required for industrial estates and mechanized agriculture. This Act enable government to acquire lands for public housing development in the country and allowed the federal and state governments to formulate housing policies in Port Harcourt metropolis. The law established housing estates in Port Harcourt metropolis.

Federal Housing Authority Act of 1973 (Expanded in 2008)

The Federal Housing Authority (FHA), a wholly owned agency of the Federal Government of Nigeria, was established by Decree 40 of 1973 now an Act, CAP F-14 Laws of the Federation of Nigeria 2004. The Authority is supervised by the Federal Ministry of Lands, Housing and Urban Development (FMLHUD). The Authority is partially commercialised and is expected to prepare and submit proposals from time to time to the government, for National Housing Programmes, making recommendations to government on aspects of urban and regional planning, transportation, communication, electric power, sewage and water supply development as may be relevant to the successful implementation housing programmes as approved by the government. The Act has also provided framework for the formulation of public sector housing policies and programmes in the study area.

Housing for All Scheme of A.D 2000

The government of Nigeria in 1975, clearly accept the social responsibility for providing houses for the masses through the re-housing schemes required by slum clearance activities. Before now, housing and housing allocations were lumped together with town and country planning and regarded as a low priority sector, while the private sector was unable to meet the demands for housing in the country as the sector with constraints of insufficient private savings, inadequate credit facilities, high cost of and difficulty of accessing land particularly in urban areas and the rapid increase in prices of building materials. The Housing for All Scheme A.D 2000 policy prompt the allocation of funds for the development of housing programmes in the country and Port Harcourt metropolis was also selected as one of the sites for the programme.

Housing Policy Act of 1990 (Amended in 2004, 2014 and 2016)

The 1990 Housing Policy Act sought for active participation of all tiers of government, the federal, state and local government and also government agencies and parastatals such as the federal housing Authority, the state housing Authority, Ministries and Departments. Under the National Housing Policy 1990 FHA was mandated to develop and manage real estate on commercial and profitable basis in all the state of the federation, provide sites and services scheme for all income groups, with special emphasis on low income groups in the major cities of the country; and provide low income houses in all states of the federation. To ensure proper and positive implementation of this policy; a committee was constituted, the National Housing Policy Council which is saddled with the responsibilities among others to coordinate all activities relating to housing sector and insure continuous monitoring with a view to determine its performance. The new policy aimed at removing the impediments to the realization of housing goal of the nation. The goal of the policy is to ensure that Nigerians own or have access to decent, safe and healthy housing accommodation at affordable cost.

Mortgage Finance Bank Act of 1993

In 1977 the Nigerian Building Society metamorphosed to Federal Mortgage Bank of Nigeria (FMBN) which serves as the main engine room for public housing delivery with a dual function of both primary and secondary mortgage institution. The policy re-structured the financial routing of accessing housing loans by way of creating a two tier financial structure, which is the federal mortgage bank of Nigeria as the apex and supervisory institution and primary mortgage institutions as primary lenders. However, in 2007 the FMBN conceded supervisory functions to CBN (Yakubu, 2004; Aribigbola, 2008). The FMBN nevertheless was empowered through decree no. 82 of 1993 to collects, manage and administer contributions to the National Housing Fund (NHF) from registered individuals and companies.

Affordable Home Ownership Scheme of 2014

The affordable home ownership schemes of 2014, was set out by the government, which involve initiatives to stimulate supply side building of affordable homes for sale (which is to say within a price range that a targeted group of first time buyers might be able to buy). Alternatively, or sometimes as part of the same scheme, they can involve the demand side provision of subsidies or other schemes to help the targeted first time buyers to obtain deposits or mortgage finance or more generally afford the regular payments (including the “shared ownership” approach which allows incremental purchase of an ownership share in a property while continuing to pay rent for the part owned by the landlord, usually a Registered Social Landlord).

National Housing Fund Act of 2000

The National Housing Fund act is the product of the 2000 Housing Policy of the Federal Government of Nigeria. Decree No. 3 of 2000 which was packaged against the background of the National Housing Policy (NHP), is a legal instrument for mandating individuals and government to pool resources into the National Housing Fund (NHF). The NHF can be seen as the ultimate culmination of the previous efforts of governments in Nigeria at housing provisioning. The policy establishing the NHF emanated from recognition of the evident of housing problems in most urban areas of Nigeria (Waziri & Roosli, 2013). Therefore, the policy took cognisance of both the qualitative and quantitative of housing problems visible in urban areas across the country. The 2000 Decree pursued the original objectives

outlined in the National Housing Policy (1980).

4.2 Government Agencies Responsible for the Implementation of Public Sector Housing Policies in the Study Area

The analysis as obtained in the checklist of data collected revealed the government agencies responsible for the implementation of public sector housing policy in the study area are federal and state government agencies. These agencies include:

- I. Federal Ministry of Ministry of Lands, Housing and Urban Development;
- II. Rivers State Ministry of Housing;
- III. Rivers State Property Development Authority;
- IV. Rivers State Ministry of Urban Development and Physical Planning; and
- V. The Greater Port Harcourt City Development Authority.

These government agencies have relied on national policies and programmes to carry out their functions as they are products of the government public sector housing policies and programmes in the country at different periods. The policies and programme outlined their mandates and responsibilities in the actualisation of public sector housing for the country.

4.3 Challenges in the Implementation of Sustainable Public Sector Housing Policies in the Study Area

The study has identified challenges faced by government agencies in implementing public sector housing policies in the study area. However, from interview responses of key informants including MDAs and experts, the challenges faced by the agencies in implementing public sector housing policies in the study area are as follows:

- I. Land tenure system, inconsistent landuse policy, poor implementation process, government inconsistencies, and communal disturbance;
- II. Political system does not have a commitment to providing an encouraging atmosphere for housing policy;
- III. Institutional and personnel to drive policy implementation is lacking;
- IV. Stakeholders do not adhere to policy guidelines;
- V. Bureaucratic bottlenecks from political office holders;
- VI. Unwillingness on the part of government to implement the policy, controversies inherent in the Land Use Act of 1978, the issue of corruption and embezzlement of public funds; and
- VII. Bias in government decision, lack of continuity in government implementation of policies, frequent changes in government and its structures, and lack of unified framework for the implementation of housing policy by successive governments.

4.4 Interventions by Government in Public Sector Sustainable Housing Policies and Provision in the Study Area

MDAs Interviews

Interview of MDAs revealed there are various interventions by government by the federal and state governments for implementation of public section housing policies and provision in the study area. Some of government interventions include:

- I. Government has made it easier for housing developers to acquire land and assess the C of O;
- II. Provision of Rivers State Housing Scheme now before the Rivers State House of Assembly for approval and ratification;
- III. Public Private Partnership collaboration in housing development; and
- IV. Provision of low cost housing by successive governments in Rivers State.

Experts Interviews

The interactions with experts also identified other various interventions by the government to the implementation of public sector housing policies in the study area including:

- I. Development of mass housing for low income earners;
- II. Politically motivated housing schemes;
- III. Selective implementation of housing schemes; and
- IV. Provision of low cost housing for civil servants in different locations in Port Harcourt metropolis.

4.5 Visible Interventions of Sustainable Public Sector Housing Policies Implementation by Government in the Study

The study revealed from responses MDAs and experts of visible evidence in implementation of public sector housing have been carried out by both federal and state governments in the study area. These public sector housing as listed by the federal and state governments include:

Federal Government Public Sector Housing

- I. Federal Housing Estate Woji;
- II. Federal Housing Estate Rumueme; and
- III. Federal Housing Estate Borikiri

State Government Public Sector Housing

- I. Iriebe Housing Estate;
- II. Igbo-Etche Housing Estate;
- III. Aggrey Road Housing Estate;
- IV. Ndoki Housing Estate;
- V. Marine Base Housing Estate;
- VI. Aggrey Housing Estate;
- VII. Abuloma Housing Estate;
- VIII. Elekahia Housing Estate;
- IX. Civil Servant Estate;
- X. Rainbow Town Housing Estate (uncompleted);
- XI. Benin/Uyo Street Housing Estate;
- XII. Khana Street Housing Estate;
- XIII. Lagos Street Civil Servant Quarters; and
- XIV. Bonny/Creek Road Housing Estate;

The study has revealed, government interventions in public sector housing in the study area has produced 17 public housing estates. From the total public sector housing estates provided, 3 of these public sector housing was provided by the federal government while 14 of the public sector housing were provided by the Rivers State Government. Though, the Rainbow Town Housing estate has not been completed because of political instability caused by change in government and disagreement between government, development partners and construction firm.

4.6 Policy Framework for Implementation of Public Sector Housing Policies in the Study Area

Responses of MDAs and experts interviewed suggested, to improve efficient implementation of public sector housing policies in the study area, there is need for review of the Land Use Act of 1978 to make

land accessibility and acquisition easy and provision of soft loans for citizens especially within the low and medium income groups and civil servants to build their own houses. Key informants also suggested, identification of people that is in dare need of housing to access mortgage and subsidies for housing development, implementation and supervision of public housing policies and involve the private sector and other stakeholders in public housing provision. There should be proper definition of policy and framework in the implementation process.

Again, other policy framework characteristics for efficient implementation of the public sector housing policies as suggested by key informants include government should make bridge linking between provision and allocation process to capture the issues of housing provision and allocation to citizens that are in dare need of housing, prioritise the housing sector scheme in national and state budgets, consistently reviewing existing housing policies to meet the present trends and changing needs in the housing sector, easy access to housing finance and enlist legislations to protect private investors and developers that into real estate development.

5. Conclusion

Sustainable public sector housing policies in many developing economies especially in Africa have become a dream tale that is far to achieve. Port Harcourt metropolis has witness hitches in the implementation of public housing delivery to her ever growing population. The study has access the issue and challenges in the implementation of sustainable public sector housing policies in Port Harcourt metropolis, Rivers State. Thus, the study has identified and examined extant housing policies that have aided the provision of public sector housing in the study area and has identified both the federal and state government agencies are responsible for implementing these extant public housing policies in the metropolis. The study identified land tenure system, policy and implementation process inconsistency, political instability, poor institutional and lack of personnel, bureaucratic bottleneck, limitations of the Land Use Act of 1978, corruption and embezzlement of funds and lack of continuity by successive governments are some of the issues and challenges facing implementation of these policies. Though, government has intervened to improve the situation by making access to land easy through issuant of C of O, provision of housing schemes to develop mass housing for low income earners but selective in implementation and introduced PPP system which has produced 17 public sector housing schemes (estates) in the study area. The study has suggested some policy framework to efficient implementation to public housing policy for the study area. Hence, the role of policy implementation in enhancing provision of sustainable housing delivery is extremely critical in the study area and requires improvement. Therefore, to achieve sustainable and appropriate workable public sector housing implementation process in the study area, there are physical planning and policy measures should be put in place through the following recommendations.

6. Recommendations

The following recommendations are suggested for the study including:

- I. Government should review the extant policies on public sector housing in Nigeria and the Rivers State Government should domesticate these policies, so as to meet the current realities and situation as well as tackle the issues and challenges being confronted policy implementation and delivery of public sector housing in the study area;
- II. There is should be sincerity of purpose in the government intervention efforts to do away with the challenges inherent in the implementation of the public sector housing policies so as provide avenue of citizens to access affordable housing units;
- III. Proper strengthening and coordinating of synergy between the government and the private sector in housing development so as to achieve the usefulness of the public sector housing policy's. This will help in knowing the extent to which the public housing sector policy can help in the provision of public sector housing in the study area;
- IV. Planning schemes of new public sector housing should be prepared at strategic locations in the study area to reduce the housing demands; and

V. Adoption of policy measures outlined in the study should be practically carried out to ensure the smooth implementation of the public sector housing policies in the study area.

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