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# THE CONCEPTUAL FRAMEWORK OF MODERN CONSTRUCTION DISPUTE RESOLUTION IN NIGERIAN CONSTRUCTION INDUSTRY

# Badmos-Raji Barakah A \*

#### 1. Introduction

Disputes are inevitable in any given construction industry due to the complex nature of the industry itself. 932 The most common disputes associated with the industry are delay in the supply of material, delay in payments for completed work, improper construction method, delay caused by the subcontractor and discrepancies in contract documents between the various parties. 933 There is bound to be disputes because different professionals are always involved in the execution of construction project although each with distinct and well defined specialized role. Delays can also give rise to suspension of work and loss of productivity, late completion of project, increased time related costs and third party claims and abandonment or termination of contract. 934 Other factors include contractor related problems, owners' financial constraints, high inflation / increased material price; design change by client; defective design; weather conditions; delayed payment on contracts and defective construction work. 935

When delay occurs in construction projects, it has adverse consequences on project objectives in terms of time, cost and quality. 936 Construction-related disputes can consume a lot of time, money and in most cases the consequences of construction disputes are severely devastating. The complexity of the construction industry is always responsible for inevitability of disputes in the industry. In addition, construction disputes can occur from various stakeholders within the industry ranges from dispute between clients and contractors, consultants and contractors, contractors and suppliers, contractors and employees, among others. 937 It may also be as a result of time and cost overruns, poor execution of work, payment delays to contractors, suppliers, and workers 938.

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Mohammed, Kasimu Alhaji, and Abubakar Dariadi bah, "Casses of Delay in Nigeria Construction Industry" (2012) Vol 4

No.2 Interdisciplinary Journal of Contemporary Research in Business 785-794

Mohammed, Kasimu Alhaji 786.

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"Abedi, M., M. S. Fathi, and M. F. Mohammad, "Major mitigation measures for delays in construction projects" (2011) 1-7. See also Abdul Rahman, Ismail et al. "Relationship between In-trace of construction projects" (2013) Vol. 2

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<sup>&</sup>lt;sup>509</sup>Potts, Keith, and Nii Ankrah, "Construction cost management: learning from case studies. Routledge" (2014). See also Tworek. Piotr, "Excerpts from the scientific research on risk conducted among the largest Polish contractors." (2012) Vol.10 No.1 Zarzadzunie / Finanse, cz. 1 113–121.

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Litigation and arbitration have for long time been the unitary mechanism for resolving construction disputes. Studies have revealed that litigation and arbitration need to be supported with other alternative dispute resolution mechanisms for efficient and effective performance of the construction industry.939 It has been argued that delay occasioned through court process normally damage business relations of the contracting parties and the risk associated with the liability of the unsuccessful party to reimburse both the legal costs and whatever cost that was accrued to the successful party. 940 Disputes relating to construction projects usually use up enormous amount of funds and time.

However, the world today has shifted from adversarial to interest-based dispute resolution mechanisms with equitable functions in construction industry. 41 This paradigm shift has given rise to demand in amicable mode of settlement in the industry. Over the past decades, construction practitioners have tried to develop and implement the right contractual method which fit the best approach of their needs and minimizing disputes in construction projects. 942 The construction industry has embraced other alternatives to litigation in bringing about resolution to all kinds of disputes likely to occur in the industry due to time consuming nature and expensive cost implication of litigation processes and outcomes. 943 The stakeholders in the industry has made tremendous effort to put in place some efficient and adequate mechanisms such as mediation, statutory adjudication, dispute review board, expert determination, neutral evaluation and construction court for resolving disputes owing to the exigencies of the industry. 944 The changes in the world today have accounted for the emergence of new types of proceedings for settlement of construction disputes. These proceedings have been developed, and they are proving beneficial to stakeholders in the construction industry in preventing unnecessary and devastating consequences of construction disputes; such as waste of resources, time and funds.

# 2. The Modern Processes of Construction Dispute Resolution

# 2.1 On Site Dispute Resolution and Avoidance Mechanisms

On site dispute resolution and avoidance mechanisms are the mechanisms used during the pendency of project when dispute arises between the parties to construction contract. This is to reduce or avoid any form of disputes likely to impair the work -inprogress and to enable a timely delivery of projects. This is because dispute left unattended to can give rise to major dispute due to the nature of construction industry. Major dispute can be very costly and time consuming which the logic behind the emergence of these mechanisms. On site dispute resolution and avoidance mechanisms

Davidson Iriekpen, "Disputes: When ADR Becomes Succour" This Day Live Monday 29 December, 2014

Wong, Chen Hin, "Adjudication: Evolution of New Form of Dispute Resolution in Construction Industry" (Dissertation,

Famukin, J. O et al., "Assessment of success factors for joint venture construction projects in Nigeria" (2012) Vol.17 No.2

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Aibinu, A. A. And Odeyinka, H. A., "Construction delays and their causative factors in Nigeria" (2006) Vol. 7 No. 132 Journal Construction Engineering and Management, ASCE 667-677.

Mohamed, Mobil Aleram Bin Shair, "Construction dispute revoldance" (A Presented at an Annual Conference 18th Building and instruction Contracts between Traditional Legal Rules and Developed Legal System) 471-491.

"Eunice R. Oddiri, "Alternative Dispute Resolution" (A Paper presented at the Annual Delegates Conference of the Nigerian Association at Le Menidien Hosel — Abuja, between 22<sup>nd</sup> - 27th August, 2004).

include Dispute Resolution Advisor (DRA), Dispute Review Board (DRB), and Dispute Adjudication Board (DAB). It is highly desirable for Nigeria construction industry to take a clue from this in other to reduce the level and rate of disputes that will be left to go to court and arbitration after the completion of project.

### 2.1.1 Dispute Resolution Advisor (DRA)

The basic concept of DRA involves the use of a neutral third person who advises the parties to a potential dispute and suggests possible options to avoid the dispute Dispute Resolution Advisor (DRA) is jointly appointed by the Employer and Contractor, who will help the parties to avoid differences transgressing into dispute The appointment of advisor commences with the contract and terminates with the contract. The appointed advisor is immediately consulted whenever dispute arises among the players on site during the pendency of work on site. The main duty of the advisor is to assist the parties to identify potential disputes and encourage instant resolution so that formal settlement may be averted. The role of the advisor is facilitate, advice and mitigate on the choice of suitable resolution mechanism at every point in time, through the use of either Dispute Adjudication Board (DAB) Conciliation, Mediation, Arbitration or Litigation. 946 The DRA presides over the parties to jointly work towards a common goal of completing the projects accordance with the contract agreement. It ensures settlement of disagreement at size level before it develops into a full blown dispute. The process helps to prevent disputes which could affect the relationship of the participants while on site and at the instance of work -in-progress and likely hamper the completion of-project. This process contributes immensely towards attracting foreign investors into the country because it creates a friendly environment for all participants in the industry.

#### 2.1.2 Dispute Review Board (DRB)

This is also a newly emergence mechanism used in the construction industry for circumventing or resolving disputes during the pendency of construction projects DRB is established at the beginning of projects by total agreement of the parties and before any conflict arises. It is geared towards minimizing and avoiding the issue which may likely give rise to disputes if left unattended. Members of DRB are usually chosen jointly by the contractor and the owner prior to the commencement of a project Members of DRB are always acquitted with situation with both parties and the project right from the onset and this gives them the opportunity of resolving disputes as the occur. 947 It consists of a three-member panel. Their recommendations serve reinforcement with a positive impacts on projects outcome. This is because board members are mutually selected by all the stakeholders of the industry and composed of people that have expertise technical know-how in the area of construction. This study found that the so-called site supervision used by the Nigerian construction industri during the pendency of a project is a caricature of dispute review board which need e reworked and gir aternational practice effective and reliable other countries I stance, it had been channel tunnel, the H the UK, the DRB currently being used The fact that profess working progress and 2.1.3 Dispute Adjud This is a new mecha isputes on major inf independent experts mmencement of a DAB and DRA are because they are inst while work goes on DAB within 28 day established in Niger called "site supervi members, each party then consult with the the chairman. 952 It members of DAB. and periodically vis with the project and reviewing the docum order to issue dec when dispute arises. mmediately evaluate parties. The board is members' regular articular issues whi parties undertake b caluates the disput aggrieved party to p

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Piadjoe, Albert, "Alternative dispine resolution a developing world perspective" Routledge, 2013.

<sup>&</sup>quot;Adam: K. Buit et al., "Delivering Dispute Free Construction Projects: Part III - Alternative Dispute Resolution" A Research Perspective Issued by the Navigant Construction Forum (June, 2014).

16 Saruta Rano: Dienae Brands & Adudication in Midness An Insignmente Boad Alead. A Paper Presented at the DRBF 14th Annual.

International Conference on "Dispute Hoards: Realising the Potential for Dispute Avoidance" at the Fullerton Hotel, Singapore 17 May 2014.

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the DRBF 14th Annual Fullerton Hotel, Sing be reworked and given statutory recognition in order to be at in tandem with the international practice. Dispute review board mechanism has been proven to be highly effective and reliable in the management of disputes in a number of construction works in other countries like China, Lesotho, Hong Kong, and U.S.A. and Nigeria. For instance, it had been used to resolve disputes in the construction projects like the channel tunnel, the Hong Kong Airports and World Bank financed contracts.945 In the UK, the DRB process was adapted for the London 2012 Olympic project and is

currently being used in the contract for the construction of the new Forth Crossing. The fact that professionals and experts serve on the board has positive impact on the working progress and there is high quality delivery of projects at the end of the day."

2.1.3 Dispute Adjudication Board (DAB)

This is a new mechanism introduced as an effective mechanism to avoid and resolve disputes on major infrastructure projects. This is a constituted board consisting of three independent experts appointed by the owner and the contractor from the commencement of a project to solve problems that arise during construction. 950 DRB, DAB and DRA are referred to as on-site dispute management processes. This is because they are instruments through which disputes are brought to the minimum level while work goes on at site. Parties to construction contract are required to appoint a DAB within 28 days of the commencement date of the contract. 951 This board is established in Nigeria but with a slight difference in the nomenclature. Hence, It is called "site supervision" in Nigeria context. This board usually consist of three members, each party nominate a member for the approval of the other and the parties then consult with their nominated members before agreeing a third member to act as the chairman. 952 It is a tripartite agreement involving the employer, contractor and members of DAB. After the commencement of the project, the board meets regularly and periodically visits the site and receives project information to ensure familiarity with the project and the parties. This devices for a timetable for receiving submissions, reviewing the documents, visiting the site as at when due and conducting the hearing n order to issue decisions. The board meets regularly to discuss project and dispute. When dispute arises, the board swings into action, hears presentations from the parties, mmediately evaluates the dispute and makes settlement recommendations to the parties. The board is constituted to minimize and prevent dispute. As a result of DAB members' regular visits to the site, parties become familiar with their views on particular issues which in turn assist the negotiations and settlement process which the parties undertake before they present their dispute to the board. When the board evaluates the dispute over and over again, there is tendency and danger from the regrieved party to perceive a bias when the evaluation turns out runs contrary to his

Lause 20 of the 1999 FIDIC Conditions as set out in the Procedure.

SCHOLAS GOULD, "DISPUTE RESOLUTION IN THE CONSTRUCTION ENDUSTRY: AN OVERVIEW" (A PAPER SENTED AT KING'S COLLEGE LONDON AND SOCIETY OF CONSTRUCTION LAW CONSTRUCTION LAW EMINAR, 3<sup>40</sup> SEPTEMBER 2003).

Dupman, Peter H.J., "Use of Dispute Boards on Moior Infrastructure Projects, The Turk, Com. L. Rev. U" (2015) 219.
Barris, Frank, and Romald McCaffer, "Modern construction management" (John Wiley & Sons, 2013). See also Howell.
Bon, "Lean construction" (2014) Vol.1 No.9 Public Infrastructure Bulletin, 5.

McGeorge, Denny, et al., "Dispute Avoidance and Resolution: A Literature Review." (2007) CRC for Construction Innovation

expectations. DAB decision is binding and parties are required to respect and immediate effect to it. If either member of the party is not satisfied, such member la 28days within which to issue a notice of dissatisfaction. This does not relieve dissatisfied party of the obligations of complying with the decision in the meantime This board has been found to be more relevant in matters of disputes settlement before they escalate to major disputes between parties.

# 2.2 Off Site Dispute Resolution and avoidance mechanisms

There are new construction dispute resolution mechanisms used for resolving dispute at the post-completion of project, such as expert determination, statutory adjudication and construction court. 953 These mechanisms have been tested and found to be time saving and cost-effective than the arbitration and litigation. Nigeria construction industry stand to benefit more if these resolution mechanisms are adopted. The would be prompt delivery of projects and quality performance in the industry. These mechanisms include expert determination, statutory adjudication, and construction court. Each of these are explained for better understanding and recommendation for use in the Nigerian construction industry.

# 2.2.1 Expert Determination

Expert Determination (ED) is a very useful device in the construction industry for dispute resolution. The expert is appointed by disputing parties in construction industry to make a determination on the subject matter of dispute and he is allowed use his own expertise in the final determination of the dispute. Engineers and construction professionals are relevant in this circumstance for providing technic expertise, project management and contract administration. His determination can on be challenged in limited circumstances, that is, on the grounds of fraud or lack of impartiality. Expert determination produces binding results, he decides the outcome the dispute because of his expertise in the area of the dispute. 954 Expert determination can be used to deal with the valuation aspects of a complex dispute. Experdetermination is used for resolving technical issues borne out of disputes construction industry, for example, where disputes are in respect of certified sums unpaid certificates, defective workmanships, defective equipment, and defective materials of performance shortfalls. If the parties are already in dispute, perhaps heading towards arbitration or the court, it may be possible to transfer a part of the dispute that relates to valuation to experts for determination of that integral part. This can often save time and money, for example in a construction dispute the expert may be able to determine the value of disputed variations.95

## 2.2.2 Statutory Adjudication

Adjudication is a way of resolving disputes in construction contracts. The use of statutory adjudication for construction dispute resolution is becoming popular

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<sup>\*\*</sup>Nicholas Gould, "The Expert Determination: An Update", < http://www.fenwickelliott.com. P5 > viewed on 1 January, 2015.
\*\*Blacow. Lawrence S., and Michael Wheeler, "Environmental dispute resolution" (2013) Springer Science & Bosiness Media. See also Fisher. Roger, William L. Ury, and Bruce Patton, "Getting to yes: Negotiating agreement without giving in" (2011)

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ewed on 1 January, 2015. hence & Business Media best giving in (2011) Idwide. Adjudication was first introduced into law in the UK 14 years ago. The somic downturn in the construction sector has highlighted the lack of formal tractual arrangements and bad payment practices in the sector. Delayed payment, apayment and conditional payment namely 'pay when paid' and 'pay if paid' have continue to cripple the construction industry. The financial problems affecting construction companies have in turn affected sub-contractors and suppliers the downstream along the construction value chain. This affects the quality of work the livelihood of many people. Statutory adjudication act is enacted at tackling the of delayed payment, non-payment facing the players in the industry. The act is out to protect cash flow in the construction industry because of relatively long material for projects and the large contract sum involved and those who provide labour material for projects. It is a piece of legislation brought about to protect small—dium size specialist contractors, main contractors and consultants alike where ment has been denied by their respective employers.

### 223 Construction Court

is another milestone in the history of construction industry. It would change enstruction landscape. Issues relating to construction can be reviewed via anstruction court promptly than in any other conventional courts. This has been meroduced in Malaysia in order to enhance contractual part of construction and most appartantly because construction has many parties involved. The Construction court is a branch of the High Court of Malaysia and has unlimited monetary jurisdiction as as jurisdiction to grant equitable reliefs such as specific performance. This is a development that will go a long way to correct all anomalies arising out of the sigment or recommendations obtained from other non-litigated processes used in anstruction industry for dispute resolution. The construction court has a constitutional meht open to parties to construction disputes for final and binding resolution. Its megment is however subject to appeal at the appeal court and federal court, depending the parties' satisfaction. It is a court with multi- party disputes, an instance of this is where there is a claim against both contractor and the designer. Construction court is well constituted with specialists who are verse in construction projects and have the ashnical know how to deal with any issue relating to the industry.

#### 23 The Modern Conceptual Framework for Construction Dispute Resolution

Sequel to the above sections, Figure 1 below graphically depicts both the modern and inventional mechanisms for preventing and resolving construction disputes in the Nigerian construction industry. The modern mechanism are particularly employed to esolve any dispute that may arise during the pendency of construction project while in site to avoid the cost of arbitration or litigation as the case may be. They are cost-effective, simple, user-friendly, effective and speedy. The construction professionals are charged with this responsibility as the prime service providers for these mechanisms thereby allowing the experts in the relevant areas to efficiently resolve disputes with the lowest possible costs and within minimal time. While the

Kilash Dabeesingh, "Statutory Adjudication in the Construction Industry" (2013) No.1100 Business Magazine.

Modi, L. N., "The effectiveness of dispute resolution mechanisms within the South African labour law system: a critical

adjust" (DPhil thesis 2012). See also Maniishana, Buble, "Assessment of the critical success factors of joint ventures in the

ulth African construction industry" (DPhil thesis University Of Johannesburg, 2012).

conventional mechanisms are used at the post- completion stage of the projects disputes that have become complex and require more attention from the experts.

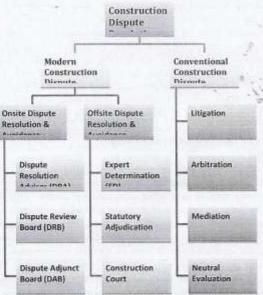


Figure 1: The Modern Conceptual Framework for Construction Disputer Resolution

### 2.4 Lessons for Nigeria

The following are the benefits Nigeria stands to gain from using ADR mechanisms adopted in both UK and Malaysia: the use of statutory adjudication will enable the clients (government or individuals as the case may be) is entitled to suspend payment to any contractor where there is a defect in design or non-compliance in the specification as agreed to. Likewise, the contractors are empowered by statutory adjudication Act to suspend work on site where there is a treat to payment on the particle of client because cash flow in construction industry is inevitable for prompt delivery of projects. The use of expert determination will save cost and time of all the stakeholder involve in the execution of any project because the service of an expert will get simple dispute resolved on time and cost of litigation or arbitration is avoided. Finally, the establishment of construction court will fastrack all the litigated and arbitrated cases of construction to be revisited for finality without going to Court of Appeal or Supreme Court because it is a court specialised court designed for determination of construction cases. It is also an automated court which means all cases will be heard within record time.

Conclusion The modern d man const below due to estruction d DRB), enstruction and sub stry. 959 Th ar to contro Ewever, the be applied. aution reso arolled, app and nature of sch do not solored to re as they o e left unatter - duration ==ots out of a kly resolv eleated. In a ac realization ch can be ation or at Regular intera struction pecifications ective dist ectings other moject (the ect Coon -olving co molved.962 tich are co moid risk and

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3. Conclusions

The modern dispute avoidance mechanisms were brought in an attempt to savage the Nigerian construction industry from collapse because many construction projects are halted due to the inadequacy of the existing resolution mechanisms used for construction disputes. 958 The new mechanisms include mediation, Dispute Review Board (DRB), Expert Determination (ED), neutral evaluation, statutory adjudication and construction court and additional kinds of ADR which can be designed for specific cases and subject matters in order to bring disputes to barest minimal level in the industry. 959 The new mechanisms are thus to complement the existing mechanisms in order to control risk and eliminate disputes in the industry.

However, the nature and size of disputes will dictate the type of resolution mechanism to be applied. Failure to consider the nature of a dispute before embarking on its resolution resorts into making it to be more complex. For a dispute to be eliminated or controlled, appropriate mechanism must be employed with consideration of the size and nature of the dispute in question. 960 There are disputes which are simple in nature which do not need to go to court for resolution; rather simple mechanism should be explored to resolve such disputes. Notwithstanding, disputes should be resolved as soon as they occur in order to avoid complexity and save cost. When Simple disputes are left unattended to, they can become complex and expensive to resolve.

The duration of a project also needs to be considered for instance, a dispute which crupts out of a project that is to be completed and delivered within few weeks must be quickly resolved before the purpose for which the project was embarked upon is defeated. In a nutshell, dispute should be resolved within the time frame of project for the realization of the purpose and objectives of such a project. There are some disputes which can be avoided and resolved instantly at the project site which need not await tigation or arbitration.961

Regular interaction between the contractor and the project supervision team on routine construction issues relating to correct interpretation of the project drawings, project pecifications and other contract documents have proving over the years to be an effective dispute avoidance mechanism. Ditto for regular Project Coordination Meetings otherwise known as site meetings, involving all the stakeholders in a given roject (the client, the contractor and the supervising consultants). These regular Project Coordination Meetings also have the additional capacity and capability of esolving complex issues and disputed claims to the satisfaction of the parties avolved. 962 While litigation or arbitration should be used for resolving other disputes which are complex in nature, however, the process must be fast racked in order to word risk and minimize cost.

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Conclusively, disputes are inevitable in the course of executing a project in a construction industry due to number of reasons and factors which have been discussion the earlier part of this study. What is germane in this regard is that parties construction contract should try and study all the available dispute resolution mechanisms, know how they work to enable them choose appropriate one suitable speedy resolution of any given dispute without breaking up the relationship which is been established at the inception of their construction business. The choice of choose the appropriate mechanism matters so that the life span of the project will also not affected. For instance, at the inception of a project, parties are expected to put in platted. For instance, at the inception of a project, parties are expected to put in platted. The project till the completion period to enable the control of disputes and avoidant of risk.

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