urban areas were reducing because of the high rate of uncoordinated urban development. At least, 28.3% of the farmers in Ibadan experienced difficulty in accessing land especially in Ido Local Government area where 80% of the farmers hired the land used for agriculture.

Ibadan is an unplanned urbanised community, a sprawling city which is expanding daily into surrounding countryside. Ibadan's physical growth and expansion are largely unplanned, which explains the chaotic developments taking place all over the city. The continuous sprawl of Ibadan into peri-urban areas is a product of poor urban planning, which is partly a result of lack of master plan (or comprehensive development plan) to direct its growth and development (Wahab, 2011). Hence, developments take place haphazardly and land use activities are mixed up without recourse to the principle of compatibility. More importantly, agriculture, in its micro and macro form, is not considered a land-use element.

The master plan for the city, which the current administration in Oyo State is partnering World Bank to prepare under the Ibadan Urban Flood Management Project, should, as a matter of policy, include agricultural land use. In addition, Section 4.1.2 of the Manual of Space Standard dealing with building coverage (Oyo State Urban and Regional Planning Board, 2011) currently in use in Oyo State should be strictly enforced in order to free 20-40% of land in all residential and institutional properties for home gardens, and tree cultivation. This will reduce the rate of encroachment on peri-urban land while still encouraging agricultural activities within homes.

To prevent further encroachment of agricultural lands in Ibadan peri-urban areas, there is a need for proper monitoring of land used for urban development and agricultural production. Zonal Town Planning Authorities in all the eleven LGAs should ensure proper monitoring and control of development to ensure that people build and develop houses in strict compliance with relevant provisions of the Oyo State Urban and Regional Planning Laws and procedure to prevent further sprawl development in new areas. This will further prevent loss of agricultural lands in the peri-urban and rural areas and encourage more peri-urban agricultural practice.

In addition, the Ministry of Physical Planning and Urban Development in the city should enact a policy for the incorporation and integration of agricultural land use into urban land use, especially through the designation of agricultural zones and land allocation for creation of more farm settlement schemes in the six less city local government areas of Ibadan. This will provide more cultivable lands for intending farmers in Ido LGA. Flood plains of all streams and rivers traversing the study area may also be acquired by the government to make land available to only farmers for both rainy and dry season farming. Individual farmers should also put in place security measures to protect their farms from physical, human and animal trespass.

Farmers should be assisted by state and local governments to have access to farmland through the establishment of more farm settlements and financially empowered through soft loans and incentives in the form of cheap seeds, fertilizers, and equipment.
REFERENCES


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ENVIRONMENTAL IMPLICATION OF POOR SITING OF OUTDOOR ADVERTISEMENTS IN ENUGU URBAN, NIGERIA

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ABSTRACT

Outdoor advertisements may add to aesthetic appeal to cities. However, indiscriminate location of outdoor advertisements may constitute undesired effects to urban environments in Nigeria. The paper is aimed at determining environmental implications of indiscriminate location of outdoor advertisements in Enugu urban. Location and measurements of outdoor advertisements on six secondary roads were collected from the three local government areas that make up Enugu Urban. A hypothesis was postulated and tested in the study. The result shows that there is no significant difference between the standard specifications and observed dimensions of the existing outdoor advertisements. However, evidence from field survey shows that there is indiscriminate display of outdoor advertisements in the city occasioned by non-compliance with development control regulations. This has resulted in disorderliness and unsightliness in Enugu Urban. The paper, recommends, among others, the enactment of Highway Beautification Act aimed at governing proper location, amount of spacing and quality of billboards to be erected in designated areas in the city.

Key Words: Outdoor advertisements, siting, billboards, Enugu Urban.
1. INTRODUCTION
In many countries, outdoor advertisements add to the aesthetics of cities in addition to their communication and commercial purposes. However, in cities in Nigeria, the use of outdoor advertisements is fast constituting a serious urban menace. This is largely due to indiscriminate location of outdoor advertising media such as posters, banners, signs and billboards. It is a common feature to find environments and walls of private and public buildings defaced with posters and haphazardly located billboards in our cities. Nurudeen testifies that:

Abuja, the nation's capital touted to be the fastest growing city in Africa is fast losing its beauty and aesthetic appeal. Reason: indiscriminate posting of posters across the city is taking the shine of it (Nurudeen, 2010).

One can observe in Nigerian cities that posters are placed on houses, fences, bridges, electric poles and abandoned automobiles, thereby causing disorderliness and unsightliness in the cities. Moreover, billboards are haphazardly located at road junctions and medians without adequate setback.

This scenario is further complicated with different shapes and sizes of billboards ranging from those of politicians, political parties, religious crusades, to corporate advertising, all trying to attract peoples' attention. Such arbitrary display of posters and billboards cause congestion, visual intrusion and public nuisance in cities, thus creating an eyesore in the environment (Jane, 2006 and Obi, 2006).

In a bid to tackle these problems, the Federal and State Governments in Nigeria have made concerted effort to enact legislations to regulate the activities of outdoor advertisers. Notable examples of these legislations are the Nigerian Urban and Regional Planning Law of 1975 and the Enugu State Environmental Protection Policy on Outdoor Advertisements, Business and Residential Premises, Signage and Communication Mast Erection of 2007, to mention but a few. For instance, the 1992 Urban and Regional Planning Law stresses the need for orderliness in siting, dimension and appearance of outdoor advertisements.

Despite these efforts, posters are indiscriminately placed on unapproved places while billboards are haphazardly displayed along major roads, especially during election campaigns. These posters and billboards assault all sensibilities and the country is being transformed into national eyesore (Silva, 2001). Evidence abound in Enugu where billboards are haphazardly located on major roads such as Agbani road, Presidential road and Okpara avenue among others. In recent times, motorists and other road users complain that the outdoor advertisements are not properly located and therefore, obstruct free flow of traffic and cause visual intrusion. These complaints have not been empirically investigated.

2. AIM AND OBJECTIVES OF THE STUDY
The aim of the paper is to examine the environmental implications of poor siting of outdoor advertisements in Enugu Urban. The aim will be achieved through the following objectives:

i) Ascertain the dimensions of existing outdoor advertisements in Enugu urban

ii) To compare the standard specifications for location of outdoor advertisement and observed dimensions of existing outdoor advertisements

iii) Make recommendations towards proper planning and well regulated outdoor advertisements in Enugu Urban.
One hypothesis was postulated to validate the study. It states that there is no significant difference between the standard specifications and observed dimensions of the existing outdoor advertisements in Enugu urban.

3. LITERATURE REVIEW
The Advertising Practitioners’ Council of Nigeria (2005) and Dimeji (2007) define outdoor advertisements as any form of visual communication in a public space paid for by an identified sponsor, and directed at a targeted audience with the aim of improving information about a product, services, events, or opinion. According to Broadbent (1990) and Barry (1991), outdoor advertisement is a group of activities aimed at dissemination of information in any paid, non-personal form concerning an idea, product or services to compel action with the intent of an identifiable sponsor. The International Journal of Communication (2005) notes that outdoor advertisement gets to the public through such media as posters, banners and billboards, among others. Similarly, the Outdoor Advertising Agency of Nigeria (2005) and Aronoff. (2010) observe that billboard and poster advertisements are designed to catch a person’s attention and create memorable impression very quickly.

Agukoronye (2004) observed that well-regulated outdoor advertisements create a positive image of a city which enhances confidence, sense of security, safety, goodwill, and consequently attract more loyalty. Jane (2006) opines that appropriate use of posters and billboards is very dignifying to the surrounding environment. Robert (1994) notes that organized outdoor advertisements enhance the visual environments in various ways, one of which is that they enhance local character or sense of place, thereby contributing to attractive environment to tourists. Similarly, Garba (2004) asserts that organized large-scale application of outdoor advertisements and signs may create very striking nightscapes in entertainment and shopping districts such as Ginza District in Tokyo and the Strip in Las Vegas which can be regarded as world renowned tourist destinations. Highlighting illumination benefits derivable from properly displayed outdoor advertisements, Freeman and Fahey (1990) posit that light emanating from billboard provides security and visibility to many motorists and travelers.

On the contrary, Nigerian Institute of Town Planners, Enugu State Chapter Technical Committee report (2005) observed that indiscriminate display of outdoor advertisements had adverse consequences such as confusion, chaos, visual intrusion, incompatibility of land uses which lead to disorderly environment that is not conducive to live, work or play in. Silva (2001); Kwate and Tammy (2007); Nurudeen (2010); Obiweluozor (2010) observe that haphazard visual outdoor advertisement replaces orderly physical development with planlessness which destroys aesthetics. Farbry et al. (2001); Wallace (2003); and Olusola (2010) posit that uncontrolled outdoor advertisements cause visual intrusion and block important traffic signs from motorists and pedestrians, thus causing avoidable accidents. Taylor and Taylor (1994) observed that the literature on billboard and outdoor advertising debate indicates that there are at least three major points of contention between pros and anti-billboard groups. The points of debate relate to the following three criticisms of billboard and outdoor advertising. The first is that they are unnecessary and aesthetically displeasing intrusion on road side scenery. Second is that many advertise harmful products and the last is that they may be detrimental to small businesses.

Adebayo (1996) and Ogbonna (2001) opine that as cities continue to urbanize, so are the
problems presented by indiscriminately displayed outdoor advertisements. In general, they create a picture of visual disorder in the cities which is contrary to urban planning standards.

It is apparent from the literature review that most of the studies are in European and American cities. As such the dearth of studies on outdoor advertisement in Nigerian cities provide the basis for this study.

3.1 THE STUDY AREA

Enugu is the capital of Enugu State, located in the South-eastern part of Nigeria. It started as a colonial town, and served as the administrative capital of the Eastern Region. Enugu comprises three local government areas, namely Enugu East, Enugu South and Enugu North Local Government Areas as well as 24 constituent residential neighbourhoods (see figure 1).

![Map of Enugu Urban](image)

**Figure 1: Map of Enugu Urban**

*Source: Enugu State Ministry of Lands, Survey and Town Planning, Enugu.*

The physical characteristics of Enugu are depicted in the name “Enu Ugwu” meaning “Top of the Hill”. It lies at an altitude of about 223 meters above sea level. The topography is characterized by undulating landscape which stretches eastward from the foot of the Udi Escarpment. The escarpment has been noted to pose constraint to expansion of the city towards the west.

Enugu was founded in 1909 as a result of coal discovery in the Udi Ridge. As mining activities increased in the city, a permanent cosmopolitan settlement emerged, supported by a railway system.

The population of Enugu had increased from 13,000 in 1931 to 35,000 in 1945, while figures for 1963 and 1991 were 18,500 and 482,977.
The result of the test suggests that there was no significant difference between the standard specifications for the location of outdoor advertisements and the observed dimensions of the existing outdoor advertisements in Enugu urban at 0.05 significant levels. The statistical proof reads as follows: F-cal = 1.163; -sign = 0.402; at p > 0.05. Survey showed that time related billboards, signages, banners and posters that have outlived their usefulness are not removed. Outdoor advertisement were found to be concentrated on road intersections while posters and banners are used to deface wall, bus stop stands, street light poles etc thus constituting visual nuisance. Poster, billboards and banners on road median are placed haphazardly very likely without permission from regulatory bodies. Although the specifications of outdoor advertisements were found to be within the standard specification and dimension, the problem is with their siting as they tend to be crowded at road intersections. Outdoor advertisements on road separators were also found to cause obstruction and visual intrusion for motorists and other road users.

5.1 DISCUSSION
The result of the test indicates that there is no significant difference between the standard specifications for location of outdoor advertisements and the observed dimensions of existing outdoor advertisements in Enugu urban. The result implies that the observed dimensions are still within the standard specifications of outdoor advertisements in the city. The data are shown in table 1. The problem with outdoor advertisement in Enugu is their siting. They are placed haphazardly thus distorting the beauty of the road. The road medians are overcrowded and littered with old and weathered poster and banners. The continued presence of time related billboards, signage posters and banners long after the advertised event, reduce the quality of the environment. Political and religious posters pasted on bus stands, have defaced all the bus stands along Enugu city secondary roads. The investigation showed that indiscriminate siting of outdoor advertisement such as posters and billboards has contributed to disorderly environment in Enugu (see Plate 1 and 2). This is consistent with the findings of NITP Enugu State Chapter Technical Committee Report (2005) that indiscriminate location of outdoor advertisements contributed to adverse consequences like confusion, conflict and declining environmental quality. Thus confirming one of the contentious arguments of Taylor and Taylor (1994). The investigation also showed that the major cause of indiscriminate display of outdoor advertisement in Enugu is non-compliance with development control regulations.

Plate: Indiscriminately Displaced Billboard at Okpara Avenue, Enugu. Source: Field Survey(2012)
Plate 2: Defaced Building Wall with Banners and Posters Along College Road, Ogui New Layout. Source: Field Survey (2012)

1. CONCLUSION
The paper examined the environmental implications of indiscriminate location of outdoor advertisements in Enugu urban. The result showed that the observed dimensions fell within the standard specifications for their location in the city. However, investigation revealed that non-compliance with development control regulation engender indiscriminate location of outdoor advertisement with adverse consequences such as confusion, disorderliness and declining environmental quality in Enugu. The study among other things recommends the enactment of Highway Beautification Act aimed at governing proper location, spacing and quality of billboards to be erected in designated areas in the city.

2. RECOMMENDATIONS
The Enugu State Ministry of Environment and Mineral Resources should urgently outlaw the siting of any banners, posters, billboards and signage within 10 metres from major roads and road intersections in Enugu urban. Similarly, no advertisements should be allowed on road separators to avoid obstruction and visual intrusion often experienced by motorists and other road users. The Ministry should designate some strategic areas for erecting posters, billboards and other outdoor advertisements in the city. Such designated areas should be effectively monitored and regularly maintained to ensure compliance by the advertisers.

Enugu State Government should establish a collaborative institutional framework for planning and management to streamline inter-agency functions. This can be achieved through the harmonization of the functions of the different but interdependent agencies of Urban and Regional Planning, Surveying, Landscape Architecture, and other professionals in environmental management and control. Effective collaboration will empower them to react forcefully to haphazard location of outdoor advertisements.
and ensure sustainable urban development. There is the need to curb the activities of those who display posters, especially politicians contesting elections and other advertisers who seek viable markets in core areas and along busy roads in Enugu urban. Any erring person should be severely sanctioned to deter others who have propensity to break regulations. In addition, the outdoor advertising regulatory bodies should effectively supervise posting of posters and display of billboards to maintain sanity in the living environment. An act such as Highway Beautification Act should be promulgated and passed by the Federal Government of Nigeria without further delay. The Act should aim at determining the amount of spacing and quality of billboards to be erected along highways. The billboards components that have outlived their usefulness may be recycled instead of being allowed to deface the image the city.

Both Federal and State Governments in Nigeria should embrace innovations occurring in the area of advertising artwork, especially in this era of information communication technology (ICT). For instance, satellite technology is now being used to control lighting and to track billboard locations. This type of innovation is making billboards a popular and economically viable method of advertising in some developed nations such as Britain and United States of America.

REFERENCES


EVOLUTION OF ABUJA'S SMART CITY: A PROGNOSIS

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ABSTRACT

The creation of the Abuja New Federal Capital City was sequel to the circumstances and conditions that made Lagos no longer suitable or conducive to deliver as the Federal Capital City of Nigeria. The goal of the paper is to examine how Abuja is evolving into a Smart City with a view to make recommendations towards achieving the new vision. It is by examining the efforts made and on-going; outline the challenges ahead faced towards realising the dream and objectives of the founding fathers of the New Federal Capital City and examining the factors that gave rise to a new vision of translating Abuja into a smart Nigerian Federal Capital City and to examine the land swap initiative as a strategy adopted in ensuring the emergence of a smart city. The methodology involved an extensive review of relevant literature, field visits and observations. The sampling method adopted for this research is both non-probability sampling techniques. The data sources are from secondary sources and observations. The data analysis employed for this study is content and thematic for the qualitative which enabled the researchers to draw conclusions. The most outstanding finding of the research is that the Federal Capital City has actually been moved from Lagos to Abuja. The objectives on ‘best planned capital city in the world’, ‘efficient administration’, ‘beautiful city’, ‘equal citizenship’, and ‘accelerating regional and national development’, etc were found to have only been negligibly achieved. The implementation of the Master Plan has been grossly marred by changes and conversions of land uses, distortions, and contraventions. The current population of the City is already almost double the plan target. The new vision and mission is to transform Abuja into a Nigerian ‘Smart City’. The potentials that have hitherto not exploited are the private sector investors and the land itself. The strategy adopted to unlock these potentials is the Land Swap Initiative using the undeveloped Phase IV green field districts of the Master Plan. Based on these findings recommendations were made towards addressing future challenges (the culture of lack of continuity of policies/development projects by successive governments in Nigeria, the planning approach adopted in transforming Abuja into a smart capital city, etc) which are vital for policy, practices and the academia.

Keywords: Abuja, Federal Capital City, Land Swap, ‘Smart City’, Prognosis
1.0 INTRODUCTION
Abuja has its roots in the socio-economic, political and environmental problematic that questioned the suitability of Lagos serving as both the Federal capital City of Nigeria and that of Lagos State. These problems included intolerable conditions of living and working, intractable traffic, chronic housing shortages, over congestion, overstretched infrastructure and severe environmental sanitation problems (Jiriko, 2008). Others problems of Lagos were its being the commercial nerve centre of the country, the possibility of relocating the aborigines of Lagos, the questions of scarcity of land for expansion and costs involved, potential security risks, skewed location and challenges of possible submarine wreckage (Northern Star, March 14-20, 2001). This gamut of circumstances, conditions and factors necessitated the setting up of a panel in August, 1975 by the then Military Regime of late Murtala Mohammed. The committee’s terms of reference included to advise on the desirability /suitability or otherwise of Lagos retaining its dual role of being both State and Federal Capital and, if the capital was to move from Lagos, to recommend suitable alternative locations, having regard to the need of easy accessibility to and from every part of the country, among other factors (The Comet, November, 2000, p. 1 & 13.

The Panel, led by an eminent jurist, Justice Akinola Aguda; recommended and it was accepted that the Federal Capital should be moved out of Lagos. The new Federal Capital Territory (FCT) Abuja was born and sealed up in the FCT Decree No. 6 of 1976, and gazette. The Abuja FCT covers an area of 8,000 sq. km – a virgin land in the heart of the country and is intended as a no-man’s land. All the indigenes of the FCT were to be resettled in States bounding the FCT.

It is based on the aforementioned that this paper is set to unveil the dream of the founding fathers of Abuja and examine the sustenance or otherwise of the dream vis-à-vis a new vision of building the capital into a ‘smart city’ with a view to recommending workable strategies to promote the realisation of the envisaged status of the Federal Capital City. The objectives of the paper are to: examine how the FCC moved from Lagos to Abuja (i.e. the dream of Abuja becoming the New Federal Capital of Nigeria); examine the level of the implementation of the master plan towards achieving best options; outline the planning objectives of the Abuja City as the new Federal Capital City (FCC); examine the transformation (evolution) of Abuja into the Nigerian ‘Smart City’ and to assess the efforts that have been made towards attaining the dream and goal/objectives of the master plan and those of the emergence of a ‘smart city’ and attempt a prognosis on the possibility or otherwise of Abuja evolving into an actual ‘smart city’.

2. Literature Review
2.1 Concept of ‘Smart City’
The term ‘smart city’ is still a fuzzy concept and is used in inconsistent ways. The concept is not static, and has no absolute definition. A smart city has no end point, but it is, rather, a process, or series of steps, by which cities became more livable and resilient and, hence, able to respond quicker to new challenges (Business Dictionary: BusinessDictionary.com; British Government: (http://www.businessdictionary.com/definition/smart-city.html)). The Business Dictionary defines a ‘smart city’ as “a developed urban area that creates sustainable economic development and high quality of life by excelling in multiple key areas: economy, mobility environment, people, living and government done so through strong human
capital, social capital and/or ICT infrastructure development” (BusinessDictionary.com). On their part, Caragliu and Nijkamp state that “a city can be defined as ‘smart’ when investment in human and social capital and traditional (transport) and modern (ICT) communication infrastructure fuel sustainable economic development and a high quality of life, with a wise management of natural resources, through participatory action and engagement (http://smartcities.ieee.org/about.html). For Giffinger, Christian, Hans, Robert, Natasa and Evert (2007), a ‘smart city’ can be defined in terms of its regional competitiveness, transport and ICT economics, natural resources, human and social capital, quality of life, and participation of citizens in the governance of cities.

A further definition of a ‘smart city’ is that it is “an elegant, neat, tidy and stylish city of the (a) nation’s collective dream: (TELL, May, 2014:3). Yet another definition by The Smart Cities Council, sees a ‘smart city’ as ‘one that has digital technology embedded across all city functions’ (http://smartcitiescouncil.com/smart-cities-information-center/definitions-and-overviews). Frost and Sullivan identified eight key aspects that define a ‘smart city,’ namely, ‘smart governance, smart energy, smart building, smart mobility, smart infrastructure, smart technology, smart health care and smart citizen’ (http://www.spatialcomplexity.info/files/2014/12/...1.pdf). Another view that a ‘smart city’ is usually a city within another city (emphasis ours), is designed to respond faster to city and global challenges than the larger metropolitan area’ (The Guardian, January 7, 2015:35).

An attempted synthesis of the key tenets of the foregoing definitions of a ‘smart city’ reveals that it is (an evolving) city with digital technology embedded across all its city functions: smart governance, smart energy, smart building, smart mobility/transport, smart infrastructure (+ ICT), smart technology, smart healthcare, smart citizen/people; smart economy, smart environment, smart living/high quality of life, high level investment in human and social capital which fuel sustainable economic development, makes prudent sue/wise management of the city’s natural resources; and ensures participation of citizens and stakeholders in the governance and economic development of the city. It is a city engaged in regional competitiveness; a developed, preferably, a developing urban area that creates and excels in sustainable economic development. “Smart” is used either in the sense of being opposed to chaos or in reference to the state-of-the-art in running city affairs. The term has become another catch phrase on the lips of planners and politicians in Nigeria.

2.2 The Movement of the Federal Capital City From Lagos to Abuja: The Dream of a New Federal Capital City

The dream of the city of Abuja is intricately tied to its origins. The idea and agitation for a new Federal Capital City arose due to a composite of factors regarding Lagos – the then National Capital City of Nigeria. These factors, combed from the Northern Star, (March 14-20, 2001), Ministry of Federal Capital Administration (1950), and Mabogunje, (2001), among other sources include:

a. The suitability of Lagos serving as both the Federal capital City of Nigeria and that of Lagos State- two heavily loaded roles;

b. The heightened and intolerable conditions of living poverty and unemployment;

c. Gross inadequacy of infrastructure and severe environmental sanitation
problems; Lagos city also serving as the commercial nerve centre of the country;
d. The possibility and/or feasibility of relocating the aborigines of Lagos, and where?;
e. The problem of scarcity of land for expansion in Lagos—a city of ‘lagoons’ and costs involved;
f. The skewed location of Lagos—its coastal location and the associated potential security risks such as challenges of possible submarine wreckage.

These circumstances surrounding the conditions of Lagos compelled the then Military Regime of late General Murtala in 1975 to set up a panel to study the situation and to make recommend on the desirability of a new federal capital city. A key recommendation of the Panel was that the Federal Capital City should move from Lagos; this was backed by the suggestion for the creation of a New Federal Capital Territory (FCT) in the geographical centre of the country within which a New Federal Capital City was to be built. The acceptance of the Panel’s report and recommendations by the Government and the issue of a New Federal City in Abuja were sealed up in the Federal Capital Territory (FCT) Decree No. 6 (1976). The FCT covers an area of 8,000 sq.km. (Fig. 1), carved out of the area that today constitute the four States of Kaduna, Kogi, Nasarawa and Niger. The FCT was intended to be a land for all and to foster national unity, with no any ethnic group(s) claiming its ownership (National Interest, December 11, 2000). Abuja was, therefore, dreamed to be a city which was quite the opposite of Lagos. It was planned to have an ultimate population of 3.1 million.

Fig. 1: Federal Capital Territory Location Context within Nigeria.
For the purposes of providing a framework for the orderly development to achieve the dream of Abuja Federal Capital City, a comprehensive, long-range Master plan was deemed necessary commissioned to International Planning Associates (IPA) by the Federal Capital Development Authority in June, 1977. The Master Plan was finalised in February 1979 and submitted to the client. The Master Plan had a life span of 20 years (1980–2000). The proposed land use budget of the FCC is presented in Table 1. Residential land use takes the lion share (48.66%) of the land allocation, followed by Parks, Open Space (32.87%) while Sports and Recreation (0.62%) have the least land allocation.

Table 1: Proposed Land Use Summary of Abuja City

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Total Area (HA.)</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>12,486</td>
<td>48.66</td>
</tr>
<tr>
<td>Commercial/Business District</td>
<td>561</td>
<td>2.19</td>
</tr>
<tr>
<td>Industrial (Public Services)</td>
<td>891</td>
<td>3.47</td>
</tr>
<tr>
<td>Industrial/Research/Training</td>
<td>920</td>
<td>3.59</td>
</tr>
<tr>
<td>Transportation</td>
<td>1,705</td>
<td>6.65</td>
</tr>
<tr>
<td>National Government</td>
<td>500</td>
<td>1.95</td>
</tr>
<tr>
<td>Sports &amp; Recreation</td>
<td>160</td>
<td>0.62</td>
</tr>
<tr>
<td>Parks, Open Space</td>
<td>8,435</td>
<td>32.87</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>25,658</strong></td>
<td><strong>100.00</strong></td>
</tr>
</tbody>
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Based on these land use categorizations the master plan was structured according to Districts, Zones-Areas (hierarchy of communities with self-contained facilities). Its implementation is fashioned in four phases, muti-deck highways and ring roads amongst others. To achieved the main goal of a smart city the following objectives are earmarked for building the Abuja City as the New Federal Capital City so as to realise the dream of its founding fathers:

I. To create a New Capital more conducive to the efficient administration of Federal Government than Lagos had proved to be. This was to promote ‘efficient administration/governanc’ (4th National Development Plan, 1981–85).

ii. To locate and create a capital in the centralised or geographical centre of the country to ensure ‘centrality’ and to ‘ease accessibility and transport cost effectiveness’ (Aguda, 1975; Mabogunje, 2001).

iii. To build a capital city which all Nigerians will ever remain proud of, hence, ‘dignifying’ and to be the pride of all Nigerians’ (Vatsa, 1983/84).

iv. To make Abuja ‘one of the best planned global cities’ (Vatsa, 1983/84).

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To make Abuja a befitting capital that will be the pride of the blackman wherever he may be and, in the words of one of one time Minister of the FCT, 'an epitome of the ingenuity and status symbols of the black globally' (Vatsa, 1983/84).

To create a beautiful capital city that is aesthetic with quality environment /gender sensitive and green, and which imbibes the 'city beautiful' principle (Mabogunje, 2001).

To bring socio-economic development to the city-region or region so as to attain the principle of 'promotion of socio-economic development/prosperity of the FCT' (Mabogunje, 2001).

To facilitate rapid national economic development as embedded in the principle of 'speed up national progress' (Mabogunje, 2001).

These objectives may be further said to have taken their root from some seven principles (explicit and implicit) which can be identified in the philosophy (thinking) which was meant to underpin the development of the New Capital. These, according to Mabogunje (2001, as quoted in; Jiriko, 2008), are:

- the principle of 'equal access',
- the principle of 'equal citizenship',
- the principle of 'environmental conservation',
- the principle of the 'city beautiful',
- the principle of the 'functional city',
- the principle of 'effective regional development' and
- the principle of rapid national economic growth and development.

Based on the aforementioned two neglected but fundamental principles are identified, namely, "efficient administration/governance" and "security/secured city". These last two principles were central to push factors for the relocation of the capital city to Lagos. Efforts so far made towards achieving the dream (principles of Abuja as the New National Capital of Nigeria) are addressed in the subsequent sections.

2.3 THE IMPLEMENTATION OF THE ABUJA MASTER PLAN (1980-2009) TO ACHIEVING A SMART CITY

After the expiration of the life span of the Abuja Federal Capital City (FCC) Master Plan in 2000, evidence suggests that efforts at its implementation scored higher on failure than success. Out of the five phases of the plan, the Phase I was hardly fully implemented. As at August 2001, for instance, the Executive Secretary of the FCDA is reported to have observed that 'On the stage of the development of Territory...80% of the First Phase of the Federal Capital City had been completed' (Abuja Today, August 8 - 14, 2001:1). Nine months earlier, the then FCT Minister had been reported to have remarked that only half of the Phase I had been developed (Business Times, December 4, 2000). Meanwhile, the planned population for Phase I was 350,000. As at 2002, Godwin (2002) reported that the population of Abuja (and the surrounding "informal settlements") was over 2,000,000.

It was not until May, 2002 that the Federal Government approved the opening up of the Abuja Phase II and the provision of basic infrastructure to all the affected districts (Abuja Today, May 1-7, 2002). Out of the 15 districts of Phase II, only few including Utako, Jabi, Kukwaba Recreational Park and Gudu were then receiving some form of government attention. Despite this official pronouncement, the indigenous villages in Phase II which were slated for relocation to the Jibi Resettlement Area (located between Kubwa and Gudi) for the purpose of facilitating the takeoff of the Phase II of the plan were yet to be so resettled as at 2003 (Jiriko, 2004).
Another failed aspect of the implementation is in the area of plan reviews. The IPA consultants proposed quinquennial reviews of the Abuja FCC Master Plan. However, as at December 2002, only a technical committee on the Review of the Master Plan had been constituted. A member of the Committee (Mallam L.D. Suleiman) was reported to have revealed that the master plan had not been reviewed up to the date in question and that the Abuja authorities were convinced of the need for the review, but they were still thinking about it (Jiriko, 2004). A workshop on the Review of the Abuja Master Plan was held in December, 1999 and its proceedings published (Ministry of Federal Capital Territory, 2001). The recommendations of the Workshop could have been used to do an actual review of the Master Plan, but this is never done.

Abuja FCC continued to experience persistent urban problems, at least, for the three decades under review. Two principal culprits were responsible. Firstly, the implementation of the plan had been grossly marred by overzealous and greedy officials who intentionally distorted the plan to achieve selfish interests of powerful officials and Nigerians. The second culprit was the adoption of unsuitable and unworkable conceptual/theoretical city planning paradigm to guide the growth and development of the capital city. So over the years the implementation of the Abuja Master Plan had been marred by changes, distortions, contraventions, deviations and the non-compliance with the provisions of the Plan.

2.4 TRANSFORMATION OF ABUJA INTO A ‘SMART CITY’

The Abuja Urban and Regional Planning Tribunal Report (1997) and Ministerial Committee Reports, Abuja (1998, 1999) and other relevant literature reveal the following distortions to the plan. These provide some useful highlights on why urban problems persist in Abuja despite the preparation and implementation of its master plan. Jiriko (2008) provide details on specific cases, suffice it to state here that a grand total number of changes, contraventions (official/unauthorised), additions, etc, including Guzape- a new district created contiguous with Asokoro amounted to 348 cases. For the 2-3 years, from 1996 to 1998 alone, 268.05 hectares (involving 51 contraventions) of land designated as open space or parks were lost to the total reservation for greens and recreation. Surprisingly, not only the organised and unorganised private sectors but also government was found to be highly involved in the speedy and lawless conversion of land uses and distortions of the Abuja Master Plan (Ministerial Committee Report, 1998). A further sad revelation was that a total of 32 NeighbourhoodCentres provided for in the plans in six residential districts of Phase One, 28 or (87.50%) were found to have been either fully converted to corner shops or partially subdivided for the same purpose (Ministerial Committee Report on Physical Planning Issues in the FCT, Abuja, 1999).

It was also found that a minimum of 85 cases of double plot allocations were carried out (FCT Urban and Regional Planning Tribunal, 1997). Based on Weiss’ (1972) Evaluation Research principles the Abuja Master Plan, after the expiry of its life span, had failed to achieve its desired results. Plan failure resulted from the fact that the ‘casual’ process set in motion by the Master Plan was based on precarious assumptions and inappropriate approach, hence, it did not lead to the desired results. Moreover, the Master Plan also experienced theory failure because, although the master plan also set the presumed “casual process” in motion, the process did not “cause” the desired
effects because the conceptual/theoretical basis of master planning – blueprint planning – was not meant for application in the study area (Abuja), hence, unsuitable/unworkable and misapplied. Lack of good governance, cooperation and coordination between and among Federal Capital Development Authority, Abuja Municipal Area Council and Federal Capital Territory Administration were also found to be one of the banes of the implementation of the Abuja Master Plan.

2.5 LAND SWAP INITIATIVE AS A STRATEGY

Internationally, the Land Swap Strategy has been applied in a number of countries. These countries include Sweden where a completely new town has been built together with several kilometres of rail infrastructure. A similar experience has been replicated in Egypt. The U.S. applied the Land Swap Initiative in the funding of infrastructure in the Old World Trade Centre in New York. France also used the Land Swap process to augment budgetary shortfalls and, then, the system’s capacity to increase revenue for infrastructure development in the 1900s, especially in Paris (TELL, September 2014).

The then FCT Minister (Bala Mohammed), was able to realise that the potential for upgrading Abuja to a smart city was locked up in the non-involvement of the private sector as a stakeholder in the development of the city. The issues of the Abuja Federal Capital City project being conceived and single-handedly executed by Federal Government with the non-participation by other relevant stakeholders (the adoption of non-participatory planning and management approach) has been documented in a research by Jiriko (2008). The relevant stakeholders and land contained within the Abuja City Master Plan area constitute the invaluable but unlocked potentials for the development of the ‘smart city’. To unlock this potential, the then Minister of the FCT (Bala Mohammed) embarked on collaboration with the private sector to facilitate the achievement of his dream. The new strategy of unlocking Abuja’s potential is tagged ‘The Land Swap Initiative’. It simply means ‘Land for Development’ or ‘Land for Infrastructure Development’ (TELL, September 2014:11). In practice, the Land Swap works as follows:

i. The FCT Administration grants a specified size of land in a green field district to a developer who provides the primary infrastructure according to strict guidelines without any financial, technical or demand risk on the part of FCTA;

ii. The district is then split between government and the developer according to agreed percentage, in the ratio 40:60;

iii. The developer is allowed to recoup his/her own share by selling the allocated land to subscribers at market-driven rates while government allocates its own plot to the public to meet its social responsibilities.

iv. It is a mutually beneficial partnership.

Basically, under the Land Swap Model, the developers must provide nine types of primary infrastructure, namely, detailed district plan/design and the bill of engineering; agreed kilometres of roads of varying specified sizes within the districts, storm water drains, foul water drains, water distribution lines, street lighting lines, and telecommunications ducts. The eighth primary infrastructure agreed on is number of mini-sewage treatment plants. Lastly the developer has to deliver a business plan showing its technical capacity, financial capability and managerial competence.

The Land Swap Initiative is FCT’s was vehicle
to achieve former President Jonathan’s Transformation Agenda, of leveraging on private sector finance and expertise to fund infrastructure in a business agreement that is mutually beneficial. This frees public funds for development of critical sectors, discourages land speculation and land freezing. The Land Swap Initiative/Policy/Strategy is for green field sites, and the private sector funds everything (100%), including resettlement, but under the FCTA’s strict control and supervision.

A smart capital city in the 21st Millennium must be one with start-of-the-art infrastructure, namely, roads, water supply, underground electrical and sewage connections, telecommunication, health, education, recreation and security facilities, among others. The FCT Land Swap Initiative initial target was to provide at least 10 new districts by 2015 and open up new districts through provision of access. The situation on ground shows that this target has been surpassed as 15 investors are developing 16 districts.

3.0 METHODOLOGY
The methodology involved is an extensive review of relevant literature, field visits and used as reconnaissance services and observations to clarify some salient issues as it relates to the objectives. The sampling method adopted for this research is both non-probability sampling techniques. The data sources are from secondary sources. The data analysis employed for this study is content and thematic for the qualitative which enabled the researchers to draw conclusions. The researcher used data from two main sources that includes primary and secondary sources. The primary sources are those sources which contain direct account of an event or phenomenon given by a respondent who actually observed the event or phenomenon. It provides information directly from the field through observation and cases of best practices around the globe as well as interactive interviews with planners. Secondary sources are materials which contain accounts of event or phenomena by sources that did not witness the event. The secondary data were derived from the findings stated in published documents and literature relating to the research. Other sources were from previous publications, published and unpublished materials like textbooks, internet and other relevant and related materials. Literature from most of these on the planning and development of Abuja including a case study undertaken by one of the authors were used. Best practices around the globe are reviewed to draw salient lessons and experiences. The data analysis employed for this study is content and thematic for the qualitative which enabled the researchers to draw conclusions.

4.0 FINDINGS AND DISCUSSION
4.1 THE FCC HAS BEEN MOVED FROM LAGOS TO ABUJA
Created in 1976 and, after 38 years (2014), without a single review of the Master Plan, the dream of the FCT/FCC is said to still lives on despite lapses in the efforts to achieve it up to 2009. The subsisting President’s Transformation Agenda and the Bala Mohammed’s administration as FCT Minister from 2010 have been reported to have not only maintained but improved on the original vision, mission and mandate of the founding fathers of the city (TELL, May, 2014:4). The Bala Mohammed’s administration, encouraged by the President Jonathan’s transformation drive, put together a new ‘vision’. Strongly embedded in that transformation drive, this was to build a first class capital ... with effective service delivery.
comparable to the best in the world'. Its supporting 'mission' statement is to 'build and administer the Federal Capital... in compliance with the Master Plan... through the establishment of an effective and enduring service – oriented administration that can respond to the needs of all residents and other stakeholders.' (TELL, May 2014:3). The expected end-product is a Smart Capital City showcase with good/standard roads, potable water, regular electricity supply, functional telecommunication and transportation systems.

The vision and mission were followed by the formulation of a roadmap for sustainable development of the Federal Capital City in the form of a blueprint (blueprint planning still being applied) to assist in moving the City to the next level. The FCT Minister, then put in place a team of dedicated men and women who both shared his dream and are prepared to work to translate the dream to reality and declared that he was now set to upgrade Abuja into a smart city (emphasis ours): a knowledge/technology driven mega polis where everything works and everything has a place and stays in its place (TELL, May 2014:7).

From its inception up to the appointment of the former FCT Minister, Bala Mohammed, in early 2010, the Abuja project was virtually a Federal Government sponsored/funded undertaking. The persistent influx of Nigerians into Abuja, coupled with continued dwindling Federal Government Budgetary Allocations to the FCT Administration, had culminated in gross infrastructure deficit. The Business Times (December 4, 2000: 3 and Jirikio, 2008:79) lamented the non-involvement of other stakeholders in the development of Abuja, thus: 'The Federal Government single handedly engaged in the development of the FCT for the past 20 years' (now 38 years since the inception of the FCT). One of the reasons of this state of things is that the urban mater planning is so designed to be public sector dominating notwithstanding the state of government revenue (Jirikio, 2008:308).

The bottom line of the infrastructure deficit is funding. The aggregate infrastructure development in the FCT since its inception over 38 years ago is put at about 25% (TELL, September, 2014:1).

Abuja City is one of the fastest growing cities in the world. Although designed/planned for an ultimate population of 3.1 million on completion, the city had over 2 million people even when the First Phase was yet to be fully implemented as at 2002 (Jirikio, 2008). The Master Plan was structured for a Five-Phase development, with 79 districts and two sectors (Wuse and Garki). However, available information reveals that the authorities have been able to develop only 11 districts (or only 7.18%) but there are five million people already living in the city! (TELL, May 2014:9). Could this 'Abuja City' be said to be the City of the dream of its founding fathers?

4.2 The Land Swap Initiative in Practice in Abuja Federal Capital City

The adoption of an initiative as best practice leading to the mobilisation and prudent utilisation of available resources and a productive partnership with the private sector, the Minister of the FCT in less than two years, provided infrastructure for the opening up of five new districts in the city. These are Katampe, Ragini, Jahi and Wuye districts and Maitama Extension. Currently, these new districts are thriving residential and commercial areas of Abuja city (TELL, May 2014:16).

The FCTA chose Phase IV (South) for the trial run of the Land Swap Initiative. The choice
was deliberate because it was the only green field/district phase in the original Abuja FCC Master Plan that was undeveloped (TELL, September 2014:14). Phase IV (South) is divided into six sector centres with 12 districts, in line with the neighbourhood concept of the Abuja Master Plan. The Land Swap programme is being implemented in two sectors: N and O which are further subdivided as follows (TELL, September, 2014, p. 14):

**Sector N**
- Ketti North District;
- Ketti District;

**Sector O**
- Sherreti Cheche District;
- Burum West District;
- Ketti East District;
- Burn District;
- Sherreti District;
- Waru Pozema District

These districts were split into two except Ketti North which was dedicated for comprehensive development. Investors were carefully assigned to the districts using peculiar parameters (e.g. investor’s preference, its technical and financial strengths, etc.). A structure Plan (Fig. 2) of the Phase IV Land Swap districts was produced by Aedris Consultants indicating the amount of land available for development (TELL, September, 2014, p. 14).

**Fig. 2:** The Structure Plan of the Land Swap Districts
To ensure effective provision of infrastructure with every allocation, the FCTA searched for investors with requisite capacities to execute projects in the Land Swap programme. More than 70 investors expressed interest in the programme but only 14 (excluding Pethora Realty & Property Managers Limited which had already been allocated the Dallas Caraway District) were carefully selected. These include the Chinese company – CRCC – reputed as number one construction company in the world; Dangote Group PLC; Urban Shelter infrastructure Ltd; Glimor Engineering Limited; Haitong Limited; Ridley Group Ltd; Pima International Limited; AM – PM Global Network Limited, among others.

Benefits of the Land Swap initiative are many and diverse – emanating from building the ten districts – in the short and long run. These benefits equally serve as indicators of developing Abuja as a smart capital city.

i. Job Creation: It has created over 400 skilled jobs and over 1,000 direct and indirect unskilled jobs. It is projected to create over 100,000 direct and indirect employments: nearly 500,000 at the infrastructure construction level by primary investors. Then there would be jobs by secondary investors in the area of housing projects, parks, hotels, provision of power, water, sanitation and security.

ii. Financial/Revenue: It has saved the FCTA over N4 billion required for district development preliminary works – survey, planning, and engineering services. Revenue will also accrue from land registration and titling, property tax and consumption tax.

iii. Infrastructure and housing projects alone are expected to attract investments worth N994 billion in the next four years.

iv. It has afforded the younger generation of technical personnel of FCTA a unique opportunity to learn basic district development strategies and to experience new technologies of district development execution.

v. It would fill up the yawning infrastructure deficit in the Federal Capital through the provision of roads, water, light, affordable as well as world class affordable houses for the residents of FCT.

vi. Stabilisation of the Abuja property Market: This has been realised due to the serious commitment of the Land Swap investors in pursuing their investment programmes. The forecast for the next four years is that the cost of real property will be as realistic as obtained in other capital cities globally.

vii. Resettlement of the affected residents in the Land Swap Districts.

4.3 THE IMPLEMENTATION OF THE MASTER PLAN AND THE EVOLUTION OF ABUJA AS A 'SMART (CAPITAL) CITY': SPECIFIC PROJECTS

Some of the major and specific projects, their objectives, features and significance are summarised in the table that follows.
Table 2: Some of the Specific Projects, their Objectives, Features and Importance

<table>
<thead>
<tr>
<th>S/NO.</th>
<th>NAME OF PROJECT</th>
<th>OBJECTIVES/FEATURES/IMPORTANCE</th>
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<tbody>
<tr>
<td>1.</td>
<td>Abuja Geographic Information System (AGIS)</td>
<td>Created in 2004 to computerise work flows in land administration/other areas of FCTA; Abuja as centre of gravity and engine of growth; sole source for geospatial data/spatial data imagery (SDI); revenue (from land) generating agency; state-of-the-art GIS software acquired, trained management staff, etc.</td>
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<td>2.</td>
<td>Transportation Infrastructure: (a). Expansion/modernisation of road network.</td>
<td>(a). 10-lane super multiple carriage highways with full accomplishments (e.g. street lights, flyovers, pedestrian bridges, interchanges, etc.), namely: Air Port Road, Outer Northern Expressway, Southern Parkway from Inner Southern Expressway to Ring Road; travel time reduced from 3 hours to 30 minutes; reconstruction of Lower Usuma Dam-Gurara Dam-Jere Road</td>
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<td>(b). Development of the Light Rail mass transit transport system (the greatest highlight of FCT transit revolution (Fig. 3a &amp;b)); project comprises six light routes (300km in all) provided for in Abuja Master Plan; implementation started in 2007 and routes 1 and 3 completed in 2015 linking CBD to Air Port Road (route 3), Idu-Kubwa (route 1A), and Garki-Gwarinpa-Kubwa (route 1B); remaining routes to be financed through PPP; rail network designed to use diesel/electricity locomotive with standard double track; The Ultra-Modern Intra- and Inter-City Transport Terminal to complement the metro system.</td>
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<td></td>
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<td>(c). Bus Rapid Transport</td>
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<td></td>
<td>(d). The Ultra-Modern Intra- &amp; Inter-City Transport Terminal</td>
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<th></th>
<th>(d). The Ultra-Modern Intra- &amp; Inter-City Transport Terminal</th>
<th>(d). Located at Utako/ Jabbi Park; planned to be a world class transport terminal; conceived as an ultra-modern, high quality functional public transportation hub for within and without Abuja passengers designed to be an integrated multi-modal transport development with facilities that include a shopping mall, hotel, commercial, leisure and entertainment, cinema, restaurants, ATM, other facilities; a PPP build operate (Fig.4).</th>
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<tr>
<td>3.</td>
<td>Abuja World Trade Centre (AWTC) Project.</td>
<td>AWTC is expected to be a flagship of global business and exquisite architecture; located in the CBD; a multi-storey collection of twin office towers billed to change the skyline of Abuja; completion of First Phase by end of 2014; consists of luxury apartments, capital mall, offices, swimming pools; underground parking, etc.</td>
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<td>4.</td>
<td>Abuja City Centre Development (ACCD) Project.</td>
<td>Located in the CBD; its components include residential apartment blocks, office buildings, hotels (4, 5 and 6 stars); 3 levels of car parking lots; height of structures ranges from 20 to 30 floors of scenic skyline; basic security elements in its design include surveillance cameras and body scanners – complemented by provision of firefighting equipment, fire lift, helipads, trained security personnel; mixed-use feature of the City Centre design aims to bring life to the city at night and illuminates the skyline of the City-thereby ensuring the central area remains lively round the clock.</td>
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<td>5.</td>
<td>The Hudson Triangle Tower (HTT) Project</td>
<td>HTT is another iconic edifice development designed to impact Abuja City and its skyline; City Authorities approved 35 of the proposed 45 storeys for the Tower; conceived as a mixed-use development comprising shops, conference halls, hotels, luxury apartments, open park swimming pool, etc; it is to bring enormous business to entrepreneurs, government, subscribers and general public.</td>
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6. **Health Care Infrastructure**

Health is wealth far more valuable than the state-of-the-art infrastructure, business decisions and administrative savvy, etc.; prior to 2011 no dialysis was available in any public hospital in Abuja—but in 2014 seven such dialyses were in Wuse and Asokoro Hospitals; latest laboratory equipment have been procured; Asokoro General Hospital is argued to be the best diagnostic centre in Nigeria (c.f. TELL, May 2014); the 64-Slide Computed Tomography scan machines acquired; so also is the latest mammograms for anti-breast cancer screening in Asokoro and Maitama Hospitals, SSS and Aso Villa Clinics; a Digital Floroscopy and a Digitalised X-ray machine in Asokoro and Maitama Hospitals respectively; GIS has been introduced into HIV mapping etc.

7. **Water Supply and Sanitation Infrastructure**

Abuja (FCT) Master Plan provided for water supply/its expansion in six phases; in 35 years of plan implementation only Phases 1 and 2 (2 treatment plants) were actualised which produced a total of 10 million litres of water to serve a population of 5 million (grossly inadequate); 2011-2014 Phases 3 and 4 implemented —providing additional 20 million litres of water; Phases 5 and 6 still await implementation; additional funding and piping of more Districts in Abuja City and other satellite towns are challenges requiring surmounting to meet the water demand.

8. **Education/Educational Infrastructure**

An estimated 10.5 million school-age children out of school in Nigeria; low terminal education pass rate (10% in 2011) coupled with grossly inadequate teaching and learning facilities, etc, posed tremendous challenges to education in FCT. In response, FCTA between 2011 and 2013 built 1,800 classrooms, established 40 new schools; bought 1,575 sets of classroom furniture (primary/secondary school levels; built
| 9. | Building Smart Districts | Is one of the Land Swap Initiatives; objective is to develop Shere tti into a smart district to replicate smart districts in countries such as the U. S. (particularly creating a mini -Florida) and South Africa; this is to be done by building infrastructure and real estate and centralising utility services (gas, water, electricity/power, etc) for proper maintenance; also creating fenceless, gateless community of estates; users to use scratch cards and load them to their meters to access the utilities. |
| 10. | Provision of Affordable Houses for Workers | FCDA made over 199 land allocations to large scale housing developers for the purpose; Government provides the needed infrastructure in such residential estates; a number of such housing estates have been developed in different parts of Abuja City (Fig. 5 a & b.); Workers to access the house through mortgages; thousands of housing units are to be built in Apo and later in Lugbe by different developers; Affordability problem looms as a two-bedroom all ensuite goes for a minimum of 10.44 million Naira while a three-bedroom all ensuite attracts 12.42 million Naira! How many low income earning civil servants can afford these prices? 9The Guardian, November 17, 2014)
<p>| 11. | High Quality Environment and Sanitation | Influx of people into Abuja results in congestion, acute housing shortages, overstretched of infrastructure, utility services, illegal developments as well as rampant solid waste problems. Abuja Environmental Protection Board (AEPB)-established 1997: one of its cardinal objectives is to ensure a high quality environmental integrity for the health and well-being of the residents; its efforts so far (Agbanusi, 2014) include delineation of Abuja and deployment of 20 solid waste contractors, monitoring of the performance of the contractors, provision of logistics for monitors and supervisors of solid waste collection and transportation; provision and maintenance of waste transfer sites/land-fill sites as well as sewer lines and treatment plants; general maintenance of environmental standards, etc. FCDA’s hierarchy of green spaces serve functions ranging from aesthetics, recreation, sporting and assurance of quality environment, etc (Jiriko, 2014). |
| 12. | Waru-Pozema Eco-City Project | Abuja’s first Eco-City initiative; sited in Waru-Pozema District (Apo Road); is one of the gains of Land Swap Initiative; the Developer lamented the condition many Nigerians urban dwellers live in: they create their own utility services, provide their own roads, sink their own boreholes/hand-dug wells, power their own houses (self-acquired generators), etc. Reason for this: the districts where they live lack these essential infrastructure and services since government alone is incapable of doing so adequately. The Company/developer felt this situation has to change, hence the Eco-City project; it is to be an efficient and environment friendly community; global standard infrastructure will be provided, namely: high quality roads, water/electricity supply, sewage lines, |</p>
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<th>13.</th>
<th>ICT and Telecommunication</th>
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<tr>
<td>Aspiration of Abuja to be a ‘Smart City’ Innovation Hub must be premised on making the City more livable and resilient, capable of quicker response to new challenges: this is impossible without the state-of-the-art ICT and Telecommunication infrastructure/facilities (The Guardian, January 7, 2015). Smart City Innovation Hub is the highest/best grade technology development infrastructure which primes local technology for world competitiveness: the idea of ‘Internet City’ or ‘Digital City’ is a good example. Computerisation of all city functions (e.g. AGIS), internet connectivity/maximal broadband deployment are critical essentials; Abuja is dotted with several internet cafes and computer-based businesses; FCC is already home to major telecom companies: Google Nigeria, MTN, GLOBACOM, AIRTEL, ETSALAT, etc and expecting more such companies; the GSM revolution in Nigeria is globally acknowledged just as Abuja boasts of a GSM Village; the City is substantially wired (underground) for voice, data and video telecommunication, among others.</td>
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Source(s): TELL, May 2014, September 2014; other literature.
Fig. 3 (a): Artistic Impression of the Abuja Light Rail

Fig. 3 (b): Abuja Light Rail under Construction.
Source: TELL, May 2014.
Fig. 4: The Plan/Design of the Ultra-modern Inter-City Transport Terminal
Source: TELL, September 2014.

Fig. 5a: 'Affordable' Houses (Block of Flats) Built for Workers
Fig. 5b: 'Affordable' Housing (bungalows) for Workers.

Just before we draw our conclusion, it is important to state that the investments and developments planned and being implemented in all the Land Swap Districts, especially, and in other areas generally, are geared towards building Abuja as a smart Nigerian Federal Capital City. It is, in fact, already being claimed that Abuja Beats Dubai in Infrastructure" (Abu, 2014, in: TELL, May 2014:23) Reasons adduced include that "our infrastructure are world class. Our own even surpassed some of the standards you see around the world. Go to Dubai, there is no infrastructure that is better than what we have. Go to London, it is the same. If not in Abuja, where do you see infrastructure facilities lasting more than five years? The roads were rehabilitated now were constructed some 30 years ago (TELL, May 2014:23).

Quality of infrastructure facilities: the 10-lane expressways is cited as one of the pointers. A further reason given is that the electrical, water and sewage pipe network infrastructure is done underground. ICT and telecommunication infrastructure is considered another benchmark.

5.0 Conclusion
The founding fathers' dream of moving the Federal Capital from Lagos to Abuja has been realised (Jiriko, 2008), but the dream of a Capital City with a maximum population of 3.1 million and the new vision and mission of transforming the Abuja FCC into a Smart FCC cannot be so claimed. Abuja 'smart city' is still work in progress. Nevertheless, the expectations are that in the next decade the signs (e.g. world class infrastructure being put in place, etc) we see around Abuja are indicative that the city will get to its destination as a world-class, smart national capital city (TELL, May, 2014:47). It is believed that if current efforts are sustained, the removal of government funds from infrastructural development of the city by the Land Swap arrangement would continue to free funds for more investments into security. This will make for more CCTV cameras, for example, to be provided at more strategic points such as motor parks, recreational centres, etc in the city. This, in turn, would discourage criminal and terrorist activities and ease crime cracking. Health and educational facilities would also be improved. This would similarly apply to environmental quality whereby city slums would give way to would raise the smart city drive to a higher level. Driving within and commuting to and from the capital city would be convenient and
as safe and secured as is obtainable in other parts of the world. The current and possible future participant – investors or developers in the Land Swap Initiative have pointedly resolved to faithfully fulfill their signed obligations. ICT and telecommunication infrastructure development and deployment are expected to attain world class standard.

6.0 PROGNOSIS/RECOMMENDATIONS

The expectations outlined in the conclusion paint a rosy prospect of realising the smart city vision in the next decade of this millennium. However, there are feelers that seem to point to a rather dicey prospect. There are a few critical challenges that would need to be surmounted if the smart city dream is to come true.

Possible Critical Challenges to the Abuja 'Smart City' Project

i. The challenge of continuity in the face of possible change of government. Nigeria is yet to break clean of non-continuation of government projects and programmes by successive governments administrations. If this attitude is not changed for good, then the emerging Abuja 'Smart City' project stands on shaky grounds.

ii. The personality-based system of policy and decision-making rather than institution-based system. In Nigeria, when an individual gets into position of authority, they authoritatively and single handedly change or abandon projects, developments, etc they have met on ground, or take new decisions on issues or projects without (or with limited) consultation with a select few individuals of like minds, and go ahead to execute them. This scenario repeated itself in the subject under review. We have been informed that the then Minister of the FCT when he came on board in 2011, met a number of daunting problems connected with the development of Abuja, especially the implementation of its expired Master Plan. He studied the situation, came up with a new vision and a supporting mission which he sold to a chosen few of the staff of the FCTA. This select team shared his views and indicated their support and willingness to work with him to realise his new dream. Such new and positive innovations should be welcomed. However, in the case of a national project, such as Abuja which has wider, in fact, global implications for the country, there should have been more widespread consultations (with professional city planners and allied professionals, other Federal government agencies, State and Local governments, organised private sector, general public, etc) on the new vision for the Federal Capital City.

iii. The Challenge of an Overpopulated Federal Capital City: The Abuja New Federal Capital City of the founding fathers' dream was supposed to have a maximum population of 3.1million, but currently there are '5million people living in the City', according to the then Minister of the FCT (ibid.), and 68 districts out of the proposed 79 are yet to be implemented! On this count, the question that begs for an answer is, could it still be realistically claimed that it is the capital city of the dream of the founding fathers?

iv. The Challenge of the Conceptual/Theoretical Basis of the Planning Approach Adopted: Abuja Feral Capital was planned based on the blueprint concept, exemplified in the rigid, end-state Master Plan approach. This city planning paradigm has been virtually abandoned globally for its irrelevance
especially to rapidly urbanising societies such as ours. Yet, the Abuja Master Plan has been implemented for the past 38 years without appreciable success, without a single review and the new vision is purported to be in line with the dreams of the founding fathers of Abuja! A comprehensive, thorough review of the Master Plan involving all the stakeholders based on the Recommendations of the 1999 Workshop on the Review of the Abuja Master Plan would have been ideal in charting the most desirable future status of the Abuja New Federal Capital City. Very importantly, too, a Strategic/Structure Planning approach would currently be one of the more efficacious planning models for the future of the Federal Capital City.

The challenge of fulfilling the founding fathers’ dream of Abuja as a ‘no man’s land’ or a city for all: The Smart City vision and the developments directed at achieving it do not seem to be working towards realising this dream. Taking the case of housing for civil servants, the low income category and the urban poor generally, as an aspect of the vision of translating Abuja into a smart city, for example, it has been pointed out in section 4.4.10 on affordable housing for workers that the least price for a two-bed room flat is over 10 million Naira! How really ‘affordable’ are these houses to the urban poor? The elite image of the ‘ideal city vision’ or ‘desirable city’ has been blamed as one of the factors behind the under-estimating, under-provision and relegating of low income housing provision in especially new capital cities to the background. (Doebele, 1987; Jiriko, 2008). These writers point out the fact that urban elite often regard, especially capital, cities as fortresses of high culture, and bastions, citadels and strongholds of civilisation to be protected from the general crudity of countryside settlements. Experiences from past new capital city exercises that include Brasilia (Gosling, 1979), Dodoma (Hayuma, 1981) and Chandigarh (Smith, 1963) have shown that this has resulted in the mushrooming of informal settlements. Abuja shares the elite’s ‘ideal city vision’ (Abuja Master Plan, 1980-2000; Jiriko, 2008) of which the new vision of a smart city is apparently re-enforcing. The urban poor in Abuja are generally not carried along in the smart city vision.

However, the only strategy that, perhaps, seems to offer a glimpse of hope to the new vision, currently, is to develop the concept of ‘smart cities’ within the Abuja Federal Capital City instead of transforming the entire Capital City into a smart city. In this light, each of the Land Swap Districts and other sectors, for instance, could be developed into ‘smart cities’ with their unique ‘smart’ projects or developments, e. g. ‘smart transport’ city, ‘smart ICT’ city, ‘smart housing’ city, and so on.
REFERENCES


PLANNERS AND CHALLENGES OF MANAGEMENT OF NIGERIAN CITIES

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ABSTRACT

The exploding rate of growth of cities poses great challenges to urban planners and policy makers. In recent time the intensity of city planning and management problems in Nigeria requires urgent attention. Meanwhile, the notion of crisis in cities is deeply rooted in governance and professionalism. Many cities and urban centres that emerged through urbanization process have become more metropolitanized with increasing physical development and planning problems. The dynamic city problems in recent time are becoming more enormous leading to declining quality of life. This paper examined the challenges of professional planners towards achieving prosperous cities in Nigeria. The result of 160 purposely sampled professional planners from the six states of South Western Nigeria shows that: poor funding, inadequate planning tools, frequent political interference, corruption among others are notable factors affecting effective planning of cities. Also, poor public awareness and infrastructural development are peculiar problem of cities. The planning policy implications of the results are discussed in the paper and it suggests sustainable planning activities that cater for livability of cities.

Keywords: Professional Planners, City Decay, Urbanization, Fast growing Cities,
1. INTRODUCTION
Planning and management of fast growing cities in different parts of the world, specifically in Nigeria has not been free from dynamic and increasing challenges. This is based on the observations that professional planners struggle to effectively deliver their expected roles in cities. Obviously, there might be need to urgently re-tool urban and regional planning professional and city governance system towards achieving the promised goal of city. However, recent development show that there indeed the need for pro-active professionalism in the management of fast growing cities in Nigeria, particularly where there has been high level of city decay, quacks and poor city governance. It should be noted that planning has evolved in response to various cities and rural environmental problems, and has indeed moved from its technical orientation to largely inter-and multi-disciplinary discipline, focusing on social, economic and physical development issues and problems in contemporary world; from a mere limited technical and design oriented activity, to a much broader combination of socio-economic and political activities in recent times (Oyesiku, 2010). Changes in nature of the profession have led to a continuous change in scope and content of the discipline.

Over the years there has been a dynamic nature of planning profession, thus the difficulty on having a universally definition. However, one of the foremost views is expressed by Keeble (1969) that physical planning is an activity concerned with the spatial ordering of land use both in the rural and urban settings for the purpose of creating functionally efficient and aesthetically pleasing physical environment for living, working, circulation and recreation. This view is typical of pre-mid 20th century view of urban planning but it is still a very common perspective of physical planners in developing countries. Faludi (1973:3) sees planning as the application of scientific method to policy making with a view to increasing the validity of policies in terms of the present and anticipated future of the environment; a process that involves the interaction of advisers and decision makers on the environment. Thus, planning is a general approach to decision-making and may not be tied to the activities of any profession or department of government. Roberts (1974) views planning as making choices among the options that appear open for the future, and then securing the implementation, which depends on the allocation of the necessary resources. Similarly, Patton and Reed (1988) consider urban and regional planning as a discipline and profession “that is concerned with the forces that influence the quality of life from the neighbourhood to the region, state, and nation, using a systematic and creative approach to address and resolve social, physical, and economic problems of the neighbourhoods, cities, suburbs, metropolitan areas, and larger regions”.

Similarly, Mabogunje (1985) describes urban and regional planning as concerned with problems of regional inequalities and embraces resource development across the total national space. He suggests that it is about settlement system that helps in bringing these recourses on steam, including transportation and communication systems that direct them to locations where their conversion and use can have the most important value for the development of an aggregate society product. In addition, it is concerned with the transformation of the socio-economic structure and technology, and making them more responsive to the needs of rapid socio-economic growth in the region.
concerned. Moreover, urban and regional planning at supra urban level is concerned largely with correcting lopsided development among regions through redistribution of investment projects so as to achieve balanced development. It is a reality that most cities in Nigeria are fast decaying. This stem on the various problems that affects peoples livelihood. It should be noted that, poor transportation system, housing, water supply, waste management, safety and security, poverty among others, are problems that are eating deep into the fabrics of Nigerian cities. Packer (2006) describing the commercial centre of Nigeria, Lagos; communicates a displeasing view: “it’s hard to decide...” he observes, “...if the extravagant ugliness of the cityscape is a sign of vigour or of disease- a life force or an impending apocalypse.” He concludes that “.....the human misery of Lagos not only overwhels one’s senses and sympathy but also seems irreversible”. Similarly, the Nigerian Planning profession was sometime insulted by a former governor, Lam Adesina (1999) of a traditional and well recognised city-Ibadan, Nigeria. He reiterated that “the state’s Town Planners were planning nothing except disaster for the people. They have sacrificed their professionalism at the altar of money; all potential zones of disaster in Ibadan have been approved for building of houses and other structures...”

The above assertions are not unconnected with inadequate recognition or disconnect of urban and regional planning profession in city governance. Meanwhile, lack of understanding of planning profession in spite of the roles of professional planners as primary 'determinant of city fortunes' is increasingly becoming an insult to the profession. This paper is based on a study of challenges of managing fast growing cities in Nigeria. The paper explores some difficulties affecting professional planners in South West Nigeria.

2. METHODOLOGY

The main data source for this study is primary data obtained through a questionnaire instrument administered on two hundred and sixteen (216) professional planners from the South Western part of Nigeria that were sampled. The study was conducted to obtain information on the planning practice or activities in six (6) selected cities (see Table 1). The selection of the cities is simply based on their capital status location. The state capitals more often have significantly high proportion of practicing professional planners more than any other cities in any of the states (Oyesiku, 1998). Without doubt, the south-western Nigeria still has the highest number of planners amongst the major six geo-political zones in the country going by TOPREC records in 2014. For instance, there were 3009 registered Town Planners across all states in Nigeria and among the six geo-political zones; the south-west had 1441, representing 56.4% of the total registered planners in the country. However, if the Federal Capital Territory (FTC) is considered, which had 477 registered planners, the southwest had 48% of the total population of registered planners in the country. For the purpose of this study, the distribution of the registered planners within the south-west is as shown in Table 1. It is against this background that the selection of the case study is pertinently biased towards the choice of south-west Nigeria.
Table 1: Selected States/Cities and Distribution of Planners Interviewed as Respondents

<table>
<thead>
<tr>
<th>S/N</th>
<th>State/City</th>
<th>Registered Planners Population</th>
<th>Sampled Registered Planners</th>
<th>Returned Questionnaire from Sampled Planners</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Lagos/Lagos</td>
<td>626</td>
<td>94</td>
<td>70</td>
</tr>
<tr>
<td>2</td>
<td>Ogun/Abeokuta</td>
<td>148</td>
<td>22</td>
<td>16</td>
</tr>
<tr>
<td>3</td>
<td>Oyo/Ibadan</td>
<td>298</td>
<td>45</td>
<td>33</td>
</tr>
<tr>
<td>4</td>
<td>Ondo/Akure</td>
<td>134</td>
<td>20</td>
<td>15</td>
</tr>
<tr>
<td>5</td>
<td>Ekiti/Ado-Ekiti</td>
<td>43</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>6</td>
<td>Osun/Osogbo</td>
<td>192</td>
<td>29</td>
<td>21</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>1441</td>
<td>216</td>
<td>160</td>
</tr>
</tbody>
</table>

Source: *TOPREC, unpublished but granted records of Registered Planners, 2014.

In terms of the instrument of data collection, structured questionnaire containing both close and open ended questions on the subject matter was used and the randomly selected respondents allowed few days to complete the questionnaires and returned to the author. Data were obtained on educational background, length of service/practice, professional registration/qualification, factors militating against effective practice, problems of cities, perceptions on city management, planner's challenges of city management, extent of urban management compliance, planning activities and overall impact of planning profession in achieving prosperous cities. Data collected were analysed using descriptive statistics.

A convenient representative sample size of 15% was chosen from the sample frame of 1441 registered planners and the distribution of 216 sampled planners within the region of case study is also shown in Table 1. However, out of the sampled respondents, 74.07% (as response rate) eventually returned their questionnaires and the distribution by state and location is shown in Table 1.

Of importance is the sampling method adopted for the study. In the first instance a stratified sample method was chosen to select the south-west Nigeria as the case study and sample of respondents taken from each of the six states in the region. With respect to sampled registered planners in each of the state's capital, Purposive Sampling, non-probability sampling approach, which is effective when there is need to study certain issues requiring knowledgeable experts, was adopted. This sampling technique is particularly adopted because the research is specifically looking for those with the information on the subject matter and such information could only be obtained when those willing to give that information are readily available. Moreover, according to
Given (2008), purposive sampling is virtually synonymous with qualitative research and reflects the range of situations that include stakeholder sampling or/and expert sampling. This particular study is a combination of stakeholder sampling, criterion sampling and expert sampling. In this study, the researcher was looking for planners that have particular expertise, knowledge and information that is most likely to provide the necessary data for further consideration in the analysis.

3. THEORETICAL ISSUES, URBANIZATION, CITIES AND PROFESSIONAL PRACTICE

Various conceptual and theoretical frameworks were advanced to explain and guide the activities of professional planners. Theory is an explanation of the general principles of an art of science, reasoned supposition put forward to explain facts or events; something conjectured, not necessarily based on reasoning (Oxford Advanced Learners Dictionary, 1974). Abukhater, (2009) reiterated that well-defined planning theory is, an essential component of planning profession. It also provides a system of knowledge organization to clearly delineate the boundaries and parameters for each distinct subject, which provides a knowledge base for the development of future research and the expansion of the field (Abukhater, 2009). It is imperative to note that the peculiar situation of concern setting or settlements needs to be well understood before adopting a specific theory or concept. This is pertinent based on the fact that, failure of some developmental projects can be attributed to non-adoption and wrong application of theories and concepts.

Grant (2009) examined how can planners can evaluate the implementation theories in practice and posit that the new urbanism, smart growth, and sustainable development concepts originally have different notion in terms of understanding the role of government, importance of urban design, appropriate scale of intervention relevance of social justice concerns, and the implications of environmental responsibility. However, over the last decade, the three concepts have increasingly fused together in the work of many designers, planners, and scholars. For instance, the new urbanism tried to develop an environmental and social conscience, while the smart growth concept often illustrates the traditional urban forms popularised by new urbanism. As postulated by Grant (2009), in a framework for evaluating the implementation of theories in practice, he suggests that planning theory and practice interact along a continuum, with elements of theory embedded in documents, processes, decisions, and in daily practice, as people posit their understandings of what makes a good community. Supply-side factors like policies and planners' views shape the market for development, while demand-side factors like consumer preferences and developer practices affect the way in which theories are translated in reality. Studies of implementation may consider any of these four components (Talen, 1996).

It is instructive to note that, previous rationalistic, mechanistic and technocratic approaches of planners must be replaced by facilitative, participative, and flexible approaches emphasizing guiding principles rather than strict rules. Neglect of these approaches, however is partly responsible for alarming rate of degrading and crumbling planning practice in reality, particularly in most developing countries (Odufuwa; Fransen; Bongwa and Gianoli 2009).

Historical profile of urbanized world shows
that only three percent of the world’s population lived in urban centres, i.e. places of
5,000 people or more, (Davis, 1973). Urbanization process is described as the
movement of people from rural to urban places and the concomitant changes in the life
style of the people, including values, attitudes, and behaviours (William et al, 1983). It is one of
the indicators of socioeconomic transformation most societies have passed
through as a result of industrialization and economic development. Therefore, it is more
than mere concentration of population in large numbers in urban centres, but a phenomenon
that is often driven by a series of interrelated processes of change. Knox (1994) described it as the
economic, demographic, political, cultural, technological and social changes which result
in changes in urban land use systems, social ecology (social and demographic compositions of neighbourhoods), built
environment and urbanism (particular ways of life typical of urban settings). These changes
in social organization that is consequent of population concentration, however, have their peculiar social and political problems that in
turn affect urbanization process itself. In the developing countries on the contrary,
urbanization has occurred only partially as the
result of industrialization and economic development. While in the more developed
countries’ economic development is concomitant to urbanization and modernization, this is not absolutely so to the
less developed countries.

By 1900, statistical data reveals that the proportion of people living in urban places
had risen to 13 percent. This figure increased to
29.1 percent in 1950 and about 47 percent in
year 2000. It should be noted that, the rates of
both population increase and urbanisation varied over space. By contrast, the less
developed countries (Africa and Asia) may be
described as just experiencing urbanization in
the 1990s, with as low as about 30 per cent of
their inhabitants lives in urban centres. By the
United Nations projection, these regions with
growth rates more than those of more
developed regions, may soon approach the
latter’s situation. This suggests that less
developed regions are experiencing much
faster urban growth than developed areas.
This trend will give rise to a rapid rate of
urbanization and will continue to rise till the
first quarter of the 21st century, though at a
diminishing pace. In terms of number of cities, the pattern also shows similar trends. In 1950
there were 557 cities with population of
100,000 or more in developed countries
compared to 349 in the developing ones (UN,
revealed that out of the expected 2201 cities of
the world, developing countries would
account for 1140, an almost 52 percent of world
total, and a triple increase in thirty years, while
the number for developed countries would
have risen to 1061. Meanwhile, within the
broad category of world regions, high rate of
growth of number of large cities are noticeable
in the North America, South America and
Southeast Asia. It is imperative to note that the
significance of this distribution is in terms of
the rate at which urban places in developing
world are emerging and perhaps the
consequences of the rapid growth rate on
urban life.

Cities all over the world are economic engine
for growth and development of regions and
country. The cities have remained places of
economic strength for the surrounding regions
as well as places of power, development
innovations and modern culture with their
diversified economic base; generate the larger
proportion of national economic activities,
and provider of employment opportunities
and services (Oyesiku, 2010). One effect of the
relationship between cities as economic centres and regional economic development has been continuous growth of cities (in size, population and power) and concomitant effect of the emergence of diseconomies of scale, which are almost beclouding the essence of living in the cities.

In developed countries, increased size and density of cities have generated among other diseconomies: high land costs; rent and transport costs; congestion and pollution effects; poor health and welfare; increased social disorganization (increasing rates of delinquency, crime, insanity and poverty); social and economic stratification of the minorities; unemployment; homelessness; disequilibrium between city and suburbs; overcrowding; sprawling and bulging of suburban areas (Lynch, 1960; Mumford, 1968; Rossi et al, 1974; Falen, 1995). Developing countries while sharing in some of the above are experiencing the following in addition: primacy of growth; rural-urban migration; inadequacy and overutilization of housing and basic services and infrastructure; persistent slums and squatter settlements; and lack of conscious physical planning as most cities grew from their traditional setting, and are caught up by modern development (Ayeni, 1991; Oyesiku, 1997). The phenomenal rate of city’s population growth is considered as one of the fastest in the world. The 1996 edition of the UN’s ‘State of World Population’ reports that Lagos is likely to become the third largest city by 2015 after Tokyo and Bombay (UNDP, 1996; UniLag, 2010). Indeed, in an earlier survey (in 1990), Lagos was the 22nd largest and one of the only two African cities in the world’s largest 30 cities, the other being Cairo. Moreover, in Lagos, as in the case of many other cities in Nigeria, the population of working age group is growing at about 5-10% annually, employment opportunities are expected to increase much more slowly due to slow rate of economic growth, inadequate public investment in basic infrastructure and services, and fall-out of the impact of the structural adjustment measures. The consequence of increasing rate of unemployment is very obvious, some of which have been rearing their ugly heads in the society, including crime, poverty, and inadequacy and over utilization of basic infrastructure and services. It should be emphasised that, if this trend is allowed to continue it will be difficult for Nigerian cities to be livable and provides required life sustaining facilities. Perhaps the most apparent physical planning problems of city development that have over the years received less attention, but continue to pose challenges to planners are the ineffective, fragmented management and administration of city planning system. Others are: uncontrolled intensive land-use within built areas of the cities which are reflected in the arbitrary demarcation by families without any type of systematic layouts or lots allocation; and uncontrolled development of land for various activities, particularly in both the rapidly growing cities and rural areas (Adeniji, 1984; 1988). The growth of the cities over the years has indicated some phenomenal dimension. Recent trend of urbanization has shown that cities, not only increase in number and population but also are rapidly expanding beyond their borders even where city limits have been previously defined by the greenbelt. This rapid expansion of cities borders have been driven by increase in population and uneven infrastructural development particularly transportation and information and communication technology, which has forced city borders to engulf surrounding urban and rural areas to form megacities. There are several and diverse definition of fast-growing cities, however a consensus points
towards an acceptance of a conurbation of city settlement each with population of 10 million or more. By 2015 there would be over 21 of them across the globe (see Table 2). Within the next 10 years or so, which is by 2025, there would be more than 30 of such cities across the world, with 60% in developing countries and developing economies of Asia, Latin America, Russia and Africa. Presently, 12 of the 21 fast-growing cities in the world are in Asia (United Nations, 2006), while Lagos, Nigeria, would likely be the third largest city among the top 15 world cities with a population of about 24 million before 2020 (Pacione, 2011).

It is interesting to note that, characteristics of fast-growing cities have been of various forms. According to Lacquian (2008), three major characteristics are discernable. These are: wide land area coverage and large population size; fields of influence encompassing both urban and rural areas; and an extensive overall political or administrative structure with no specific authority for comprehensive planning or governance. Each fast-growing region has development corridors that are terribly fragmented. Perhaps, what has raised much concern with respect to contemporary issues on research of fast-growing cities across the world has not been in terms of their: firstly, importance as a centre of production and economic engine of growth; secondly, the development of the megacities as agent of control of their regions and which is closely associated with poverty; and decadence of social organization, particularly that the megacities are changing physically and culturally; and thirdly, development in terms of welfare and economic growth with specific reference to housing, healthcare, environmental problems and social stratification. However, what is perhaps the gap created in the researches and studies of fast-growing cities in the recent past and which is vital to the development of the constituent cities and regions is insufficient consideration for the management of the fast-growing cities.

Table 2: Estimated population and area occupied by contemporary fast-growing cities

<table>
<thead>
<tr>
<th>Cities</th>
<th>Countries</th>
<th>2003 population in million</th>
<th>2015 population in million</th>
<th>Area in km</th>
<th>Share of GDP in %</th>
</tr>
</thead>
<tbody>
<tr>
<td>New York</td>
<td>USA</td>
<td>21.2</td>
<td>22.8</td>
<td>10768</td>
<td>&lt;10</td>
</tr>
<tr>
<td>Seoul-Inchon</td>
<td>South Korea</td>
<td>20.3</td>
<td>24.7</td>
<td>4400</td>
<td>50</td>
</tr>
<tr>
<td>Tokyo</td>
<td>Japan</td>
<td>35.0</td>
<td>36.2</td>
<td>13100</td>
<td>40</td>
</tr>
<tr>
<td>Mexico-city</td>
<td>Mexico</td>
<td>18.7</td>
<td>20.6</td>
<td>4600</td>
<td>40</td>
</tr>
<tr>
<td>Sao Paulo</td>
<td>Brazil</td>
<td>17.9</td>
<td>20.0</td>
<td>4800</td>
<td>25</td>
</tr>
<tr>
<td>Mumbai</td>
<td>India</td>
<td>17.4</td>
<td>22.6</td>
<td>4350</td>
<td>15</td>
</tr>
<tr>
<td>Los Angeles</td>
<td>USA</td>
<td>16.4</td>
<td>17.6</td>
<td>14000</td>
<td>&lt;10</td>
</tr>
<tr>
<td>Delhi</td>
<td>India</td>
<td>14.1</td>
<td>20.9</td>
<td>1500</td>
<td>&lt;5</td>
</tr>
</tbody>
</table>

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<table>
<thead>
<tr>
<th>City</th>
<th>Country</th>
<th>Cost (m)</th>
<th>Value (m)</th>
<th>Population (1000)</th>
<th>Rent (g)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manila-Queen</td>
<td>Philippines</td>
<td>13.9</td>
<td>16.8</td>
<td>2200</td>
<td>50</td>
</tr>
<tr>
<td>Calcutta</td>
<td>India</td>
<td>13.8</td>
<td>16.8</td>
<td>1400</td>
<td>&lt;10</td>
</tr>
<tr>
<td>Buenos Aires</td>
<td>Argentina</td>
<td>13.0</td>
<td>14.6</td>
<td>3900</td>
<td>45</td>
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<tr>
<td>Shanghai</td>
<td>China</td>
<td>12.8</td>
<td>12.7</td>
<td>1600</td>
<td>&lt;10</td>
</tr>
<tr>
<td>Jakarta</td>
<td>Indonesia</td>
<td>12.3</td>
<td>17.5</td>
<td>1600</td>
<td>30</td>
</tr>
<tr>
<td>Dhaka</td>
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<td>17.9</td>
<td>1500</td>
<td>60</td>
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<tr>
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<tr>
<td>Karachi</td>
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<td>16.2</td>
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<tr>
<td>Ruhr Area</td>
<td>Germany</td>
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<td>11.1</td>
<td>9800</td>
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<tr>
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<td>1400</td>
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<td>Russian Fed.</td>
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<td>1100</td>
<td>20</td>
</tr>
<tr>
<td>Paris</td>
<td>France</td>
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<tr>
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<td>9.4</td>
<td>11.3</td>
<td>2650</td>
<td>25</td>
</tr>
<tr>
<td>Chicago</td>
<td>USA</td>
<td>9.2</td>
<td>10.0</td>
<td>8000</td>
<td>&lt;5</td>
</tr>
<tr>
<td>London</td>
<td>Great Britain</td>
<td>7.6</td>
<td>7.6</td>
<td>1600</td>
<td>15</td>
</tr>
</tbody>
</table>


3.1: CHALLENGES OF FAST-GROWING CITIES

Fast-growing cities across the world produce complex interactions between different demographic, social, political, economic and ecological processes, all of which exert strong pressures on the development of the regions accompanied by environmental degradation (PlanetEarth, 2005). While fast-growing cities in the relatively developed world show a trend in steady infrastructural growth, economic prosperity and perceptible improvement in quality of life, those in the developing world grow faster than their infrastructure, accompanied by uncontrolled urban sprawl, high volume of traffic, reduction in industrial production relative to population growth rate and economic demand for consumer goods, ecological overload, unregulated land and property market, insufficiency of housing development and extreme poverty and insecurity.

Laquian (2005; 2008) gives a summary of those challenges particularly with respect to urban and regional planning including the following; transportation networks, water supply, drainage, sewage and sanitation...
systems, energy generation and distribution, garbage dumps, landfills and incinerations, planning for the fast-growing cities without adequate planners trained in strategic planning process beyond comprehensive planning that could take economic, social and environmental factors into considerations when developing city plans. Governance upholds decentralization with fragmentation sectorial agencies in charge of provision and maintenance of urban facilities and services that is further complicated by the establishment of some specific authorities that look after specific functions that are designed to cut across jurisdictional lines. Meanwhile, some of these agencies are not only autonomous they are confined to formal boundaries of their localities or metropolitan areas, in what is a legal and institutional constraints to metropolitan city governance. Finally, most fast-growing cities development plans are primarily conceptual and indicative of the intention for the future development of the regions, rather than being a legal binding document formally considered and legislatively adopted. This particular challenge has made implementation of beautiful ideas almost impossible.

Other challenges that are confronting fast-growing cities, particularly in the developing countries, are those that include growth of slums and informal settlements, unsustainable land use, significantly longer time of commuting to work and other traffic problems, poverty, urban violence, lack of infrastructure, poor sanitation and food insecurity. In addition to these are rising cost of living, unemployment and underemployment, environmental challenge of pollution and imminent aggravated climatic change arising from greenhouse gasses, widening gap between the rich and the poor, greater concern for public safety and crime, lack of adequate health care and increasing incident of sexually transmitted disease particularly HIV/AIDS and alienation from decision making process is what affects megacities dwellers. The summary of the challenges using some fast-growing cities as examples is as shown in Table 3. Obviously Lagos takes its well known rightful position.

Table 3: Planning Challenges in Selected Fast-growing Cities Across the Globe

<table>
<thead>
<tr>
<th>Problems</th>
<th>Hong Kong (China)</th>
<th>Tokyo (Japan)</th>
<th>Seoul (Korea)</th>
<th>Istanbul (Turkey)</th>
<th>London (UK)</th>
<th>New York (USA)</th>
<th>Lagos (Nigeria)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Informal settlements</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Traffic management</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Natural hazards</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Unclear responsibilities and mandates</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Uncoordinated planning</td>
<td>0</td>
<td>0</td>
<td>-</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Water management</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Provision of continuous electrical power</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Visual pollution and garbage disposal</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
</tbody>
</table>
Among 160 respondents, 84% were male. It can be inferred from this finding that urban and regional planning profession is more dominated by male. There is the need to encourage female to take planning practice or profession as a more rewarding skill that can facilitate or enhance quality of life. Over 78% respondents are working with public planning agencies, such as, state ministry of urban development and physical planning as well as zonal planning offices of the local government. It is important to mention that as low as 15% professional planners are working in academic institutions as lecturers, while very few (4%) own private planning organizations or consultancy firm. This fact needs to be echoed towards motivating planners to by the idea of the need to impact planning knowledge and train interested graduates. It is imperative to note that, planning profession is not limited to field practice or development control, but it requires educating those that will build the society and uphold the ethics of the profession. The quest for making money through practice should not be the ultimate goal of planners. The need to sustain the profession’s goal and objectives should be the focus of planners.

Professionalism is an inclusive term covering a variety of activities in different field of study.

Oni, (2007), buttressed this point by emphasizing the fact that professional activity would encompass a particular level of systematic knowledge and proficiency. Thus, planning education is a systematic process aimed at developing knowledge, skills, and other capabilities within individuals. Sequel to this findings reveals that 32% of the respondents have only HND, 16% have B.Sc, while 46% have either M.Sc. or Masters in Urban and Regional Planning. In other word, most of the respondents are graduates in the field of Urban and Regional Planning. Meanwhile, most respondents (73.5%) are between the age of 40-50 years, with over 10 years working experience. Indeed, About 72% of the respondents were principal/chief town planning officers. More importantly, 75% of the respondents are registered town planners and member of Nigerian Institute of Town Planners. However, about 15% respondents are not registered town planners, but are members of Nigerian Institute of Town Planners. Increasing rate of failure or displeasing planning approach among others show case the importance of registering planners with planning Institute. It is pertinent to note that activities of quack planners are fast jeopardizing efforts of professional planners towards achieving or having prospective cities.
It is interesting to note that as high as 91% respondents have worked in cities, and 45% have equally worked in rural areas, as well as in various local governments in the state where they ever practiced. Less than 8% respondents (planners) never worked or practice in cities. This implies that most respondents have better understanding cities problems and challenges of managing cities in Nigerian.

4.2. PROBLEMS OF CITIES AND CHALLENGES OF PLANNING AND MANAGING CITIES IN NIGERIA

Table 4 shows that inadequate infrastructure (22%) and traffic congestion (21.5%), shortage of housing unit (15.5%), while unemployment and increasing rate of crime accounted for (12.5%) are notable problems of cities identified by respondents (planners). The point that could be drawn from this finding is a clear failure of most cities in discharging expected functions. However, the relationship between professional planners, the people and concern authority-government needs to be questioned. Why do planners exist and cities are not prosperous? It is necessary to re-examine factors responsible for failure of cities, and that as a consequence professional planners might not be blamed for failure of cities.

<table>
<thead>
<tr>
<th>Problems of Cities</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic congestion/ traffic problems</td>
<td>21.5</td>
</tr>
<tr>
<td>Shortage of housing/ density</td>
<td>15.5</td>
</tr>
<tr>
<td>Pollution/ Mismanagement of waste</td>
<td>9.0</td>
</tr>
<tr>
<td>Poor Planning Development</td>
<td>7.5</td>
</tr>
<tr>
<td>Lack of political will/ political issues</td>
<td>3.0</td>
</tr>
<tr>
<td>Unemployment/ increasing crime rate</td>
<td>12.5</td>
</tr>
<tr>
<td>Inadequate infrastructure(decay)/urban and drainage decay</td>
<td>22.0</td>
</tr>
<tr>
<td>Over population/ over utilization/ Slum creation</td>
<td>9.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Author's Field Survey, 2014.
The effectiveness of a profession depends on availability and reliability of working environment, policies and tools. Table 5 shows that most respondents (planners) lack reliable data, based map and general working instrument. Political interference and corruption on the part of political office holders militating against responsive city planning and management in Nigeria. Notable among others is inadequacy of public enlightenment or awareness of why planners do what they do and the need for planning. Inconsistent government policies were identified as a great challenge to city planning in the country.

Table 5: Challenges of City Planning in Nigeria

<table>
<thead>
<tr>
<th>Challenges of city planning</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate funding</td>
<td>11.6</td>
</tr>
<tr>
<td>Lack of data base map, research institute and professionals</td>
<td>25.9</td>
</tr>
<tr>
<td>Inadequate working tools</td>
<td>6.3</td>
</tr>
<tr>
<td>Political issues/ corruption/governance</td>
<td>16.9</td>
</tr>
<tr>
<td>Inconsistency in policies, Land use Decree</td>
<td>13.4</td>
</tr>
<tr>
<td>Poor plan implementation and enforcement</td>
<td>13.4</td>
</tr>
<tr>
<td>Lack of Public enlightenment</td>
<td>12.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Author’s Field Survey, 2014.

Table 6 highlights Nigerian planners’ evaluation of city management issues. Substantial proportion 80% either disagree or strongly disagree with the view that: planners are directly responsible for planlessness of Nigeria, numbers of town planners to handle/manage problems of Nigerian cities; recognition of planners for services render; government and planners decision/judgement; and planners remuneration. It is easy to construe responses such as those identified below in table 5 as given a signal for general populace of the difficulties facing professional planners towards discharging duties. The meticulous and multifarious planning actions cannot be ignored if cities are to be sustainable.
Table 6: Nigeria Planners’ Perceptions on City Management

<table>
<thead>
<tr>
<th>Planners Perception of City Management</th>
<th>SA/A</th>
<th>D/SD</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town planners are directly responsible for planlessness of Nigerian cities</td>
<td>23.6</td>
<td>76.4</td>
<td>100.0</td>
</tr>
<tr>
<td>Town planners are being given opportunities to re-plan Nigerian cities</td>
<td>45.4</td>
<td>54.5</td>
<td>100.0</td>
</tr>
<tr>
<td>There are enough town planners to manage or plan Nigerian cities</td>
<td>20.0</td>
<td>79.9</td>
<td>100.0</td>
</tr>
<tr>
<td>Urbanization is an advantage of city growth and development</td>
<td>80.0</td>
<td>19.9</td>
<td>100.0</td>
</tr>
<tr>
<td>Nigerian cities are difficult to manage</td>
<td>52.7</td>
<td>47.3</td>
<td>100.0</td>
</tr>
<tr>
<td>Planners have been given due recognition for the services they render</td>
<td>20.0</td>
<td>80.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Town planners are not recognized for the services they provide</td>
<td>67.2</td>
<td>32.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Planners are competent and qualified to manage Nigerian cities</td>
<td>94.2</td>
<td>5.8</td>
<td>100.0</td>
</tr>
<tr>
<td>More often political directives override planners’ professional judgement</td>
<td>92.7</td>
<td>7.3</td>
<td>100.0</td>
</tr>
<tr>
<td>Planners have enough tools to tackle urban and city problems</td>
<td>61.8</td>
<td>38.2</td>
<td>100.0</td>
</tr>
<tr>
<td>Government at the state level believes in the judgement of planners</td>
<td>20.0</td>
<td>81.8</td>
<td>100.0</td>
</tr>
<tr>
<td>The general public view of planners is bad</td>
<td>30.9</td>
<td>74.1</td>
<td>100.0</td>
</tr>
<tr>
<td>General public believes planners are destroyers</td>
<td>67.2</td>
<td>32.8</td>
<td>100.0</td>
</tr>
<tr>
<td>The general public believes planners are NOT a friend of an average residents</td>
<td>81.9</td>
<td>18.1</td>
<td>100.0</td>
</tr>
<tr>
<td>Town planning is not a popular profession</td>
<td>47.3</td>
<td>52.7</td>
<td>100.0</td>
</tr>
<tr>
<td>Nigerian planners are better educated than other professionals</td>
<td>41.8</td>
<td>58.2</td>
<td>100.0</td>
</tr>
<tr>
<td>Planners are well remunerated for the services rendered</td>
<td>7.2</td>
<td>92.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Government at the Local level believes in the judgement of planners</td>
<td>16.3</td>
<td>83.6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Author’s Field Survey, 2014.

In other words planners cannot be held responsible, for the increasing decay of Nigerian cities, perhaps not related to the fact that they have not been given due recognition for the services being rendered, but more importantly the public but particularly the government never believe in their judgment/advice or suggestions as far as professional inputs are concerned. More importantly, Nigerian planners highlighted that they are poorly remunerated compared to other professionals in the built environment discipline. Respondents (planners) either agree or strongly agree to the fact that despite the challenges of urbanization, the process has a great advantage to city growth and development. It should be noted that urbanization could either be a curse or blessing to any country, but the system of governance of concern country will determine to a great extent, how to harness the gains of urbanization. Respondents explained that planners are competent and have great requisite qualification to manage Nigerian cities, but the general public believes that planners are destroyers and are not friends of an average citizen (see Table 6). What is more interesting in the evaluation of city management issues is that as high as 93% of the respondents strongly agree to the fact that,
The effectiveness of a profession depends on availability and reliability of working environment, policies and tools. Table 5 shows that most respondents (planners) lack reliable data, based map and general working instrument. Political interference and corruption on the part of political office holders militating against responsive city planning and management in Nigeria. Notable among others is inadequacy of public enlightenment or awareness of why planners do what they do and the need for planning. Inconsistent government policies were identified as a great challenge to city planning in the country.

### Table 5: Challenges of City Planning in Nigeria

<table>
<thead>
<tr>
<th>Challenges of city planning</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate funding</td>
<td>11.6</td>
</tr>
<tr>
<td>Lack of database map, research institute and professionals</td>
<td>25.9</td>
</tr>
<tr>
<td>Inadequate working tools</td>
<td>6.3</td>
</tr>
<tr>
<td>Political issues/corruption/governance</td>
<td>16.9</td>
</tr>
<tr>
<td>Inconsistency in policies, Land use Decree</td>
<td>13.4</td>
</tr>
<tr>
<td>Poor plan implementation and enforcement</td>
<td>13.4</td>
</tr>
<tr>
<td>Lack of Public enlightenment</td>
<td>12.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Author’s Field Survey, 2014.

Table 6 highlights Nigerian planners’ evaluation of city management issues. Substantial proportion 80% either disagree or strongly disagree with the view that planners are directly responsible for planlessness of Nigeria, numbers of town planners to handle/manage problems of Nigerian cities; recognition of planners for services render; government and planners decision/judgement; and planners remuneration. It is easy to construe responses such as those identified below in table 5 as given a signal for general populace of the difficulties facing professional planners towards discharging duties. The meticulous and multifarious planning actions cannot be ignored if cities are to be sustainable.
more often, political directives override planners' professional judgment. This is perhaps a setback to planning professional practice and the ability to address professional challenges of managing Nigerian cities. In other to equally understand how Nigerian planners viewed challenges of managing Nigerian cities, most of the respondents indicated that inadequacy of operational tools and data as well as lack of political will and unnecessary political interference accounted for over 51% of overall challenges (see Table 7).

Table 7: Nigerian Planners' Challenges of City Management

<table>
<thead>
<tr>
<th>Challenges of City Management</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate/ mismanagement of fund</td>
<td>13.9</td>
</tr>
<tr>
<td>Inadequate data base map/ operational tools/ man power planning and professionals</td>
<td>25.9</td>
</tr>
<tr>
<td>Lack of political will/ political interference/ corruption</td>
<td>25.4</td>
</tr>
<tr>
<td>Lack of public participation/ lack of corporation</td>
<td>7.3</td>
</tr>
<tr>
<td>Lack of development control mechanism/</td>
<td>4.7</td>
</tr>
<tr>
<td>Inconsistent policy, poor enforcement and implementation of plans</td>
<td>17.6</td>
</tr>
<tr>
<td>Environmental/ climatic condition</td>
<td>1.6</td>
</tr>
<tr>
<td>Poor awareness/ public enlightenment</td>
<td>3.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Author's Field Survey, 2014.

It is also surprising that prominent issues that should be of utmost city management challenges were either not on the list or not important to respondents in this particular study. Obviously, planners may not necessarily view city management challenges as the same based on the fact that cities' growth and development trend are different, even within the same state or region. However, ADB (2008) and Shanghai Manual (2010) identified a number factors related to managing fast growing cities (see box 1).

(i) urban slums upgrading; (ii) inadequacy of city land registration system; (iii) involvement and sustainable public private participation and partnership; (iv) appropriate structure and models to manage the changes for sustainable planning; (v) natural disaster risk management system in place to manage the disaster arising from the impact of regional climate change; (vi) absence of proactive regional urban practice approaches for our dynamic and rapid urbanization. In addition to these are contemporary challenges of managing fast growing cities which have being completely over looked such as: (i) striking balance between land use and transportation planning; (ii) poor air quality and inadequate water supply; (iii) lack of planning instrument for building and street greening; (iv) inadequate and inefficient of energy provision and uses; (v) inadequate city park for recreation and relaxation; (vi) ineffective land administration system; (vii) inadequacy of climate change and global warming action planning; (viii) absence of integrated transport planning system; and (ix) land and eco-system conservation.
5. IMPLEMENTATION OF POLICIES FOR EFFECTIVE CITY MANAGEMENT

Without doubt, there are several challenges in managing fast growing cities. This is indispensible of the fact that city management and governance is complex and guided by multifarious factors. A significant city management challenge is perhaps the extent to which city managers develop or adopt strategies for effective city management. In this regard, there seems to be consensus on the major strategies to deliver effective fast growing city management in developing countries (ADB, 2008; Shanghai Manual, 2010). These are:

i. Ability to develop planning strategies for integrated sustainability management.
ii. Development of integrated policies that will target the urban poor and foster economic progress and social equity.
iii. Development of planning strategies that will shift toward dense, mixed use urban development that will ensure reduction in greenhouse emission.
iv. Creation of transparent and engage sustainability programmes and communication.
v. Development of improved integrated city and metropolitan sustainability management capabilities.
vi. Development of natural disaster risk assessment and management capabilities.

To what extent, if at all, those planning agencies and physical city planners have put in place a significant aspect of policy options and strategies for effective urban management in Nigeria? As revealed in Table 8, out of twenty-three (23) possible options for effective city management, great proportion of respondents indicated that they have not adopted the policy options. In other words, most planning agencies and planners have not shifted towards urban development that will ensure a low carbon and resource efficient cities, have not adopted any aspect of inventory and forecast projected carbon emissions, including energy use for buildings and transportation and waste. They have also not developed natural disaster risk assessment and management capabilities, neither has most agencies and planners develops their geographical information system laboratory or digital work stations that can update plans and process information, which will assist the development of an integrated spatial information system or land information system.

"No" to eight (8) of the policy options, while there was neither "Yes" nor "No" differentials to eight (8) other policy options (see Table 8). In other words, many planning agencies have developed plans for integrated sustainable management of the cities, and as well prepared city plans and long range plans for sustainable city management that include land use, transportation planning, sustainable economic development and provision for open space for habitant protections. In addition, a significant proportion of the planning agencies also utilized public events to campaign and use social media to inspire the citizen to participate in the ideas of effective city management. Furthermore, about 70% of the agencies claimed to involve different stakeholders that will lead to an integrated analysis of city problems. However, in all these, where they have indicated positively of their adoption of policies for effective city management, they have done these only to a limited extent (see Table 8).
Table 8: Extent of Urban Management/Compliance by Nigerian Urban and Regional Planners

<table>
<thead>
<tr>
<th>Statement</th>
<th>Yes</th>
<th>No</th>
<th>Total</th>
<th>If Yes, To</th>
<th>What Extent?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry/Agency developing plan for integrated sustainability management.</td>
<td>67.3</td>
<td>32.7</td>
<td>100.0</td>
<td>56.8</td>
<td>35.1</td>
</tr>
<tr>
<td>Ministry/Agency preparing city or metro area wide sustainability plan with citizen participation.</td>
<td>58.2</td>
<td>41.8</td>
<td>100.0</td>
<td>40.6</td>
<td>59.4</td>
</tr>
<tr>
<td>Ministry/Agency long range plans for sustainability and resilience, sustenance, including land use, and transportation planning, sustainable economic development.</td>
<td>63.6</td>
<td>36.4</td>
<td>100.0</td>
<td>28.6</td>
<td>62.9</td>
</tr>
<tr>
<td>Ministry/Agency developing integrated policies targeting urban poor to foster economic progress and social equity.</td>
<td>50.9</td>
<td>49.1</td>
<td>100.0</td>
<td>21.4</td>
<td>60.7</td>
</tr>
<tr>
<td>Ministry/Agency working with utility companies, private sector and community base organization to advance provision of basic services.</td>
<td>54.6</td>
<td>45.4</td>
<td>100.0</td>
<td>30.0</td>
<td>63.4</td>
</tr>
<tr>
<td>Ministry/Agency shifting towards dense, mixed-use urban development to ensure a low carbon and resource-efficient city.</td>
<td>41.8</td>
<td>58.2</td>
<td>100.0</td>
<td>26.1</td>
<td>56.5</td>
</tr>
<tr>
<td>Ministry/Agency developing plans and machinery to reduce urban sprawl.</td>
<td>45.5</td>
<td>54.6</td>
<td>100.0</td>
<td>32.0</td>
<td>56.0</td>
</tr>
<tr>
<td>Ministry/Agency participating in inventory, and forecasting carbon emissions; energy use for buildings and transportation, product use and waste.</td>
<td>14.7</td>
<td>85.5</td>
<td>100.0</td>
<td>50.0</td>
<td>50.0</td>
</tr>
<tr>
<td>Ministry/Agency developing metro-area wide and city climate action plans.</td>
<td>16.4</td>
<td>83.7</td>
<td>100.0</td>
<td>66.7</td>
<td>22.2</td>
</tr>
<tr>
<td>Ministry/Agency has programmes for improving integrated city and metro sustainability management capabilities.</td>
<td>50.9</td>
<td>49.1</td>
<td>100.0</td>
<td>35.7</td>
<td>32.9</td>
</tr>
<tr>
<td>Ministry/Agency facilitating aligned sustainability management mechanisms across departments.</td>
<td>58.2</td>
<td>41.8</td>
<td>100.0</td>
<td>40.6</td>
<td>53.1</td>
</tr>
<tr>
<td>Ministry/Agency utilizing goals to measure and manage sustainability performance indicator for waste, water, energy, health, transportation.</td>
<td>50.9</td>
<td>49.1</td>
<td>100.0</td>
<td>25.9</td>
<td>74.1</td>
</tr>
<tr>
<td>Ministry/Agency deploying strategic tools such as scorecards, maps and dash boards to make results easy to understand and act upon.</td>
<td>40.0</td>
<td>60.0</td>
<td>100.0</td>
<td>18.2</td>
<td>72.7</td>
</tr>
<tr>
<td>Ministry/Agency creating transparent and engaged sustainability programmes and communications.</td>
<td>56.4</td>
<td>43.7</td>
<td>100.0</td>
<td>41.9</td>
<td>45.2</td>
</tr>
<tr>
<td>Ministry/Agency publishing publicizing and make available sustainability planning sessions and resulting plans, documents and milestones.</td>
<td>52.7</td>
<td>47.3</td>
<td>100.0</td>
<td>51.7</td>
<td>37.9</td>
</tr>
<tr>
<td>Ministry/Agency updating plans and processes through meetings, online publications and announcements.</td>
<td>61.8</td>
<td>38.2</td>
<td>100.0</td>
<td>44.1</td>
<td>55.9</td>
</tr>
<tr>
<td>Ministry/Agency considering engaging stakeholders through a participatory budgeting process.</td>
<td>49.1</td>
<td>50.9</td>
<td>100.0</td>
<td>40.7</td>
<td>40.7</td>
</tr>
<tr>
<td>Ministry/Agency utilizing public events, campaigns, and tools and social media to inspire citizens on planning issues.</td>
<td>60.0</td>
<td>40.0</td>
<td>100.0</td>
<td>33.3</td>
<td>66.7</td>
</tr>
<tr>
<td>Ministry/Agency developing natural disaster risk assessment and management capabilities.</td>
<td>38.2</td>
<td>61.9</td>
<td>100.0</td>
<td>28.6</td>
<td>52.4</td>
</tr>
<tr>
<td>Ministry/Agency putting in place city plans to respond effectively to higher probability risks as they occur.</td>
<td>36.4</td>
<td>63.7</td>
<td>100.0</td>
<td>25.0</td>
<td>45.0</td>
</tr>
<tr>
<td>Ministry/Agency involving different stakeholders in an integrated analysis of urban problems.</td>
<td>69.1</td>
<td>30.9</td>
<td>100.0</td>
<td>42.1</td>
<td>52.6</td>
</tr>
<tr>
<td>Ministry/Agency has or developing an integrated spatial information system or land information system.</td>
<td>47.1</td>
<td>52.8</td>
<td>100.0</td>
<td>42.3</td>
<td>42.3</td>
</tr>
<tr>
<td>Ministry/Agency has or developed Geographical Information System laboratory or Digital work station.</td>
<td>41.8</td>
<td>58.2</td>
<td>100.0</td>
<td>18.2</td>
<td>50.0</td>
</tr>
</tbody>
</table>

**Key:** GE=Great Extent; LE=Limited Extent; SP=Still being proposed

**Source:** Author’s Field Survey, 2014.

### 6. CONCLUSION

Fast-growing cities are very complex due in part to their largeness in area and population, but more importantly because they transcend several political and administrative jurisdictions. How they are planned for, administered and governed therefore becomes an overwhelming challenge in the face of the need for financial and political autonomy. Inclusive participation of all and sundry, accountable democracy and persistency of heavy dependency upon the state and central government. The current strategies for effective management of fast growing cities revolves around integrated sustainable city management, exhibition of great concern for development of low carbon and resource efficient city that can mitigate the
negative impact of climate change and global warming and consequently develops and put in place plans to respond effectively to higher probability of natural disaster and above all develop strong geographical information system to assist in integrated spatial planning and effective land-use information system. Sequel to this, planners require a shift from traditional focus of pure physical planning through physical plans and move towards integrated sustainable city planning that involves participation from a broad representation of stakeholders at all levels. It will also require planners to widen their scope of knowledge to capture the use of information and communication technology that will quicken the process of spatial analysis of land use matters. More importantly, planners must work within the framework of political exigencies without compromising professional ethics and standards, mindful of the fact that most plan proposals are public document requiring political support for approval and implementation.

More importantly, effective location and allocation of planning resources should be put in place towards achieving sustainable development. Above all, in the developing countries, particularly in Nigeria, fast growing city trend must be discouraged in line with the concept of sustainable development and sustainable cities that have formed an important aspect of urban planning and its practice with a view to limiting overuse of natural resources, growing social inequality and large-scale climatic change (Oyesiku, 2010). As Wheeler (1998), noted sustainable urban development is that development that improves the long-term social and ecological health of cities and towns involving compact, efficient land uses; less automobile use yet with better access; efficient resource use, less pollution and waste; the restoration of natural systems; good housing and living environments; a healthy social ecology; sustainable economics; community participation and involvement; and preservation of local culture and wisdom.

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URBAN AND REGIONAL PLANNING LEGISLATION AND ADMINISTRATION IN NIGERIA: AN OVERVIEW OF THE EXPERIENCE AND CHALLENGES

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ABSTRACT

The government of Nigeria has undertaken a review of her planning laws to change the structure of planning practice in the country. The change ushered in the Urban and Regional Planning Law (URP) of 1992. The law incorporates public participation and multi-perspective approaches and mechanisms which are expected to improve planning administration in the country. It provides local planning authorities with power to plan and control development in their areas. But after two decades of the URP law, the planning boards and authorities are not in place in many states. With the existing structure, it is evident that the 1992 URP law is not driving planning administration in most parts of the country. This paper examines the experience and challenges of urban and regional planning legislation and administration in Nigeria. Data for this study were collected mainly through review of literature including planning laws. The barriers to physical planning and its administration in the country arise from lack of clarity and consistency in the implementation of the law and poor government attitude to planning. The paper recommends that government should commence full implementation of the law by setting up the commission at the federal level, boards at the state and LPAs at the local government level. Other measures include strengthening the urban and regional development database/information system and funding mechanisms.

Keywords: Planning, administration, urban, regional planning, development control, law
1. INTRODUCTION
The transformation of Urban and Regional Planning legislation and administration in Africa is increasingly challenged both in its structure and methodology. In Nigeria, enforcement of planning regulations has become not just the town planners’ affair but an overall societal goal following the emergence of the Urban and Regional Planning (URP) Law of 1992 (FRN 1992) that ushered in a new order. One major objective of the law is to integrate public participation and a multi-perspective approach into urban planning for sustainable physical development in the country. But this new law, which has emerged as the most recently referenced planning regulation and which contains sets of standards for planning and development control in Nigeria, is associated with some challenges. Presently, the problem constrains the effectiveness of urban and regional planning particularly in setting up the administrative structure for planning, thus the performance of existing physical planning machineries seem to have fallen short of expectation.

In the law, allocation of responsibilities to allied professionals is structured but not without some unreflected overlaps that have generated some debates among them and conflicts between agencies that are identified with planning and development control. As Nigeria has over the years practiced a system in which town planners traditionally performed the functions of development control, it therefore becomes imperative that the new order introduced by the law will have some unfilled gaps. The peculiar and diverse interests of the new actors defined through their professional knowledge and norms have not been properly harmonized. This study therefore, examines the urban and regional planning administration in Nigeria with particular reference to the 1992 URP Law.

1. OBJECTIVES OF THE PAPER
The aim of the paper is to examine the structure and challenges to urban and regional planning legislation and administration in Nigeria. The objectives of the paper are threefold: to examine the trend of planning administration in Nigeria; to identify current issues and challenges in planning administration in the country; assess the impact of these issues on the implementation of the 1992 URP Law; and to identify steps that could be taken to address the situation.

2. METHODOLOGY
The data for this study were derived from both primary and secondary sources. The paper depended on extensive review of literature. The major sources of data/information were the Urban and Regional Planning Law of 1992, Delta State Urban and Regional Planning Law of 2003 and Federal Capital Territory (FCT) Urban and Regional Planning Tribunal general information booklet. These were complemented with primary data from the Ministry of Lands and Town Planning, Enugu and Delta State Urban and Regional Planning Board.

3. PLANNING IN NIGERIA BEFORE THE NEW ERA
Planning and development control in Nigeria date back to the pre-colonial era. During the period, traditional settlements were structured according to the local customs and practices, the traditional land tenure system, the nature of the economy and the existing mode of transportation. With the emergence of colonial rule, the traditional settlement patterns gradually gave way to modernism (Osuntokun, 1997). Colonialism brought with it modern planning tools in Africa and in the case of Nigeria it took the pattern of planning as practiced in Britain, where it was
predominantly influenced by the poor urban physical conditions during the early stage of industrial revolution (Maduku, 1981). Similar concentration of population and densification of physical development was witnessed in major towns in Nigeria particularly Lagos. The poor sanitary condition in Lagos arising from urbanization led to the promulgation of the Town Improvement Ordinance of 1863 with a view to addressing the situation and controlling development in the city. The ordinance was the first planning legislation in Nigeria.

In 1900 the Land Proclamation Act emerged. The Act empowered the colonial government to set up European Reservations. In 1917, the Public Acquisition Ordinance was promulgated, establishing guidelines for physical layout of towns and cities. The ordinance vested the responsibility of its enforcement on the Administrative and Public Works Department. It was later changed to Township Ordinance of 1917 when it extended its area of coverage to the entire country. The outbreak of bubonic plague in Lagos ushered in the Lagos Town Planning Ordinance of 1928, making provision for the replanning, improvement and development of Lagos (Oyesiku, 1997; Agbola 2005). This led to the establishment of Lagos Executive Development Board (LEDB) which carried out a number of housing and urban redevelopment projects.

The colonial government institutionalized physical planning in Nigeria by enacting the Nigerian Town and Country Planning Ordinance in 1946. The ordinance emerged as a result of planning challenges of Nigerian cities in early 1940s (Oyesiku, 1997). It was fashioned after the British Town and Country Planning Act of 1932 and designed to provide a framework for guiding physical growth and development in the country. Thus the principal focus of the ordinance was improvement and control of development by means of planning schemes prepared by planning authorities. The ordinance made provision for planning, replanning, improvement and development in Nigeria. It created local planning authorities, assigned with the powers to guide and coordinate physical developments carried out by private individuals in conformity with planning schemes.

The 1946 Ordinance was retained at independence in 1960 as the Town and Country Planning Laws Chapter 123 of the Laws of Western Nigeria, Chapter 139 of the Laws of Northern Nigeria and Chapter 155 of the Laws of Eastern Nigeria. After independence rapid urbanization was witnessed in the country and major cities expanded tremendously in size and population. Due to disparity in socio-economic and infrastructure development between urban and rural areas there was massive migration from villages to the cities and the growth of cities escalated (Agbola, 2003). The rapid urbanization was associated with many problems including inadequate housing, deficiencies in urban services and infrastructures, environmental degradation and insecurity (Agbola, 2005, 2007).

During the First National Development Plan (1962-68) and Second National Development Plan (1970-74) physical planning was rarely given adequate attention. The plans were largely concerned with economic growth, ignoring the aspects of physical development. They however, made provision for infrastructure and capital projects in urban areas, but the projects were uncoordinated due to absence of a comprehensive national urban development policy. As a result, there was no
meaningful reflection of the plans on the physical development of settlements. Until 1975 when the Federal Ministry of Housing, Urban Development and Environment was created there was no national body charged with the responsibility to coordinate physical planning in the country (Adeyinka and Sanni, 2003).

Even with the creation of the ministry, control of physical development at the national level remained uncoordinated. At the regional level, the agencies responsible for planning matters in most states were similarly and more ridiculously shifted among ministries (Sanni, 2006). Government’s perception was that physical planning was concerned only with physical layout of towns and cities; and this was largely portrayed in the National Development Plans (1962-1984). The low regard for physical planning by the government confined planning activities to only building plan approval, development control, and preparation and execution of few development schemes. Most of the master plans prepared were either poorly implemented or not implemented at all (Nigerian Institute of Town Planners, 1991).

In 1988, CAP 431 Laws of the Federal Republic of Nigeria establishing Town Planners Registration Council (TOPREC) was promulgated to take care of the registration of Town Planners and regulation of planning profession. The law was enacted as Town Planners (Registration etc) Decree No 3 of 1988 [Act No. 3] (Federal Republic of Nigeria, 1988). With this law government formally strengthened urban and regional planning profession in the country. This was followed by related policies such as the National Housing Policy in 1991 and National Urban Development Policy in 1992. However, the political support to planning was still low. The major constraints to physical planning in Nigeria in the past as identified by Sanni (2006, 9) include the following:

1. Government’s failure to recognize the roles of planning in physical development.
2. Gross inadequacy of financial, material and manpower resources available for physical planning at all levels. Planning agencies lacked the resources to adequately coordinate developments within their areas of jurisdiction.
3. Town planning, as practiced in Nigeria, was highly tied to land and its uses. But access to land for planning schemes was highly limited due to the traditional land tenure systems which vested land ownership on individuals and communities. The Land Use Decree of 1978 which vested ownership of all lands on the state could not make land more easily accessible, thus planning authorities have difficulties accessing land for development schemes.

In 1991 the Federal Government reviewed the 1946 Town and Country Planning Law. The review led to the abrogation of the law and promulgation of Nigerian Urban and Regional Planning Decree (Decree No 88) of 1992 (FRN, 1992). With this new law the Federal Government reformed the practice of urban and regional planning in Nigeria, providing a new framework for all planning activities in the country. The law sets guidelines for physical planning at all levels of government (local, regional and national) and for composition of the bodies charged with the responsibility at each level. It addresses specific issues such as land acquisition and compensation, plan preparation and administration, development control,
improvement - renewal and upgrading, and appeals.

The law reflects and secures the relationship between physical planning and related sectors such as landuse and housing, and establishes the framework for physical planning and administration. The framework clearly identifies the role of planning in the society and accordingly, planning is conceptualized as a public oriented activity. From institutional point, the key priority of government in planning is to create the right conditions for implementing state policies in respect of physical planning. It classifies and allocates planning administrative functions to different levels of government (federal, regional and local). The decentralization paved way for local governments to be largely responsible for planning and development control, and for participation of the private sector in physical planning. In the law the federal government has responsibility for development control on federal lands; establishment of Urban and Regional Planning Commission, provision of technical and financial assistance to states in the preparation and implementation of plans; and preparation and implementation of the National Physical Plan and regional plans. Similarly the state has power to set up Urban and Regional Planning Board to carrying out physical planning and development control at the state level, and the Local Government to have Local Planning Authority. Figure 1 shows the administrative structure for physical planning in Nigeria as provided by the URP Law.

Figure 1: The Administrative Structure of Urban and Regional Planning as Provided by the URP Law
1. EMERGING ISSUES AND CHALLENGES TO THE IMPLEMENTATION OF THE URP LAW

It was expected that the 1992 law would foster physical development, but the outdated structure of the 1946 law continues to form the basis for planning administration in most parts of the country. Till date there is no Urban and Regional Planning Commission at the federal level, as such the functions, some of which are critical to national development, are ignored. These include formulation of national policy for urban and regional planning, and coordination of urban and regional planning standards. Moreover, the preparation of the National Physical Development Plan has not been effectively carried out. It was only in 2010 that the Federal Ministry of Housing and Urban Development organized the Stakeholders Sensitization Programme for the plan. While the Department of Urban and Regional Planning in the Ministry of Housing and Urban Development formulates most national policies, a wide range of similar activities are carried out by administrative entities outside the ministry. Ministry of Works for example, runs urban infrastructures while regional commissions like Niger Delta Development Commission and River Basin Authorities, carry out development programmes targeted at specific geographical regions. But it was perceived at first that once the new mechanism is put in place the implementation the system will be easy and effective, but the federal commission has not been established to facilitate the process.

Moreover, in many states there is complete absence of implementation of the 1992 law in regulating or administering planning, as they still work under the provisions of the defunct 1946 law. Since 1992, only few states such as Abia, Delta, Enugu and Lagos states attempted to implement the URP Law. Some reasons can be advanced to explain why some states are reluctant to transfer planning activities to the local governments. The Land Use Act of 1978 granted the control of urban land to states, which offers certificate of occupancy to private developers (FGN, 1978). Under the new law the state only act as de facto owner of all urban land located within the areas under its jurisdiction, while the local governments through the Local Planning Authorities (LPAs) hold powers over planning and development control in their domains. Thus in all lands within state jurisdiction, the local authorities have the power to exercise control of land use or make decisions on how lands should be used for development purposes.

This provision in the law at a time generated litigation between the Federal government and Lagos State government. In January 2001, the Supreme Court upheld the constitutionality of the states’ right to administer all lands in their areas of jurisdiction, which legalizes the issuance of development approval by the state to developers. It clearly identified the state with the power to control development in its area. By this interpretation, Federal agencies can only implement planning and development initiatives primarily through legislation. According to the 1992 URP Law, the responsibility for activities such as approvals for location of housing projects, industrial and commercial uses falls largely on the local planning authority.

In some states policy formulation on urban and regional planning are carried out by the ministry charged with town planning matters, usually under a commissioner and a permanent secretary who may not be town planners. The Director of Town Planning takes
instructions from these superiors, who may not be properly informed about the law or not favourable to it. Part of the issue relates to the argument raised by some town planners who believe that establishment of the URP boards has some disadvantages to both planning profession in the states and the status of town planners. To them, involvement of allied professionals in the administration of planning seems to indicate that planners are losing their unique position in the professional order, and making planning an all-man affair particularly in policy making and day-to-day administration (Jiriko, 2008; Ogboi, 2011). As presented in the law, the structure allows in the boards and LPAs representations from allied professions in the building industry. These prevailing situations give one clear message, that despite being a valuable tool of immense public value, the 1992 URP Law has remained unpopular at the state level. However, the law was commended for its wide professional coverage. This was based on the assumption that because planning is a public issue of unique characteristics, the society should have the right to decide how it is done.

2. THE EXPERIENCES AT THE STATE LEVEL

Attempts made to implement the law in some states appeared in different forms. For instance, in Delta State a four phase process was undertaken in implementing the law, which consisted of the following:

1) Formulation of the State Urban and Regional Planning law which was completed and passed in 2003 (Delta State Government, 2003),

2) Conduct of policy studies on personnel, funding mechanism and institutional arrangement for its implementation and administration;

3) Setting up the Urban and Regional Planning board at the state level, and

4) Setting up the Local Planning Authorities (LPAs).

Stages 1-3 have been completed since 2006 but 9 years after, the setting up the LPAs has not been carried out. This can be attributed to a number of factors. Political support for the process has suffered some setbacks and there has been delay in the release of funds because of frequent changes in state administration, i.e. change of commissioners in the Ministry of Lands, Surveys and Urban Development that is responsible for planning matters in the state. Similarly, the local governments have not demonstrated interest in taking over the planning functions.

In Delta State, the division of responsibilities between the Urban and Regional Planning Board and the Department of Town Planning in the Ministry of Lands, Survey and Urban Development deviates widely from the provisions of the State URP Law of 2003. The Board operates parallel to the department on planning matters. Presently, the board controls development on State lands, while the Department of Town Planning retains the control of planning and development on private lands. In this arrangement the Department still controls more than 80 percent of the land in the planning areas of the state through its Area Planning Offices (APOS) in the urban centres. Similarly, Zonal Planning Offices (ZPOs) were created by the board in some urban centres. The APOS control development in all declared planning areas, except state lands where the ZPOs exercise control. State lands in this case are lands acquired and laid out by the State government. However, Delta State has made some remarkable success compared to others. Successful completion of the process will however, depend largely on the political will of the state government. But some sectors are still apprehensive of the delay in the
implementation because it has led to loss of revenue that ought to be for the local governments.

In Enugu State, the structure is different. Development control units in the local government areas are called Local Planning Authorities. This nomenclature tends to suggest, according to the law, that as authorities they are autonomous in their activities. But in reality the authorities are directly under the Department of Town Planning in the Ministry of Lands and Town Planning. The staffs in the LPAs are officials of the ministry posted to the local planning offices by the State Director of Town Planning. The LPAs have no independent power to initiate and prepare urban development plans within the areas of their control. Such role is carried out by the ministry through the Department of Town Planning. Some recently commissioned urban master plans in the state were done by the state government through the ministry. However, the funding of the offices and the revenue generated by the LPAs belong to the local governments. The state has no urban and regional planning board.

In Abuja, the Federal Capital of the country, planning and development control matters fall under the Federal Capital Development Authority (FCDA). Under FCDA are some departments. Development Control Department is responsible for granting permits for and daily monitoring of developments in the area. Abuja Geographical Information System (AGIS) undertakes land allocation, registration and information storage; and the Department of Parks and Recreation is charged with the responsibility of planning and maintaining recreational facilities, parks and open spaces. The FCT has recently set up an Urban and Regional Planning Tribunal to handle cases of appeal and litigation (FCT, 2005). Under the 1992 URP Law there is provision for the establishment of Urban and Regional Planning Tribunal and technical committees, and FCT is the only regional government that has a functional planning tribunal in the country.

In some other States the experiences of planning administration differ. Many states still operate the 1946 Town and Country Law that has been repealed as stated in Section 90:1 of the 1992 Law. A number of peculiar factors may be responsible for the inability of the states to implement the 1992 URP Law. These include the issue of public participation and shortcomings of planning administration. These are elaborated below.

3. PUBLIC PARTICIPATION: THE OBVIOUS CONTROVERSY

The 1992 URP Law incorporates public participation in planning administration. The issue on empowerment of the citizenry, primarily in form of involvement of allied professions, represents the main point of departure from the old structure and it has received the most heavily concentrated emphasis. The change from a completely state controlled planning system to multiple perspective participation has received serious professional scrutiny across groups of stakeholders with different sides arguing for or against the structure of participation. Some critics argue that this publicization of physical planning merely represents a goal in itself, or at most, could only provide more jobs for professionals in the industry. They questioned the extent such provision would promote grassroots awareness and participation in planning. There is a strong view among some planners that the fundamental role of the town planning department in issuing development permit based on planning standards is being sacrificed on the board table of a group of
professionals in the name of public participation. To them planning standards should be upheld and strictly maintained as required and as such they should not be altered in any circumstance with flexible alternatives from other quarters in the name of a multi-perspective approach (Ogboi and Okosun, 2008).

There have emerged some evidences to show that this new concept of public participation in town planning poses a serious challenge by exposing the traditional roles of town planning to dangerous external influences. The URPI law specified who in what profession should be members of the board, but in some states where the board or authorities are in place, they have become domains for political excesses where politicians are settled with employment as members of boards or development control squads (Ogboi, 2011). For instance, the chairman of the Urban and Regional Planning Board in Delta State in 2008-11 was a nurse by profession and the board had no single Town Planner as a member except the General Manager. One can imagine the decision that such a board saddled with policy making on physical planning in a state will make without the relevant professionals. Where administration of planning is placed in the hands of such persons in a country that has so many planning challenges, one can guess what the result will be. Politics of this dimension is detrimental to planning administration and development control in this era of high disaster risks arising from climate change and incessant building collapse in Nigeria.

But there is no doubt about the enthusiasm among people in the allied professions on the promulgation of the laws. In the new order public participation is considered to have immense value to urban planning process. The argument is that it had become a standard practice to expose activities of planning to stakeholders which makes planning not only popular but democratic. The main challenge however, is in establishing an appropriate stakeholders' mix. In essence the argument over public participation is about whose interest is represented and the ways planning administration and development control can be best achieved with citizen participation.

Restructuring the institutional framework for better planning administration is the priority objective of the law and the restructuring is in the line of strengthening planning at the local level. Although some States have opened up the opportunity for LPAs to operate, absence of complete autonomy predominantly limits their performance. After two decades of existence, the law has remained unpopular in most States and its level of implementation has been very poor as the existing structures have not reflected the legislative change that is required. With the existing situation, it is evident that the 1992 URPI Law is not driving physical development in most parts of Nigeria. In measuring its success practically this translates into the number of states that have changed from the old-fashioned planning order (epitomized by the 1946 Town and Country Planning Law) to that reflecting some measure of public participation (as provided in the 1992 URPI law), even as a proxy to the provisions of the law. As discussed above some States have taken some cautious approach towards this issue through adoption of a negotiated midway mechanism. To some extent the positive impact of the law may be demonstrated with the little success in the few States that attempted it. Although the number cannot be considered an appreciable representation nationwide, it gives at least an indication that some of the emerging obstacles could be handled.
4. **MAJOR WEAKNESSES OF PLANNING ADMINISTRATION IN NIGERIA**

In Nigeria, the overlap in planning is so wide that many government agencies carried out different planning-related functions rather than the state having a single agency with the responsibility to address these issues comprehensively. In some cases the complexity and diversity of issues related to planning are so much. As Nigeria reconsiders her approach to planning and tries to identify new, administrative mechanism, relevant changes are inevitable. In many states the administrative structures are still tailored to reflect the old pattern, but with the law in place and with its multi-perspective mechanism, the absence of a clear institutional structure will continue to make planning administration vague and complex.

One other major weakness of planning administration in Nigeria is political will power. Government at the various levels has failed to identify clearly its position regarding implementation of the planning law. The transcending importance of an effective planning mechanism to the country may be well understood but the politics of its implementation including establishing the agencies for its administration has become problematic. Thus, without a clear and consistent political disposition, the government finds itself in a policy bind: in some occasions adopting systems that are not clear in pursuing its public objectives and on other situations pursuing those actions that tend to work against its laws. In summary planning administration in Nigeria is currently characterized by the following problems:

1. Urban development has been poorly managed in the country. This is partly blamed on inefficient process, and very low or no political will from the government.
2. The implementation of the 1992 law at the local government level has been neglected despite provisions that mandate local governments to have their respective LPAs for planning and development control in their jurisdictions.
3. Despite the provisions of the 1992 URP law there are still so many agencies involved in planning administration but their operations are not coordinated. There are overlaps and fragmentation of responsibilities among the agencies. There is no institutional mechanism in place to resolve conflicts emerging from the activities of these agencies.
4. Planning laws and standards currently in operation are outdated, not in line with the recent needs. The 1992 law is considered comprehensive, yet it has not been fully implemented in most states and has not been used to address the weaknesses of the current planning administrative systems.
5. The poor planning administration has eroded public confidence and trust in the control of physical development and related areas and this puts especially the planners, at a great disadvantage.

5. **CONCLUSION**

The emergence of the Urban and Regional Planning (URP) Law of 1992 (FRN 1992) in Nigeria that ushered in a new order is expected to transform planning administration in Nigeria. One major objective of the law is to integrate public participation and a multi-perspective approach into urban planning for sustainable physical development in the country. This paper has


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