

# ENVIRONMENTAL PLANNING AND MANAGEMENT: CONCEPTS AND APPLICATION TO NIGERIA



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**'Tunde Agbola**

**Environmental Planning and  
Management Concepts and  
Application to Nigeria**

*Edited by*  
**Tunde Agbola**

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## Preface

While the salient features in the definition of Planning remain the same, the method of operationalizing the same planning goals has changed almost fundamentally. For example, a renowned planner defined planning as a method of public decision-making, which emphasizes explicit goal-choice and rational goal-means determination, so that decision can be based on the goals people are seeking and on the most effective programmes to achieve them. In a most scathing analysis of his own definition, Gans, a Sociologist Planner, observed that while the goals remained true, the means of achieving them have remained fatally flawed by the operational processes, which planners have adopted. If anything at all, planners have NOT paid any requisite attention to peoples' goals or effective means of achieving these goals and by inference, have neglected the problems of the city.

Coming from an economic background and as if to lend credence to this criticism, Professor Ann Strong, the Capstone (design) lecture in my first day of class in Urban and Regional Planning told the mixed class of pseudo-professionals and neophytes that planning has transcended the production of multi-coloured maps. This, I later learnt, was the criticism against planning as was then practiced. Planning was seen only as the production of master plans which was the "Bible" of planners with little or no input from the beneficiaries of the plan either in the conception, preparation or execution.

Two decades and more later, the imperatives for a critical re-examination of the planning process have become more glaring. The scale, enormity and intensity of the problems that planners grapple with are so daring that nobody, however academically and or professionally endowed, can claim superior knowledge. As one planning theoretician once remarked, one of the ten distinguishing properties of a wicked problem to which planning belongs is that planners have no right to be wrong.

Perhaps the only way to achieve this goal is to let those people and communities whose problems we are trying to solve get actively involved in the process right from the conception of the problem to its final execution including monitoring and evaluation. After all, planners are essentially technical advisers amongst other functions without any moral right to usurp the initiating and implementing functions of the people and or their communities. Today, the most widely orchestrated process to replace the planners-know-all process of the past and one that will incorporate the goals and means of the people is the Environmental Planning and Management (EPM) process. EPM is a new way of looking at and understanding old planning problems, a new way of organizing planning thoughts

## Chapter Twelve

# Sustainable Community-Based Development Project Approach in the New Millennium: The Need for Project Planners at the Local Government Level

*Bolanle Wahab*

*If the desert is growing, forest disappearing, malnutrition increasing, and people in urban areas living in very bad condition, it is not because we are lacking in resources but the kind of policy implemented by our rulers, by the elite group. Denying peoples' rights and peoples' interest is pushing us to a situation where it is only poverty that has a very prosperous future in Africa. And it is our hope that your Commission, the World Commission, will not overlook these problems of human rights in Africa and put emphasis on it. Because it is only free people, people who have rights, who are mature and responsible citizens, who then participate in the development and in the protection of the environment. (Speaker from the floor, WCED Public Hearing, Nairobi, 23 Sept, 1986 quoted in WCED, 1987:48)*

### 1.0 Introduction

Cities and towns are centres of civilisation, generating development and social, cultural, spiritual and scientific advancement (UNCHS, 1997:3). Unfortunately, as Wahab (2004:1) observes, it is in these cities that the problems of degradation of the environment and human qualities of life are most acute. The phenomenal increase in rural and urban population and especially the high rate of urbanization in Nigeria have resulted in the sporadic growth of slums characterised by over crowding, street children, unemployment (Wahab, 2004:1), endemic poverty, poor sanitation and poor access to social services, deteriorating housing, crime and delinquency (Atoyebi, 2000:2-3), haphazard and disorderly growth of the urban fringes (Ayorinde, 2000:1). As Wahab (2004:1) further observes, squatters have invaded every available spaces; designated open/recreational space, school grounds, markets, railway setbacks, derelict lands, and undeveloped government acquisitions.

The above-mentioned problems facing the Nigerian rural and urban communities appear complex and highly insurmountable. However, as Agbola (2000:2) informs us, Nigerian government and the various communities have responded variously to the urban problems by evolving poverty alleviation programmes such as the creation of the Directorate of Employment, Community Banks, National Housing Policy/Fund and Programmes, Infrastructure Development Fund, and Primary Health Care among others. Unfortunately, as Agbola further observes, relief for the urban poor from the above programmes and projects are very limited and almost inconsequential. One explanation for this ugly situation is that the "existing dwindling resources and limited planning and management capability of most developing countries are inadequate to face the existing urban and (by extension) rural problems" (Egunjobi 1997:1). Perhaps the most disturbing aspect of the above scenario is the fact that the practice of planning and managing cities have become progressively more demanding in terms of resources, organisation and skill (Egunjobi, 1981 quoted in Ayorinde, 2000: 1).

Wahab (1996:56) observes that in most developing countries, and until very recently in Nigeria, citizens, especially those in urban areas, look to their governments to provide for their needs. Such needs were often met by the various governments in form of physical projects which were usually provided based on "top-down" approach without any slight involvement of the project beneficiaries. The implication of this technocratic approach is that, according to Awogbade and Kolawole (1980) government projects are often seen by communities as "theirs" (i.e. belonging to government) as opposed to "ours" (i.e. owned by the community) and where government projects fail, those formulated and executed by local communities often thrive — an indisputable merit of communal project development approach. Incidentally, in present-day Nigeria, all the three levels of government have become incapable of and unable to meet the socio-economic needs of the citizens (Wahab 1996:56).

It is against this background that a sustainable, interactive, collaborative and community-oriented development approach or process is required as an operational tool to address the socio-economic and environmental issues facing our urban and rural communities in the new millennium. The approach being advocated/presented in this chapter is the *Participatory Community-based Development (PCD) Process*. This approach promotes a healthy alliance and collaboration between local and other government agencies, the private and community sectors to embark on community development projects in a most sustainable manner. The alliance and collaboration will be anchored on what Wahab (1998a:27) enumerates as consensus, partnership, accountability, transparency, and active involvement or participation.

In order to ensure the success of community development projects, the local level government has to promote and facilitate the active and full participation of the grassroots sector in the planning and management of the process of project

development. Local government leadership should give the grassroots organisations and indigenous people an opportunity to act through responsive participatory approach — an approach which assigns both the local government officials and the community (civil society) sector specific roles in the process and sense of ownership (Wahab, 2004:2).

The framework described above will enable a stakeholder (who has a legitimate interest/stake in a project) to contribute whatever is affordable — financial, materials, or even voluntary personal service. This will lead to a situation whereby everyone contributes and everyone gains (Wahab, 1998a:15)

As Abumere (1998:1) observes “any [development] strategy that did not involve the people, the stakeholders can hardly succeed”. It is heartwarming to observe that in the present-day Nigeria, grassroots organizations play important developmental roles and have become an imperative to the success of water and sanitation, roads, schools, rural-health and other development related activities (Wahab, 2004:3):

*The ever dividing governmental activities and services and the increasing capacity and enthusiasm of the various communities (both rural and urban) to engage in physical, socio-economic, and self-reliant programs have reinforced dramatic shift to community-based organizations (CBO) as providers for the needs of their communities (Wahab, 1997:2).*

As Agbese (1996: 146) observes, the 1970s and 1980s witnessed a flurry of activity in Nigeria by hometown associations to develop the hometowns through the construction of roads, markets, schools and hospitals. Many hometown associations carried large sums of money and were able to provide electricity and pipe-borne water for their hometowns. In additions, some built palaces town halls and day-care centres.

Indigenous organizations are not alien to Africa and indeed they have existed for many centuries in different forms, especially among the peasant societies, and have been responsible for much of the socio-economic and physical development of their respective communities. Green and Isely (1988:162) found in Swaziland that all communities had organizations or communities that dealt with development-related activities related to school, women's development, farming, health or clinics, resettlement, water, storage sheds, rural health, roads, telephones, electricity and even cattle dip tanks. From pre-colonial times every community (rural and urban) in Nigeria had a variety of local organisations and associations which play important developmental roles. As Warren (1992:5) observes, indigenous organisations and associations play very vital roles in community-level efforts to identify and prioritize their problems and seek solutions. Development planners and policy makers have come to realize that it is cost-effective to work with and through CBOs on any form of development programme meant for the citizens and also for such a programme to be successful and

sustainable.

All the three tiers of government (federal, state and local) in Nigeria have given unparalleled recognition to CBOs in realisation of the need for concerted community self-help efforts which are basic to the attainment of the needs and aspirations of all Nigerians. As Wahab (1996:56-57) observes, the Nigerian government now appeals to and encourages communities to organize themselves into Community Development Councils (CDCs) in order to achieve self-reliance and self-sustaining development. Community development was incorporated into development planning in Nigeria in the 1975-80. Third National Development Plan as a means of promoting meaningful physical development in villages and towns. In realisation of the efforts of the Community Development Associations (CDAs), the Oyo State Government launched the Oyo State Community Development Council (OYSCDC) in early 1989 at Ibadan. Each of the present 33 local government areas of the state has its own Local Government Community Development Council (LGCDC).

The task of this chapter is to propose a sustainable community development project approach for adoption in Nigeria, in this millennium and to also highlight the need for project planners within the process. The paper argues that no meaningful and sustainable project may be successfully carried out at the local government level without the full and active participation of the project community/beneficiaries in active collaboration with the local government through the project planners who are employees of the local government.

## 2.0 Conceptualizations

The term ‘sustainability’ is defined by Jacob (1994:241) as “continuity through time”. The World Commission on Environment and Development (WCED) defines ‘sustainability’ as “the arrangement of technological, scientific, environmental, economic and social resources in a way that the resulting heterogeneous system can be maintained in a state of temporal and spatial equilibrium” (WCED quoted in Hens, 1996:83-84). Sustainability is more about people and ‘community-based prosperity than about technical matters (Obialo, 1999:53). The concept of development as understood from the points of view of grassroots organizations involves the stimulation of self-help and citizens’ active participation in community affairs (Ekong, 1988:378).

‘Sustainable development’ is a term which was brought into common use by the World Commission on Environment and Development in 1987. The term is understood as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (WCED, 1987:43). The sociologist approach to sustainable development sees “people as instruments and beneficiaries, as well as victims, of all development activities. Their [people’s] active involvement in the development process is the key to success” (Serageldin, 1993:10). Making development more participatory may be

interpreted to mean "improving the degree and quality of participation of previously disempowered groups and movements in development" (Jacob, 1994:243). The operational objectives of sustainable development as stated by the WCED (1987:49) are given in Table 1.

**Table 1: Operational Objectives of Sustainable Development**

S/No.	Objectives
1.	Reviving growth
2.	Changing the quality of growth
3.	Meeting essential needs for jobs, energy, water and sanitation.
4.	Ensuring a sustainable level of population
5.	Conserving and enhancing the resource base
6.	Reorienting technology and managing risk.
7.	Merging the environment and economics in decision making
8.	Reorienting international economic relations.
9.	Making development more participatory

Source: World Commission on Environment and Development (WCED, the Brundtland Commission), *Our Common Future* (1987), p. 49.

The "social components of sustainability" according to Cernea (1993:11), are no less important than the economic and technical ones. Putting people first in projects improves social organisation and increases social capital". Cernea goes further to observe that "putting people first" in policies and investment programs for inducing development, or for assistance in spontaneous development simply means recognising the centrality of the social actors and their institutions in sustainable development (see Table 2).

To promote sustainability in investment programmes, Cernea (1993:12) argues that there is need for purposive institution building which involves figuring out which building blocks make us a social arrangement conducive to enduring development. The building blocks of social organizations include (Cernea 1993:12):

- (a) the social actors themselves;
- (b) the social contract governing relationship (including conflicts) among

- (c) local users and remote stakeholders;
- (c) the prevailing cultural systems of resource entitlements — ownership, usufruct, or custodianship;
- (d) authority systems and enforcement mechanisms;
- (e) an infinite range of producers' organizations, from family based systems or water users' associations to large corporate enterprises;
- (f) labour — exchange networks; and
- (g) value and belief system.

As Cernea further informs us, the building blocks, if identified and known can be translated and articulated into powerful levers for action-oriented programmes. However if social blocks are ignored, they can wreck expensive programmes and curtail sustainability. A study that examined whether 25 bank-financed projects in Africa, Asia and Latin America demonstrated sustainability several years after their completion found that 13 projects (over 50%) had left no lasting development impact 6-10 years after completion and had failed to produce the expected flow of benefits (Cernea, 1993:12). The causes of the non-sustainability of the projects, according to Cernea, were the neglect of sociological factors in *project design and the lack of supportive institutions and grassroots participation*.

*Many village (level) woodlot schemes designed to provide wood for fuel and to stem deforestation in India perish without trace... because these "community woodlots" were conceived without a sufficient understanding of how stratified the villages were, few people showed up to plant trees on a "common" plot but many came to collect wood; in the end, the village woodlots became government woodlots, wasting money and goodwill (Cernea, 1993:12).*

The term 'participation' means open, popular, and broad involvement of the people of the community in decisions that affect their lives (Carry 1973:11). To participate means a share in decisions about goals and objectives, about what should be done, how and by whom. Participation to elected officials may mean controlling the affairs of fellow human beings; to the public administrator, it may mean an access to the decision-making process while to time grassroots people, it means involvement in decision-making and actions or the right to select their representatives. Inclusive participation is related to a holistic view of community life and community needs.

**Table 2: Social Management Tools for Mobilizing Social Energy and Coordinated Action Under Induced Development Programme**

S/No.	Tools/Technique
1.	Creating public awareness, to investing in human
2.	Investing in human capital, consultations to foster participatory co-management
3.	Incentive systems
4.	Institutional controls
5.	Traditional practices/indigenous knowledge systems
6.	Introduction of innovations
7.	Empowerment
8.	Social cohesion
9.	Harnessing the power of solidarity, trust, self-organization, and group-embraced values.

Source: Adapted from Cernea, M.M. (1993), "The Sociologists Approach to Sustainable Development", p. 12.

Community or grassroots or *beneficiary participation* is a concept used to refer to the need for local involvement in the sustainable urban planning and management process. It is a means and a process employed by people to effect changes, increase control over resources and regulative institutions, through sharing and then transfer of power as social groups to control their own lives and improve their living conditions. Grassroots participation plays a crucial role in the provision of basic needs, not only to increase self-reliance but also for efficiency. Grassroots participation in the context of sustainable urban development, such as slum upgrading, means the active involvement of the civil society or local people in the identification and assessment of the slum community, prioritization of the slum problem, formulation of the required and relevant issue — specific strategies, formulation of actor — specific actions plans, project packaging and implementation, all aimed at satisfying their felt-needs. Some of the criticism of grassroots participation are that it is time consuming, expensive, slow, and demands extensive decentralization of the decision-making process to a local level. However, grassroots participation reveals the enormous untapped resources within the community, maintains the existing structures, promotes sense of

ownership of projects thereby ensuring the durability and adequate protection of facilities. Participatory development is essential for sustainable development. It is an "empowering process which seeks to change behaviour through education, helps communities to tap their own resources and skills and provides communities with the tools they may require to advance in the way they deem fit" (Geldof 1994:2).

Several scholars have written on the concept of development. Wahab (1996:58) describes the concept of development as a complicated one having technical, socio-cultural and emotional connotations and one which can be defined from spatial and environmental points of view. Development, according to Olayiwola (1990), is a term used to describe the process of overcoming poverty and diseases as well as the provision of infrastructural facilities such as bridges, hospitals, schools, electricity and water in areas where these are lacking. Development as understood from the point of view of CBOs implies improvement in the quality of life of a given people.

Community Development (CD) is concerned with all the people of a community. CD has been variously defined as a social movement, a process, a method and a program. It is a process through which a community attempts to improve its social, economic, and cultural situation. It needs be stressed here that CD is concerned with the total community life and the total needs of the community instead of any one specialized aspects such as agriculture, business, health, or education (Dunham, 1970:172). The XIth International Conference of Social Work held in 1962 in Rio de Janeiro defined CD as a conscious and deliberate effort aimed at helping communities recognize their needs and to assume increasing responsibilities for solving their problems thereby increasing their capacities to participate fully in the life of the nation' (Ekong, 1988:368). CD concerns how people bring about change and how these changes affect them. CD strategies seek to organise and stimulate local efforts by improving communications among different interest groups and by promoting partnerships between local government and private citizens (Lapping et al., 1989: 283). The purpose of CD is to bring together as many different ideas, interest, and concern as possible, in order to reflect the full range of the community (Long et al., 1973:11). Lapping et al (1989:284) observes that the success of a community development programme depends on three related factors: leadership, consensus and planning. Planning serves to help direct change toward public goals and presents a comprehensive process for community developers to follow:

*Planning and community development share the common purpose of discovering what changes the public needs and desires and of determining which changes are feasible, given constraints of time, money and personnel. A major function of planning and community development is to inform and educate the public as to the benefits of controlled change (Lapping et. al., 1989: 285-6).*



The term "project" may be described as a discrete package of investments, policies and institutional and other actions designed to achieve a specific development objective (or set of objectives) within a designated period (Baum and Tolbert, 1985). A project is also "an activity for which money will be spent in expectation of returns and which logically seems to lend itself to planning, financing, and implementing as a unit" (Gittinger, 1982). Baum and Tolbert (1985) identify five elements of which a project is comprised: (a) capital investment in civil works (b) provision of services for design and engineering, supervision of construction and improvement of operations and maintenance (c) strengthening of local institutions concerned with implementing and operating the project, including the training of local managers and staff (d) improvements in policies — such as those on pricing, subsidies and cost recovery (e) a plan for implementing the above activities to achieve the project's objectives within a given time. Most governments in developing countries place emphasis on projects than policies or other forms of intervention perhaps because projects are result-oriented and are usually highly visible. Development projects goes through five planning and management stages: identification, preparation, appraisal, implementation and evaluation. This cycle as noted by Baum (1978) revolves around technical, commercial, financial, economic, social, institutional, organisational and managerial aspects.

Development projects should always be planned, designed and implemented in a way that they will be self-sustaining at the long run while the beneficiaries continue to support and maintain such projects. Sustainability of projects, according to Oyesiku (1993:110) implies that there must be steady flow of funds to finance their continuity either as a substitute to that provided by local authorities or a supplement to that. Beneficiary participation should be encouraged in development projects as it ensures the sustainability of project benefits and replication in other parts of the community. Osoba and Taiwo (1993:37) advise that in designing projects at the local level there is a need to consider the local needs of people and involve them in planning for their own development. This is a democratic process.

### 3.0 Development Process

#### 3.1 The EPM Process

In recent times, as Wahab (2000:1) observes, urban development planners have continuously and routinely advocated for a more conscious approach to the planning and management of the process of urban growth and development as a panacea to urban environmental problems. Under the Sustainable Ibadan Project (SIP), all those who have legitimate interest in or whose interests are affected by specific environmental issues are mobilized for active involvement and participation in the planning and more efficient management of the process of

growth of Ibadan region. Indeed this is Environmental Planning and Management (EPM) process.

The EPM Process, as observed by Onibokun (1997:8), has been introduced "in response to several decades of failure of the [traditional] technocratic approach to urban development and management [which] sees the management of the city as the sole prerogative of the technocrats" with zero input from city dwellers who, incidentally, bear the consequences of the actions of the technocrats.

The EPM is a holistic, dynamic, flexible and interactive approach to sustainable urban planning and management capable of addressing all environmental problems in most urban centres. The process is designed to alleviate environmental problems confronting an urban area while strengthening the local capacity for better planning and management.

#### 3.2 Participatory Community-based Development Approach Process

Most literature on the EPM process limits the application of the process to urban areas, urban development and management, and environmental issues (Onibokun 1997; Bloxom 1996a, 1996b, Wahab, 1998; Taiwo, 1999; UNCHS/UNEP 1987, 1999; UNCHS (Habitat), 1995).

A gap is noticeable in the operational definition and area scope of the EPM Process — the rural areas, socio-cultural, political and economic issues which are as equally important and touchy as the environmental issues in urban areas appear to be left out. The over-emphasis on "environmental issues" in "urban areas" or "cities" by the EPM Process has narrowed its spatial scope/coverage to urban areas to the exclusion of rural areas, while its issue coverage appears limited to environmental problems to the exclusion of social, political, cultural, and economic problems which are as equally important as the environmental problems. It is in realization of this omission that an all-embracing and participatory approach which addresses all natural and man-made problems (environmental, social, economic, political, and cultural) facing rural and urban communities is being proposed for adoption to ensure the sustainable development of urban and rural communities in the new millennium. This is the *Participatory Community-Based Development (PCD) Process*.

The PCD process is a community-centred approach to development which promotes, emphasizes, and facilitates sustainable people-centred developments (development in all its ramifications). The PCD is a fall-out of the Global Plan of Action (part of the 1996 Istanbul Declaration and Habitat Agenda) which directs that "Society must value and take the advantage of the wisdom, knowledge and skills of every person" (UNCHS, Habitat 1997:59). It goes further to state that the sustainability of the global environment and human life will not be achieved unless, among other things, human settlements in both **urban and rural areas**

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(emphasis mine) are made economically buoyant, socially vibrant and environmentally sound, with full respect for cultural, religious and natural heritage and diversity (UNCHS (Habitat) 1997: 59).

The PCD process is a participatory beneficiary approach of sustainable community development with emphasis on the need for local authority to work in cooperation with all interested parties (women, youth, the elderly, the handicapped, community groups, indigenous people, the private sector) to promote and implement sustainable community development programmes.

The PCD approach is a Sustainable Community Development Process which ensures that all forms of interventions on community problems, the direction of investments, the exploitation of resources, the orientation of technological development or the application of technology, and institutional change are all in harmony and enhance community potentials to meet both present and future community needs and aspirations.

Serageldin (1993:10) advocates a people-centred development and goes on to observe that in order to ensure active participation of people and make development really sustainable, practical progress is required at three levels:

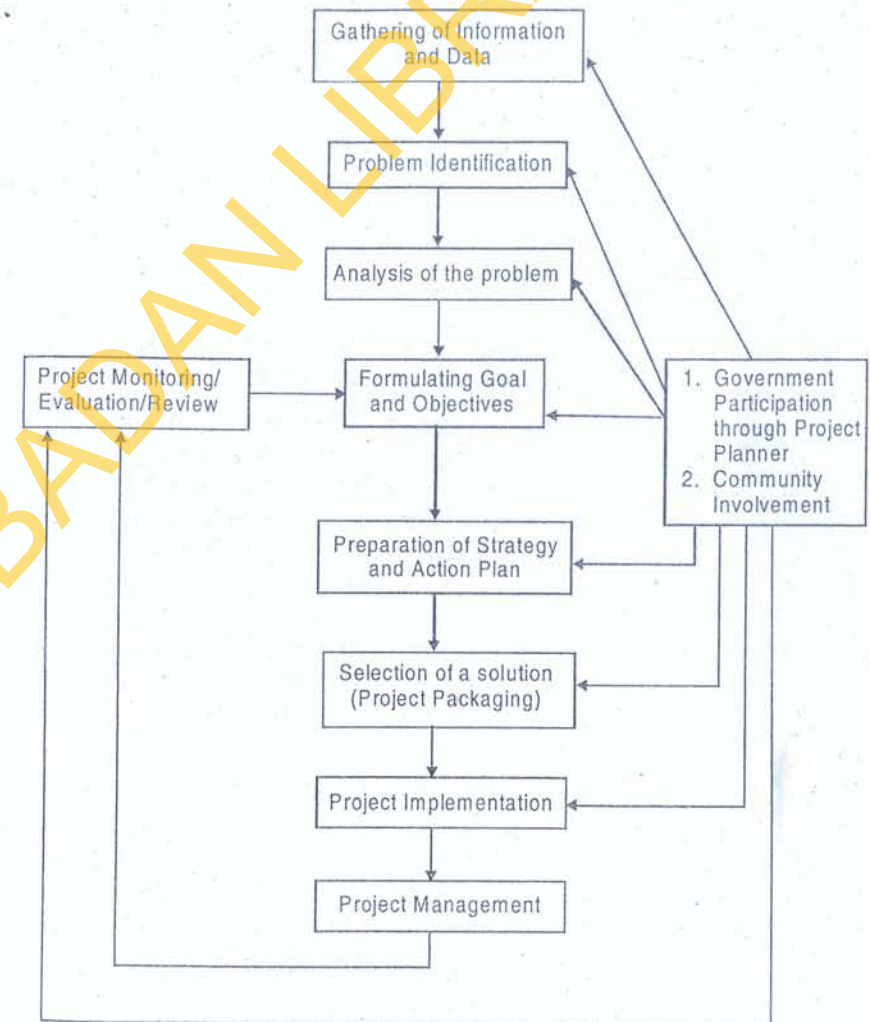
*First, those potentially affected by development projects need to be more involved at the design stage. Second, local knowledge needs to be better utilised in the design and implementation of programs. Third, we need to build our capacity to assess social impacts of policies and investments — a particularly important, but difficult task, requiring a different skill mix and a different way of doing business (Serageldin, 1993:10).*

As shown in Fig. 1 the PCD process has nine stages starting with gathering of information and ending with project monitoring/evaluation and review. The beauty of the procedure is that each stage is anchored on the active collaboration and participation of the project planner representing local authority and the project community. The non-participation of either party in any of the nine-step process can mar any local-level development project.

### 3.3 Benefits of the PCD Process to Local Government and Community

Local governments are perhaps the most relevant government to the local people. It is the closest to the grassroots, "a most effective conduit for the public's problems" (Rabinovich 1996:1) and one whose activities are most felt by the local population who constitute the majority in Nigeria (Wahab 1998a:21). The "bottom-up" people-centred participatory approach presented in this paper offers a very unique opportunity to the local government. Below are some of the benefits of the participatory CD process to the local-level government.

Fig. 1: Participatory Community Development Project Procedure



Source: Author's proposal

- (i) Wider acceptance of and better/adequate maintenance of public facilities by beneficiary communities. As Wahab (1998a:20) informs, the traders and residents of Bodija market and environs, Ibadan, in 1996 rehabilitated a couple of toilet blocks abandoned in the market by the Ibadan North local Government. The rehabilitated toilets have not only reduced the incidence of open defecation in the market area but also generated regular revenue for maintenance and project sustainability.
- (ii) Enhanced institutional capacity to manage people-centred development projects.
- (iii) More accurate developmental information required for effective planning and management of rural and urban communities.
- (iv) More successful project planning, implementation, management and evaluation at lesser costs (money, time and energy).
- (v) Greater opportunity for internally-generated revenue. The process will encourage communities to willingly pay taxes and user-charges on public facilities and services (as with the tolls being collected from vehicles entering Bodija market, Ibadan by the Ibadan North Local Government) and development levy (as being done by the Ayeye Community, Ibadan where #250/week is paid by each of the 5 wards towards the maintenance of existing community-initiated toilets and bore-hole projects and facilitate their replication in other parts of the community. It is pertinent to mention here that the amount to be paid by each type of vehicle entering the Bodija market was determined and fixed by consensus in 1996 at one of the regular meetings under the SIP.
- (vi) Enhanced opportunity for and greater access to loans, grants and development-support funds from external support agencies including UNDP, UNICEF, and WHO. The Odo-Akeu Spring Improvement Project (established in Oke-Ofa, Baba-Sale area of Ibadan) commissioned in 1996 was jointly funded by the Akeu community, the Ibadan North-east Local Government, and UNICEF which provided over 50% of the cost of the project plus a video documentary.
- (vii) Enhanced image of local government among members of the communities resulting from the inclusion of community members and their organized groups in project planning, implementation and management. In Casablanca, as Rabinovitch (1996:4) informs us, a culturally sensitive mass housing project for 25,000 low-income people successfully involves formal and informal organizations to run different aspects of community life such as security, gardening and waste management. In Iseyin, Oyo State, a modern market project containing 10 blocks of lock-up shops

- and a huge motor garage at Oja-Agbe (Ado-Awaye road) remained unoccupied. The transport operators for whom the garage was meant and the foodstuff sellers/farmers who were expected to occupy the lock-up shops were neither consulted, nor included in decision-making in the planning, and implementation of the project. It is a complete waste of scarce public funds by the Iseyin Local Government.
- (viii) Inclusiveness and high sense of ownership on the part of the community promotes better management and maintenance of facilities and extends their life span. The Ayeye community in Ibadan collects N2.00 and N5.00 from children and adults respectively for the use of their community — UNICEF built-toilet. A toilet attendant is employed by the community to ensure proper functioning of the toilet. The community realises enough revenue from the user-charges to pay monthly salaries to the attendant and buy disinfectants, soap, etc. for regular up-keep and maintenance.
- (ix) Healthy partnership between stakeholders in the areas of infrastructure delivery. Bergen (1996:2) observes that “in Johannesburg, the transitional Metropolitan Council is partnering with inner-city business, local stakeholders and organized labour to create new initiatives for the delivery of services”. Some philanthropists in Thadan who organised themselves into SIP-Trust Fund successfully partnered with the Bodija Market and Residents Association to finance two boreholes in the Bodija market based on a framework that ensures the sustainability of the project, possible replication and cost recovery.
- (x) Opportunity for meaningful dialogue and better understanding between local government and the communities. Through regular and open consultations with neighbourhood residents, a programme developed by the local administration in Tijuana, Mexico, distributed a percentage of the city budget to community groups to develop specific public works (Rabinovitch 1996:4). In 1998 the Agbaje family in Ayeye Community, Ibadan, donated a piece of land for the establishment of a Waste Sorting Centre jointly funded by UNICEF, UNDP and Oyo State Government.

#### 4.0 The Need for Project Planners at the Local Level

*In the (new) millennium there will be a need, more than ever before, for town planners at community level who are knowledgeable not only about the functioning of the local and state authorities in relation to physical development of urban and rural areas, but also about community organization, structure and functioning. He must be well grounded in plan preparation and design, and in human management ... the community*

*planners and their related professionals have to reappraise their technical approach to be in line with the new scenario and emphasise more on human management to achieve the planned objectives (Obialo, 1999:51-54)*

A sustainable development project is one that can be kept in form at a satisfactory standard by the community that puts it in place or by the community it is built for (Obialo 1999:45). For every community project there must be a plan which spells out the way and manner the project will be carried out, what it intends to achieve and the requirements (logistics, fiscal, human, and material) to achieve the objectives of the plan. Under the participatory community development process, a project plan is to be prepared by the technocrats (planners and related professionals) in active collaboration with the project community or beneficiaries. The project plan should go beyond the traditional 2- or 3-dimensional drawings to include strategies and action plan which must be self-explanatory and easily comprehended by the community. The plan must be culturally relevant, technologically appropriate, economically viable, socially responsive, and sustainable.

As Obialo (1999:50) observes, the project plan should provide means of educating community residents about the project, assessing costs of implementation, running, and maintaining the project and cost recovery after completion.

Local Governments in most of the states in Nigeria, are beset by several technical, financial, administrative and political problems. One the most critical problems is the dearth of professionals or technical experts. In particular, there are no "communal planners" — physical planners who are prepared to work with communities and provide the missing link (the connecting bridge) between local governments and the communities they govern. Communities are perceived as local and, perhaps, unintelligent people. This explains why the traditional planning process right from problem identification, goal/objective formulation, data collection and analysis, design preparation and selection to implementation and review are done exclusively by the technocrats in local authorities. As Obialo (1999:46) observes, municipal, state and central governments initiate, plan and design community projects considered essential for the community with or without discussions or review by the community.

The participatory community development project approach is to take care of the deficiencies in the traditional project planning approach. However, for the new approach to be successful, project planners with bias in community development or who can work at the community level are required in sufficient number in the local government service.

In the short-term, the problem of inadequate project planners at the local government level may be solved through the adoption of "circuit-riding" planners as used in several small towns and counties in the United States of America e.g.

New York State. A "circuit-riding" planner according to Lapping et al (1989:56), serves small towns or many towns and a county may share the service of one planner.

#### 4.1 Expected Roles for Project Planners

Project planners play an essential role in local government management simply by bringing together anticipated projects and acquisitions on a three-to five-year basis and assigning preliminary cost estimates and project priorities (Lapping et al. 1989:64). In addition, project planners are expected to:

- assist regional hospitals and health agencies in the co-ordination of area-wide health management or prepare health-facility plan to induce community growth (as done for the Pocahontas Country, Iowa, U.S.A in 1997 by the Community and Regional Planning Students of Iowa State University, Ames under the supervision of this author).
- Assist in the preparation of economic development plans for small communities, farms, and agribusiness firms to develop and strengthen markets in rural communities. Plans to develop the gold deposit in Aagba/Owode (Boripe LGA), bauxite in Esa-Oke, and diamond in Atorin and Oke-Awo (Atakumosa LGA) in Osun State, Nigeria can be made in this manner.
- Assist utility boards and authorities that deliver electricity, telephone, natural gas, sewer, and water service to prepare expansion and service plans for rural and urban communities.
- Assist local governments, communities and private sector to prepare recreation and tourism plans to develop, for example, Kiriji war site, Erin-Ijesa, Olumeri Ayikunkunmigba Water Falls, Atamora rocks (Irewole LGA) in Osun State, Nigeria into viable resort centres.
- Assist local government and communities in the process of locating, applying and securing grants or loans for projects.
- Assist local government in issuing annual reports on the business of government.
- Act as an impartial judge or umpire between the government and the community.
- Educate or enlighten the community members through their elected representatives/officials about government plans/intentions regarding developments in the community.
- Ensure that government accords recognition and respect to the peoples values, culture and indigenous knowledge systems especially in the formulation and implementation of development policies and programmes.

- Prepare in collaboration with communities, plans and planning tools (including zoning, neighbourhood upgrading, site and services, capital improvement programmes) that incorporate planning education and advocacy, capacity-building, project management and community empowerment.
- Promote participatory and democratic planning process, consensus and co-operation rather than discrimination and cohesion in decision-making.

#### 4.2 Expected Attributes of Project Planners

For project planners to be able to perform their assigned roles under the participatory community development approach, the following are expected of the planners:

- a high level of skill and professional competence
- a substantial exposure and inventiveness
- a high degree of interpersonal relations
- humility and respect for others
- understanding of the local history of communities and local government being served
- interdepartmental co-operation. Project Planners must co-operate with other heads of departments/sections.
- General service. Project planners should not limit themselves to the traditional land use planning and regulation that neither exposes their true capabilities nor impresses the community with their versatility. "Service can balance the images that planning often conveys to the community" (Lapping et al. 1989:66).
- Identifying with community's way of life. In the United States of America, as Lapping et al (1989:53) inform us, in small towns planning occurs mainly after dark, when official and quasi-official meetings are held. Town meetings, city council and planning commission meetings, boards and general decision-making are strictly night-oriented. This pattern ensures "less formality; increased access to community members, and sufficient time to examine agendas" (Lapping et al 1989:53).
- Avoiding or minimizing conflict but promoting a co-operative spirit.
- Adaptation and personality. A project planner must be useful, available, intelligent, current, visionary, unassuming, business-oriented and a good orator.

#### 4.3 Control Resources for Community-based Project

In Nigeria governments are usually very reluctant to entrust the management of

resources meant for projects to the users or beneficiaries under the excuse that the resources may be abused (as in the case of a UNICEF-UBS community in Ibadan where a community leader appropriated 2 tons of cement to himself from the consignment meant for community water project in the area). On the other hand, communities are insisting that resources for implementing projects meant for them be managed by themselves (communities) fearing that government officials in many instances disburse project money to their (government officials') pockets. The responsibility for the management of project resources should be interactive and shared among the public, organised private and community sectors based on agreed guidelines or framework as in the case of Bodija market and Akeu Community in Ibadan where signatories to projects accounts include a representatives of both the local government and the community. This arrangement is usually possible where project beneficiaries are organised into what Cernea (1993:12) refers to as "interactive, institutionalised, and culturally cohesive groups which are capable of acquiring the ability to manage, trigger action, and enforce adequate rules, rights and obligations.

#### 5.0 Conclusion

The Sustainable Ibadan Project (SIP) and the UNICEF's UBS/CNSPM activities in slum communities in Ibadan have demonstrated a sustainable community development project approach which urban and rural communities in Nigeria are encouraged to embrace and practicalise. Both the SIP and UNICEF community-based participatory projects are DEMAND-DRIVEN programmes which have demonstrated a tested and sustainable approach to project initiation, implementation and management. This approach ensures that ownership, maintenance and sustainability of a project rest on the urban communities and project beneficiaries. Projects are also initiated by the beneficiaries rather than external support (donor) agencies. The need to have a bore-hole in Bodija Market in Ibadan to solve water supply problems was identified by the Bodija Market Development Association while the SIP Technical Support Unit mobilized the SIP-Trust Fund to provide the required financial resources. In the case of Akeu Spring Improvement Project in Ibadan, the Akeu community initiated the plan, the Ibadan North-East Local Government took the leadership role, while UNICEF provided the bulk of the money and materials required for intervention.

The private and popular sectors are acknowledged to have abundance of untapped resources which could be channelled towards sustainable community development projects. However, the traditional "top-down" approach to urban management which emphasises the exclusion of both the organised and popular sectors in development activities in Nigeria has not enabled the federal, state and local governments access private and popular sector resources. In the same vein, the popular sector is wary of the public sector and therefore feels reluctant to involve the latter in community based projects (Wahab, 2000:17).

The PCD project approach is a process rather than a product. It is a dynamic, bottom-up, participatory and collaborative approach to community development. It is a sustainable mechanism for increased community participation which will minimize, if not totally eliminate, the usual apathy of urban and especially rural communities towards public (government) projects. Project planning, monitoring and evaluation can now be undertaken by public agencies with relative ease and a high level of accuracy as community members willingly participate in the exercises (see Fig. 1).

The Community-based development process has been found to greatly enhance the capacity of project communities (as in Akeu, Bodija market and environ, Mapo, Eleta, Ayeye and Agbeni in Ibadan, and Ilaje-Bariga in Lagos State) to formulate, implement, and manage poverty alleviation, social and environmental improvement programmes. The approach ultimately results in community empowerment, improved living conditions, and project replication.

Communities at the local level are variously endowed with developmental resources, yet almost every community requires the services of project planners, especially those in public employment to provide the required administrative, legal, and policy advice on any community development project. Every human activity requires planning and whatever approach is adopted to translate an activity into a project, project planners are inevitable. The project planner will assist the local communities to conduct community needs assessment (through participatory diagnostic baseline survey), prepare Community Plans of Action, packaging of project, implementation, and management including cost recovery and maintenance (as shown in Fig. 1).

Sustainable community development projects require well-informed, knowledgeable, experienced, humane, transparent, diligent and flexible project planners in the local government service or working in the private sector to provide the required link between project beneficiaries, the public sector, and those who own resources (including donor agencies) needed for development. The project planner will assist the rural/local community in the formation and sustenance of community project management committee.

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