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'URBAN AND REGIONAL PLANNING PROFESSION AND NATIONAL DEVELOPMENT IN NIGERIA'

The Twenty-First Faculty Lecture

By

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FACULTY OF THE SOCIAL SCIENCES
UNIVERSITY OF IBADAN



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Delivered at the University Of Ibadan**

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1. Introduction

The Dean of the Faculty of the Social Sciences, the Head of Department of Urban and Regional Planning, other Heads of Departments in the Faculty of the Social Sciences and in the other faculties of the University, distinguished colleagues, ladies and gentlemen, I feel highly honoured and privileged to be invited to present, on behalf of the Department of Urban and Regional Planning, the 21st annual Faculty Lecture.

I have chosen the title '*Urban and Regional Planning and National Development in Nigeria*' for my lecture. This reflects my longstanding interest in activities of urban and regional planning profession in tackling spatial inequalities, which has been a very significant area of my research activities since I started my career as a university lecturer in 1994. The theme of the lecture sheds light on some issues that were not covered in the Faculty Annual lectures earlier delivered by my senior colleagues, notable among which are Professors S.I. Okafor, S.I. Abumere, C.O. Ikporukpo, and T.R. Suberu, on spatial inequalities in Nigeria. Today's Faculty lecture entitled '*Urban and Regional Planning Profession and National Development in Nigeria*' is the twenty-first of its kind in the Faculty of the Social Sciences, and the second in the Department of Urban and Regional Planning, since it became a full-fledged department in 2003. The first Faculty Lecture from the department was delivered by the incumbent Head of Department, Professor C.O. Olatubara, in 2008, as the Faculty's 15th Annual Lecture, which he titled '*Dynamics of Households' Residential Choice in Nigeria*'. That challenges of spatial inequalities persist in Nigeria despite the increasing number of professional Town Planners and the balkanizing the nation into 36 states plus a Federal Capital Territory and 774 local government areas makes the present lecture very timely in the sense that it will

attempt to shed more lights on some salient protracted challenges in spatial inequalities in Nigeria.

Mr. Dean Sir, my coming into urban and regional profession is an interesting story I would love to share with you all at the beginning of this lecture. I was first introduced to the discipline of Urban and Regional Planning (Town Planning) in my fourth year in the secondary school when Mr. Ray Babatunde (now of blessed memory), our Geography teacher, advised a classmate and I to study 'Town Planning' instead of geography because 'Town planning is applied geography' that we could find more interesting and more rewarding than geography. The opportunity to study urban and regional planning came in 1979 at the end of our first year in the then University of Ife (now Obafemi Awolowo University (OAU)), Ile-Ife, when those of us in the Faculty of Technology were requested to fill in the department we would love to specialize in. I readily filled in Department of Environmental Planning, Design and Management (EPDM), and chose 'Urban and Regional Planning' as the course I would love to specialize in. I had the unique opportunity of belonging to the second set of students admitted into Town Planning programme in the university. Of the five programmes in the department of EPDM, Architecture and Urban and Regional Planning were for seven years since students in the two programmes were to run B.Sc. and M.Sc. programmes consecutively. As students, we were to select courses from both within and outside the department. I had the privilege of being taught by seasoned lecturers within the university, some of who are: Professors L.O. Olajuyin (of blessed memory), S.O. Fadare, Afolabi Okewole, L.M. Olayiwola, J.B. Falade, Mr. S.O. Fayomi and Mrs. Athina Babero-Savvidu, in the Department of Urban and Regional Planning; Professors Ralph Mills-Tettey, Bayo Amole, Ajibola and Mrs. Mills-Tettey in the Department of Architecture; Dr. Z.S. Famisa and Professor Albert Ogunsanya in the Department of Geography; Dr. Yomi Durotoye in Department of Political Science; Professor Ojo in Department of Fine Arts; and Professor Yakubu Fabiyi in the Faculty of

Agriculture. My tutelage under these seasoned scholars has great impact on my future academic career, though I did not know how invaluable their guidance would be in my later life. I give the Almighty God all the glory for giving me the grace to undergo the required invaluable training at this period of my life.

My academic career was enhanced and boosted by four major events in my life. At the end of my first degree, I would not have proceeded for the M.Sc. programme if not for Professor L.O. Olajuyin, the then Head of the Department of Urban and Regional Planning, that insisted on my completing the programme at the scheduled M.Sc. level. Though I did not very much appreciate his kind gestures then, I am forever grateful to him for his insistence. The second event occurred between 1994 and 1995 when I crossed over from lecturing in the Federal Polytechnic Nassarawa (where I had been since January, 1989) to Ladoke Akintola University of Technology (LAUTECH) Ogbomoso, and started a Ph.D. programme under the tutelage of Professor S.I Abumere (of blessed memory), an erudite scholar, in the Department of Geography, University of Ibadan. His academic finesse and the general academic atmosphere in the Department of Geography, enabled me realize that I could get to the top of my career if I followed the foot-steps of seasoned academics in the Department. The third major event is my crossing from LAUTECH, Ogbomoso, to Department of Geography, OAU, Ile-Ife, in November, 1995. At Ife, I was able to enjoy the guidance of senior erudite scholars like Professors Aloba, Abiodun, Jeje, Osunade, Ekanade, Ogunkoya, Aguda, Adesina, and academically vibrant contemporaries like Professor Odekunle and Drs. Adediji, Ajala, and Adeoye, all in the Department of Geography in the university. My being made the representative of the Department of Geography in the Faculty of Environmental Design and Management's Board provided me the required opportunity to rub minds with my colleagues in the faculty in general, and Department of Urban and Regional Planning in particular. I was thus in a privileged position of consulting, simultaneously, and sharing notes with fellow

postgraduate students and erudite scholars in LAUTECH, Ogbomoso, University of Ibadan and OAU, Ile-Ife. The fourth major event was the transferring of my services from OAU Ile-Ife to the University of Ibadan in 2005. I have, since then, been enjoying unrestrained assistance, guidance and encouragements that have contributed immensely to my being qualified to present today's lecture. These various events have also assisted in enhancing my broader and more in-depth comprehension of what urban and regional planning profession and training entails. For instance, the initial perception of urban and regional planning profession as being synonymous with development control, an idea I developed during my first Students' Industrial Working Experience Scheme (SIWES) in 1980, has now been replaced by a more matured comprehension of urban and regional planning profession as being concerned with the total development of man and his environment, and that everything that could affect or influence the enhancement of the quality of man/woman's life, is within the purview of activities of urban and regional planning profession. I also came to realize that diverse areas of specializations exist in urban and regional planning profession, some of which are: planning administration; transportation planning; regional development planning; rural planning; environmental planning; infrastructure/facility planning; housing, with each area of specialization having 'sub-areas.' For instance, infrastructure/facility planning has areas of specialization like health, education, water, recreation, landscape etc.

During the course of my sojourn in urban and regional planning, two major areas have always interested me based on the main questions that have always been agitating my mind on the profession and the observed physical and man-made environment. The first is spatial differentiations in the level of development between and within regions; the second is housing – its administration, production and management. I have always been surprised that slums exist despite the presence of town planning profession. I have often wondered why opportunities, facilities,

amenities and services tend to agglomerate in some few places while others lack. I developed interest in the glaring disparities in the quality of life of urban and rural dwellers and was concerned about how to bring about equity in spatial development. I was fascinated by the observed spatial inequalities in Nigeria despite decades of Balkanizing the country into smaller states and local government areas that were meant to tackle the challenges of spatial inequalities. Hence my Ph.D. thesis was on '*Jurisdictional Partitioning and Regional Development in Southwestern Nigeria*'.

In the course of my academic career, I have engaged in research activities in the broad discipline of Urban and Regional Planning, but with specialization in Development Planning and Housing. Today's lecture titled '**Urban and Regional Planning Profession and National Development in Nigeria**', takes roots from my academic interest and research activities on development planning over a period of twenty-one years. This lecture is the first opportunity to present before eminent scholars of this calibre, the diverse ways I have contributed, through research works, to the development of urban and regional planning profession.

The rest of this lecture is structured into six (6) sub-themes:

1. Some Conceptual Issues in the lecture
2. The Discipline of Urban and Regional Planning.
3. Urban and Regional Planning Profession and Planning of Urban Areas in Nigeria
 - a. Planning New Areas and Urban Fringes
 - b. Replanning urban areas (Urban Renewal)
4. Urban and Regional Planning Profession and Regional Development Planning in Nigeria
5. Constraints to Urban and Regional Planning Profession in Nigeria
6. Conclusion and Recommendations

2. Some Conceptual Issues in the Lecture

Mr. Dean Sir, it is very important at this juncture to clarify some conceptual issues in this lecture. These are:

- i. Development
- ii. Urban and Regional Planning
- iii. Regional Development
- iv. Urban and Regional Planning Professionals

Development

'Development' has, at various times been perceived as economic growth, modernization, and redistributive justice (Mabogunje, 1980; Dube, 1988). Recent thought, however, places emphasis on human development as a major criterion for assessing development. The main reason for this shift in emphasis is the abundant evidence that high rates of economic growth do not necessarily lead to rapid improvement in living standards for poorer sections of the population, and that improvement in the quality of life can be achieved by strategies that do not focus exclusively on economic growth. This new approach focuses on development priorities and the strategies, and not on the essential nature of the development process itself. Development is seen not simply as raising per capita income, but more importantly, as reducing poverty level among the masses (Onwumerobi, 1994; Jacobs, Macfarlane and Asokan, 1997; Uga and Aminu, 2000). Klugman (1994) emphasized that conceptualizing development in terms of human development has several aspects, foremost among which are increasing a person's chance to lead a long and healthy life, to acquire knowledge and to enjoy a decent standard of living. These, in turn, raise such dimensions as access to basic social services, expansion of income-earning opportunities; and participation – both political and economic. Goulet (1971) provided an easy way of checking whether development has occurred or not. In his opinion, we can say that development has occurred when there has been an improvement in basic need, when economic progress has contributed to a greater sense of self-esteem for the country and its citizens, and when material advancement

has expanded the range of choices for individuals. Seers (1973) identified three fundamental questions that must be asked in measuring development in any geographical space: What has been happening to unemployment? What has been happening to poverty? What has been happening to inequality? He further stressed that if one or more of these central problems have been growing worse, especially if all three have, it would be strange to call the result 'development' even if per capita income doubled. Seer's (1973) conceptualization of 'development' is upheld and used in this lecture

Regional Development Planning

Regional planning, is defined by Faniran (1972) as 'the planned development of the resources of a unit area in order to maximize returns on investment and to improve the living conditions of the inhabitants of the area concerned.' In the opinion of Glasson (1978), regional planning 'is primarily concerned with the centrally directed allocation of resources between regions to achieve certain regional and national objectives.' Glasson (1978) and Adedipe (2002) further justify regional planning thus: regional planning strives to inject developmental impulses into an identified region so as to meet its special needs; and that, concerned about glaring spatial inequalities in development between and within regions, regional development attempts to engender social justice and ensure an equitable distribution of resources among all the component regions.

Regional development planning could thus be defined as conscious efforts at bringing about significant improvement in the quality of life of people within a region by equitable distribution of development inducing opportunities (facilities, amenities, services, empowerment etc.) within the region.

Urban and Regional Planning

The terms, 'urban and regional planning', 'town planning', 'environmental planning', 'town and country planning' etc. are all

synonyms of the same discipline, that has been defined in diverse ways in the literature. For instance, while Sharp (1940) defines urban and regional planning as a discipline concerned with 'attempting to formulate the principles that should guide us in creating a civilized physical background for human life'; Keeble (1969) defines it as 'the art and science of ordering the use of land and the character and siting of buildings and communication routes so as to secure the maximum practicable degree of economy, convenience and beauty'; and Obateru (1984) sees it as being concerned with 'spatial arrangement of urban and rural land uses for the purpose of creating orderly, economical, functionally efficient and aesthetically pleasing physical environment for living, working, recreation and circulation'. Common to the three definitions above are that: urban and regional planning is futuristic in nature; it is concerned with enhancing human development; and, it believes that it could shape the physical environment to enhance human's development.

Urban and Regional Planning Professionals

Urban and regional planning professionals are, therefore, a set of people that have received the adequate skill to arrange the environment (be it a nation, a region, an urban, or a rural environment) for the optimal development of human beings that will inhabit the environment.

In a plain language, town planners are people trained to guide the communities in: identifying and distributing land uses for different human activities (living, working, recreation etc.), providing diverse communication channels to link these land uses and providing required services, facilities and amenities to enhance optimal efficiency of the diverse land uses and their connectivity. The distribution of the different land uses and activities in space is based on the principle of 'agglomerating compatible uses and separating incompatible uses.' Thus, when the right locations are provided for the right use at the right time with the right facilities, services and amenities in place, all enjoying the most efficient

communication channels, the economy of the planned community will be enhanced, the environment will be more aesthetically pleasant and efficient, the residents' convenience will be enhanced, and their quality of life and general well-being will be better enhanced. All these boil down to improving and enhancing development of the planned community. Thus, if the activities of town planners are encouraged throughout any nation, right locations will be provided for right uses at the right time throughout the nation's jurisdictional space and the development of the nation will be enhanced. Town planners do not limit their concerns to the present generation: they always ensure that the development that will evolve from their planning activities are sustainable ones in that they will enhance the benefits accruable to the present generation without compromising future generations' benefits.

In carrying out the role of bringing about the most conducive environment for the living, working and recreation for the present and future generations in the community, urban and regional planners, working in collaboration with the different communities in which they operate, prepare physical development plans to guide the development and ensure that the contents of the plans are adhered to in order to ensure sustainable development. It is in his duty of ensuring that developments put up by the present generation not only conform with the plan for the area, but that it does not compromise the comfort of future generations, termed 'development control', that town planners incur the wrath of majority of the citizenry that have distorted perceptions of their activities.

3. The Discipline of Urban and Regional Planning in Nigeria

The need to provide some basic explanation on urban and regional planning profession in Nigeria owes much to the general misconception of the profession by majority of Nigerians. Urban and regional planners are not concerned only with 'development

control' as explained above. Prevailing general ignorance of possible contributions of urban and regional planning profession to national development in Nigeria could be attributed to two reasons: the '*apparent know-all God-father posture of town planners*' (Babalola, 1990) that have generated a lot of misconceptions about town planning profession, portraying them as people more concerned with demolishing and replacing structures; and activities of the profession being restricted to 'preparing development schemes, and controlling development'.

Mr. Dean Sir, that urban and regional planning profession's contributions to national development is not too obvious to the general public might owe much to the historical evolution of the profession in Nigeria. Existing literature (Ojo 1966; Mabogunje, 1968) affirm that organizing the growth and development of settlements predated colonialisation in Nigeria, and that Nigerian settlements, especially Yoruba cities, had specific morphological pattern. Modern town planning was first introduced in Nigeria in 1900 when Lord Lugard enacted the 'Land Proclamation Act' which empowered the colonialists to set up European Reservations (Izeogu, 1986) where adequate modern facilities, amenities and services were provided and the morphological structure differ significantly from areas outside the reservations. This Act was followed, in 1917, by 'Public Acquisition Ordinance' that established the broad principles of municipal responsibilities and emphasized guidelines for physical layout of towns and cities, especially in the 'European' and 'Non-European' reservations. This Ordinance vested the responsibility of its enforcement on the Administrative and Public Works Department. A major effect of town planning activities during this period is the emergence of 'twin cities', that is, cities with two diametrically opposite morphological structures: well planned European section separated from unplanned non-European section of the same city. It could thus be stated categorically that planning activities at this period is the precursor of spatial inequalities in settlements that would later become more prominent after Nigeria's political independence.

In 1946, Nigerian Town and Country Planning Ordinance (Ordinance No. 4 of 1946), tailored after Britain's Town and Country Planning Act of 1932, was enacted to make provisions for town planning activities throughout the country. The Ordinance, according to Ola (1977), *'was symbolic of the changes that were taking place in the country: an increasing population, a growing commercial sense, development of land contrary to the public interest and the need to plan the whole country for the benefit of the community'*. The Ordinance made provisions for the planning, replanning, improvement and development of different parts of the nation. It introduced the creation of Planning Authorities, which were given wide range of powers to guide and coordinate physical development by private individuals in conformity with the scheme (Sanni, 2006). This Ordinance was retained at independence as the Town and Country Planning Laws Chapter 123 of the Laws of Western Nigeria 1959, Chapter 130 of the Laws of Northern Nigeria and Chapter 155 of the Laws of Eastern Nigeria. The major hallmarks of Town Planning profession as practiced from the provisions of the 1946 Ordinance, were: preparing development schemes to guide the growth and development of the various settlements; and embarking on development control. From the period when the 1946 Ordinance was adopted, Town and Country Planning began to feature prominently in Nigeria's National Development plans. Unfortunately, the National Development Plans placed much emphasis on economic planning without much attention to spatial dimensions of development. Government's perceived irrelevance of town and country planning to the national development could best be inferred by the fact that there was no national body coordinating physical planning matters in Nigeria, until the Federal Ministry of Housing, Urban Development and Environment (FMHUDE) was created in 1975 (Adeyinka and Sanni, 2003). Even despite the creation of the FMHUDE, physical planning was not accorded full recognition as the coordinator of all aspects of physical development in Nigeria. For instance, physical planning was not only domiciled in different ministries in various states, it was being tossed from one ministry

to the other at a very fast rate (Onibokun, 1986; Adeyinka and Sanni, 2003). Sanni and Adeyinka (2003) documented three such 'tossing' at the federal level of government between 1975 and 1986, and five of such 'tossing' in Oyo State within the same period (Sanni, 2006).

The 1946 Ordinance held sway over physical planning practice and training for nearly fifty years and was only replaced, in 1992, by the Urban and Regional Planning Law (Decree 88 of 1992). The Law is the first post-independence urban and regional planning law in Nigeria. It is symbolic in that it assigns specific functions and provides specific statutory bodies in charge of urban and regional planning activities in the three tiers of government in the country – Federal, State and Local Government:

- a National Urban and Regional Planning Commission at the Federal level;
- a State Urban and Regional Planning Board at the State Level; and,
- a Local Planning Authority at the Local Government Area and the Area Councils of the Federation (Section 5a, b, c.).

Thus, within the present set up of the country's administrative structure, there is expected to be a planning body at the Federal level, thirty-seven (including FCT) at the State level and seven-hundred and seventy four Local Planning Authorities at the local level (Oyesiku, 1998). The composition of members of each institutional set up was also spelt out. The objective is to streamline physical planning administration at the three tiers of government. The law is a sharp departure from the old and obsolete 1946 Ordinance as each tier of planning administration is enabled by law not only to plan but also how (procedure) and where (jurisdiction) to plan and the types of plan to prepare (Oyesiku, 1998). The law further provides that all government agencies should seek for planning approval before embarking on any physical development operation. This is a great departure

from the 1946 Ordinance. The remaining part of the law dealt with moderation of development control (Adeyinka and Sanni, 2003).

Mr. Dean Sir, it is pertinent at this juncture to stress the fact that none of the existing legislations make planning bodies autonomous of the level of government in which it operates. The power to recruit, nurture and fire the entire staff in the planning organization rests fully in the hands of the chief executive of the local, state or federal government. The executive also has the power to overrule whatever decision the planning bodies make. Hence, political interference in the day-to-day activities of the planning bodies is a common occurrence in Nigeria.

Nation-wide urban and regional planning legislation has been in existence in Nigeria for nearly seventy years (since 1946) and are expected to have significant effects on town planners' ability to guide physical development within the various tiers of government to enhance national development. The next section of this lecture is devoted to highlighting my various contributions in exploring diverse contributions of urban and regional planning profession to national development in Nigeria. In this lecture, my contributions centre on how urban and regional planner provide the most conducive environment for the living, working and recreation of Nigerians at both urban and regional levels of planning.

4. Urban and Regional Planning Profession and Planning of Urban Areas in Nigeria

Effects of urban and regional planning profession on the morphology, growth and development of urban areas in Nigeria could best be studied under two main broad categories of city planning:

- a. Evolution of Cities and the Intervention of Physical Planning
- b. Replanning urban areas (Urban Renewal)

The classification above is more for ease of comparison as the two seldom exist independent of the other. For instance, intervention of physical planning is a continuous exercise, either in the core or peripheral areas, once physical planning activities are introduced into any community. What we do in this lecture is to emphasize whichever one that is being discussed and be silent on the other.

a. *Evolution of Cities and the Intervention of Physical Planning*

The effects of urban and regional planning profession on development of urban areas, especially in the evolution of more conducive better planned neighbourhoods in new areas and urban fringes could best be illustrated, in this lecture, by the case of Ile-Ife, the acknowledged cradle of the Yorubas and the oldest settlement of the race. The original morphological structure of Ile-Ife was the result of combination of the socio-cultural, economic and technological forces, with the economic forces being the strongest (Oloyede, 1976). The dominant features of the town were the centre, which comprises the walled palace of the king (*Oba*), the town square (Enuwa square) for social gatherings, the Friday mosque, the *Oba's* market (*Oja Ife*) and the most important shrine – *Oke Mogun* (Ogun shrine). The centre thus served as the administrative, social, political as well as economic capital of the town (Sanni, 1997). From this centre, radial roads divided the town into five *Adugbos* ('Quarters'), the sixth, Modakeke, is located outside the city wall (Sanni, 1983). Each *adugbo* comprises an administrative unit, and is in turn divided into series of compounds. Each *adugbo* has a chief to whom all the heads of compounds in his *adugbo* were responsible, and who in turn was responsible to the *Oba*. These *adugbos* divided the town into sectors starting from the central square towards the external defense walls. They were arranged round the palace in a sort of satellite formation, making each area of the town fairly homogenous. Very powerful chiefs of the *adugbos* lived in their palaces very close to the centre and lesser citizens had their

compounds farther down towards the outskirts. That is, the higher your social status, the closer you were to the centre (Sanni, 1997).

The 'compound' which constituted the urban residential area, housed members of an extended family which formed a kind of corporate group characterized by particular common activities (socio-economic and cultural). There was specialization of functions per compound (compound of blacksmiths, of weavers and so on). In its original form, a traditional compound was composed of an external perimeter wall in 'banco' along which were articulated a series of adjoining rooms inward looking served by a verandah looking towards an open courtyard. For security purposes and since the rooms served mostly as store for valuable materials and the courtyard usually serve as the living, and even sleeping area except when rain falls, the rooms seldom have windows on the outside walls (Sanni, 1983).

Each *adugbo* contained a 'mini market place', places of worship, and spaces for recreation, relaxation, working and social intercourse. In fact, the *adugbos* could be described as the best example of high-density, self-contained communities, exhibiting variety of activities and deriving their greatest strength and value from the fact that their spatial structure are logical outgrowths of different sets of socio-cultural and economic rules governing group and individual behaviour (Oloyede, 1976).

Before colonialization, the technology of the people was very simple and this reflected a lot in the physical morphology of the town. As majority of the people commute about walking with very few possessing horses, footpaths were created linking compounds, and these performed their functions effectively. The buildings had thatch conical roofs and the buildings were mostly constructed with 'banco'.

With colonialization and its policy, together with the influence of Christianity, new values (money currency, individual land

ownership, nucleated as against extended family system, etc.) were introduced into the community, which, ultimately, led to the replacement of the monolithic compounds by individual buildings, termed 'agbo-ile' (group of buildings). Population increase and affluence on the part of some individuals led to individuals building personal houses outside the former compounds, and even outside the town's perimeter walls.

Other effects of colonialization in the town include: the widening and making motorable major roads in the town; removal of some compounds to provide space for the Post Office at Enuwa and the police station at More; and connecting the town centre with Ibadan (the regional administrative capital) via Iremo road and the new Lagere road. The act of the colonial traders siting their shops along Lagere road and the siting of Seventh-Day Adventist Hospital, Catholic Mission Church and schools, etc. along Lagere road helped in elevating Lagere into a privileged road. Thus, Iremo market, which was initially meant and functioned as an *adugbo* market for Iremo 'quarter' became very important, and even eclipsed the Oba's market. Thus, Ifes were proudly referred to as 'Ara Iremo' (i.e. people from Iremo). Iremo quarter became more economically better off than other *adugbos*. High demand for shops lure the people into converting residential rooms fronting the road into shops. The major commercial activities of the town in this period could best be described as 'stretching from the town centre to Lagere road'.

With the enactment and implementation of the provisions of the Town and Country Planning Ordinance of 1946, Ife Local Planning Authority was created to oversee town planning activities in Ife district. By 1948, new residential layouts of Aderemi, Ojoyin, Isale-Agbara and Akarabata had been prepared by the Planning Authority, heralding the era of using residential layout development as the main means of physical growth in new areas and urban fringes of the town.

To ease traffic congestions on the ever-busy Iremo road that not only served the thriving Iremo market but also was the only link between the city of Ibadan and eastern Nigeria through Ilesa, Obalufon-Sabo road was created as a bye-pass short-cut. The introduction of Obalufon-Sabo road which was wider, better surfaced and shorter connection of Ibadan to Ilesa road drew more economic activities from the centre to Lagere-Sabo axis. Most of the residential buildings along Obalufon-Sabo road had their rooms fronting the road converted to shops. The rate of conversion was accelerated when the greater economic pool created by the sudden population increase brought about by the introduction of University of Ife in 1966 led to the creation of Odo-Ogbe market in 1971. This dealt the last and fatal blow on the economic dominance of the centre as middle and upper income shoppers from the University turned the Lagere-Sabo-Odo-Ogbe axis into the economically privileged area of the town.

A major decision taken by the town's Town Planning Authority that assisted in enhancing coordination of the growth and development of the town is its insistence that new building plans must be on pre-prepared residential layout. The introduction of the University in 1966 played a very prominent role in the present-day morphological structure of the town, as it formed a new focus of attraction towards which the new accelerated residential layout development gravitated. Acceleration of residential layout development was also helped by the national oil boom of 1973 to 1979, and by 1979, a total of 621 residential layout plans have been approved and/or adopted to guide physical growth and development of the city (Sanni, 1997).

Ife Town Planning Authority introduced some development control measures to regulate construction and use of buildings within the town. For instance, insistence on approving development only on layout sites stimulated development of layout development in the town. The existing development control introduced by the Town Planning Authority also ensures that

lighting, ventilation, drainage, building lines, size and lighting of rooms, height of structures, floor level etc. all conform with building bye-laws, and that density coverage, plot coverage, air-space and number of habitable rooms are considered before proposed building plans are approved. Buildings in new areas and urban fringes are therefore far better than those in the traditional core area of the city in terms of material used, amenities and facilities available, existing air spaces, general aesthetics and accessibility by road.

Ife Town Planning Authority (which later metamorphosed into the present Ife Central and Ife East Local Planning Authorities) also work hand-in-hand with the council and the community in providing spaces for communal facilities, amenities and services like schools, healthcare facilities, etc. that have brought about significant improvement in the physical, economic, social, political and psychological development of the town. The only main snag in the activities of Planning Authorities in the town is that all planning activities were piece-meal, not comprehensive. Hence, optimal road transportation network could not be developed for the town.

That the Town Planning Authorities in Ile-Ife have, without any doubt, enhanced the physical development of the town, especially in terms of improved housing quality is not debatable. That the Planning Authorities have not enhanced equitable distribution of basic services, facilities and amenities as theoretically expected is due mainly to the activities of the Authorities being limited to approving building plans, preparing development schemes and controlling physical development. Blames for the existing poor condition of most of the access roads in the town should, therefore, be laid on the doorsteps of the local government councils and not the Planning Authorities which have performed their own expected statutory role of guaranteeing the provision of these roads. The need to increase the local government's internally generated revenue often necessitate the planning authorities granting permits

for 'temporary sheds' that often encroach on roads' right of ways, obliterate existing air spaces and often end up in reducing the environmental quality of the residential estates (Sanni, 1983; 1997). Challenges faced by the planning bodies in playing their expected roles will be discussed later in the course of the lecture.

It should be emphasized at this juncture that the feat performed by the Planning Authorities in Ile-Ife was due to less political interference from higher level of government in the planning activities in the town. This could not be said of bigger towns like Ibadan where interference from the state level of government is claimed to have almost made the planning authorities redundant in effecting required development control. For instance, the present level of *planlessness* that characterize most neighbourhoods outside government estates in the city of Ibadan has been attributed to a former state commissioner who allegedly publicly encouraged the people to contravene planning regulations and ordered planning authorities to hands-off any development that has reached the window level.

b. Replanning Urban Areas (Urban Renewal)

'Replanning urban areas' also known as 'urban renewal' is defined by Wikipedia (2010) as 'a program of land redevelopment in areas of moderate to high density urban land use'; and by Encyclopedia of Chicago (2011) as 'the publicly subsidized destruction of old inner-city properties and construction of new development'. Three major strategies of effecting urban renewal have been identified in the literature (Passic, 1994; Sanni, 1997; Agbola, 2005; Murphy, 2007; Gratz and Norman, 2000; Encyclopedia of Chicago, 2011). These are: 'Urban Redevelopment' or 'Total Clearance'; 'Urban Rehabilitation'; and, 'Urban Upgrading'. The first, 'urban redevelopment' or 'total clearance', involves evacuating the residents from the area, demolishing every structure in the area, redeveloping the area and relocating the original inhabitants to settlements that are usually outside the city. The second approach, 'rehabilitation', involves

temporarily moving the slum residents, clearing the land and building new housing for them on the same site. High-rise buildings are often proposed in order to house more people. The third approach, termed 'urban upgrading', is the alternative to moving people or replacing them. It involves enhancing living conditions in slums and bringing basic services to their dwellers.

Although the Town and Country Planning Ordinance (1946) made provisions for 'planning' and 'replanning' towns throughout the country, most planning authorities in Nigeria have been much pre-occupied with planning new areas and urban fringes to the total neglect of the centres (traditional hub) of these cities. The neglect, over the years, have led to the buildings and environment within these areas, falling into disrepair and growing old and shabby with age and lack of general maintenance and environmental sanitation (Sanni & Gbadebo, 2013). These centres have thus degenerated into 'slums', with inadequate housing and squalid miserable living conditions. They are often overcrowded, with many people crammed into very small living spaces, lacking basic services such as water, sanitation, waste collection, storm drainage, street lighting, paved sidewalks and roads for emergency access. Indeed, most of these areas do not have easy access to schools, hospitals or public places (Agbola, 2005; The Cities Alliance, 2011).

The first large scale urban renewal programme in Nigeria occurred in Lagos in 1950s. The resultant socio-cultural consequences of the total clearance method adopted made urban renewal unpopular throughout the country, hence the observed reluctance of planning authorities to venture into urban renewal programmes. It was only recently that World Bank assisted urban renewal programmes that focused more on 'urban upgrading', not 'total clearance' were introduced in some cities in the country. The general abandonment of the core of traditional cities by planning authorities resulted in these areas degenerating into slums. The need to meet the United Nations' Millennium Development Goal 7, Target 11, set to achieve, by 2015, *a significant improvement in the lives of at least*

100 million slum dwellers (MDG, 2003) stimulated empirical investigations on the effects of urban renewal.

Effects of urban renewal programmes can be categorized into three main types: effects of earliest urban renewal programmes that adopted 'redevelopment' or 'total clearance' approach (Passic, 1994; Fitzpatrick, 2000; Goldsberg, 2003; The Electronic Encyclopedia of Chicago, 2005; Fillette, 2006; Murphy, 2007; Gratz and Norman, 2000); perceived effects of urban upgrading (Sanni and Gbadebo, 2013); and effects of 'urban upgrading' approach to urban renewal (Devas, 1981; Cities Alliance, 2000, 2003; Gulyani and Connors, 2002; Engelbrecht, 2004; Takuechi and Crooper, 2006; Coskun and Yalcin, 2007; Butala, VanRooyen and Patel, 2010; Sanni and Iyanda, 2011; Sanni, 2014).

Effects of 'redevelopment' or 'total clearance' approach to urban renewal are reviewed under three sub-themes: effects on housing stock (Fitzpatrick, 2000; Goldsberg, 2003; The Electronic Encyclopedia of Chicago, 2005; Gratz and Norman, 2000); extent to which the goal of regenerating the city is achieved (Murphy, 2007; Gratz and Norman, 2000); and, effects on the original residents (Passic, 1994; Fillette, 2006; Gratz and Norman, 2000). The general consensus on the effects of redevelopment approach to urban renewal is that it destroyed more low-income public [and private] housing units than they replaced, thus exacerbating housing problems of the low-income earners, majority of which are forced to relocate as they are priced out of the renewed neighbourhood. Renewal programmes also generate racial segregation; and lead to creation of other slums.

Empirical researches on effects of urban upgrading approach ranges from: residents' perceived effects (Sanni and Gbadebo, 2013); through gentrification effects (Devas, 1981; Coskun and Yalcin, 2007); welfare effects (Takuechi and Crooper, 2006; Butala, VanRooyen and Patel, 2010; Sanni and Iyanda, 2011);

effects on housing stock (Gulyani and Connors, 2002; Sanni and Iyanda, 2011); to its cost effectiveness (Sanni, 2014a).

Investigation by Sanni and Gbadebo (2013) on acceptability of urban renewal as a strategy for improving housing quality in Akure, Ondo State, Nigeria, revealed that more than three-fifths (65.5%) of the sampled population accepted urban renewal as a strategy for improving housing quality, and that more than two-thirds (68.1%) preferred upgrading to other strategies.

Although Devas (1981) observed that there was no evidence of significant displacement of poor residents by higher income groups in his evaluation of Indonesia's Kampung Improvement Program, Coskun and Yalcin (2007) observed that in most cases, the efforts of regenerating historical cores of many cities frequently bring a serious problem of gentrification of the neighbourhood, which result in the changing of the inhabitants involuntarily.

Takuechi and Crooper (2006) compared the welfare effects of in situ slum upgrading programmes with programmes that provide slum dwellers with better housing in a new location. They concluded that the overall welfare of in situ slum upgrading is higher than that of providing slum dwellers with better housing in a new location. Butala et al.(2010) investigated whether slum upgrading programme in Ahmedabad, India, led to a significant decline in waterborne illness incidence. They found that slum upgrading reduced a claimant's likelihood of claiming for waterborne illness from 32% to 14% and from 25% to 10% excluding mosquito-related illnesses. The study showed that upgrading infrastructures in slum areas can lead to improved health outcomes and help achieve the MDGs. Gulivani and Connors (2002) reviewed first generation of urban renewal projects embarked upon in collaboration with the World Bank. They concluded that most of the first generation of urban renewal projects had a significant impact on the housing stock and the lives of the urban poor.

Sanni and Iyanda (2011) investigated the effects of urban upgrading programme in Lagos Island. They concluded that the upgrading programme had brought about significant improvement in housing and environmental quality in the neighbourhoods. They also observed gentrification effects in the neighbourhoods.

Sanni (2014a) investigated the cost effectiveness of slum upgrading programme vis-à-vis total clearance programme in the city of Ibadan. He discovered that slum upgrading was overwhelmingly supported in the city, as it will help conserve the peoples' historical, cultural, political and psychological values. Slum upgrading programme was also found to be far more cost effective than the usual practice of developing new estates in the outskirts of the city. For instance, what the government would spend on constructing 105 new buildings would upgrade 2,319 buildings (22 times the new buildings provided in the new site). The study thus buttressed the World Bank (2001) assertion that slum upgrading programmes are economically cheaper than relocation or any other approach to urban renewal, and that it is the most effective way to provide shelter to the urban poor at a very large scale and at the lowest cost (City Alliance, 2014).

Diverse literature reviewed above have, thus, revealed that urban and regional planners enhance national development through their activities in planning new areas and urban fringes; and that enhancing their activities in urban upgrading has great potentialities that are awaiting being tapped to boost national development.

Contributions of urban and regional planning profession to national development through regional development planning is the focus of the next section of this lecture.

5. Urban and Regional Planning Profession and Regional Development Planning in Nigeria

Three major approaches adopted for regional planning activities in Nigeria are: the growth pole theory and its derivatives; sectorial; and, political decentralization. Classification under these headings are mainly to emphasize the most prevalent of the three, as, in most cases, hybrids of two or all the approaches operate at the same time.

Perroux (1955) observed that development does not appear everywhere and all at once but becomes manifest at points or poles of growth with variable intensity. Based on this observation, he formulated the growth pole theory. In its original form, the theory was formulated to describe the inter-relations among industrial sectors rather than the spatial development process (Amedec and Gollidge, 1975, p.276). Perroux stressed the importance of entrepreneurial innovation in the development process, which proceeds by a succession of dynamic sectors or poles through time. He also introduced the concept of dominance, which refers to an irreversible influence exercised by one economic unit over another. Growth pole thus came to mean a dominant firm or economic unit. Boudeville (1966) gave the growth pole concept a spatial dimension. He held that a development pole is "a complex of activities agglomerated around a propulsive activity". The term "growth centre" was introduced to describe the spatial location of a growth pole.

The growth pole theory, especially in Boudeville's spatialized form, had a great intuitive appeal for planning and theoretical purposes especially in developing countries. Since it is practically impossible for each country to have adequate resources to develop all the settlements within its jurisdiction at the same intensity at the same time, growth centres were chosen from where it was hoped development would 'spread' (Myrdal, 1957) or 'trickle down' (Hirschman, 1958) to the hinterlands, ultimately leading to overall development of the whole country (Sanni, 2005a).

Growth pole theory has a strong appeal on regional development planning in Nigeria, and its application even pre-dated its official formulation in 1955. For instance, the first nationwide effort at regional development planning in Nigeria was the enactment of the Township Ordinance of 1917, when settlements in the nation were classified into 'first', 'second' and 'third' class towns. The class of a settlement dictated the number, types and order of facilities – pipe-borne water, electricity, educational facilities, healthcare institutions, road network, etc. – that were provided for the settlement (Sanni, 2014a). It was believed that developing these towns, especially Lagos (the only first class town) and the second class towns would enhance the nation's development.

During the 'experimental self-governance' at regional levels and immediately after the nation's political independence in 1960, Nigeria, like other newly independent Third World nations, aspired to 'catch up' with the nations of their colonialists, and thus believed in concentrating decision-making and economic power at the centre. Development was seen mainly in terms of increasing the nation's gross domestic products (GDP) without giving thoughts to the spatial and geographical distribution of these economic activities. The belief then was that concentrating economic activities in few cities would enjoy the multiplier effects of agglomeration and that development would 'spread' (Myrdal 1957) or 'trickle-down' (Hirschman, 1958) from these centres to the surrounding hinterland, thus, the overall development of the whole nation. Government's investments on modern infrastructural facilities and amenities, together with other development-generating incentives, were therefore concentrated in few cities like Lagos, Ibadan, Kano, Kaduna, Enugu and Port-Harcourt at the expense of the vast hinterland.

Empirical evidence about the validity of the growth centres enhancing the development of the peripheral areas, seems to be overwhelmingly negative. For instance, Weinnard (1973), Moseley (1974), Abumere (1975), Gana (1978; and 1986) Gaile

(1979; and 1980), Olajuyin (1980), Udofia (1980), Hansen (1981), Dube (1988), Egunjobi (1989; and 1990) and Ibitoye, (1992), among others, concluded that the growth centres have tended to impoverish rather than enrich the surrounding rural regions. Speaking for Nigeria as a whole, Babangida (1986) declared that he (as the head of state of the country) had no faith in the strategy of concentrating most investment in urban areas with the hope that benefits would later 'trickle down' to rural area, because they rarely do. He emphasized that in Nigeria, resources tend to filter upwards, leaving the rural areas even poorer.

Sanni (2006) documented the resultant effects of government's strategy of concentrating development in few centres at the expense of the vast hinterlands to include:

- Mass emigration of people, most especially, youths, from the rural hinterland into few urban areas at an unprecedented rate, leading to great decrease in rural products, most especially, foodstuffs;
- Sporadic growth of cities, especially at the outskirts, making provision of facilities to be rather too expensive, if not outrightly impossible;
- The presence of rapidly increasing urban poor and their shanty developments with the attendant high crimes and suicide rates;
- Over-taxation of existing city facilities like electricity, water supply and open spaces, thereby leading to their inadequacy to meet the needs of the people, coupled with the need to spend huge amount of money to maintain and/or replace the facilities;
- The unnecessary long distance to and from facilities like schools, hospitals, recreational areas, etc. resulting in congestion of traffic on roads with its attendant problems of fatigue, mental weariness, wear and tear of vehicles, waste of production hours in transit, etc.;
- Pollution, both in solid, liquid and gaseous forms in the cities, creating unpleasant scenes in the cityscape, besides

- constituting health hazards to the inhabitants;
- The decay of the city centres, leading to decrease in the value of real properties located in this very important part of these cities and the necessity to encroach on the surrounding very fertile lands, while less fertile ones are left, thereby increasing reliance on artificial fertilizers and food importation;
 - Juxtaposition of incompatible land uses, and separating compatible land uses, which adds a lot to the degree of inconveniences and unpleasantness of the inhabitants;
 - Inadequate provision of terminal facilities that have very great effects on real properties;
 - Prevalence of environmental problems like flooding which continue to claim thousands of lives annually;
 - Sporadic/uncoordinated erection of buildings which have resulted in problems like fire outbreak, claiming hundreds of lives, and destroying properties worth hundreds of million naira every year across the nation.

a. *Regional Development Planning Based on Sectorial Approach*

In addition to the growth pole approach discussed above, Nigeria government also embarked on sectorial development planning programmes that could have regional planning implications. Notable among these are: establishing of Agricultural Development Boards (focusing mainly on agricultural development); establishing River Basins Development Authorities, which were to coordinate the development of river basins in the country, embarking on rural development programmes like the Directorate of Food, Road and Rural Infrastructure (DFRRI); conscious efforts at developing the Middle Belt region by creating a new federal capital in Abuja, and creating iron and steel cities in Ajaokuta and Itakpe; creating Niger Delta Development Board as a statutory body responsible for development of the Niger Delta region; and, establishing and siting federal government colleges and tertiary institutions in every state in the country.

It is pertinent to observe that since none of these activities was backed by a comprehensive regional development plan, none, save the creation of Abuja, adequately served as growth inducers for their hinterlands, and thus could not have significant effects on reducing development gap between and within regions, especially when measured in terms of quality of life of the citizens.

An example of sectorial approach to regional planning is provided by Sanni's (1997b) study on the effects of University of Ife's Isoya Experimental Rural Development Project on the residents' quality of life. The Project was established in 1968 to put into practice research findings on rural and community development and was aimed at enhancing rural development in the area. The study revealed that the project brought about significant improvement in indicators of quality of life like education, income, access to health care, and improved diet that were within the capacity of the Project to provide. It was however discovered that the level of provision of utility services and facilities like good drinking water, electricity and toilet facilities, that were to be provided by the local or state government, were very poor. The study thus confirmed that regional development is best treated as comprehensive and not ad-hoc or sectorial programme.

b. Regional Development Planning Based on Political Decentralization

Ever before political independence, inequalities, perceived in terms of deprivation and marginalization, have always been responsible, to a very significant extent, for agitations for creation of smaller jurisdictional spaces in Nigeria (Yahaya, 1978; Ikporukpo, 1986; Olowu, 1990; Suberu, 1994a; 1994b; Abumere, 1988a; 1988b; Uga and Aminu, 2000; Sanni, 2005b; 2008). Since political independence in 1960, and especially during the military era, creating states has become enormously popular in Nigeria as a means of redressing the imbalance in socio-economic development among the component units of Nigeria (Ikporukpo, 1986; Okafor, 1987) and of 'bringing government nearer to the people'

(Abumere, 1988b). It is hoped that with the creation of more states and local government areas, the citizens will have a greater access to social and physical infrastructures and, with luck, also to the good things of life no matter how defined (Abumere, 1998b; Sanni, 2005a). If these were to happen, inequalities in access to resources, or 'development gaps' as it is often picturesquely termed, between and within key areal units should reduce. Abumere (1998b) adduced two main reasons why inequality in access to resources, or 'development gap' should reduce with each successive increase in the number of states [and local government areas]. In the first place, there is more money per capita available to the new states [and local government areas] to spend on social infrastructures (schools, hospitals, etc.) and physical infrastructures (roads, rural electrification, water, etc.). This is all the more important since this money is actually external injection into the states [and local government areas] and not generated from within. The second reason is that the cost of interaction with the state's [or local government's] capital should reduce along with the cost of overcoming distances to social and physical infrastructures.

Since independence in 1960, the government in Nigeria has embarked on creating new states as a policy to achieve equal development among the nation's areal units (Abumere, 1998b). To date the three regions at independence have been partitioned into thirty-six states and a 'Federal Capital Territory' and 774 local government areas. Despite these, the tempo of clamour for new states and local government areas remained very high throughout the nation, and have thus generated some empirical investigations.

Resultant developmental effects of jurisdictional partitioning in form of proliferation of states and local government areas have enjoyed much attention in the literature (Ikporukpo, 1986; Abumere, 1998a; 1998b; Sanni, 2005a; 2005b; 2008; 2010). Ikporukpo (1986) employed two indices of development, secondary school and hospital, to analyze the potential of state creation as a regional policy instrument in Nigeria. His paper

revealed the prominent role played by the revenue accruable from the federal government in the resultant development attributable to state's creation in Nigeria. Abumere (1998a; 1998b) investigated development gaps between the Northern and the Southern parts of Nigeria. He discovered the prominent role played by the government and government activities in explaining the observed development brought about by creation of states in Nigeria.

Sanni (2005a) investigated the effects of jurisdictional partitioning in form of new states and local government areas on regional development in Southwestern Nigeria. The study revealed that *'over time, only development measured in terms of variables provided by the government tend towards decreasing'*. The research also succeeded in shedding more light on the prominent role government plays in the resultant development attributable to the creation of states and local government council areas in Nigeria. Sanni (2005b) examined the resultant spatial pattern of development of the local government areas in Southwestern Nigeria with the aim of investigating whether development still clustered around the previous administrative headquarters to the detriment of the new centres. The study revealed that the resultant pattern of development differed significantly from the earlier anticipated pattern of having development being polarized around the former district headquarters. The paper concluded that creating local government areas had succeeded in spreading development to previously backwash areas of the study area.

Sanni (2008) examined the impacts of states' creation on regional inequalities in Southwestern Nigeria. The main hypothesis tested is that states' creation has had positive impacts on the reduction in regional inequalities within the region. The study revealed significant improvement in the level of development in some of the states in the region. All indicators of development considered also displayed trends apparently towards increasing the development gap within the region. The conclusion is that creation of states has succeeded in improving development performance of some of the

states within Southwestern Nigeria while the impacts on development gap within the region has not been encouraging.

Sanni (2010) investigated the peoples' perception of developmental impacts of jurisdictional partitioning in Southwestern Nigeria. The study revealed that though states and local government areas (LGAs) were rated relatively high in terms of reducing 'marginalization', more than 60% of the respondents rated the contributions of new states and LGAs to regional development (perceived in terms of employment opportunities, industrialization and access to basic facilities and amenities) to be 'below average'. The study concluded that the states and LGAs were perceived more as engines of reducing marginalization than engines of growth and regional development. The implications of the findings revolved around the need to substantially re-orientate governance at the state and local government levels to be more concerned with improving the quality of life of the citizens within their jurisdictions.

Mr. Dean Sir, the literature reviewed in the course of this lecture have demonstrated that the diverse physical planning efforts have not been able to achieve the desired goal of providing the required stimulant for national development in Nigeria. The next section of the lecture is devoted to enumerating the existing constraints to urban and regional planning profession in Nigeria.

6. Constraints to Urban and Regional Planning Profession in Nigeria

Five major constraints to urban and regional planning profession have been identified and summarized by Sanni (2006) as:

- i. The Government's failure to appreciate the roles of physical planning and thereby relegating it to the backstage role in development planning. This act of non-challant nature of the government to urban and regional planning is extended to the professional body of urban and regional planners (Nigerian Institute of Town Planners), which was

formed in the 1960s but was only legally recognized by the Government in 1988 (via Decree No. 3, 1988). Though the Federal government has, in recent years, tried to boost the image of the profession, it is still somehow reluctant to go the full hog to give physical planning development its very important position in development planning of the nation.

- ii. As a fall out of the above, financial, material and manpower resources committed to physical development planning at all levels of government, is rather inadequate, and most of the planning bodies are understaffed, and hunger for the resources to adequately coordinate developments within their areas of jurisdiction.
- iii. At all levels of planning, adequate information on the population of the area is said to be the bedrock on which planning proposals and recommendations rest. It is rather unfortunate that there is no reliable demographic data on virtually every part of Nigeria. The only acceptable census for the nation to date was conducted in 1963, and still serves as the basis for projection for land use and other development planning proposals. The National Population Census of 1991 generated a lot of controversies and litigations, which made the National Constitutional Conference (CONFAB) repeal it, and recommended the 1963 figures as '*the most reliable to date*'. The most recent National Census of 2006 was rejected by some states, notably, Lagos State, and the breakdown on wards and enumeration areas are still being awaited, and hence it cannot serve as adequate basis for meaningful regional planning.
- iv. A major constraint to physical planning activities in Nigeria is the overlapping of functions on the part of various bodies

and agencies responsible for development control at the local, state and federal level of government.

- v. As said at an earlier part of this lecture, urban and regional planning, as practiced in Nigeria, is much concerned with land and its uses. It is therefore very saddening to note that access to land for planning scheme is usually a very Herculean task. This is because of the existing land tenure system which vests land ownership on families, communities and private individuals, with the result that the whole lot is fragmented with each 'owner' possessing very small portions. Land acquisition for planning schemes is therefore very cumbersome and expensive, both in terms of money and time. Though the Land Use Decree of 1978 was enacted to make land more easily accessible by vesting ownership of all lands in a State on the Governor, the Decree (later changed to Act, 1979) is better described as a 'paper tiger', since planning authorities are yet to be more accessible to land than in the pre-Land Use Acts era. Efforts are, however, on to review the Land Use Act.

Mr. Dean Sir, I have, in the course of the lecture, attempted to illustrate the diverse ways I have, within the past twenty-one years, contributed to the understanding of the diverse contributions of urban and regional planning profession to development in Nigeria. The next section concludes the lecture and proposes an institutional framework for urban and regional planning in Nigeria.

7. Conclusion and Recommendations

Mr. Dean Sir, it is observed from the contents of the lecture that the overwhelming challenges to the operations of urban and regional planning profession do not enable majority of the citizenry appreciate the profession's potentialities in enhancing national development in Nigeria; and that if given the opportunity, the profession could perform better in their drive for evolving more

conducive working, living and recreating environment that will enhance overall development of the country. I therefore propose a two-pronged recommendations: one to address the identified challenges to the profession itemized in section six of this lecture; and, the other to enhance the practice of regional development planning in the nation. I start with the first set of recommendations. The following are recommended to enhance performance of town planning profession in Nigeria.

- i. That most of the states are yet to implement the provisions of the Urban and Regional Planning Decree of 1992 (23 years after it was enacted) does not augur well for the practice of the profession in the country. There is thus the need for the state governments in Nigeria to develop the political will to set up the required statutory bodies for urban and regional planning within their domains and make adequate provision of attendant resources – manpower, finance, and equipment to enhance the activities of these bodies.
- ii. There is the need to conduct reliable census in the country to provide required and timely data for planning at local, state and federal levels of government to enhance the quality of development plans in the country. Any plan is as good as the quality of data imputed into the plan.
- iii. There is the need to review the existing urban and regional planning law with the view of streamlining the activities of the various bodies responsible for planning activities, especially, development control. For instance, at the state level, all Local Planning Authorities, Housing Corporations and State Capital Development Authorities should be put under the supervision and control of the ministries concerned with physical planning matters. This is necessary because such ministries are charged with the responsibilities of policy formulation which other agencies should execute.
- iv. That the existing Land Use Act (1979) is more of a clog in the wheel of development planning is an issue that is rather

too obvious to every concerned stakeholder in development studies in Nigeria. The government will thus be doing the nation a lot of benefits if the Law is reviewed, and the government given only the power of the eminent domain to acquire land for development and compensate the original owners as practiced before the emergence of the Land Use Law.

In the case of regional development planning, it has been shown in the course of the lecture that none of the strategies adopted in the country has succeeded in achieving the anticipated goal of eliminating or significantly reducing regional inequalities. There is thus the need to overhaul regional planning in the country. This need becomes more urgent as regional planning that could easily provide ready umbrella for the development of both urban and rural areas, as practiced in Nigeria, has not been able to bring about significant reduction in development gap. An indisputable fact is that regionalization in Nigeria in form of creating states and local government areas have failed woefully to enable the resultant regions to adequately generate and sustain growth impulse within their jurisdiction. A major reason for the observed failure of the regions is the general assumption that creating regions is the *sin qua non* panacea for regional development that will automatically follow regionalization irrespective of whether conscious efforts are made to evolve regional development or not. Another main reason is that the resultant regions are perceived more as engines of reducing 'marginalization' and not of engineering development. That most of the regions (states and local government areas) in Nigeria rely totally on the central federal government for more than 95% of the finance needed to pay wages of staff within their jurisdiction does not augur well for the welfare and socio-economic development of the nation. To salvage the nation's human and natural sources for the general wellbeing of the citizenry through adoption of regional development planning process, the following strategies are proposed.

The present balkanization of the nation into 'parasitic regions' (states) that are not economically viable should be discarded and three levels of government comprising the Federal, Regional and Local be adopted. This proposition emphasizes that the present state government system should be discarded and that:

- (i) the least level of governance in Nigeria should be the Local Government;
- (ii) the present six Geo-political Zones into which the nation has been partitioned since 1990s should be strengthened and made to function as political regions, replacing the parasitic economically unviable thirty-six states and the Federal Capital Territory;
- (iii) the present practice of revenue sharing should be stopped, with emphasis shifting to revenue generation. To this end, emphasis should be placed on fiscal decentralization and each region should be encouraged to set its development priorities using the human and other resources within its jurisdiction;
- (iv) each region should pay taxes and revenues to the federal government from the proceeds of developmental activities in the region; and
- (v) issues of local government creation should be left to the regions, not the federal government, and should be based on the region's perceived desire to devolve governance to the grassroots.

Our suggesting geo-political zones as the unit of regional government and regional development planning hinges on the huge human and material resources available in each of the geo-political zones, that could enable each region to be in a better position to harness development potentials within its jurisdictional space. Suggestions for bigger regions in place of the present mushroom states as the unit of regional planning owes much to the remarkable achievements of the three regions that were the basis of regional governance and development in Nigeria from 1950s to 1967 when the nation was balkanized into twelve states, which are the

forerunners of the present 'parasitic' and economically unviable regions in the nation.

For effective regional development planning throughout the nation, there is the need to set up certain bodies responsible for the initiation, preparation and implementation of regional development plans at the Federal, Regional and Local Government levels throughout Nigeria. The bodies should be separate and distinct from the ones statutorily responsible for the implementation of the National Physical Development Plans provided for in the 1992 Urban and Regional Planning Decree. The need for the creation of these distinct bodies emanate from the realization that the existing physical development bodies, where they exist at all, are more concerned about urban development planning to the total neglect of regional development planning. Towards this end, the following bodies are being proposed for the Federal, Regional and Local Governmental jurisdictional spaces in Nigeria:

- (a) a National 'Regional Planning Commission' to be responsible for the initiation, preparation and implementation of regional development plan for the whole nation. The Commission will be responsible for harnessing and strengthening the symbiotic relationships between the regions, and encouraging each region to concentrate on production of goods in which it has comparative advantage;
- (b) a Regional 'Regional Planning Board' that will be in charge of initiating, preparing and implementing regional development plans for each geo-political region; and
- (c) a Local 'Regional Planning Authority' to be in charge of regional development planning within the Local Government Council Area.

The regional development planning bodies should be adequately staffed and empowered to carry out the duties assigned to them as agents for regional development planning.

With this proposition, we are not suggesting the scrapping of the existing National Urban and Regional Planning Commission, State Urban and Regional Planning Boards and Local Planning Authorities, but that the existing Regional Development Units in each of them should be made autonomous and charged with the task of initiating, preparing and implementing Regional Development Plans for their region, in consonance with the new order of regional arrangement in the nation. For instance, the Board, presently existing at the states level of government should now function at the regional level, while the National Commission and the Local Authorities will, respectively be in charge of regional development planning at the Federal and Local levels of government.

It should be stressed here that the two bodies in charge of physical planning at both the urban and regional levels should be encouraged to realize the symbiotic nature of their activities and should therefore work hand-in-hand for the general development of their respective region and the country at large.

There is also the dire need to ensure adequate public participation at every stage of regional development process at every level of government (Federal, Region or Local). To this end, community based associations like hometown associations, peer group unions, landlord associations, etc., should be encouraged to participate actively in 'development activities' like road maintenance, provision of security, provision and maintenance of public utilities, facilities and services, and providing inputs into the preparation and implementation of regional development plans..

Mr. Dean Sir, we are strongly convinced that harmonizing regional development planning process throughout the nation will enhance physical, economic and social development of the nation, and will help in realizing both the Millennium Development Goals and the nation's Vision 20-20-20.

Distinguished scholars, ladies and gentlemen, thank you most sincerely for listening.

8. Acknowledgement

I like to acknowledge the contributions of my highly esteemed colleagues in the Department of Urban and Regional Planning towards the success of this lecture. Professors S.B. Agbola and C.O. Olatubara assisted in no small measure in fashioning out the title of this lecture in addition to their very incisive comments on the draft. To them, I am very grateful. I also put on record the assistance of Professor T.O. Egunjobi, Drs. W.B. Wahab and O. Ipingbemi for the choice of the area of concentration of this lecture. Their initial brainstorming with Drs. A.M. Alabi and J.O. Omirin was very invaluable. I am also very grateful for intellectual inputs of Drs. U.U. Jimoh and F.O. Kasim. All members of staff assisted in the various rehearsals we had for the lecture. I owe them a worthy appreciation. I appreciate contributions of my wife, Dr. Oluyemisi B. Sanni, for editing the draft of the lecture. I also acknowledge the financial support of the University of Ibadan research grants that supported the research from which some of the results were used in this lecture,

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