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FOREWORD

It is easy for pessimists to conclude that a holiday of ten years in the life of a journal that disseminates research knowledge for human development has permanently brought to an end this mode of communication.

The Journal of the Nigerian Institute of Town Planners (NITP) was created with the lofty objective of providing a medium for the dissemination of current research findings to town planners and those who may wish to use such findings and studies for physical development planning in Nigeria. This Journal which was published twice a year went out of circulation about a decade ago since 1988, which was Volume X.

Apparently, this interval cannot be unconnected with the prohibitive cost of publishing in the face of the prevailing economic malaise in the country. In spite of this, however, the hope of reading the NITP Journal again is not lost as it bounces back to life in its tradition of publishing well researched papers by competent and experienced authors in the planning profession.

My appreciation therefore goes to members of my Council, the Editor - In - Chief of the Journal, Dr. H. C. Mba, FNITP, RTP and his team, and all who have made invaluable contributions to revive this Journal. It is my hope that the Journal will not be allowed again to suffer such a long 'break' as more and more research findings are begging for publication. Members of the Institute and users alike, should continue to do their best to sustain the publication of this invaluable document

We should all bear in mind the fact that the NITP Journal is a veritable and indispensable instrument for dissemination of planning information especially in this era when town planning and physical development planning are passing through a crucial developmental phase in Nigeria. There are roles for all to play in advancing the course of the planning profession.

It is hoped that you will find the NITP Journal very useful for your various planning endeavours and also a valuable document to keep. I solicit your continuous co-operation so as to ensure continuous publication of the Journal.

Long Live the NITP Journal.

Long Live the Nigerian Institute of Town Planners.

MR. EMMANUEL E. NZE, FNITP, RTP
NATIONAL PRESIDENT OF THE NITP
(1996 - 1998)

EDITORIAL

The Journal has at last resurfaced after exactly ten years of absence. It is unfortunate that earlier efforts at resuscitating it failed. This has been due mainly to the national economic crunch which made the cost of production very prohibitive. However, since professional and academic development must not be allowed to cease, for whatever reason; efforts at reviving the Journal have not only continued, but have finally yielded fruitful results. We are grateful to Gbenga Christ - Leads Publishing Company for continued magnanimity.

Although the logo and other special features of the Journal have been retained, the new edition has necessarily introduced some changes in order to ensure that we "move with the changing times". For example, the articles have been printed in two columns. Moreover, advertisements both in pictorial and written form are encouraged. It is hoped that these will enhance the appeal and appearance of the Journal.

Book reviews are particularly welcome especially at this time when many of our colleagues are beginning to author books in urban and regional planning. The Journal welcomes original articles that report empirical investigations in planning as well as those that present critical discussions of topical issues in planning legislations and practice.

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THE RELEVANCE OF THE ENVIRONMENTAL PLANNING AND MANAGEMENT (EPM) PROCESS TO LOCAL GOVERNMENT AND THE RESPONSIBILITIES OF THE LOCAL GOVERNMENT : THE CASE OF SUSTAINABLE IBADAN PROJECT (SIP), NIGERIA.

Dr. Bolanle Wahab, MNITP, RTP*

ABSTRACT

Nigerian cities which are supposed to be development centres are currently plagued with environmental problems of various types. There has, however, been the recognition that better city management practices will facilitate attempts at minimizing those environmental problems. Moreover, combined efforts of the federal, state and local governments, as well as those of the private sector will be needed in order to deal effectively with urban problems.

Using the participant - observation research approach, the paper investigates the relevance of environmental planning and management process to local governments, and identifies some of the roles of local governments within the process. It, in particular, highlights the roles of planners in facilitating activities of local governments in implementation of the sustainable Ibadan Programme (SIP). It argues that the environmental problems facing Ibadan Metropolis can be effectively addressed in a sustainable manner by application of participatory and interactive environmental planning and management (EPM) process.

1.0 INTRODUCTION

Cities are engines of economic growth. In Nigeria, cities such as Lagos, Kaduna, Enugu, Port-Harcourt, and Ibadan generate abundant revenues for urban government while providing the required income/earnings for individuals to meet their welfare requirements. Unfortunately, most of these cities have become heavily plagued with such environmental problems as desertification, deterioration of urban physical quality, land degradation (Egunjobi 1993:33), overcrowding, pollution of all types, rapid urbanization, poverty, street children, unemployment and lack of basic services. All these have consequential effects on social equity, human health and well-being, economic welfare, social and political stability, housing infrastructure and services as well as sustainability of natural resources.

Urban development planners have, in

the last couple of decades, continuously 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. "Learning how to better plan and more effectively manage the process of urban development can help to avoid or minimize problems as well as provide more equitable distribution of development costs and benefits while still realizing the vital economic potentials of city growth and change" (UNCHS/UNEP, 1996:8).

The problems presently facing urban communities in Nigeria are so immense that no single actor whether the federal, state and/or local government, the private sector or an aroused popular sector – can meet the challenges alone. A genuine alliance, spearheaded by local-level government and backed by transparency and cooperation, must

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be formed. This will create a situation whereby everyone contributes and everyone gains.

The Agenda 21 of the United Nations Earth Summit in Rio De Janeiro in 1992 directed nations to mobilize support from local actors or stakeholders (including the indigenous people) in their quest for solutions to urban problems. As Rabinovitch (1996:1) informs us, in Istanbul in 1996 at the City Summit, local actors and partnerships were seen as central to building sustainable human settlements.

No doubt every local government is very important as a key actor, a facilitator and a catalyst in the process of urban transformation. However, no local government can do it alone. All stakeholders should work together under a framework that enables a stakeholder to contribute whatever is affordable - financial, materials, or even voluntary personal service. More importantly, the local government leadership should give the civil society an opportunity to act through responsible participatory approaches - an approach which assigns both the local government officials and the civil society specific roles in the process and sense of ownership. As Abumere (1998:1) rightly observes, "any [development] strategy that did not involve the people, the stakeholders [including the public sector] can hardly succeed".

The problems of cities attracted such a wider global attention that in 1990 the UNCHS launched the Sustainable Cities Programme (SCP) as the operational arm of the global World

Bank/UNCHS/UNDP Urban Management Programme. Twelve (12) cities were selected for demonstration projects including Dar es Salaam, Tunis, Accra, Madras, Dakar, Shenyang, Ismailia, Wuhan, Katowice, Concepcion, Guayaquil, and Ibadan. As at March 1998 the number of demonstration cities had increased to twenty. Sustainable Cities Programme is a capacity-building programme in urban planning and management at the local, state/regional and national levels. The Sustainable Ibadan Project (SIP), which became operational in January 1995, is a demonstration city project for Nigeria. It is a project jointly funded by the UNCHS (Habitat), Oyo State Government, and the eleven (11) Local Governments in Ibadan region.

In order to rid the ever-growing Nigerian urban centres, and in particular Ibadan, of their environmental problems, the citizens and, indeed, all stakeholders should get involved in participatory planning and more efficient management of the process of urban development. This is Environmental Planning and Management Process, the focus of this paper. 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 exclusive to the technocrats with zero input from city dwellers who, incidentally, bear the consequences of the actions of the technocrats.

The objective of this paper is to highlight the relevance of environmental

planning and management process to local governments and also identify some of the roles of local governments within the process. The paper is also out to sensitize physical planners, who constitute the major coordinators of the SCP, on the responsibilities of local governments so that they (planners) become sufficiently equipped to work best with the local governments for the success of the SCP. The approach adopted in this paper towards achieving its objective is to first, discuss the goal, objectives and strategies of the Sustainable Ibadan Project (SIP), which is currently experimenting the EPM process, and then proceed to explain the EPM Process and its relevance, the responsibilities for the local governments in the process, role performance requirements, and possible constraints. The SIP is used as a focus of this paper with specific reference to the eleven (11) local governments in Ibadan region. Finally, the paper argues that the environmental problems facing Nigerian cities, in particular Ibadan metropolis, can be effectively and adequately addressed, in a sustained manner, through a genuine application of the participatory EPM Process.

1.1. Methodology

Participant-observation research (McCall, 1975; Rubinstein, 1973) and the case study methods of the social sciences are adopted for this paper. The author is a resource person to the Sustainable Ibadan Project as well as an active member of all the key working groups set up by the SIP to tackle specific environmental issues in Ibadan. The library of the SIP served

as a major source of information.

1.2 Goal and Objectives of the Sustainable Ibadan Project (SIP).

The goal of the Sustainable Ibadan Project, according to William Bloxom (1996:2), is to provide the community with an improved environmental planning and management capacity to ensure that the development of Ibadan meets the needs of the present inhabitants without compromising the prospects of future generations.

Bloxom (1996:2) identifies five principal objectives of the SIP as given below:

- to involve the people of Ibadan in planning and management of their city;
- to ensure the participation of all interested people in the initiation, formulation and implementation of policies, programmes and projects;
- to strengthen the capacity of the institutions responsible for environmental planning and management;
- to mobilize technical and financial resources from various international community, and
- to facilitate exchange of knowledge about sustainable urban development throughout Nigeria and the world.

1.3 Strategies

Some of the strategies being operated under the SIP to achieve its goal and objectives include the following:

- bottom-up approach;
- strong working relationships between local communities, the private sector, state and local governments;
- design and implementation of projects with input from the local

communities, the local governments, the Oyo State government, and the private sector.

- efficient utilization and management of physical and social infrastructure. The community-rehabilitated toilets in Bodija Market are being managed by a committee appointed from among community members and this has led to better utilization and regular maintenance of the toilets.

- initiation and implementation of physical projects including bankable ones. The Bodija Market Area Improvement WG included in their project package prepared in 1996 the idea of collecting toll from motorists entering the market as a sustainable cost recovery/management measure. The Ibadan North Local Government jumped at the idea (even before the project package could be presented to a financial institution) and has been collecting toll since.

- development of strategy and actor-specific action plans on various environmental issues to facilitate sustainable growth and development of Ibadan.

- institutionalization of the EPM process based on the action plans generated and on the experiences of, and lessons learnt from the project.

The eleven (11) local governments in Ibadan are at the centre of the SIP. They have responsibilities for the overall success of the project just as they share the greatest credit for any achievements recorded through the project. For the local governments (through their elected or appointed leadership) to successfully and effectively play their dual role as

facilitators and beneficiaries of the SIP, it becomes imperative that they fully understand the entire process (on which the SIP is anchored) and their expected roles. This is the major concern of this paper.

2.0 THE ENVIRONMENTAL PLANNING AND MANAGEMENT PROCESS

2.1 Definition of the EPM Process

The EPM Process is a holistic approach capable of addressing all environmental problems in most urban centres. It is the heart of SCP methodology. The UNCHS/UNEP (1987) defined the EPM as

a continuing and dynamically evolving process whose purpose is to make urban development policy formulation and implementation progressively more responsive to environmental considerations (UNCHS/UNEP 1987 quoted in Bloxom, 1996:1)

The EPM process has been further described as "a new way of looking at and understanding urban development, a new way of organizing our thoughts about how to mobilize resources and take action in respect of urban development and environmental issues" (UNCHS, 1995:3). Bloxom (1996:1) sees the EPM as a tool to understand urban priority issues in the context of development-environment interaction.

The EPM Process is a bottom-up participatory, interactive and collaborative approach to urban planning and management in which public technocrats work in concert with the organized private and voluntary (NGOs) sectors and the civil society

organizations to jointly address environmental and socio-economic issues affecting people and their environment. The Process is designed to alleviate environmental problems confronting an urban area while strengthening the local capacity for better planning and management.

Environmental Planning and Management Process is both an analytical and descriptive model of urban planning and management which emphasizes broad-based, informed as well as constructive and active participation of all stakeholders including the public sector, formal and informal private sector, and the civil society organizations.

One of the attributes of the EPM Process is that it recognizes the dynamic nature of humans and the living environment and thus provides for flexibility in policy initiation and execution. According to Onibokun (1997:10) the EPM relies on constant consultation, information dissemination and capacity-building for all stakeholders to achieve meaningful participation in urban development and management.

2.2 Goal and Objectives of the EPM Process

The goal of the EPM may be described as the improvement of health and productivity in cities through reduction or total elimination of environmental hazards/degradation and the protection of natural resources for sustainable socio-economic and physical development.

The SIP-Technical Support Unit (1996) identifies three aims (which can be

regarded as objectives) of the EPM Process:

- to identify urban environmental issues before they get out of hand or become more expensive to deal with;
- to agree on strategies and actions to resolve the environmental issues among all whose cooperation is required, and
- to implement strategies through coordinated public and private actions.

2.3 Elements of the EPM Process

The EPM Process, which is a dynamic, flexible and interactive approach to sustainable urban planning and management comprises four main elements. These elements constitute the condensed version of the stages of or activities to be performed under the process.

(i) Identification of urban environmental issues and involvement of stakeholders in issue assessment and priority-setting.

This involves sensitizing and mobilizing the active participation of all stakeholders whose interests are affected in one way or another by the environmental issue or by the different activities of EPM.

(ii) Formulating urban environmental management strategies.

This is an activity of consensus-building, compromise and negotiation leading to interagency collaboration and joint action. This involves all relevant stakeholders in the city using their resources (skill-expertise, financial, material and time) to prepare workable strategies of intervention required to solve specific prioritized

environmental issue. Three actor-specific strategy and action plans have been prepared by the working groups on waste management in Ibadan; water supply in Ibadan, and the Bodija Market Area environmental improvement. As at the time of writing (August, 1998), the plans were being negotiated with identified actors and agencies including UNICEF, state and local government, and civil society organizations to ensure their full administrative and financial commitments.

(iii) Formulating and implementing environmental action plans.

Issue-specific strategies are operationalized through the formulation of environmental action plans which define the priority actions that will convert strategy into practice.

(iv) Institutionalizing Environmental Planning and Management.

This is getting the whole process integrated into the daily routine or everyday activities of the public institutions. It is to evolve a new way of thinking: of perceiving and solving problems including resource allocation for project execution and maintenance. Institutionalization requires that inter-institutional and cross-sectoral procedures and behaviour be entrenched or integrated into daily routines of institutions and organizations.

3.0 THE RELEVANCE OF THE EPM PROCESS TO LOCAL GOVERNMENTS

The benefits that local governments will derive from the EPM Process, as noted by UNCHS/UNEP (1996:8), include better environmental information and

technical expertise, better environmental strategies and decision-making, more effective implementation of environmental strategies, enhanced institutional and participatory capacities, and more effective use of scarce resources for capacity-building and change. The relevance of the EPM Process to local government is presented in the following paragraphs.

(i) Greater inter-agency cooperation and collaboration: There is greater cooperation and collaboration between local government and other agencies/institutions involved in environmental matters in Ibadan including WCOS, Ibadan Solid Waste Management Authority, UNICEF/WATSAN, and SEPA among others. The organic fertilizer plant in Bodija Market commissioned in July 1998 is the result of collaboration between Ibadan North Local Government that donated the site, the Bodija market community that initiated the scheme under the SIP and the SIP, and the Oyo State Government that financed the construction.

(ii) Enhanced opportunity for loans, grants and development-support funds: The Odo-Akeu Spring Improvement Project commissioned in 1996 under the SIP was jointly funded by the Akeu community, the Ibadan North-East Local Government and UNICEF. Over 50% of the cost of the project was donated by UNICEF plus a video documentary. In 1998 UNICEF also donated 200 bags of cement, wheel barrow, and shovels to the organic fertilizer plant in Bodija market, Ibadan.

(iii) Better opportunity for revenue

generation: The traders and residents of Bodija market and environs in 1996 rehabilitated a couple of toilet blocks abandoned by the Ibadan North Local Government in the market. The toilets have not only reduced the incidence of open defecation in the market area but also generate adequate revenue for maintenance.

(iv) Opportunity for networking: The EPM process will facilitate cross-fertilization of experiences, exchange of ideas as well as joint venture between local governments, other government agencies, the private and community sectors, as well as educational/research institutions. Campbell (1996:4) observes that "Mayors learn best from each other because only they can understand risk-taking and gauge the means to offset risks in their own political environment." A number of countries and cities in the State of Iowa, USA, collaborate with each other in activities to promote economic growth in their counties.

(v) Resource sharing among and between local governments (including information gathering analysis and utilization): The eleven (11) local governments in Ibadan are already negotiating with a financial institution for a joint loan to purchase a couple of rigs to be jointly owned and shared for borehole drilling in all the eleven local government areas.

(vi) Enhanced project demonstration and replication: The experience from the organic fertilizer plant in Ibadan north local government area is being tapped by the Ibadan North-West Local Government where a waste recycling/

sorting plant is to be established under the Federal Government of Nigeria-UNICEF assisted Urban Basic Services (UBS) Programme.

(vii) Better image of local government among members of the public through the inclusion of civil society organizations in project planning and execution: Rabinovitch (1996:4) informs us that in Casablanca, 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.

(viii) Urban governance is made easier as political manifestos become easier to achieve through the active participation of all stakeholders in decision-making.

(ix) Inclusiveness and high sense of ownership on the part of the community promotes better management and maintenance of facilities and extends their life span.

(x) Healthy partnership between stakeholders in the areas of local economic development and infrastructure delivery and environmental improvement: 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."

(xi) Capacity-building among government workers and members of the civil society: Between 1996 and 1998 the SIP organized a number of

capacity-building workshops in Ibadan on varying subjects including GIS, mapping, and waste management for local and state government personnel, as well as NGOs and the private sector.

(xii) Opportunity for meaningful dialogue and better understanding between the government and the governed: 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)

(xiii) Improvement in the quality of the urban environment through community-based and participatory waste management, water supply, road improvement, public sanitation, and neighbourhood revitalization.

(xiv) Social equity in the distribution of development benefits and costs by local governments is ensured.

4.0 RESPONSIBILITIES OF LOCAL GOVERNMENTS IN THE EPM PROCESS.

Local governments, which constitute the third tier of government in Nigeria, are perhaps the most relevant government to the local people. The local government is the closest to the grassroots and its activities are most felt by the local population who constitute the majority in Nigeria. The elected local government officials are the people's representatives on local governance having a direct link to the public, and therefore constitute what Rabinovitch (1996:1) calls "a most

effective conduit for the public's problems."

The United Nations City Summit in June 1996 in Istanbul recognized and emphasized the critical role of local government in the development and management of cities. Since the 1996 Summit, the voice of local government has become part of the UN deliberations. The world community of local government has also accepted the challenge and responsibility posed to them by Local Agenda 21 (LA 21) for delivering sustainability in their settlements (ICLEI 1997:1). As the International Council for Local Environmental Initiatives informs us, "by 1997 more than 2,000 local government worldwide had established Local Agenda 21 planning processes. In Africa, however, many cities still lack the experience or tools to fully embrace the LA 21 approach" (ICLEI 1998:1).

The 1976 Local Government Reform in Nigeria puts a lot of responsibility on this grassroots government. One of the primary responsibilities is the planning and control of development in its area of jurisdiction (Federal Republic of Nigeria 1976:3). In Oyo State, planning is a local government function being performed through the town planning authority in each of the 33 local government areas.

As stated previously in this paper, the global concern for a sustainable and environment-friendly urban development is premised on inclusion and participatory approach to problem solving and management. The present dispensation of bottom-up participatory as opposed to top-down environmental

planning and management at the local level of government offers a very unique opportunity. Within the EPM Process, local governments have very specific and crucial roles to play. Fortunately they possess some capability to play such roles effectively. Local Governments have the wherewithal including legal power, constitutional provisions, jurisdictional responsibility, and power to generate revenue for development. In addition, local governments are community-or grassroots-based, have unlimited access to the private sector, and greater potential for bottom-up people-oriented participatory environmental planning and management.

Some of the responsibilities of local governments within the EPM Process are:

- (a) Creation of alliance between the local-level government, other public agencies and the civil society organizations based on partnership, accountability, collaboration, participation, transparency, trust and inclusion.
- (b) Facilitation of the process of sustainable urban environmental planning and management.
- (c) Organization of environmental awareness programmes for members of the public throughout the local government area using a combination of local government information gadgets and the indigenous/traditional mechanism for information dissemination
- (d) Organization and briefing sessions on EPM for all local government employees, including particularly town planners, to promote greater

understanding of the EPM Process.

- (e) Integration of EPM Process into daily routines of all departments/ sections of the local government.
- (f) Formation of Local Government EPM Committee (LoGEPMaC) in each local government to comprise of all heads of departments and units, supervisory councillors, representatives of the private sector, and one representative from each ward in the local government area with the LG Chairperson as Committee Chairperson, and the LG Secretary as Committee Secretary.
- (g) Mobilizing the active participation of civil society organizations (CSOs) and organized private sector in the LGA to jointly identify, assess and prioritize environmental issues in their area. Successful environmental planning and management requires understanding negotiation and consensus.
- (h) Undertaking sustainable public works which reflects people's aspirations and priorities.
- (i) Facilitating the active involvement and collaboration of all actors in the preparation, execution, management, and evaluation of issue-specific strategies and actor-specific action plans on jointly selected environmental issues.
- (j) Encouraging healthy partnership between CSOs, NGOs, and the local government in the initiation, development, operation, maintenance and, by implication, ownership of pilot projects. Any local government that intends to adopt community development strategies may have to

rely on partnerships with neighbourhood-based groups which, most often than not, can speak for their members and also possess a wide range of development expertise as in the case of the Bodija Market Area Environmental Improvement Working Group whose members include architects, engineers, accountants, planners, businessmen and women as well as teachers and retired civil servants.

(k) Stimulating a sense of belonging on the part of every community leader and members: Chief Ramond Za'ad, a renown philanthropist in Ibadan was sensitized through the EPM process about the pathetic environmental problems in Bodija market in Ibadan. He single-handedly financed the grading of roads in the market in 1996.

(i) Initiate and facilitate project demonstration-replication within the local government area.

(m) Encouraging the introduction and adoption of cost-sharing and cost-recovery for all EPM-oriented projects.

(n) Adopting user-charges as a matter of policy to guarantee the proper functioning and regular maintenance of socio-physical infrastructure.

(o) Encouraging each department in the local government to adopt the EPM Process in their routine activities to ensure success and sustainability.

(p) Liaising regularly with relevant State and Federal Government agencies as well as NGOs on development activities that may take place especially within the local government area.

(r) Enacting and enforcing, in collaboration with both the private and popular sectors, appropriate bye-laws for proper planning and management of the living environment. Here the local government should adopt the role of enabler rather than merely a provider.

(s) Ensuring adequate budgetary allocation for the execution of EPM-based projects.

(t) Initiating and facilitating what Margaret Bergen (1996:2) refers to as "collaborative effort between the local administration and the community working in an integrated fashion."

(u) Acting as advocate for the adoption of EPM process in the entire local government area as well as at other levels of government.

5.0 ROLE PERFORMANCE REQUIREMENTS

For local government to be able to perform their identified roles within the EPM Process, certain requirements may have to be met. Some of the requirements, which are by no means exhaustive, are presented in the following paragraphs:

(i) Political will: The local government bosses, their political functionaries as well as the career officers have to demonstrate a high level of political will, interest and readiness to adopt the EPM Process.

(ii) Organization of community mobilization and environmental awareness programmes at ward levels throughout the local government area at regular intervals.

(iii) Community empowerment: The

civil society, including women and youths, should be given the required recognition and power to enable them participate in all issues affecting city life be it budget planning execution or management.

(iv) Provision of necessary logistics, including maps and physical plans, to facilitate discussions and consensus on environmental issues.

(v) Improved local government revenue and strong local economies through a well-articulated local economic development/investment framework to ensure adequate funding of projects or environmental action plans.

(vi) Transparency and accountability: Local government functionaries need to demonstrate a high level of openness, transparency and accountability in all activities including administration, revenue generation and spending, and project implementation. This will foster community's support, co-operation and collaboration on environmental planning and development issues in the locality.

(vii) Enabling bye-laws: Environmentally sound land use regulations and other relevant bye-laws need to be enacted to reflect the adoption of EPM Process in the routine operations of local governments. The bye-laws should emphasize partnership, collaboration and consensus and stipulate penalties for non-compliance.

(viii) Joint ownership of socio-physical infrastructure to ensure their adequate protection, rational utilization, regular maintenance and sustainability.

(ix) Improved local capacity to facilitate effective planning and management of urban environment problems. Adequate technical and administrative personnel (especially in the town planning department) plus regular training and re-training opportunities are essential to enable local governments play their roles under the EPM process.

(x) Ability to inspire cooperative action, marshal and mobilize resources, and motivate others to cooperate in achieving common goals (Laquain 1996:3).

(xi) Adequate budgetary allocation and prompt disbursement of funds towards the accomplishment of relevant tasks.

(xii) Courage to delegate to both the private and popular sectors co-responsibilities for decisions bothering on project planning, selection, execution and management. Functions and responsibilities may no longer be centralized and restricted to government workers.

(xiii) Genuine interest in international trends especially the programmes and activities of international donor agencies in the area of sustainable development.

(xiv) Effective coordination of all stakeholders in the execution and management of environmental action plans. The Sustainable Concepcion Project (1996:31) informs us that lack of coordination capacity of the organizers of some EPM initiatives with all actors that should have been involved resulted in a poor understanding of the benefits that the

EPM Process can result in.

(xv) Institutionalization of the EPM process within the framework of local government administration. It is proposed here that a committee to be called Ibadan Inter-Local Government EPM Committee (IbILGEPMC) be set-up jointly by all the eleven (11) local governments. The goal of the committee will be to pursue the institutionalization of the EPM Process at the local government level in Ibadan region. For the committee to function well, the following suggestions may be considered:

1. The committee is to be composed of the chairpersons and secretaries of the 11 local government.
2. A chairperson for the committee will be appointed in rotation.
3. Secretaries, by virtue of being heads of personnel will see to the implementation of all resolutions made by the committee.
4. Equity in the funding of the activities of the committee
5. Committee meetings to rotate among the 11 local governments.
6. Proper documentation and prompt dissemination of decisions/information must be ensured.
7. Every department in each local government should be encouraged to adopt the EPM process in its routine.
8. The 11 local governments should promote joint capacity-building as well as collaborate projects/programmes.
9. The local government EPM Committee to be set up in each local government as stated in the previous section should hold regular meetings which may be in rotation at ward level.

6.0 POSSIBLE CONSTRAINTS

As may be expected, there are certain constraints that are likely to face the chairpersons in the course of performing their roles within the EPM process. Such constraints include the following:

- i. Political instability: The frequent changes in the political structure, especially the leadership of local governments, will have negative impact on the effective operation as well as continuity of the process. Between 1995 and 1998, there have been four changes in the political/administrative structure of the 11 local government in Ibadan. In the same way, career officers are transferred and replaced almost every six months.
- ii. Shirking of responsibility: The SIP is a joint project with counterpart funding from UNCHS, Oyo state government and the eleven local governments in Ibadan region. It is sad to observe that some local governments have failed to live up to their responsibilities by not paying their counterpart contributions. Majority also failed to set up Local Government SIP Committee in their local governments in spite of series of meetings with and promises made to the SIP-TSU by the affected local government.
- iii. Mis-information or lack of it is a possible constraint. There has to be regular and accurate information about the activities and plans of the local government to the communities. Communication should be both ways and made in clear language.
- iv. Non-involvement of the popular sector: It is a known fact that governments are often reluctant to

involve communities in decision-making for fear of the public "knowing too much." Public involvement is considered by governments as being expensive, energy-sapping, cumbersome and time-wasting. Representative participation may be one way out.

v. Poor budgetary allocation or lack of it is another possible constraint. To benefit from the EPM process, local governments as facilitators, enablers, and key actors should be prepared to expend some money on it.

vi. Dishonesty on the part of any of the stakeholders, be it in the area of information, budget planning, budget packaging or execution, may constitute a serious barrier.

vii. Partisan politics and politicization of issues especially environmental and land use regulations, project prioritization and location as well as financing: Any environmental issue brought to the local government by any community must not be denied attention simply because the leadership or members of that community do not share same political ideology with the local government leadership.

viii. Uncommitted and/or non-credible community leadership may be a constraint. The EPM Process requires some sacrifices, especially time, from people's representatives.

ix. Inadequate or lack of public awareness or enlightenment programmes on environmental issues and the benefits of public-private-community partnership.

x. Inadequate or lack of publicity for

relevant environmental planning and management regulation and similar bye-laws.

xi. Non-availability of planning tools including maps, environmental inventory and action plans.

xii. Lack of consensus among stakeholders on the prioritization of environmental issues including modalities for addressing the issues.

xiii. Poor local technical and coordination capacity.

xiv. Lack of trust or unhealthy suspicion between the local government and both the private and the popular sectors.

xv. Resistance to change by local government technocrats as well as the community sector who may not see the need to offer their resources to government to provide socio-physical infrastructure.

7.0 CONCLUSION

Cities are recognized as the engines for economic and political growth. They are therefore of great significance in the growth and development of a nation. The factor of urbanization, however, has brought on cities such problems as environmental degradation, urban violence, over-population and economic deprivation. While demands for housing, transport, water, sanitation, public health, energy, and employment continue to increase by day in the city of Ibadan, both the Oyo State and the eleven local governments are becoming incapable of meeting those demands. The governments are no longer capable of addressing the various environmental problems due in

part to dwindling revenue (Wahab 1996, 1997, 1998).

The private and popular sectors are acknowledged to have abundance of untapped resources (human, material, and financial) which could be channelled towards environmental improvements in the city. The traditional top-down approach to urban management which emphasizes the non-inclusion of both the organized and popular sectors in the development and management of Ibadan has not enabled both state and local governments to access the private sector resources. The on-going Sustainable Ibadan Project has created the enabling environment for the public-private-popular sector partnership through its participatory EPM Process. Under this process the organized private and popular sectors readily and voluntarily offer their resources to complement/augment those of governments towards a sustainable development of the city.

This paper's argument is that the environmental problems facing Ibadan Metropolis can be effectively and adequately addressed, in a sustainable

manner, through a conscious application of the participatory and interactive EPM Process.

The main responsibility of local governments in the EPM Process is simply to facilitate the creation of alliance between local and other government agencies, the private sector and the civil society organizations based on consensus, partnership, accountability, transparency and active involvement. The local government leadership should promote meaningful dialogue among public, private and popular sectors. As UNCHS/UNEP (1996:9) inform us,

successful environmental planning and management requires understanding, agreement, and coordinated action by the full range of public and private and community groups and organizations (stakeholders), both formal and informal at all levels from neighbourhood to city-region.

In order to sustain the benefits of the EPM Process, the local government chairpersons should encourage the institutionalization of the process in the routine activities of their administrations.

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