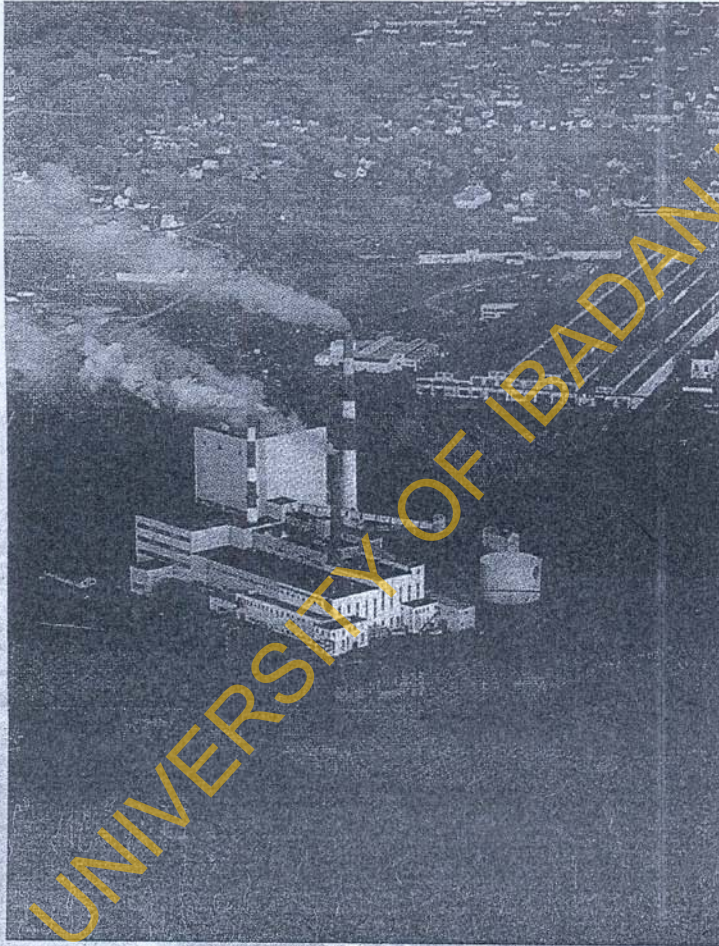


# ENVIRONMENTAL PLANNING AND MANAGEMENT: CONCEPTS AND APPLICATION TO NIGERIA



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*Edited by:*  
**'Tunde Agbola**

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

*Edited by*

**Tunde Agbola**

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## Chapter Six

# The Institutionalization of the Environmental Planning and Management Process

*Bolanle Wahab*

### 1.0 Introduction

Cities are known to be engines of economic growth. While they generate revenues for urban government, they provide income for urban residents to meet their welfare requirements. However, all over the world, these development centers are currently plagued with environmental problems of various types.

As Wahab (1998a:15) observes, the various problems of the contemporary cities and other human settlements 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 (UMP). Under the programme, twelve (12) cities were selected for demonstration projects including Dar es Salaam, Tunis, Accra, Madras, Dakar, Shenyang, Ismaila, Wuhan, Katowice, Conception, Guayaquil, and Ibadan. As at March 1998, the number of demonstration cities had increased to twenty (Wahab, 1998a:15).

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 jointly funded by the UNCHS (Habitat), Oyo State Government and the eleven (11) Local Governments in Ibadan region. By 1998, two other cities in Nigeria, Enugu and Kano, have been added as replication projects being jointly funded by the Federal Government and the Enugu and Kano State Governments.

In recent times, urban development planners have continuously and routinely advocated for a more conscious approach to the planning and management of the process of urban growth and development as a panacea to urban environmental problems. Under the Sustainable Ibadan Project (SIP), all those who have legitimate interests in or whose interests are affected by specific environmental issues, are mobilized for active involvement and participation in the planning and more efficient management of the process of growth of Ibadan region. Indeed, this is Environmental Planning and Management (EPM) Process.



The EPM 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 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 EPM Process is also a fall-out of the Agenda 21 of the United Nations Earth Summit in Rio De Janeiro in 1992 which directed nations to mobilize support from local actors or stakeholders in the public-, organized private-, and the popular sectors (including the indigenous people) in their quest for solutions to urban problems.

Once the EPM process is adopted as a means of solving a specific urban environmental problem, it becomes very important to integrate the procedure into the normal or routine activities of all the stakeholders involved. This is one way to ensure that the gains of the process/procedure are consolidated, documented and available for regular testing and perfection for future use. This process of integrating or reutilizing the EPM technique into everyday settlement planning and management activities is what is referred to as the institutionalization of the EPM process. This is the focus of this chapter.

The approach adopted in this chapter is to first, state the meaning, objectives and elements of the EPM Process, and then proceed to explain the principles of the process with emphasis on institutionalization and the basic requirements for and possible constraints towards the institutionalization of the EPM Process in Nigeria. The SIP, which is currently implementing the EPM Process in Nigeria, is used extensively as focus and to provide the required examples. The paper argues that it is not enough to adopt the EPM Process to address an environmental problem, it is much more important to institutionalize the process so that it becomes a routine practice of all stakeholders to engage in collaborative, interactive and participatory activities to address every urban planning and management issue in a sustainable manner.

## 2.0 The Environmental Planning and Management (EPM) Process

### 2.1. Definition of the EPM Process

Wahab (1998a:17) defines the EPM Process as:

*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 EPM Process is a holistic, dynamic, flexible and interactive approach to sustainable urban planning and management capable of addressing all

environmental problems in most urban centers. The Process is designed to alleviate environmental problems confronting an urban area while strengthening the local capacity for better planning and management.

As aptly described by Wahab (1998a:18), the EPM 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. Wahab goes further to observe that 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. The Process, according to Onibokun (1997:10), relies on constant consultation, information dissemination and capacity building for all stakeholders to achieve meaningful participation in urban development and management.

The EPM Process is at 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, 1996a:1).*

Bloxom (1996:1) sees the EPM as a tool to understand urban priority issues in the context of development-environment interaction. It is, according to UNCHS (1995:3), "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".

## **2.2 Goal and Objectives of the EPM Process**

The goal of the EPM as described by Wahab (1998a:18), is "the improvement of health and productivity in cities through reduction in 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:

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

## **2.3 Elements of the EPM Process**

The EPM Process comprises four main elements which constitute the condensed



version of the stages of or activities to be performed under the process (Wahab 1998a:18). The four elements are described below.

### **2.3.1 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. This step in the EPM process has been religiously and conscientiously pursued under the Sustainable Ibadan Project (SIP) in all its activities within Ibadan region. The Akeu Natural Spring Water Improvement Project in Oke-Offa Babasale (Ibadan North-East Local Government) area; the toilet rehabilitation and community-initiated borehole projects in Bodija Market; the community-initiated and State government-funded organic fertilizer plant in Bodija Market and the community-based waste sorting center in Ayeye area in Ibadan are life examples of successfully completed projects which went through the stage described above. Each of the projects was identified, assessed and consensually agreed to as a basic priority by and through the voluntary participation of all relevant stakeholders in the public, private and popular sectors. Base-line studies, data analysis, and plan preparations were jointly undertaken by representatives of the stakeholders.

The success of the application of this element of the EPM Process has encouraged the UNICEF Zone B in Nigeria to apply it in her Change for Good Programme in Ilaje-Bariga nad Sari-Iganmu communities in Lagos, and the Urban Basic Services (UBS) projects in Ayeye, Eleta, Agbeni and Mapo communities in Ibadan. Through the process, a community-based waste sorting/recycling center was built in Ayeye and another one is being built in Ilaje-Bariga community in Lagos as a poverty alleviation measure and to improve the level of sanitation in the areas.

### **2.3.2 Formulating urban environmental management strategies**

This is an activity of consensus-building, compromise and negotiation leading to inter-agency 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.

Under the SIP issue-specific strategies have been prepared, negotiated and approved for implementation by various Working Groups (WGs) established under the project. There are now in place issue-specific strategies for Domestic Waste Management in Ibadan; Bio-Medical Waste Management in Ibadan City; Water supply in Ibadan, and the Bodija Market Area Environmental Improvement. Each document was prepared, discussed and negotiated by and with identified actors

and agencies including UNICEF, Urban Development Bank of Nigeria (UDBN), UNDP, State and Local Governments including their relevant agencies, organized private sector (including Manufacturers Association of Nigeria (MAN), Nigerian Medical Association (NMA), educational and research institutions and NGOs), and civil society organizations (including community/opinion leaders). All these were done to ensure and obtain their full administrative, financial and political supports and in recognition of the potentials of the EPM Process in achieving sustainable project planning, implementation and management and following from the SIP initiatives, the UNICEF Zone B initiated the first-ever actor-specific strategy and action plan to tackle waste management problems, in a holistic manner, in all its zones of operations in Nigeria. The issue-specific strategy and actor-specific action plan was negotiated and approved at a 3-day meeting of relevant stakeholders held in Ibadan from September 15-17, 1999.

### **2.3.3 Formulating and Implementing Environmental Action Plans**

Issue-specific strategies are meant to be operationalized through the formulation of actor-specific environmental action plans, which define the priority actions that will convert strategy into practice. For each of the issue-specific strategic documents prepared by the SIP Working Groups, actor-specific action plans were evolved through the same procedure. Every stakeholder voluntarily accepted the action or activity identified for it in the plan. The process of plan implementation including time frame was also negotiated and consensually agreed to.

### **2.3.4 Institutionalizing Environmental Planning and Management**

This last element or stage in the EPM process is perhaps the crux of the entire Process. It is meant to entrench in the behaviors, attitude, and day-by-day activities of stakeholders the procedure adopted for solving or addressing specific environmental issue as discussed in 2.3 (i)-(ii) above. Unless the procedure is retained and routinely practiced or applied in addressing present and future environmental planning and management problems, the issues that have been successfully tackled under the EPM process might reverse back and the lesson of experience expected to be gained might not benefit any one after all. The procedure for institutionalizing the EPM process is presented in details in the following paragraphs.

## **3.0 Institutionalization of the EPM Process**

### **3.1 Definition**

Institutionalization of a process, according to bloxom (1996:1) implies the imposition or adoption of a new way of doing things a change from past



approaches. He goes further to say that institutionalization changes are normally slow and gradual.

Institutionalization of the EPM Process may be described as the integration of the entire process into the daily routine or everyday activities of the public, private, and popular sector institutions. According to the UNCHS (1995:8), for the EPM Process to be sustainable, it must be firmly incorporated into the organizations, institutions, and activities of the city.

The aim or goal of institutionalizing EPM is to evolve a new way of thinking: of perceiving and solving problem including resource (human, material, financial and time) allocation for project initiation, planning, execution and maintenance/management.

The EPM process will be said to be institutionalized when "it is widely accepted and routinely applied to decision-making in environmental and urban managing and planning" (UNCHS/UNEP) As further observed by UNCHS (Habitat)/UNEP, changes in management approaches and processes, and their economic and positive effects can be felt only when they are firmly rooted and routinely practiced. This is achieved through a consistent internalization and mainstreaming of the process activities and approaches within the existing institutional framework (UNCHS/UNEP, 1998: 15).

### **3.2 What to Institutionalize?**

The institutionalization of the EPM process focuses on the four elements of the process:

- (i) Information management and expertise;
- (ii) Decision-making process;
- (iii) Project/Programme implementation;
- (iv) Resource mobilization and utilization.

The four elements, as composed in a table form by UNCHS (Habitat)/UNEP in one of their recent works, is presented in Table 1.

As UNCHS (Habitat)/UNEP (1999:20) inform us, the institutionalization of the EPM does not normally entail the creation of a wholly new institutions. Rather, the strengthening and or modification of those existing institutions may be pursued with emphasis on the following (UNCHS (Habit)/UNEP, 1999:20):

- (a) Adjustment in mandate (responsibility and authority) of existing institutions;
- (b) Strengthening of capacities and functions in particular areas;
- (c) Adjustment in inter- and intra-institutional relationship;
- (d) Adjustment in the status of existing formal mechanisms; and
- (e) Integrating the SCP Working Groups and their approach into existing structures such as the city council and its committees.



**Table 1: Elements of Institutionalization and their Correlation with the Elements of the EPM Process\***

	Elements of the EMP Process			
	Information	Strategies & Decision Making	Implementation	Efficient Resources Use for Effecting Change
Core Elements (SCP-Principles)	Sharing of information	Cross-sectoral focused strategies rather than sectoral strategies	Inter-sectoral coordination; sustainability	Leveraging resources; demonstration replication and upscaling; bottom-up; coordination with other partners through multi-modular action plans
Software Elements (capacity & expertise)	EMIS, GIS	Analysis of development plans: formulation of strategies and action plans	Implementation capacity	Project packaging and resource mobilization
SCP Project Products	Environmental profile	Issue-strategies: action plans; investment project; tested development principles	Implementation of demonstration projects	Up-scaling of demonstration projects

\* Institutionalizing EPM itself is another element within the EPM analytical framework.

Source: UNCHS (Habitat)/UNPEP (1999) *Institutionalizing the Environmental Planning and Management (EPM) Process*, p. 17.

## **3.2 Levels of Institutionalization of the EPM process**

The institutionalization of the EPM Process is required at three levels: the public, formal and informal private, and the community. None of the three levels should be skipped otherwise the EPM cycle will be broken and the overall result will be partial, uncoordinated, unsustainable and half-hearted. As explained earlier in this chapter, and to use the words of Bloxom (1996:1), "the EPM process is consultative and aims to draw in representatives from informal community groups, NGOs, CBOs, the private sector (both formal and informal) and ultimately a broader group including national agencies and the international community".

### **(1) Public Institutions**

As Bloxom (1996:1) observes, primarily changes such as the adoption of an EPM process are directed at Government in that Government normally is the ultimate guiding force in urban planning and management. In Nigeria, the Federal, State and Local Governments, being constituted authorities with necessary legal, human, financial and material resources, are expected to be in the forefront in the whole process of institutionalizing the EPM process through their various ministries, departments and units.

What the institutionalization means is that every ministry, department, or unit of any government institution should adopt and apply the EPM process in every one of its activities: project or programme initiation, assessment, prioritization, planning, implementation, and management. In other words, if, for example, the Oyo State Government intends to upgrade the condition of roads in Agbeni Area of Ibadan, a Working Group (WG) has to be set up and be based in an anchor Ministry, in this case, Ministry of Works and Transport. The WG will be composed of representatives of Ministries of Finance, Lands, Housing and Survey, Commerce and Industries, Project Coordination Unit, Department of Town Planning, Oyo State Water Co-operation, NEPA, and NITEL. There will also be representatives of Agbeni Community residents, Agbeni Market Traders Association, NURTW, Ibadan North-West Local Government, relevant NGOs, and any international support agency having an interest in Agbeni Community. The WG will be responsible for the planning, execution and management of the road upgrading project.

The SIP Waste Management Working Group is permanently housed in the Ibadan Waste Management Authority since 1998 and holds meetings every other week with the Management of the Authority. A proposal by a foreign-based investment firm to establish a waste conversion plant in Ibadan for the State Government was passed to the WG for comments and advice. This was one effort by the Oyo State Government through its parastatal to institutionalize the EPM process.

When every project and/or programme (including for example, supply of free



refuse containers to a section of the city) to be embarked upon by any arm of government goes through or it is handled in accordance with the described WG procedure as a matter of routine, institutionalization of the EPM process has taken place.

Educational and research institutions are not left out of the institutionalization process. They have very critical roles to play especially in the area of awareness, sensitization, concept dissemination, data generation and documentation. The teaching curricula of the primary, secondary and tertiary institutions are to specifically include the EPM process in all its ramifications. School projects and activities are to be undertaken in a participatory, interactive, and collaborative manner through the active involvement of teachers, pupils/students, PTA, Local Government Community Development Council, NGO, and where necessary, representatives of State and Federal Governments, and external support agencies.

### **3.3.1 State Government Level**

3.3.2 Within the framework of the Oyo State Government, the institutionalization of the EPM process should include the following:

- (i) Setting-up of an Inter-Ministerial EPM Board (InMEPMaB) to be made up of Permanent Secretaries and Commissioners and to be based in the Office of the Governor.
- (ii) Setting-up of Intra-Ministerial EPM Committee (InMEPMaC) to be made up of all Directors or Heads of Departments in a particular Ministry. The Committee, which should be attached to the Office of the Commissioner, will have the Commissioner as Chairperson and the Permanent Secretary as its Secretary.
- (iii) Setting-up of cross-sectoral EPM Project Working Group (EPM-PWG) as a standing unit to administer and coordinate projects and programmes of a particular Department/Unit in a Ministry. The EPM-PWG will relate to the InMEPMaC which in turn will liaise closely with the Board. This Working Group will have representatives of relevant stakeholders from both the private and popular sectors.
- (iv) Adequate budgetary allocation should be made for the operations of the Board, Committee, and Working Group.
- (v) An EPM Information Unit must be established and run by the Ministry of Information for regular publicity and dissemination of information on EPM activities in the State.
- (vi) An EPM data-base must be established, maintained and regularly updated for proper documentation of the activities of the Board, Committee, and WG.
- (vii) Setting-up of EPM Working Group (EMP-WG) for each of the State Government parastatals including Water Corporation, Housing

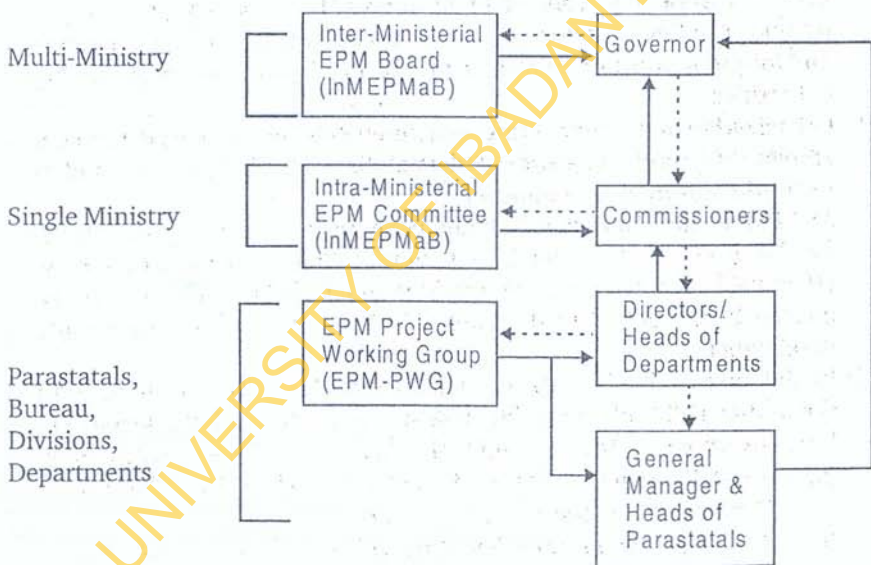


Corporation, Oyo State Environmental Protection Commission, and Ibadan Waste Management Authority. The WG should be a standing body to be chaired by the General Manager and made up of relevant stakeholders in the public, private and popular sectors. A Waste Management Working Group housed in the Ibadan Waste Management Authority, and Ibadan Water Supply Working Group housed in Oyo State Water Corporation provide a good example.

- (viii) Ministries and Parastatals should promote joint capacity-building as well as collaborative projects/programmes based on the EPM process.

Figure 1 shows the relationship of EPM Board, Committee and Working Group at the State Government level.

**Fig. 1: Proposed Structure for the Institutionalization of the EPM Process at the State Government Level**



Source: Author

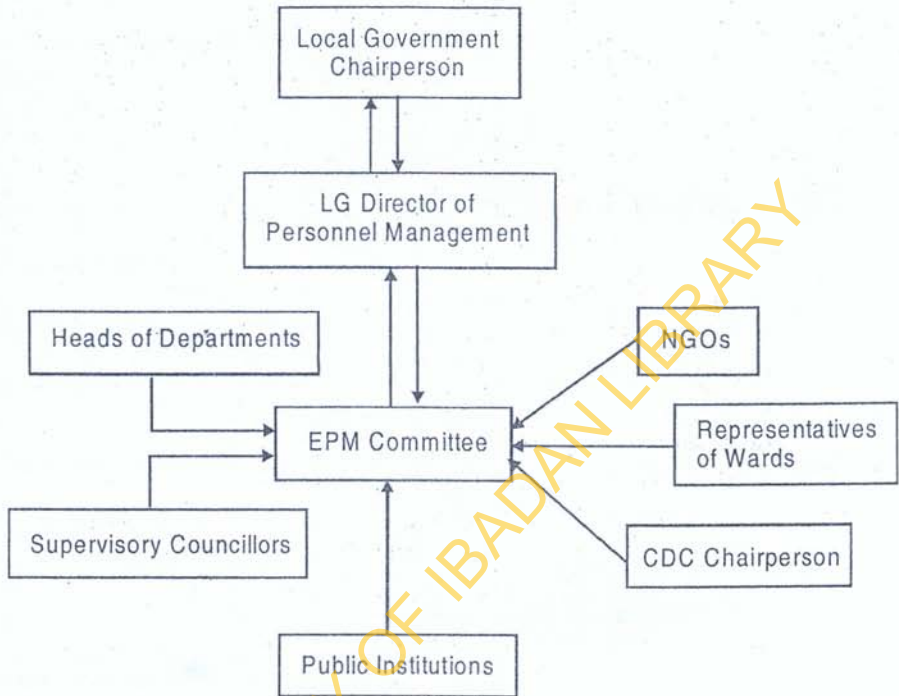
### 3.3.2 Local Government Level

The following suggestions are presented towards the institutionalization of the EPM process within the framework of local government administration. The eleven local governments in Ibadan region are used as examples because of their relevance to the SIP

- (i) Setting-up of a Local Government EPM Committee (LoGEPMaC) in every local government area to be made up of supervisory councilors, heads of departments/units, representatives of key government agencies, representatives of the organized private sector and NGOs, one representative from each ward as well as the Chairman of Community Development Council in the local government area. The LG Chairperson and the LG Director of Personnel Management (DPM) will serve as Committee Chairperson and Secretary respectively.
- (ii) The Local Government EPM Committee should hold regular meetings in rotation at Ward level.
- (iii) Setting-up of EPM Project Working Group for every project/programme embarked upon by the local government.
- (iv) Each project WG should be anchored on the most relevant department or unit of the local government for ease of administration and effective facilitation.
- (v) Every department/unit should be encouraged to adopt EPM process in its routine including development control and development plan preparation and implementation activities of the local government planning authorities.
- (vi) Organization of regular briefing sessions on EPM for all local government employees to promote greater understanding of the EPM process and its institutionalization requirements.
- (vii) An EPM documentation unit should be set up in each local government for the proper and regular documentation EPM activities and for the effective dissemination of information and decision. This unit may be housed in the department responsible for planning and community development.
- (viii) In the case of Ibadan region, Ibadan Inter-Local Government EPM Committee (IBLoGEPMaC) should be set up jointly by all the eleven (11) local governments. The Committee should function in the following way:
  - (a) It is to be composed of the Chairpersons and Directors of Personnel Management of the 11 local governments.
  - (b) A Chairperson for the committee will be appointed in rotation.
  - (c) The Directors of Personnel Management will see to the implementation of all resolutions made by the committee.
  - (d) There will be equity in the funding of the activities of the committee.
  - (e) Meetings of the committee to rotate among the 11 local governments.
  - (f) The 11 local governments should promote join capacity-building as well as collaborate on projects/programmes.

Figure 2 shows the structure of the EPM committee at the local government level.

Fig. 2: Proposed Structure for Local Government EPM Committee



Source: Author

### 3.3.3 Community Level

Most environmental problems originate at the community level, and interestingly, effective solutions are and should be community-based. The continued participation of communities in the planning and management of their environment is non-negotiable and must be ensured. For the institutionalization of the EPM process at the community level, the following suggestions are presented:

- (i) Every community member must be encouraged to create/develop and demonstrate great interest in matters affecting his/her neighbourhood.
- (ii) Every community member must support the creation of genuine alliances between community members, local-level government, state and federal government, other public agencies, the private sector voluntary organizations, and the international support agencies based on partnership, accountability, transparency, collaboration, participation, trust and inclusion (Wahab, 1998b:60).



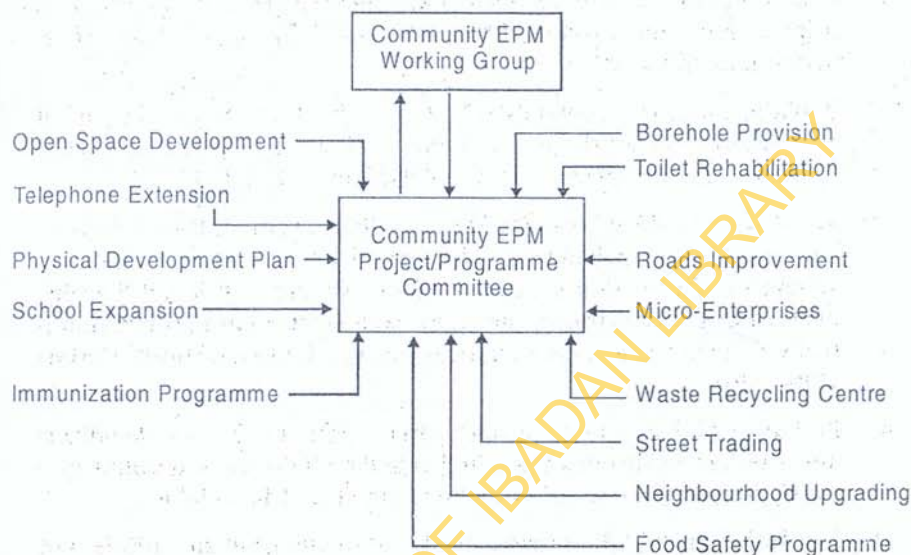
- (iii) All development projects/programmes within and for the community must go through the EPM process.
- (iv) All community members should be encouraged to actively participate in community-based strategy and action planning to ensure that the interest and aspirations of all are reflected in all the stages of the process from problem and priority identification to resources mobilization, project implementation, management and evaluation.
- (v) Every community must fashion out a community-based participation mechanism which may enable all stakeholders, including individuals and families, and with gender/handicap consideration, enjoy full and all benefits associated with any development project/programme/activity.
- (vi) In every community, there should be a standing Community EPM Working Group (CEPMAWoG) to be composed of:
  - Representative of each compound or street block;
  - Representative of each CDA operating in the community
  - Representative of women group;
  - Representative of youths;
  - Representative of local government, and of state and federal government agencies located within the community; and
  - Representative of NGOs operating in the community.

The Working Group will be headed by a committed community leader for a specific period to avoid sit-tight and self-serving leadership. A secretary will be appointed from among members of the community. The WG should hold regular meetings and decisions taken must be properly documented and regularly disseminated.

- (i) Setting-up of a community EPM Project Committee to be composed of representatives of stakeholders who are considered relevant to the project or programme.
- (ii) Community members must be mobilized and encouraged to volunteer their resources (time, materials, money, expertise, ideas, labour, and political influence) towards addressing community environmental issues.
- (iii) Community members must develop the spirit of ownership of any project or programme being developed within their community and be actively involved in the supervision, management, and maintenance of such projects.
- (iv) Anchor the Community EPM Working Group on existing community administrative structures such as the Community Neighbourhood Development Union or Landlord/Tenants Association to ensure an easy take-off of the WG.

Figure 3 shows the structure of community EPM Committee at community/ward level.

**Fig. 3: Institutionalization of EPM at the Community Level**



Source: Author

#### 4.0 Requirements for Institutionalization

As Wahab (1998a:19) informs us, institutionalization of the EPM process requires that inter-institutional and cross-sectoral procedures and behaviour be entrenched or integrated into daily routines of institutions and organisations. For this to be successful, certain things must be done and certain resources also have to be available. Some of the basic requirements are presented below:

- (i) Building up local capacity in the public, private and popular sectors is very crucial to not only maintaining an effective EPM process but also achieving meaningful institutionalization. The capacity-building being referred to here goes beyond the traditional institutional development (formal training and retraining programmes, organisational structure, and institutional finance) to include “inter-institutional and cross-sectoral procedures and behaviour, built into daily routine” (UNCHS, 1995:8). Every stakeholder or actor must learn something on a continuous basis through the process. Informal capacity-building technique which emphasizes “learning by doing” is very relevant and more useful in the



Nigerian society and therefore crucial to the institutionalization of EPM at all levels. When people possess required skill, information, and knowledge they will have the confidence to use them in their routine activities and invariably pass them on to many others. Constant identification, recognition and utilization of local talents, expertise and resources from within project communities help to stabilize and enhance local institutions and services.

- (ii) Public agencies must not only accept participation in project design but should also provide the political and/or financial support to make it successful at the implementation stage (Skinner, 1983: 134).
- (iii) Members of EPM Board, Working Group and Committee should be energized, motivated and treated with both courtesy and hospitality at all levels in the institutionalization process so that they do not "become disillusioned or frustrated once they experience what participation is really about in terms of time, effort, and compromises it involves" (Moser, 1989: 120).
- (iv) Prompt and full payment of counterpart contributions by all stakeholders and the honest disbursement and regular rendition of account in a transparent manner to the satisfaction of relevant stakeholders.
- (v) Institutionalizing EPM process means doing things in an entirely new way and abandoning old routines, It therefore requires a great deal of patience and perseverance, and its integration in our society should be done in a most gradual and subtle manner to prevent conflicts, unintended provocation and tongue-lashing. The process can be expanded incrementally.
- (vi) Replication of projects/programmes implemented through the application of the EPM process.
- (vii) Power, authority and decision-making must not be concentrated in the hands of a few persons or representatives of one sector only. Coordinators or Chairpersons of Working Group must recognize and treat other members as equal and so must be responsive to the calls, demands, ideas/opinions of their members without prejudice.
- (viii) Traditional administrative structure and approaches to decision-making, project planning and management should be incorporated into the EPM process and made a part of the institutionalization.
- (ix) Consensus must be sought and reached on every issue.
- (x) Proper and sustained linkages must be established between and within not only public institutions but also private and public sector institutions.

- (xi) Appropriate/relevant legislations must be enacted, changed or amended, as the case may be, to facilitate the routinization of the EPM process by institutions at all levels.
- (xii) There must be an anchoring agency/institution/body for every programme or activity that will provide the required lead or working environment. The anchoring agency must be very relevant in scope and function to the issue being addressed.
- (xiii) Availability of committed "change agents" who have a good understanding of the EPM process, have good local knowledge and have sufficient seniority and personal respect to ensure that they will be listened to and taken seriously - and to ensure that they can help mobilize the necessary political support (UNCHS (Habitat)/UNEP, 1999:27).

## 5.0 Possible Constraints or Limitations to the Institutionalization of the EPM Process

As may be expected, there are certain constraints that are likely to hinder, directly or indirectly, the much-sought institutionalization of the EPM process. Such constraints which are by no means exhaustive, include the following:

- (i) **Political Instability:** The frequent changes in the political and administrative structures of the Federal, state and local governments will impact negatively on the effective institutionalization of the process. For instance, between 1995 and May 29, 1999, there were five changes in the political/administrative structure of the 11 Local Governments in Ibadan region. In the same way, the ridiculous manner by which career officers, especially Directors of Personnel Management, Town Planning, Works and Finance, are transferred almost every quarter has stalled the various attempts or efforts to institutionalize the process at the local government level. To date, only the Ibadan North-West and Ibadan South-East Local governments succeeded in setting up their Local Government SIP Committees. Even, these two committees have not been meeting because of the frequent transfer/changes of key personnel.
- (ii) **Poor or low local capacity:** Lack of or poor local technical and coordination (management) capacity on the part of public institutions, private sector organisations, or community will pose a great constraint to the process of institutionalization. The capacities of stakeholders to deal with specific environmental issues will affect their level of success even when they have the great desire to address issues in the most participatory and collaborative manner.



- (iii) **Varying Nature of Environmental Issues:** Environmental issues differ from country to country — indeed from city to city — the character of type of development is different, national and sub-national preferences and priorities are also different. The capabilities of the existing institutions for dealing with environmental issues will also differ — some countries and organisations are better equipped than others to deal with such matters (Bloxom, 1996b:2).
- (iv) Resistance to change by public technocrats, private sector operators, and/or the community sector who may not see the need to move away from the status-quo of “top-down decision-making”.
- (v) Lack of trust or unhealthy suspicion between and among actors or stakeholders in the public, private and popular sectors especially in the areas of information, budget planning, budget packaging or execution, prioritization of environmental issues and modalities for addressing them.
- (vi) **Lack of or Inadequate Resources:** Institutionalization of EPM process may be constrained by inadequate resources such as finance (budgetary allocation, levies, donations), materials (educational, audio-visual, infrastructural), manpower, and the enabling environment. Stakeholders must be ready to commit adequate resources, including time, for effective institutionalization.
- (vii) Inadequate or lack of public awareness programmes and publicity, on the goal, objectives, benefits and workings of the EPM process, and the requirements/procedure for institutionalizing it.
- (viii) **Partisan Politics and Politicization of Issues:** Institutionalization of EPM process requires that urban development activities be undertaken jointly by all stakeholders based on consensus and active participation. This can easily be marred by partisan politics and/or politicization of environmental issues simply because different stakeholders belong to different political ideology. The EPM process being operationalized by a political regime may be suspended by a successor all in the name of politics.
- (ix) **Selective Involvement of Actors/Stakeholders:** Unless all relevant stakeholders (irrespective of gender, socio-economic status, political leaning) are involved fully and actively in a project or programme or activity, the process of institutionalization of the EPM will be a mere mockery and a complete illusion. The public sector, for example, must never be reluctant to involve communities in decision-making “for the fear of the public knowing too much” (Wahab, 1998a:26). Communities too must involve the public and private sector in development activities

as a routine rather than viewing the public sector involvement as time-wasting, bureaucratic, and tax-ladden.

- (x) **Mis-information or Lack of it:** This is a possible constraint. For an effective institutionalization of the EPM process, there must be adequate, accurate and regular information dissemination about the activities and plans of governments, private sector, and communities among and between members of each sector.
- (xi) Poor legislative instruments, which may not enable institutions to function effectively and efficiently.
- (xii) The strength, structure, size, diversity and vigour of the private sector may constrain the institutionalization process.

## 6.0 Conclusion

The EPM is a process rather than a product. It is a dynamic, bottom-up participatory, interactive and collaborative approach to urban planning and management. It fosters partnership, understanding, agreement, consensus, equal participation and coordinated action by the full range of public, private and civil society institutions (as stakeholders) at the national, state, local government and community levels.

The private and popular sectors are acknowledged to have abundance of untapped resources which could be channeled towards environmental improvement programmes. However, the traditional top-down approach to urban management which emphasizes the non-inclusion of both the organised and popular sectors in development activities in Nigeria has not enabled the federal, state and local governments to access the private sector resources. In the same vein, the popular sector is wary of the public sector and therefore feels reluctant to involve the latter in community-based projects. Under the Sustainable Ibadan project, this trend is changing very fast. Through the adoption of the EPM process, the organised private and popular sectors readily and voluntarily offer their resources to complement/ augment those of governments towards a sustainable development of the city. Through the process community-based spring water improvement project, community-funded toilet improvement, two community-initiated but private-sector funded boreholes: community-initiated and state government funded organic fertilizer plant in Bodija and UNDP funded plant in Ayeye have been successfully carried out in Ibadan city.

In order to sustain the benefits of the EPM process, there is the urgent need for its institutionalization at all levels: national, state/regional, local/community. The institutionalization has to be both inter- and intra-institutional covering all public-private, and popular sector institutions. This process of institutionalization, however, requires a lot of patience as it involves the adoption of new ways of



doing things while abandoning what Bloxom (1996b:11) calls "old entrenched and time-tested routines". This explains why 11 years (1995-2006) after the commencement of the SIP, its darling EPM process is still in its early stages of institutionalization.

Institutionalizing the EPM process should certainly be the ultimate in the whole quest for sustainable urban planning and management of present and future human settlements. Heads of government, politicians, teachers, retired and serving civil servants, artisans, butchers, water vendors, journalists, scientists, environmentalists, opinion/religious leaders, activists, private sector consultants, housewives, youths, and researchers among others have unlimited roles to play and should be mobilized to participate in the institutionalization of the EPM process. It is a process of internalization and assimilation which must be initiated freely and willingly from within various institutions.

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