

PHYSICAL DEVELOPMENT PLANNING SUB-COMPONENTS AS VERITABLE INSTRUMENTS FOR ORDERING INTEGRATED GROWTH AND SUSTAINABLE DEVELOPMENT IN NIGERIA

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ABSTRACT

Our attempt in this work is to present graphically the major milestones that are important in repositioning Nigeria for Urban and rural development. For there to be a sustainable development there has to be a well thought out National Development Plan and there must be the political will to assiduously pursue and implement the plan as enunciated. We concluded that Development Control and national Building Code are the bedrock for the management of the physical development in a developing nation like Nigeria. The method we have used here is that of integrative humanism. Urban and rural development can only be achieved if all the subsectors in physical development are harnessed for national integrated growth.

Introduction: Definition of Planning, Physical Development Planning, Economic Growth and Development

Everybody plans to achieve objective. Planning is rational, goal oriented, future oriented and action oriented. Decision is involved with choice of best alternative course of action. We plan because of tomorrow's uncertainty and because resources are scarce. It is difficult to achieve orderliness and sustainable development without planning.

Physical planning also described as "Land use planning", "Town and country planning", "Urban and Regional planning" or simply "Town Planning" relates generally to the use of land or the spatial expression of the desired form of social and economic development to be translated on the ground. Physical planning is a comprehensive and system related process through which plans and policies are evolved for enhancing the quality of our environment and the lives of the inhabitants (The Urban and Regional Planning Law (Decree 88 of 1992). Franklin (1992), defined "Physical Planning" being focused on the concern with the design, growth and management of the physical environment in accordance with predetermined, and agreed policies, where balanced social and economic objectives may be achieved. Physical planning was summarized thus under the following headings, viz;

- (a) Physical planning provides a planned spatial framework of development for the physical environment within which a balanced programme of social and economic development can be carried out. It provides a master plan or compass for development.
- (b) It provides the legislation necessary for the planning, controlling and implementation of the physical development process and
- (c) It is done to ensure the establishment of centralized infrastructure with overall responsibility for planning, evaluation, co-ordination, administration and implementation of

a comprehensive development programme. Physical planning in this context is the planning of buildings, parks and gardens, roads, basic social services and other physical things. It is the art and science of controlling the use of land, the character and arrangement of building so as to achieve economy, convenience and beauty (Kibo; 1980).

Physical planning is synonymous with “Development Planning” which means any development, which when embarked upon or executed by either private or public developer brings about development. While development plan in physical term is the policy document prepared to guide physical development decisions and solve some planning problems in the built environment. National (Economic Development) Planning is not directly the same thing as Physical Planning. Physical Planning is a subset or one of the sectors supposed to be treated under national planning but often a time, the economic issues dominate to the extent of neglecting physical planning backup in National Development Plans.

Economic growth is the percentage change in real gross national product. It is the increase or decrease in the total product when compared with the past year. So we have Economic boom (Eldorado, growth) or economic retardation (doldrums debacles/Slump) respectively. The conditions that encourage economic growth include qualified labour, technological innovations, sound management; natural resources, macro economic and fiscal policies. National Planning is concerned with the objectives related to growth, allocation and redistribution of resources. Developing countries, like Nigeria, simply prepare National Development Plans within given periods at some stages to guide their efforts in national development. This is with the recognition that national economies are vulnerable to foreign competitions and technological changes. National planning provides the framework for the overall development of all the sectors. Urban and Regional Development is inclusive along with other sectors such as Education/Human Resources development, Health and Capital Finance. This is what we call integrative approach to the issue of urban and regional development.

Development in general terms connotes a planned process of change in the right direction which have some implications for livelihood. Black (1966) defined development as growth plus change towards ideal level of modernization such as that traceable to productivity, social and economic equalization, modern knowledge, improved institution, attitude, rationally co-ordinated system of policy measures that can remove the host of undesirable conditions in the social system perpetuating the state of under-development. It answers three fundamental questions viz;

- (1) What has been happening to unemployment?
- (2) What has been happening to inequality? And
- (3) What has been happening to poverty?

All these are issues raised in Millennium Development Goals (MDG) target 1 to address the problem of economic wellbeing of human beings.

The Aim of Sustainable Development is that which seeks to meet the needs and aspiration of the present without compromising the ability to meet those of the future (Brundt World Commission on Environment and Development, 1987). It is a process in which the exploitation of resources, the directive of investments, the orientation of technological development and institutional change are all in harmony and enhance both current and future potentials to meet human needs and aspirations. Sustainable development embodies the nations ideas of a development process that is equitable and socially responsive, recognizing the extensive nature of poverty, depreciation and inequality between and within nations,

classes and communities. It also seriously advocates that the world be seen as one ecosystem and advocates that economic development process should include ecological and environmental issues as an essential component. This is where and why the physical planning components become very relevant for improvement of the environment for the welfare of mankind and maintenance of the ecosystem.

The definition underscore the fact that physical planning or land use planning, in addition to physical, economic considerations, also addresses the issues of health, safety and general well being of people; often referred to as public interest determinants of land use. Chapin (1970) further expanded the physical planning focus to include urban land market, and culture-bound considerations such as customs, traditions and belief. The land use zoning emphasis come into the fore as result of the debate on the public interest perspective of land use planning. Land use zoning has come to recognition as government intervention instrument packaged in form of legislation and legal control in Town and country planning matters.

The Place of the Nigeria Urban and Regional Planning Law (Decree 88) of 1992 with some levels of Physical Development Plans

This is the physical planning law instrument that guides the legal and administrative procedure in the operation of physical planning and implementation with development documents. It is the only post-colonial physical planning legislation in the country and it operates based on the facilitation and use of land for physical planning purposes hinged on the provision of the land use Act of 1978. The law provided for the establishment of three agencies at the National, state and local government levels for the administration of physical planning activities in Nigeria. With this arrangement we have the National Urban and Regional Planning Commission at Federal level, the State Urban and Regional Planning Board in each state of the Federation and the Federal Capital Territory (FCT); and Local Planning Authorities in the Local Government Areas (LGAS).

The responsibilities of Federal Government include formulation of National policies for Urban & Regional Planning and development, the preparation and implementation of the NATIONAL PHYSICAL PLANS including the National physical development plan, regional and sub-regional plan, urban Master plans and subject plans. It also includes the preparation and implementation of Urban & Regional Planning standards for Nigeria, the promotion and fostering of education and training for Town Planners and Support Staff. It also includes the conduct of research into Urban & Regional Planning, the coordination of states and Local Governments in the preparation and implementation of their physical development plan; provision of technical assistance to states; recommendation and dissemination of research results to user organizations; and development control over federal land.

The commission at the Federal level, Board at the state level as well as local planning Authorities in each local government area are each headed by a chairman, who must be a registered Town Planner. Other members are made up of representatives from each of the relevant multidisciplinary built environment-professions (namely, Town Planning, Architecture, Civil Engineering, Lands and Estate Surveying and Law). At least in the Federal Commission, there should be one representative of each of the following:

Nigerian Chambers of commerce, Industries, Mines and Agriculture; representatives of the States of the Federation and the FCT in rotation; a representative each of the Federal Ministries of Works; Land & Housing; Finance; Agriculture; Environment; Power Holding Company of Nigeria; The NNPC; the Nigerian Telecommunications plc. The

States and local governments have similar outfit and functions as those of the Federal. The Local Government plans are subject to those of the States which in turn are dictated or superimposed by the National physical development plan of the Federal. The composition of the membership are not far from that of the Federal but fewer in number. The States prepare regional plans, sub-regional plans, urban plans, local plans and subject plans, whereas, at the local level, they prepare town plans, rural area plans, local plans and subject plans and also control development within its area of jurisdiction other than over Federal or State land.

The Nigerian Urban & Regional Planning law decree 88 of 1992 is made up of six parts comprising 92 sections. Part I deals with plan preparation and administration. Part II and III respectively deals with Development Control; and additional control measures in special cases. Part IV deals with acquisition of land and compensation. Part V deals with Improvement Areas – Rehabilitation, Renewal & Upgrading and Part VI finally deals with Appeals.

The physical planning law document spelt out broadly the major components of physical planning that contribute as veritable tools or instruments to achieving orderliness and sustainable development for the welfare of the citizenry in Nigeria. Some of the components includes: National physical development plan, Development Control, Environmental impact assessment, Urban Renewal and Slum Upgrading for improvement, rehabilitation & resettlement.

Others which are implied include National Urban Development policy, National Housing Policy & Housing Data Bank in support of population census sites & Services Scheme with adequate infrastructure design including Urban traffic & transportation management. The aforementioned components shall be discussed in brief one after the other.

**National Physical Development Plan (NPDP),
The Stem to all Physical and Sustainable Development**

The National physical Development Plan (NPDP) has been identified to be at the apex or top of the hierarchy of physical plans in the Nigerian Urban and Regional Law (Decree 88 of 1992). It is the topmost spatial policy framework for the development of the country and also the reference point for the other lower level regional and settlement plans. It is a veritable development tool that will address all sectors of national social and economic activities with a spatial expression on the ground of the Nigerian national entity as a region. In other words, this physical plan will nationally clarify the objectives and targets of social and economic development and identify/direct where the programmes and projects are to be located democratically with equity and economic base resource justification.

From the colonial era and since political independence, over fifty two (52) years ago, Nigeria has operated various development approaches and plans under two categories, viz: economic and spatial plans but much more dominated by economic plans that were detrimental to spatial expression of physical development on the ground. The Nigerian Economic Plans notable as sectoral plans with fiscal allocation, most times placed within the context of National Development Plans (NDPs) are as follows:-

- a) Plans for Development and Welfare, 1945 – 1955
- b) Nigerian Plan for Development, 1955 – 1960
- c) First National Development Plan, 1962 – 1970
- d) Second National Development Plan, 1970-1974
- e) Third national Development Plan, 1975 – 1980
- f) Fourth National Development Plan, 1981 – 1985
- g) Structural Adjustment programme (SAP) with Rolling Plan, 1986 – 1997

- h) Nigerian Perspective Development Plan (with vision 2010), 1997 – 1999
- i) National Economic Empowerment & Development strategy (NEEDS), 2003 – 2007
- j) Financial System Strategy (FSS) with Vision 20:2020, 2007- date

Looking at the list of the above National Development Plans, you will agree with the consensus opinion that the development plans were dominated by national economic planning mixed with few piecemeal physical planning. The National Physical Development Plan from 2010 – 2030, although coming late under the design and coordination of Federal Ministry of lands, Housing and Urban Development but is highly welcomed as the veritable instruments for orderly growth and sustainable development as summarily discussed below;

The Strategic Regional Development Plan (SRDP) to guide the development of each geopolitical zones, which must complement or be incorporated as a forerunner to the National Physical Development Plan, has been prepared by the Housing Ministry already. In addition, the formulation of vision 20: 2020 now on course, imperatively provides the socio-political and economic policy platform for the National Physical Development Plan, which will go beyond the economic sector, regional and political spheres demonstrated by the old development plans adopted from post-independent time to date.

It shall be the Federal Government spatial development instrument which will guide actions to produce the desired changes in the national space economy. It is also to promote rational land allocation to competitive uses in Nigeria for the best pattern of land utilization in environmental, social and economic terms and strengthen linkages of settlements to ensure optimal distribution of productive activities and products. It is worthy of note that vision 20:2020 is all about how to place the Nigerian economy on a global competitive and sustainable stand by targeting the GDP of not less than 900 Billion US Dollars and National Per Capital Income of not less than 4000 US Dollars per year by 2020. It embraces reform areas of electoral, and use/property and public service as well as social areas of national security, human capacity development and infrastructure. It is to be realized through three medium terms (4 years) implementation plans in Nigeria.

The principal issue of the National Physical Development Plan is to bring to the fore burner the provision of the basic necessities both for the rural and urban dweller across the country with improved social, environmental, physical and economic opportunities to curb down poverty for better wellbeing of the citizenry.

It is important to note that Nigeria is a signatory to many international pacts like UN-Habitat, UNICEF, MDGs, AMCHUD, Shelter Afrique, etc, and the internal policy of vision 20:2020. For these policies and agreements to manifest laudably in Nigeria, there is absolute need for guideline to groom physical development actions to the right, acceptable, affordable and sustainable direction. This function will be covered by the National Physical Development Plan.

In conclusion, we can see that the National Physical Development Plan is a veritable policy instrument prepared to guide physical development and improved infrastructure base of the country towards building sustainable human settlements in Nigeria. This truth has been captured in (NPDP) objectives, viz;

- To give tangible expression of aspiration of the nation's socio-economic development plans;
- To optimize the utilization of land and natural resources for sustainable development;
- To promote regional and national development;
- To secure spatial and environmental quality and diversity of high quality of life; and

- To achieve national development objectives by 2020 and create a competitive economy among nations. It will control rapid urbanization/rural-urban migration.

Development Control and National Building Code as the Anchor for Management of Physical Development for orderly Growth and Sustainable Development

Development is defined as the carrying out of any building, engineering, mining or other operations in, on, over or under any land, or the making of any environmentally significant change in the use of any land or demolition of buildings including the felling of trees, and the placing of free-standing erections used for the display of advertisements on the land and the expression “develop” with its grammatical variation shall be construed accordingly (The Nigerian Urban and Regional Planning Decree 88 of 1992).

This simply means an act that leads to physical change of an environment carried out on, under, in and above the ground (earth).

Development control is the regulation of the detailed aspect of physical planning about which precise guidance cannot be given in the master plan and sector plan (Keeble, 1969). It is development as that of regulating the orderly planning and growth of a city by stipulating adequate standards, for all aspects of planning (Ola, 1984). Obateru in 1983, defined it as the process of implementing building and land sub-division regulations.

It is a process of monitoring and enforcing set down rules and measures of standards in the development of land to achieve the goals of frictionless circulation, balanced and harmonious development or growth to ensure protection of individual’s right with others, for a sustainable development. It is simply a tool to regulate land-sub-division, using planning standards as benchmark in all physical plans. For every development, guidelines and standards are set up for implementation to avoid creating chaos to the environment and other users.

This is why every developer has to follow the process of application, submission of relevant documents and arrange site inspections. The process is required for any land use, residential, commercial, industrial, recreational, public or institutional buildings, parks and gardens, as well as traffic/transportation routes, etc. Development control Departments will check new developments, fencing, demolitions, repairs and renovation, change of design, change of land use or purpose clause, contraventions, illegal occupation and revalidation of development permit, as well as certificate of fitness and habitation.

The monitoring and routine check on the site is to see that the developer is not illegal, he or she is not wrongly building on the wrong plot or to ensure that developer has development permit and is building according to the zoning and approved standards. Zoning is another consideration if not checked, people could build under electric tension wire or close to oil pipeline which are dangerous. That is also why houses are not built contiguously close to the pollutant industries or near the noisy Airport that can affect their health. Filling Station is equally not allowed in the midst of residential area because of the fire outbreak.

To ensure sanity, building plans must agree in land use location as charted in the layout plan and title documents should ensure that owners of plots cannot be changed or compromised in the layout plan. Hence allottees intending to apply for development to commence will submit the following documents.

- i) Letter of allocation, right of occupancy or certificate of occupancy
- ii) Evidence to payment and
- iii) Prepared plans on standard sheet by respective registered professional details which include
5 sets of detailed site and location plan

- 5 sets of Architectural drawings
- 5 set of electrical drawings
- 5 sets of mechanical drawings
- 5 sets of structural drawings
- 5 sets of septic and soakaway pits if buildings are to be located where the central sewage is not available
- 5 sets of fencing details and all finishing, and
- 5 copies of survey plan (1 original copy)

Environmental impact statement report is also required for the following before approval could be granted

- i) A residential land in Excess of 2 hectares
- ii) Permission to build or expand any type of land uses in excess of four floors or 5000 squares meters of a let table space
- iii) construction of public building, filling station, gas refilling plants
- iv) Erection of Telecommunication Mast

Advertisement bill boards are also development that attract some fees and approval before embarkation to advertise. It is also imperative to consider the following for building plan/sites

- Land use/Residential densities to avoid overcrowding in low, medium and high density areas.
- Accessibility to site to achieve hierarchy of circulation plot should not have the access blocked.
- Physical condition of site e.g. drainage and terrain determine foundation type
- Site coverage to avoid overbuilding the plot.
- Right of way – i.e. building line from centre line of access road
- Set-backs of buildings from site or plot boundaries and open spaces/light area.
- Whether any trees on the site should be conserved.
- Adequate space for the loading and off loading (for commercial/industrial buildings)
- Adequate parking lots
- Design, building height, materials and stability of the building
- The size, height and lighting of rooms and floors & life.
- Provision of health facilities e.g. ventilation, lighting, water supply & sanitary facilities

National building code is a document prepared to strengthen the efforts of all relevant professions in the building industry to support development control measures. For example the Engineer would ensure that the right rod is utilized in terms of tensile strength and quantity at different heights and levels. The builder will ensure that the right mix of sand, cement and gravel are produced for concretes. The Architect is to supervise the building designs and aesthetics for the different kinds of public buildings and Housing Estate. They will check the cross ventilation, lighting circulation within the building and the site plan within the plot. The Mechanical Engineer with fire fighters will ensure that the plumbing work, water reticulation and the right type of fire hydrants are installed at the required gradients and levels. The Electrical Engineer will ensure that the electrical connection is effectively done without unnecessary fear of likely fire outbreak. The Quantity Surveyor is of course to cost the materials. The Town Planner is to ensure that everything is well co-ordinated and supervised by the relevant professionals before the developer could be granted

certificate of fitness and habitation. It is only then that developer or tenants could be permitted to live in the house.

Summary, Conclusion and Further Recommendations

Physical development planning has various approaches or components with plans to achieve orderly and sustainable development. Physical development planning components or outputs are more tangible in terms of what the eyes can see physically around the environment more than the outcomes of Human development and capital development. This is because the outcomes of physical development planning are bulky as we look at buildings, bridges, infrastructure, highways, Architectural monuments and civic design etc. Physical development planning processes complement the social, economic and political inputs in development administration.

We have traditional way of handling physical development planning before the coming of the colonial masters with modern environmental planning techniques and education. The traditional rulers – Obas and Emir etc. organize the town development right from the handling of the allocation of land and arrangement of the pattern of the settlement as they first own residences that over look the market and the mosque or quadrangle.

We defined planning as the basic rational human activity concerned with control of future actions. It is goal oriented and involves rational decision-making. Physical development planning was defined as land use planning or Urban & Regional Planning that relates to the use of land or the spatial expression of the desired form of social and economic development to be translated on the ground. It involves the preparation of guiding plans and implementing the plan on the land according to the approved standards.

Some of the components of physical development planning that bring about orderly growth and sustainable development were explained. The Nigerian Urban & Regional Planning Law (decree 88) of 1992 is the National physical planning development legal and administrative document guiding the procedure for implementation of physical development.

The National Physical Development Plan (NPDP) is the stem or the anchor upon which other physical development plans borrow their guide. It is incorporate to vision 20:2020. It nationally translates the social and economic plans and population spatially and distributively balanced on the ground.

Development control and National building Code are the anchors for management of physical development to ensure that the zoning and standard s in the layout plans of any development plan as well as implementation of the contents of the site plans of the plots are maintained for habitability as approved for developers.

Environmental Impact Assessment report is additional physical development planning document with which the impact or outcome of a proposed development could be weighed before hand to know whether such development could be approved or disapproved of because of high mitigation cost or implication. This is applied for assessment of traffic generation on accessibility (highway or road), waste management, population overcrowding, Geophysical Survey/Soil test report, high rise buildings, etc.

Urban Renewal/slum upgrading schemes is a veritable tool to cure the problem of blighted, deteriorated run down settlements. It brings about modification of slum living area so that vehicles can reach the houses. Improvement is brought into the facilities with injection of basic services and infrastructure, etc.

The National Urban Development Policy, National Housing Policy take care of stemming rapid Urbanization by considering different facets surrounding the urban

environment including Population, Transportation Infrastructure, Finance, Human Resources, Security, Governance and Institutional Framework for planning the different areas. National Housing Policy considers the housing stock, the need gap and approaches and strategies for meeting the need gaps especially sourcing for cheap building materials, social housing for the low income group and interventions through enabling environment e.g. access to land and provision of infrastructure as well as mortgage credit.

Site and Services Scheme is a physical development component to ensure that orderly designed functional housing Estates are provided with services, making plots accessible to the general public to build their own houses.

Urban Transportation, Communication & Traffic Management is a Physical Development Planning component to plan against high traffic volume, by ensuring well planned circulation by all modal split for movement of people, goods and services. It includes plan for the telecommunication network to be functional.

New Town plans and growth pole strategies exhibiting city as Engine of growth and sustainable development is a physical development planning that consider Town Development based on the resource or economic base of the environment or the juxtaposition of locations as intervening variable points.

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