MANAGING LAND USE PLANNING IN KADUNA METROPOLIS

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A Thesis Submitted to the Post-graudate School Ahmadu Bello University, Zaria in partial fulfilment of the requirements for the award of a Master of Science Degree in Urban and Regional Planning.

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DECLARATION

I hereby declare that this thesis has been composed by myself and that it is the outcome of my research work. It has not been presented before any examiners for the award of a higher degree. All sources of information are specially acknowledged by means of references.

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CERTIFICATION

This thesis entitled MANAGING LANDUSE PLANNING IN KADUNA METROPOLIS by Shallakuza, Mamman Suleiman meets the regulations governing the award of the degree of Master of Science, Urban and Regional Planning of Ahmadu Bello University, Zaria and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This thesis is dedicated to:

My Parents
My Children
My Wife
and
The first born of the family
late Ahmadu (Mboderi).

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I wish to express my sincere gratitude to all the members of staff and colleagues of the Department of Urban and Regional Planning, who have in one way or the other contributed to the successful completion of this thesis.

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(1991)

THESIS ABSTRACT

Cities are the seat of government, the financial nodes, industrial establishment centres, and indeed, the home of many kinds of people all over the world. The city structure is made up of spatial and aspatial aspects; which includes spatial views, functional organisation of community life and cultural features of the community life. The city operates as a system with interconnections and interdependences. The proper functioning of a city depends largely on its planned landuse and qualified personnel to manage planning. Land is a natural endowment from God and that when land is mismanaged, it can not be replaced.

This study attempted to find out how land is planned and being managed by the Kaduna State Urban Planning and Development Board (KASUPDA) in Kaduna metropolis. This study further examined how planners have faired so far in the dispensation of their profession and see how lapses discovered can be surmonted. The results indicated that although land use planning have created some of the finest manifestations of man-made environment, alot need to be done in Kaduna metropolis to achieve the prime objective of land use planning.

In Nigeria, planning appeared not to have taken cognisance of some important elements in the planning process; such as cultural values and norms in the final design concepts, super-imposing foreign design elements and standards to the detriment of local indigenous designs that suits the planned for. Planners have not achieved much because of non-challant attitude; undue regards to trivial matters with disregard to the real planning issues at hand. Other problems militating against achievement

are shortage of professional staff, lack of proper co-ordination amongst complementary agencies, inter-departmental conflicts and rivalry.

The scope and areal jurisdiction of KASUPDA is not congruent to the functional realities of KASUPDA. The planning Authority is mandated to guide and control development in 21 designated urban centres in the whole state with only 10 professional planners.

In conclusion, some recommendations were made on how to improve the planning and management of land use in Kaduna by re-organising KASUPDA, streamline the planning functions to reflect priority areas and an effective land use planning machinery suggested.

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ABBREVIATIONS

TOPREC	Town Planners Registration Council
NITP	Nigerian Institute of Town Planners
KASUPDA	Kaduna State Urban Planning and Development Authority
WAFF	West African Frontier Force
PAN	Peogout Automobile of Nigeria
KCDB	Kaduna Capital Development Board
NIPOST	Nigerian Postal Services
NEPA	National Electric Power Authority
NITEL	Nigeria Telecommunications
KUPEDA	Kaduna Urban Environmental Planning Authority
LOPA	Local Planning Authority
UPSC	Urban Planning Steering Committee
KASPA	Kaduna State Planning Authority

CHAPTER ONE

RESEARCH JUSTIFICATION AND METHODOLOGY

1.1 INTRODUCTION

It is a fact that in the body there is a morsel through whose healthiness the whole body is healthy, and through whose being diseased, the whole body is diseased. It is the heart. (Abdul, 1981 p.30). Cities in Nigeria with pre-colonial background have traditional residential setting within urban set-up which is different from cities of the post-colonial era, (Abubakar, 1991). These cities exhibit certain characteristics which is a reflection of the inhabitants' life style. Ownership of land is a guarantee to use land the way the owner wants without due regard to any formal planning. The form and structure of urban settlement created show a scenario which is contrary to any European urban setting. In the European urban settlement, the structure created reflect modern planning where there is harmony between land put to different uses which are compatible, healthy and liveable.

In Nigeria, landuses both in rural and urban centres are juxtaposed, in some cases, incompatible and the environment is basically not satisfactory. Despite the establishment of planning authorities in most states of the federation to guide and control developments in urban centres the cities remained unfuctional. The older parts of the urban area apparently appear more organised and functional than the suburbs, a situation contrary to that obtained in developed worlds, where the heart of urban areas are zones of transition, decayed because of ageing and appear unfunctional and unattractive while on the other hand, suburbs are well

planned and attractive. This absurdity found in the cities of Nigeria has been a matter of concern to professionals. Many professionals and organisations are concerned about the city functionality as a whole. Water Engineers for instance are mainly concerned with supply of potable water for the city. Civil Engineers with road networks, Medical personnel with patients. Similarly, agenceis and organisations are also concerned with the city functionality. National Electric Power Authority (NEPA) is mainly concerned with electricity supply, while Post and Telecommunications deals with post and telectommunications lines; Transport Authority with public transport etc. Planners however view the city in its totality. All the fields of other professionals falls within the field of planners and the city is viewed in a wholistic perspective. The planners have responsibility to make the services of all other professions efficient and effective.

1.2 JUSTIFICATION OF RESEARCH

Town planning has been employed in planning and managing towns since 1863 in Nigeria (N.I.T.P., 1991). Eminent in the field of practitioners to undertake these exercises are initially substantive and procedural theories. But the command of the real world makes the practice of town planning and town management fall short of expectations from the stand point of substantive and procedural theories. While substantive and procedural theories are abstractions to explain, the ideal world situation, the application of these abstractions to solve the real world problems is quite a different thing altogether. In theory thoughts,

abstractions and generalisations are made while in practice no results are obtained from empirical studies. This has created a gulf between theory and practice.

In Nigeria studies have focussed on the administrative and evaluation of performance of planning authorities, on implementation of urban projects, but the management of landuse has not been questioned. Land is a natural endowment by God and once mismanaged, it can neither be repalced or another one created. In dynamic world of today, there is need to continuously examine how planning is being managed and shaped in order to pave way for the better future, (Nigeria inclusive). This is the focus of this study by looking at the past, the present and forecast for the future of planning management in Nigera.

1.3 AIM AND OBJECTIVES OF RESEARCH

1.3.1 AIM

The aim of this thesis is to review the management of urban landuse planning in Kaduna metropolis with a view to identifiying shortcomings and proposing a management machinery that meets the dynamics of urban development.

1.3.2 OBJECTIVES

The objective of the research will be achieved through the following ways:-

1. To examine the scope and role of urban landuse planning in urban development.
2. To outline the management systems of urban landuse planning and identify the general characteristics of the landuse management in Nigeria.
3. To review the management of urban landuse planning

in Kaduna since the colonial period.

4. To evaluate the performance of the management system of urban landuse in Kaduna.

5. To propose a framework and machinery for effective management of landuse planning in Kaduna metropolis.

1.4 SCOPE AND LIMITATION

Urban management involves many specialists and/or organisations such as Engineers, Administrators, Estate Valuers, Surveyors, Local Governments, Housing corporations etc. But the research limits its scope to probing how landuse planning is being managed by Kaduna State Urban Planning and Development Authority (KASUPDA) in Kaduna metropolis. The operations of the board outside Kaduna metropolis is out of the scope of this research. The study attempts a historical perspective of Kaduna from the colonial to post-colonial periods with reference to the technical, legal and administrative frameworks, and an assessment of the principal actor, the professional planner within the realm of planning management.

The involvement of statutory agencies such as Water Board, Housing Authority, Transport Authority, National Electricity Power Authority, Division of Town and Country Planning under lands and survey etc., considered with a view to determining their effectiveness and prospect. The study has to contend with lack of adequate documentation on the past trends. A study of this nature requires a considerable length of time and finance to really thrash out the issues at hand of which this research may therefore raise questions and so provide avenues for further reseach.

1.5 RESEARCH METHODOLOGY

1.5.1 DEFINITION OF RESEARCH PROBLEM

Kaduna urban environment is not an accidental happening. It is a product of decisions made both consciously and unconsciously overtime to achieve both single and multiple purposes. The end product of such decisions depend largely on planning inputs which determined the urban structure and functionality. Despite the fact that Kaduna was the first town in northern Nigeria to receive formal modern planning (S.N.P. 9: 1913) during the colonial period - (under the supervision of British Architects and Engineers when they were only few professional Planners). Despite the establishment of a town planning authority in Kaduna to plan and control the developments of the urban centres, it seems the city remained unplanned settlement to reflect any planning inputs. Infact, it appears inspite of the presence of indigenous professional planners (10 in number), advancement in modern planning and other advantages accrued due to advancement in science and technology the older parts of the city (Doka, T/Wada) are more functional and reflect some form of planning than the newly developed parts of the city (Narayi, Television, Rigasa and Malali villages). This trends are also observable in other towns and cities in Nigeria. The basic theme addressed in this study is:

How can this paradox and scenario created be made functional?

The answer provided to this basic question will help in ameliorating the situation and will also be applied in other cities with similar traits in Nigeria.

1.5.2 RESEARCH APPROACH

The reseach scheme adopted is slated into parts. The first part starts with the theoretical underpinning of what the concept of city is; trailing together the finegrains of what make up the city and how such finegrains can be put to function well. This serves as a spring board to synthesize the basic lessons to be learnt in the preview and trends for application in the Nigerian context. It also sets in motion the scope and role of urban landuse planning, answering questions like what landuse planning entails? Who is to plan? What is the alternative to landuse plan where there is none? etc. Part two examines the typical city in Nigeria and narrowed down to Kaduna metropolis. Highlighting the impact of planning on the typical city in Nigeria and take an empirical study of Kaduna metropolis with respect to current planning problems that manifest today. The attempt here is to review how planning have coped before and is coping now to identify and analyse lapses and shortcomings both of planners and planning in order to ameliorate the lapses in the future. To elucidate the relevant issues raised therefore, an appraisal of landuses and assessment of landuse planning in Kaduna since the colonial era to date is made with respect to technical, legal, and administrative frameworks and functional aspects. The landuse allocation and distribution was obtained by calculations from updated maps and this method proved reasonably successful in indicating the lapses in planning after and during the colonial era. Field observation to KASUPDA also proved

essential when the Planner's shortcomings were identified after observing and perusing into their daily activities and assesssing their final work. This kind of study is valid in that it exposes the weakness of the principal actors so that appropriate measures can be taken to correct the past mistakes, one can also see where the problem lies so that cogent actions to be taken against lapses, limitations and future of the profession enhanced, and cities in Nigeria will be made more functional and a better place to live.

1.6 DATA COLLECTION AND ANALYSIS

1.6.1 PRIMARY DATA

Data was collected through three sources. The primary data was collected by means of listing planning functions and ranking them according to priorities which served as a checklist (See Appendix A). This was administered at Kaduna State Urban Planning and Development Authority to cross check facts against what is practically done on the field. Planners were asked to indicate which of the functions they undertake, and second the functions indicated are then probed further as to how such functions are carried out by the board. This check list was also administered at all statutory agencies involved in planning and implementation of urban development in Kaduna. Secondly, primary data was also collected by means of personal inteviews conducted with the General Manager of KASUPDA and heads of statutory agencies. This is with a view to finding information outside the check list. The comments made were interesting and the views

expressed were tremendously useful to the study.

Thirdly, the opinion survey of professional planners was used. Respondents were asked to comment on issues to be tackled by planning authorities in order to improve cities in Nigeria, also to state what should be done to imporve the performance of planning authorities in the country to achieve the prime objective of physical planning. (See Appendix B).

1.6.2 SECONDARY DATA

The theoritical background was obtained from written and unpublished documents; also inferences were drawn from Books, Journals, unpublished thesis, Government Gazettes and Edicts.

Contents analysis of planning progress reports and official files from National Archives, Newspapers and Magazines proved useful to this study.

Analysis of Data was presented in form of a write-up along with the appropriate graphic techniques such as maps, tables and charts.

1.7 THESIS STRUCTURE

This thesis comprises five chapters. Chapter one is an introduction to the process of the study which consist of the aim and objectives, justification of the research and definition of research problems, research approach adopted in carrying out the study, the scope and limitation of the research. In Chapter two, the review of literature consist of the conceptual frame work of the study, which delved into the form and structure of cities in Nigeria highlighting the contrasting paradox of typical city in Nigeria. The scope and role of urban land use planning

is also discussed in chapter two. General landuse management types is examined and narrowed down to landuse planning management types practiced in Nigeria.

Chapter three contains the landuse planning in Kaduna metropolis tracing the history of planning and how landuse planning developed from the colonial era to date highlighting the establishment of Kaduna Capital Development Board, its functions, achievements and failures and how the Kaduna Capital Development Board transformed into the present Kaduna State Urban Planning and Development Authority, its powers, functions and operations.

Assessment of (KASUPDA) is also contained in chapter three.

Chapter four highlights problems of landuse planning in Kaduna metropolis, the inadequacies of KASUPDA, Water Board, National Electric Power Authority and other statutory agencies involved in landuse planning in Kaduna. Chapter five contains summary of findings and recommendations for effective landuse planning management in urban centres.

CHAPTER TWO

REVIEW OF LITERATURE

2.1 CONCEPTUAL FRAMEWORK

The nature of the urban community, its essential purposes and how the purposes can best be fulfilled has been a matter for debate among scholars. Throughout the world there is a growing rapport between academic social scientists and metropolitan policy issues and professional planners who are increasingly concerned with the application of advanced theory and scientific techniques to their probems. Social science has to deal with so many variables in the urban field that it can rarely provide a proven factual basis for any decision whatever. Science can only help to explain why things are the way they are. Therefore, the lack of an accepted image of what a city is and what it could or should be (Foley, 1968: p.9).

As a contribution to the growing concern for the city, the researcher seeks to explain the way the city operates and discuss the metropolitan structure in subsequent sub-topics that follow. Cities the world over perform functions as the intellectual and social capital, the seat of government, the main foci of political activity of all sorts. The city viewed as a dynamic system that evolves in response to may influences.

The system approach allows viewing the city in a systematic operational terms. Each unit operates independently on its own as a sub-system within the larger system and the larger system depends on the sub-systems within the city system to function as a whole. The sub-systems

within the city systems are water supply, electricity, dwelling units, transport networks and communication lines. Others include drainage, sewerage, sanitation and preventative health (fire fighting, gabage collection and street cleaning) parks and open spaces etc. All these have to be fitted together during physicla expansion and development. The size and the degree of conc entration that marks the establishment cluster within a given space bear directly upon the costs and ease of intercourse and upon the potentialities for creating new wealth (Dilliger, 1990 p.4).

The familiar spatial clustering of busihess establishments in the heart of cities clearly reflects the efforts of each establishment to increase its accessibility to linked establishements, to reduce the cost of overcoming the distances that separate them andexploit the external economies that clustering engenders. (Davey 1990 P.3). Thus inturn, the heterogenous mixtures of businesses and populations create opportunity for the intellectual and intercultural exchanges of ideal that have made cities the traditional centres of civilisation (Davey, 1990).

Some scholars contained that large modern urban nodes are in their very nature, massive communcation systems. In these intricately complex switchboards, men are actively involved in the business of producing and distributing the information that is the essential stuff of civilisation, that is the accummulated wisdom, descriptive accounts, ideas, and theories, reports of human events, laws contracts, records of transactions gossips and the ideal products

of the arts and sciences (Guttenberg, 1968) (Holstein 1990 p.7). The means these varieties of information are becoming more refined as the sheer volume that must be handled rapidly increases (Archer, 1990 p.8). For metropolitain landuse planning purposes, it is important that the city is understood as a conditioned system of dynamic inter-relationships among individuals and groups as these are modified by their locational distributions. A wholistic completion of the city that can analytically identify process-relations and form relations, that can more sharply distinguish between and facilitate understanding of the relationships among physical patterns, the spatial activity patterns and spatial interaction patterns is very essential to a physical Planner.

2.1.2 CITIES IN NIGERIA

A typical city in Nigeria has a structure reflected on the evolving social structure of the people inhabiting it. The hulk of any city in Nigeria is made up of three principal components, that is, physical environment, functional organisation and normative aspects of the people. Each of these components are discussed in greater details to expose the sharp contrast in the cities in Nigeria for landuse planning considerations. A typical city settlement os organised on various hierarchy of social and physical units. Generally, landuses are divided into three, namely: Commercial, residential and public mixed together. The principle is based on community security and survival. The resultant form at the city consisted of conglomerations surrounded with irregular walls having gates connected with paths leading to the Chief's or Oba's Palace

and markets, mosques or worship places all of which were established during spe cial rites thereby confering supernatural protective influences on them and the people The principle of central location led to the radial pattern of urban areas thereby palace, places of worship and the market are in the centre of the city and linked to the town gates by the narrow blank-walled alleys and cul-de-sacs, which branch off the secondary streets.

Many cities in northern Nigeria with pre-colonial background have traditional residential communities within the urban set-up which differs from cities of the pos-colonial era. These cities exhibit certain physical form and structure which is a reflection of the inhabitants' life styles. Land is communually owned and this gives license to the owners to use it as they wished. A situation where as family increases in number the younger generations leap-frog to the suburbs to build new settlement on parents' lands or farmlands without regard to formal planning, consequently landuses are mixed and continue to expand haphazardly. Though these phyiscal manifestations of the traditional cities exhibits some variations, strong similarities exist. Example of such cities include Kano, Katsina, Sokoto and Zaria.

The evolution of this form and structure has been in harmony with the traditional norms and values. "Physical communities are created in harmony with the cultural belief and social practices of the people. .....which carries the meaning of buildings greatly beyond the ordinary physical functional setting" (Chokor 1989). For example

in northern Nigeria traditional cities, the provision of irregular and winding pedestrain pathways provides a sense of privacy and enclosure, while the settings and dandals(social open spaces) provide a closer social space for interactions and commerce. Therefore, unity. Social harmony and bonds which exist between the form, structure and the inhabitants are thus key characteristics of these traditional cities (Abubakar 1991 p.2). The design components of the traditional city is therefore, socially integrative and vital to the inhabitants. The scenario is contrary to the principle of modern landuse planning which emphasis scientific application of knowledge to planned environment. The ownership of land is not seen as a license to use it any how but how scientific, land is put to use to achieve maximum satisfaction with least inconveniences.

Noverhteless, cities are not static in nature, but change due to cultural and technical transformations. In Nigeria the colonial era induced certain changes in the traditional setting which created new values, norms and aspirations. That is new values and ideas found acceptance especially among the youths. Such changes include the adoption of new building materials and breaking of the family system.

In the Tudun Wada areas of the cities, with dual centres as Zaria and Kano, the layout was prepared by the colonialists in the pattern of street planning but the residents being largely muslims from other parts of the north, retained the compound forms and buildings system very much like those of the old city cores. This indicates that the needs and values set by the force of Islamic religion

and the resultant principle of compound design are still strongest. The compound in the old cores of city has been most affected by changes ever since. The changes inlcude increased application of new building materials accommodation of modern facilities and breaking of the family system resulting into "growth by fission". Also streets are being widened and surfaced, sometimes leading to dislocation of individuals and disruption of residential sectors as maximum vehicular accessibility is increasingly being emphasized.

These changes were associated with the emergence of new urban centres distinct from the traditional agrarian city to reflect the new needs and values of the inhabitants. The urban social structure of the city changed from a formerly coherent body to a heterogenous accummulation of diversified elements and interest (that is, transformed from purely agrarian to the present half agrarian half industrial situation). The result of these influence is the emergence of urban landuse management crises. These urban landuse crises are not limited to traditional cities alone, but extend to the new urban area as evidenced by slum and squatter settlement concentration.

The persistence of the urban landuse management crises, inspite of modern town planning efforts to tackle the problem, is as a result of the imposition of modern design techniques on a culture without regards to its traditional norms and values and its design components (that is, inability of planners to bring the solid cultural needs to control landuses).

Modern planning in Nigeria is still characterised by calculating percentages of land requirements to various uses based on prejections, for instance, 20% industrial and 5% open spaces; drawing such proposals only to end up not actually ensuring that such percentages are really implemented on the ground to achieve the desired objectives. Planners are still in the traditional method of producing rigid inflexible master plan for a town or region which does not take care of foreseeable future as was thought of, that is, no allowance is made for meeting inforeseeable circumstances, also no realistic examination is made of the aims and goals of the town people themselves so not reflecting their socio-economic aspirations. There is therefore, the need for a new approach in which the urban landuse planning, management, principles and standards used reflect the basic thought through which the traditional cities achieved expressive landuse and coherent physical order. Coherent studies in Nigeria have shown that much attention was focused on either implemtnation of Master Plan, financing implementation or administrative management of planning authorities.to the neglect of landuse management in the metropolis (Suleiman 1987) (Suleiman 1985) (Vagale 1978) (Farouk 1988) (Mshelia 1987) (Siddinq 1990) (Mshelia 1990). This requires further investigation focussing on ceoncepts and standards that may be established from both the traditional and modern urban landuse planning, design components and process for improving the situation.

2.1.3 THE SCOPE AND ROLE OF URBAN LANDUSE PLANNING

Planning comes into all our lives. We all plan in various

ways, and this has an effect on others around us, and it also has an effect on the use of land. Where people live, work, shop, play and how they travel between these activities use land. Land is a limited resource and increasing demands on it led to the evolution of a comprehensive planning. For the general benefit of society, it has been necessary to find ways to balance the demand for different uses of land, to locate landuses so they are sensibly related to each other and to try and ensure that land is not developed in such a way that it spoils the environment, both in rural and urban areas.

Landuse planning has developed to meet the social, economic and aspirations of the people and the profession is moving forward and widening its scope to be positve in aspects such as urban renewal and design, employment generation and housing improvement as well as protecting both the natural and built environment. The aspirations of all sectors of the society need to be considered. Yesterday's luxuries become today's necessities (R.T.P.I. 1990 p.2). A hundred years ago, there were very few cars, but today there are millions of them. The increasing mobility of people has had major effects on the patterns of living. This is reflected on landuse changes. There are profound social, economic and population changes. Nigeria like many developing countries of the world is a multi-cultural society and many factors are affecting the environment. Planners must forecast changes, but the pace of life in the 20th century makes it very difficult to plan to take account of all changes. The planning process has to try

to deal not only with tomorrow's problems but also with those of today and those inherited from yesterday. Therefore, these have brought the need to continuing to review plans and update them as circumstances change. It is this which makes planning an important, progressive and exciting profession.

The effectsof development are wide-ranging. Consideration has to be given to the protection of the countryside, the landscape, archeological features, historic buildings, mineral resources, watergathering grounds, whether development will cause pollution throughsmoke, effluent or noise, the effect on wildlife, on traffic, on road safety, on neighbouring uses, whether it will cause demand for other development and so on. It is really a matter of trying to strike the balance.

A few industry may adversely affect wildlife, but it might be considered that the new jobs are more important depending on the circumstances. Landuse planning is essentially a matter of resolving these conflicts and seeing that the many and various demands we make upon our limited land are met in an orderly fashion. It is concerned with controlling the use of land and with making the multitude of different uses fit together in the best way, to achieve the greatest advantages and the least inconveniences for the individual, and the society as a whole. It is concerned also with trying to turn our dreams and hopes about the kind of life we want to lead and the kind of surrounding we want to enjoy into a physical reality.

2.1.4 THE ROLE OF LANDUSE PLANNING

Planning operates by analysing the demands and their interaction one with another: by drawing up plans to indicate where and when development should take place; by devising policies to cope with current and anticipated problems in the use of land, the movement of people, goods and the quality of the environment and by applying controls over the development which take place day by day. It is possible also that planning can be carried out where one body owns land, make plans and carried out the development. The project may be as extensive as an entire city, town or as limited as a single housing estate, office complex or shopping center. At its most creative, planning in this sense has given man throughout history some of the finest manifestations of man-made environment, and has provided the main spring for a good deal of planning theory and practice.

Planning is necessary. Sometimes the results are immediately obvious, on other occasions, it takes longer to appreciate the results, and there are times when it takes a longer time to see the benefits. Planning often works by stopping things which would harm their surroundings possibly making life more difficult for people living in the area or in the appearance of the area. Planning can improve the environment, help reduce the impact of changes often, its value is that worse things would happen without it. Bad development is easier to prevent while it is on paper, rather than trying to get rid of it after it has been built. We realise out mistakes only after large sum of money

has been spent and so we end up neither liking the development nor have the ability to remove it. It is obvious that it is more important to plan land than money for land is a gift of God and once mismanaged, it can neither be replaced nor created. Planning has to deal with some inequalities in society, where a section of the population has poor living conditions and low prospects for jobs, it is part of planning to try to improve the situation. The social consideration of the effects of change have sometimes not been given much emphasis as the physical appearance of an area. While a redeveloped area may look better, it might not necessarily be for the benefit of the community which has to live in that area. Some housing estates are more prone to vandalism because the social aspects of the design have not been properly considered. Because of the impact of planning decisions on people, planners have for many years attempted to involve the public during the early stages of the preparation of plans especially in the developed world. In the devloping countries, people often feel that they have little control on what is happening around them (Lawal 1991, p.6). But this may change considerably over the years as more people are increasingly becoming aware that they can influence decisions which will affect their lives.

To bring people into participate in planning requires special effort, for example, in an area for which plans are being prepared, it is known that there are significant number of people who speak different languages, then information needs to be prepared in that languages as well

as the language that is spoken by the great majority. There is however, no one set of formula for dealing with the situations. One fact to note is that planners can not be expected to have all the answers to society's broblems, but their contribution to assist in improving the quality of life can not be over-emphasised.

2.2 LANDUSE PLANNING MANAGEMENT TYPES

Managing planning is generally posing problems especially in large metropolitan areas of the world. There are very many management types in practice but these management types can be subsumed under three broad models. Thus, there is:

i) Comprehesive local planning authority system:

Comprehensive local planning authority system is where large integrated responsibility for urban planning and services throughout an urban region is administered. There may be more than one Authority but the degree of fragementation and overlapping is minor. In America they have what they call city governing body i.e. Board of Estimates, there are borough councils, neighbourhood and districts central municipal city administration divided into administrative empires. Also there are planning commissions which are the grand administrative co-ordinators, that is top command management followed by decentralized administrative units run by vertical arrangement of staff.

In most socialist countries, physical planning forms an integral part of the general system of planning (Suleiman 1987 P.4). In Poland, for instance physical

planning on the national and regional scale is supervised by the planning commission. Local plans are prepared under the supervision of the central Authority in charge of the supervision of local governments.

ii) There is multi-jurisdictional system:
Where the multi-jurisdictional system or planning management operate, there may be several units of governmental machinery responsible for urban planning and services. There may be mixture of field administrators and elected local government officials depending on local circumstances. In England this is what practiced, there are local planning Authorities, Borough Councils, city councils, county councils and so on. There may be area wide co-ordination each with roles; example District Councils Control Services like Education, Social Services etc.
Physical planning in France is a joint responsibility of the central and local government through regional approach. At the local government level physical planning is placed under a national government department the public works ministry. The plan is examined and approved by the departmental committee and forwarded to the minister for approval after presenting it to the national Advisory Committee for consideration. (Peters 1990, P.19). In most of the other European countries, local planning and landuse control is carried out by the local Authorities. The Administration of zoning ordinances, however is mostly vested in the building inspectorate and not in the planning

department.

iii) Finally there is field administration system: Where field Administration system or planning management is operated planning and services are manned by special agencies. There may be field office of special agencies as well as officers of regular ministries. Here there is advocacy for a multiplicity of special purposes Authorities and commission to deal with metropolitan area wide functions. This type of planning management system is commonly found in India where Advocates are of the opinion that because of technical requirements for water, electricity, drainage, sewerage and so on. This dictates the adoption of specific boundaries of each function. It is also observed that in developing countries municipal institutions for governing planning are tailored similar to that of their colonial masters. (Mohit, 1976 P.85) what European masters used to having in their own countries of origin, they wished to plant them in the soil of their colonies also. They set up institutions after the model available in their own country at that time with only structural modifications; depending on circumstances and situations. Most governmental machinery in developing countries today are colonial legacy.

2.2.1 LANDUSE PLANNING MANAGEMENT TYPES IN NIGERIA

Contrary to the models of government machinery for managing planning discussed earlier Nigeria's landuse planning management are basically tailored along five different

types of planning administrative framework.

a) There is single planning authority, found in Lagos state. The Lagos State planning commission. This planning authority is charged to implement the provisions of town and country planning law Cap.130 of Northern Nigeria in the designated urban centres in Lagos State.

b) There is a situation where only ministry exist. There may be no local planning authority at all. The town and country planning department is placed in the ministry with various names in the country. The central administration is called the town planning division, charged with the responsibility to advice the ministry on physical planning process and the integration of development projects throughout the state. Also to recruit and train planning staff and so on. Such ministries are found in former Borno, Niger, Cross River, Akwa-Ibom and Bendel States of Nigeria.

c) The third type of planning management found in Nigeria is where ministry exist side by side with state wide local planning authority. This types of landuse planning management can be seen in the present Kaduna State, former Kano, Kwara, Gongola, Benue present Katsina and Bauchi States of the federation.

d) Forthly, there is management of landuse planning type where ministry and state capital based planning authority co-exist. This can be found in former

Sokoto and present Plateau and Imo States.

e) Finally there is the type where ministry and local government wide planning authority are found in former Oyo, present Osun, Ondo and Anambra states of the federation. To ensure that area planning authorities are operating within the provisions of the law. Also is observed that the management of planning in Nigeria does fit into any of the models earlier discussed. For instance in Kaduna State the model in theory resembles the multi-jurisdictional system, but in practice it is more of field adminstration system largely unplanned and uncoordinated. The model requires re-organisation for effective functioning to achieve the desired objective of managing landuse planning in Kaduna metropolis.

CHAPTER THREE

LANDUSE PLANNING IN KADUNA METROPOLIS

3.1 BACKGROUND OF KADUNA METROPOLIS

Kaduna started as an indigenous settlement in the late 18th century. It was nucleus to surrounding native settlements such as Kawo, Makera, Kakurin Hausawa, Kakurin Gwari, Romi, Birnawa etc. With diverse racial entities such as Gwari, Hausawa, Yorubawa, Nupawa, Igbo, Kanuri and later Kaje and Munchi (that is the Tiv people). Becuase of the advantage of its location at the centre of the surrounding village units, Kaduna grew up and expanded rapidly. When the colonial masters arrived in the northern part of the protectorate in the early 19th century, Kaduna was found to possess certain advantages such as centrally located in the northern half of Nigeria, good climate, large expanse of land and can be accessible by road, rail and air to all parts of Nigeria. The then colonial masters proposed Kaduna to be the capital of northern protectorate (S.N.P. 9, 1900). The construction of buildings and other urban details in this new town owes much to the colonial policy. The early laws of northern Nigeria that relate to siting and planning of the new town are p rimarily directed to public health safety of colonial officers.

In his first annual report of northern Nigeria in 1900, Fredrick Lugard stated:-

> "The policy shall be gradually to move the native town six miles or seven miles downstream and so do away with the pollution of the water and other evils such as the proximity of a haven of thieves and

> prostitutes, infection of mosquitoes with malarial germs and the insanity conditions inevitable around a large native town".

However, by 1904, the distance between the colonial town and the traditional city was to be reduced to a mile and a half, but on the windward and on higher ground. (N.N. Annual reports 1900-1958) (Suleiman, 1979 p.32). The colonial townships as they were called became the centre of administration, modern commerce, and industrial activities. Kaduna was divided into two sectors, European and native quarters, of which were segregated by a quarter of a mile of"building free zone". The European residential areas now changed to Government Reservation Area is composed of a large plot of one or two acres each, with spacious houses and public offices surrounded by extensive plantings of ornamental trees and shrubs. It has "the hub" with its pologround, race course, Golf courses which were designed to act as a buffer zone between this areas and railways track, workshops and the native residential areas. The native quarters, Sabon Gari or new town was designated for Africans of southern Nigeria and other British West African origin who were railway workers, clerks, and so on. Basically, grid iron pattern with spacious plots separated by each other. This design was influenced by the garden city standards and ideals that was developed in Britain at that time (Urquhart, 1977 p.51) (Suleiman 1979 p.34).

The township was administered directly by the colonial administration with "no intermediate native chief, and must conform to the British law, which is presumed to

be known to all the inhabitants". (Lugard 1906 p.269)
With the increasing wave of migration to the native reservations by southern Nigerians and norhtern Nigerian rural populace, the problem of enforcing Britsih laws became difficult. The Cantonment Proclamation (that is, the law establishing the township) was amended to assign the use of the Sabon gari "for the natives of African decent and non-natives in the employment of government, and no person who is directly subject to the native authority shall be allowed to reside therein".

The Hausa, Fulani and Kanuri residing in the Sabon gari were removed to new location Tudun Wada, between the traditional city and the township forming according to Horrath "the intervening inhabitants and their spatial unit of the urban area. (Suleiman 1979 p.38). With the adoption of Native Administration, many services and facilities were introduced such as hospital, railwayline, court, police, road networks imporved well water was introduced, schools and soldiering which created job opportunity for natives from all parts of the country as Junior Officers, servants to Europeans, clerks, railway employees, prison warders and other ranks in the West African frontier forces, This brought development. Consequently, natives from different parts of Nigeria trooped into Kaduna which served as an impetus for rapid growth and expansion spatially and population wise.

As a regional town centre, Kaduna expanded very rapidly in Administration, Industry and Commerce, Education, Health and Welfare services. When Nigera became independent

in 1960, Kaduna was made the capital of the northern region that is the seat of government administration which also attracted more industrial developments and commercial activities. Later in 1967, Kaduna became the capital of Kaduna State when twelve states were created by the Military Administration which also served as an impetus for rapid growth and expansion. A lot of investment has been directed to Kaduna by the colonial, civil and military administrations of the country.

3.1.1 LOCATION, SIZE AND IMPORTANCE OF KADUNA

Kaduna is centrally located in the northern half of Nigeria, and accessible by road, railway and air to all parts of the country. It is the second largest city next to Kano in the present 16 states of northern Nigeria, with its projected population approaching 1.52 miilions in 1990. (See Fig. 3.1A and 3.1B) (Min. of Fin. & Statistics 1990). It is the seat of the Kaduna State Government and the gate way to the other fifteen northern states capitals. Kaduna has all federal ministries and agencies' branch officer from which central services reach the other fifteen norhtern states. Kaduna is next to Lagos interms of industrial establishments with more than twenty seven factories located in the city namely: The Kaduna Refinery and Petro-chemicals (the largest refinery in Nigeria), the Peugeot Assembly Plant, Textiles industries, Beer Brewing industries, Blanket manufacturing, Fertilizer factory, Flour mill, Tyre retreading plant, Battery factory, Asbestos Pipe and roofing sheets factory, The Defence Industries Corporation, Cristal doors and windows, Alluminium and

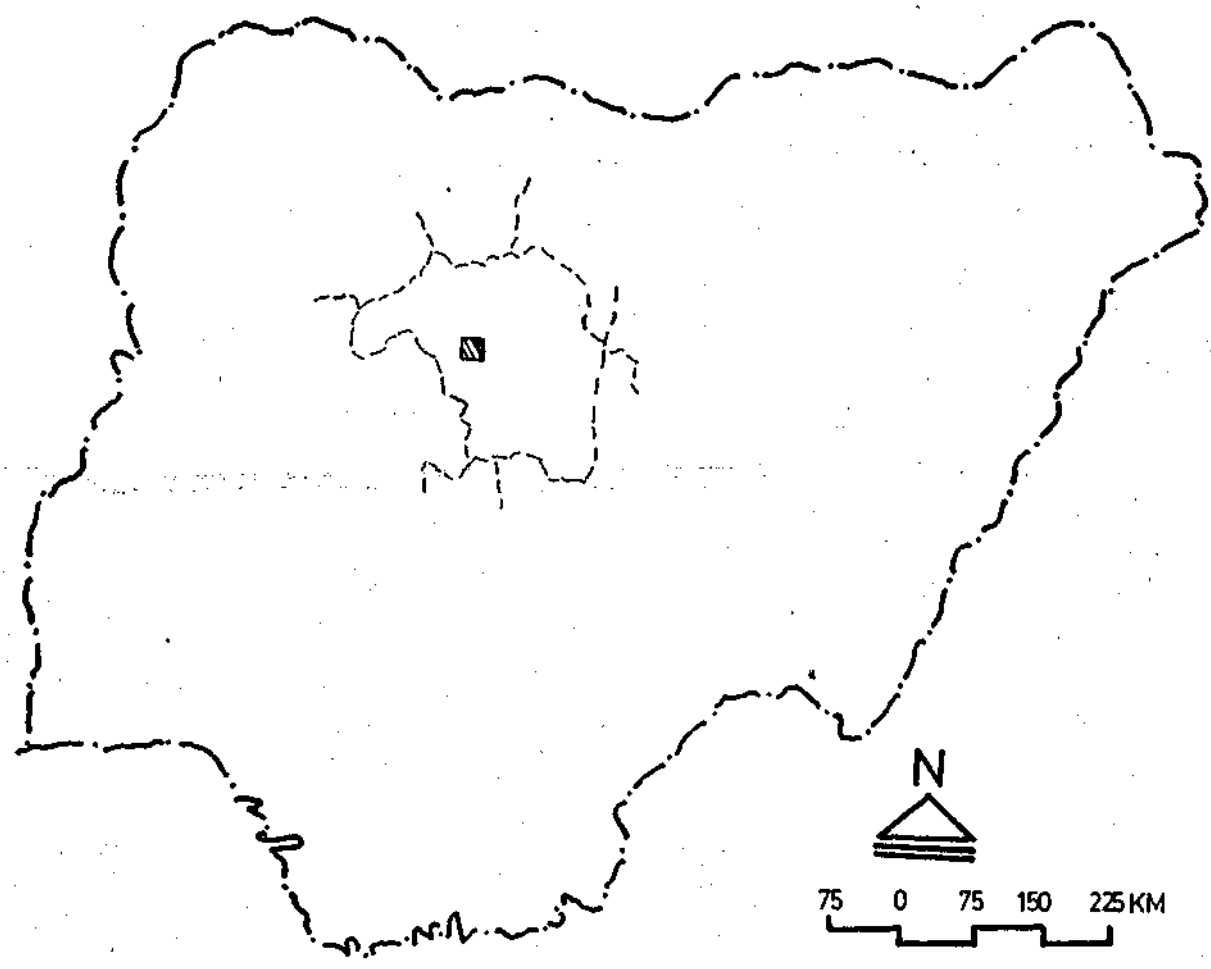


FIGURE 3.1 A

KEY

KADUNA METROPOLIS

NATIONAL BOUNDARY

KADUNA STATE

STATE BOUNDARY

LOCATION OF KADUNA IN KADUNA STATE OF NIGERIA

Shallakuza M.S.
M. Sc U.R.P. Thesis
1991

ADMINISTRATIVE MAP OF NIGERIA

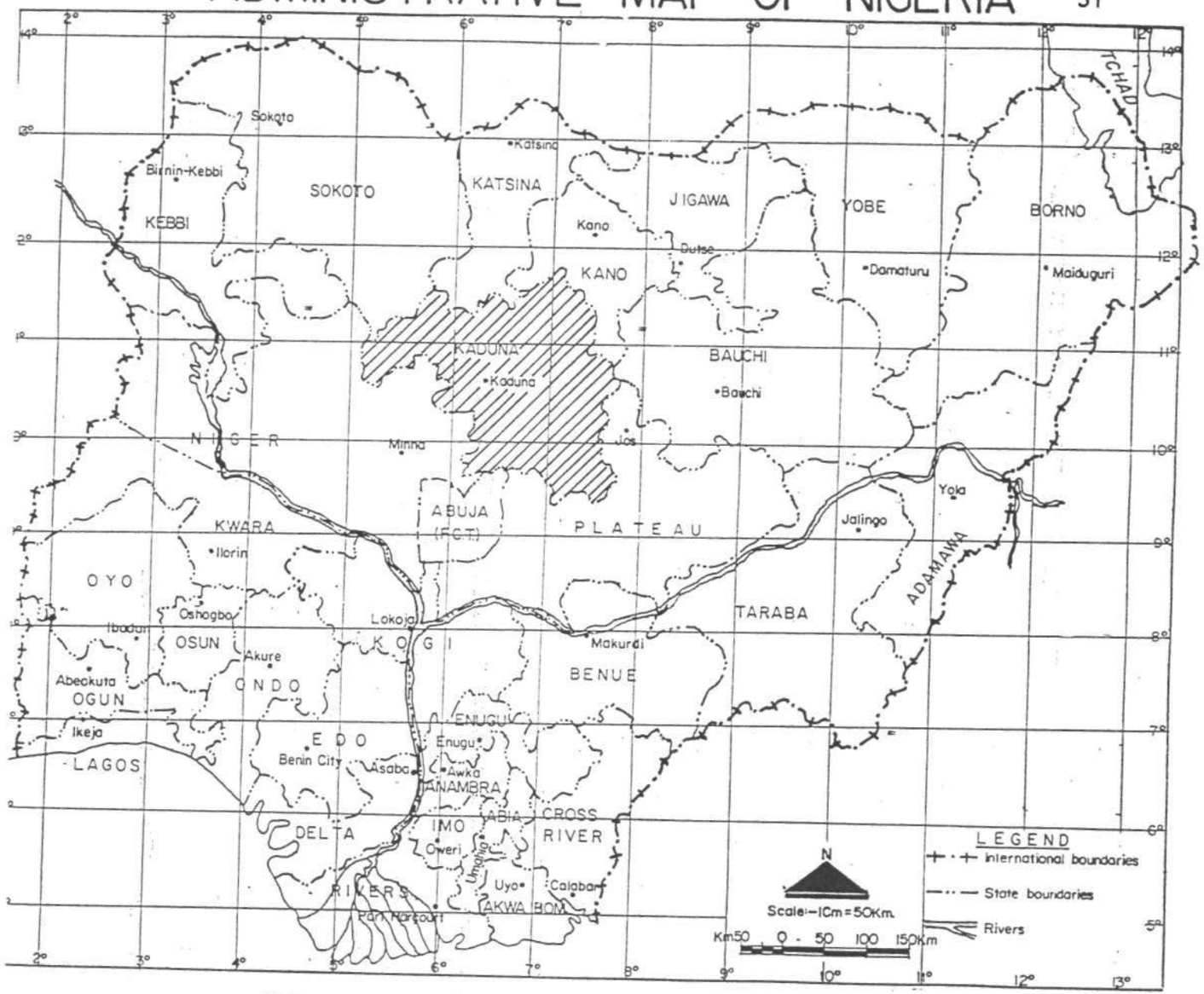


FIG.3.1 B KADUNA STATE.

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M.Sc. U.R.P.
Thesis 1991
A. R. U. Zaria

Metal sheets factory.

Kaduna also can boast of having more than twenty commercial banks and several insurance companies, a large modern central market and about nine medium size markets at strategic locations and a Trade Fair Complex of an international standard soon to be completed. There is one teaching hospital and six major hospitals with several health centres and maternity homes, a military academy offering degree courses, Federal Polytechnic with three campuses and more than twelve post-primary institutions.

No doubt that Kaduna is a major industrial, commercial and service centre in the northern states. This explains why the need to carefully organise landuses and space to achive helathy and orderly development in the town.

3.1.2 EVOLUTION OF LANDUSE PLANNING IN KADUNA

Town and country planning as it was then called was first introduced by the colonial administration in 1913. An informal committee was formed by the then Governor General, charged with the responsibility of discussing the various building plans and a general design for the new capial at Kaduna.

The committee was headed by Mr. Temple and had Mr. Eaglesome (then Director of Railways) and Dr. Blair, Senior Sanitary Officer as members (all Europeans). The committee submitted its report together with a general design plan for the new capial Kaduna to the Governor for comments/adoption. The Governor while adopting the plan remarked that:-

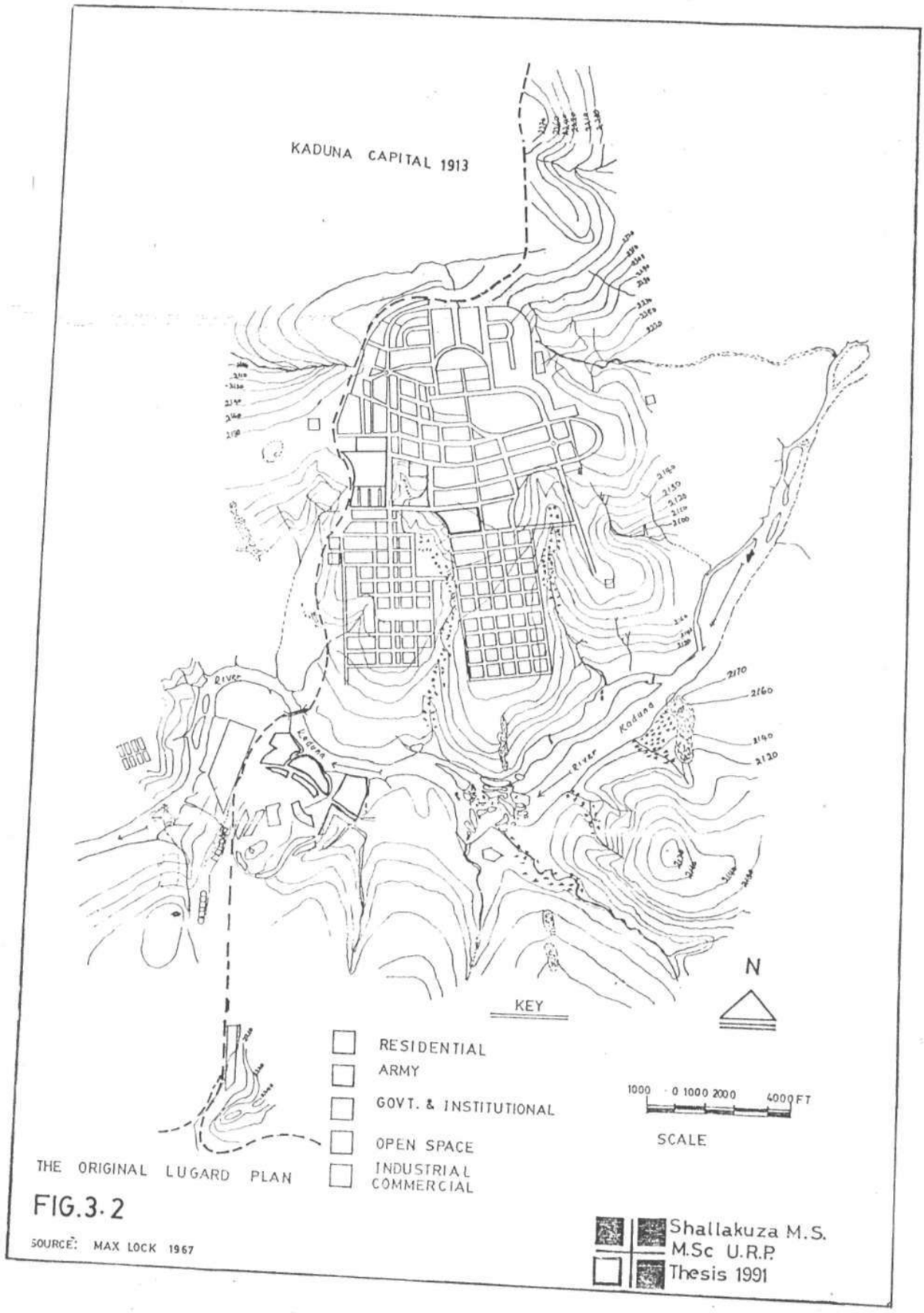
"The general design appears siutable but it may be

necessary to somewhat modify it on the ground. The position of the courthouse where large numbers of natives are frequently congregated may be perhaps changed.....All native residential houses are located not less than a quarter of a mile from the European houses, large open spaces have been secured in the form of race course, pologrounds and public gardens....."
(Annual report, 1913).

Due to the manageable size of the new capital and the state of the economy at that time the plan was implemented inline with the draft (See Fig. 3.2).

During the colonial administration, in order to monitor and control growth of townships, Township Ordinance of 1917 was enacted. To enforce this Ordinance, Township Advisory Boards were instituted, charged with the duty to comment on any building plans but the board had no power to veto. The medical officer of health examines such plans before passing it to the local native authority for approval for erection. The Local Authority can not approve any plans of building without reference to the Medical Officer of Health. The matter is that plans shall not be laid before the Advisory Board at all untill after the Township Board has secured the consent of the Medical Officer of Health therewith: Section 47 of rule No. 3 States that:-

No plans or section or specifications showing the arrangements for the sanitation or ventilations of any new building shall be passed by the local authority untill the Medical Officer of Health has had an opportunity to examining the same and stating any objections he


KADUNA CAPITAL 1913
River
Kaduna
River
2170
2160
2140
2120
N
KEY
RESIDENTIAL
ARMY
GOVT. & INSTITUTIONAL
OPEN SPACE
INDUSTRIAL
COMMERCIAL
1000 0 1000 2000 4000 FT
SCALE
THE ORIGINAL LUGARD PLAN
FIG.3.2
SOURCE: MAX LOCK 1967
Shallakuza M.S.
M.Sc U.R.P.
Thesis 1991

may have to any of such proposed arrangements.
The above law laid down that the Medical Officer of Health must be consulted but gives no power of veto. While Section 47(2) states that:

In the event the Local Authority deffering from and being unable to accept any alterations or amendments of such plans or sections advised by the Medical Offcier of Health, the Local Authority shall not pass the plan or section concerned without the approval of the governor.

The work of the Sanitary Officers during the colonial administration was mainly devoted to the choice and layout of any site for permanent stations in various districts of the protectorate, the most important of these was the site for the new capital, Kaduna. Their activities were also concerned with correcting layout and sanitation of European traders' site in large centres such as Kano and Zaria which have expanded considerably. All townships were operated under the same order and law, that is, Township and Ordinance of 1917. The Public Works Department was responsible for most construction works at that time although few Nigerian contractors also handled certain construction projects. For instance, the European Club was constructed by a Nigeria contractor in 1932. The Club efforts and achivements of the colonial government in landuse planning can be seen in old government reservation areas and Sabon Gari (new towns) layouts in most major cities in Nigeria today.

Trained Planners were difficult to found so most of the

residential layouts were prepared by Engineers Architects and Land Surveyors. The grid-iron pattern in all the residential layouts reflect the professional orientation. Landuse planning was being managed in Kaduna in the manner described above up to the early 1960s when a Master Plan was later preapred by Max Lock (Nig.) Ltd. in 1967. However, the Mater Plan did not receive the blessing of full implementation due to the political crisis that started in 1966 leading to the two and half years civil war in Nigeria. There was also lack of enough technical staff to interprete and monitor the implementation of the Master Plan. The financial demands of some aspects of the Plan were also beyond the scope of the state government. The Master Plan recommended that there should be an organ to administer planning in Kaduna for effective and puroposeful development. This led to the establishment of Kaduna Capital Development Board in 1972.

3.1.3 THE KADUNA CAPITAL DEVELOPMENT BOARD (KCDB)

Kaduna Capital Development Board was established under Edict No. 8 of 1971 and was Inaugurated on 1st January, 1972. Prior to the establishemt of KCDB, Town and Country planning was, adminsitered under the Ministry of Works Lands and Surveys. At that time there were only four professional Planners mostly British Nationals who took charge of Town and Country Planning in the whole state. They contributed immensely to the setting up of KCDB in 1972. The Board was created to enforce the Town and Country Planning law of 1963, that is Laws of Northern Nigeria. The Board was charged with full responsibility

of urban planning and development control in Kaduna metropolis. The Board was also to later cater for the provision of services and public utilities within the demarcated urban area of Kaduna. It was also to co-ordinate the activities of various agencies in Kaduna such as NEPA., Water Board, The Post and Telecommunications, The New Nigera Development Company (NNDC), the local governments within Kaduna metropolis, The Federal as well as the State Ministry of Works, Lands and Surveys, Housing Authority and any other organisation charged with the responsibility of carrying out any physical development in Kaduna.

The unco-ordinated activities of the various statutory bodies was wasteful and often in conflicts. For the powers, functions and operations of Kaduna Capital Development Board (Edict No.8 of 1971).

In 1976, Ministy of Lands and Survey was created by the Military Administration alongside the Kaduna Capital Development Baord. In the Ministry of Lands and Survey, was also created Division of Town and Country Planning charged with the responsibility of planning rural and areas outside the demarcated urban land which is under the control of KCDB. That is, all land within urban areas is under the jurisdiction of KCDB and all rural areas and land outside Kaduna urban area is under the Town and Country Planning of Lands and Survey Division. This bodies, that is KCDB and lands and Survey existed and functioned independently but expected to complement one another. Kaduna Capial Development Board succeded

in the construction and maintenance of some urban roads. Also constructed and maintained was the Kaduna central Market which is considered a land mark in the achievement of KCDB.

The Board also managed the fire service and demolished a lot of illegal structures. However, from 1973 to 1983, the Board could not prepare any physical plan for Kaduna and this singular failure was very disasterous to the growth and development of Kaduna since no development plan was prepared then the Board lost control to proper monitoring and co-ordination of development in Kaduna, consequently, organic development prevailed in some parts ofthe metropolis. There was also no effective co-ordination between the statutory agencies like NEPA., NITEL or the Water Board. It must be appreciated however, that what actually happened in practice then was, that KCDB handled only infrastructure development within Kaduna metropolis and Town and Country Planning Division of Lands and Survey handled all physical planning issues not only in rural areas but also in Kaduna metropolis. So all the professional planners were in Town and Country Planning of the Lands and Survey.

KCDB was managed by Engineers and Administrators not by professional Planners. No wonder then that KCDB was less effective in carrying out landuse planning in Kaduna metropolis. The principal actors for landuse planning and development control in Kaduna between 1976 to 1984 was Town and Country Planning Dividion of Ministry of Lands and Survey which was directly under

the Governor's Office. What was practiced then was that local governments in Kaduna metropolis prepared layouts with or without KCDB's consent and after due approval by the governor, the local governments proceeded to implement the local plans. The Town and Country Planning Division assisted in the preparation of some layouts within and around the metropolis, also, it prepared twonship mapping at the scale 1:2,000 and 1:5,000 for towns such as Katsina, Daura, Mani,Kankia, Malumfashi, and Funtua all inthe present Katsina State.

Having realised the inadequacies of Kaduna Capital Development Baord and that many towns were growing and expanding rapidly in Kaduna State, the state government dissolved KCDB and in its place created the State based Planning Authotiry. This culminated into the establishment of the present Kaduna State Urban Planning and Development Authority (KASUPDA) in 1985.

3.1.4 KADUNA STATE URBAN PLANNING AND DEVELOPMENT AUTHORITY (KASUPDA)

Edict No. 10 of 1985 established the Kaduna State Urban Planning and Development Authority, otherwise known as KASUPDA. The scope of the Board covers all the designated urban centres of Kaduna state (Refer to Fig. 3.3). KASUPDA inherited some staff, material and the legal instrument for administering landuse planning in Kaduna State from the defunct Kaduna Capital Development Board. Majority of the professional Planners in Town and Country Planning Division of Lands and Survey were also transfered to KASUPDA. The Board was given the mandate to administer

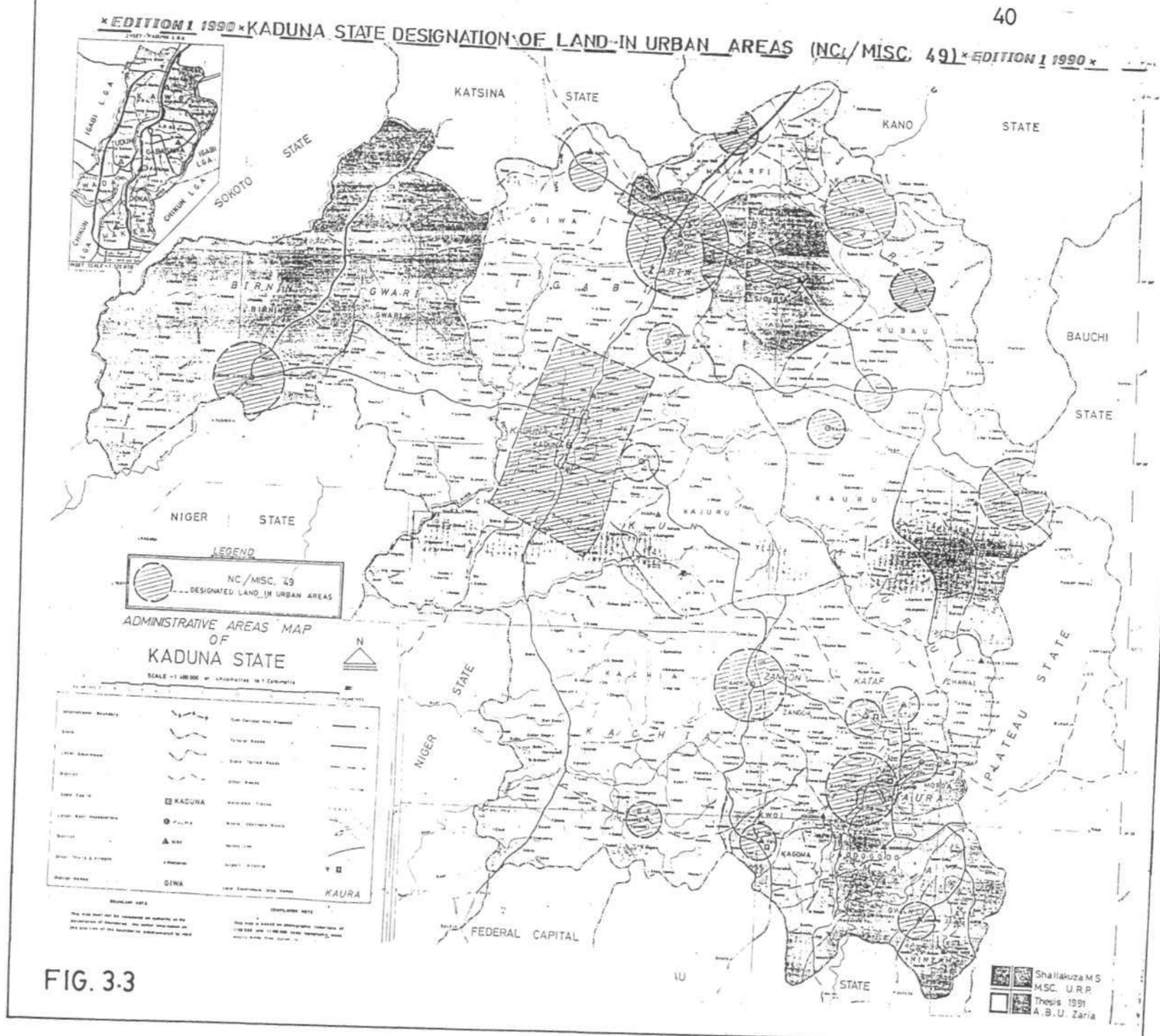

×EDITION 1 1990× KADUNA STATE DESIGNATION OF LAND IN URBAN AREAS (NC./MISC. 49) ×EDITION 1 1990×
KATSINA STATE
KANO STATE
SOKOTO STATE
BAUCHI STATE
NIGER STATE
FEDERAL CAPITAL
PLATEAU STATE
LEGEND
NC/MISC. 49
DESIGNATED LAND IN URBAN AREAS
ADMINISTRATIVE AREAS MAP OF KADUNA STATE
KADUNA
KAURA
GIWA
KAGOMA
KAFANCHAN
Shallakuza M.S
M.SC. U.R.P.
Thesis 1991
A.B.U. Zaria

FIG. 3.3

excute and enforce the pro visions of the Town and Country. Planning law, Chapter 130 Laws of northern Nigeria, 1963. Within the areas for which the board has been appointed the panning authority. Generally, to foster the development of state through the exercise of the powers and functions of the board (for powers and functions of the board, (Edict No.10, 1985) In addition to enforcing the provisions of Cap. 130, the board shall also take charge of environmental sanitation within Kaduna metropolis. (Edict No. 2 of 1991). For Town to be designated urban areas in Kaduna State, such a town must be either be a local government headquarters or district headquarters with a minimum population size of about 50,000. Other thingsconsidered are the growth potential of an area, level of economic activity and settlement nucleation. The designated urban areas are also considered the planning areas for which KASUPDA has the right to carryout its functions.

Kaduna metropolis covers the area within 15 kilometres on either side of the Kaduna-Zaria and Kaduna-Abuja road axes extending from Dutsi along Abuja road, enclosing the built up metropolitan area of Kaduna and terminating five kilometres beyond Katabu along Zaria road as delineated on the plan No. NC/MISC.49 (See Fig. 3.3)

For effective coverage of Kaduna metropolis, KASUPDA has three Area Offices located at stategic positions at Mando road, Sabon-Tasha and Western by-pass.

The office at Mando road takes charge of mando, Abakpa, part ofBadiko, Unguwan Shanu, Ketaren Banki, and Kurmin

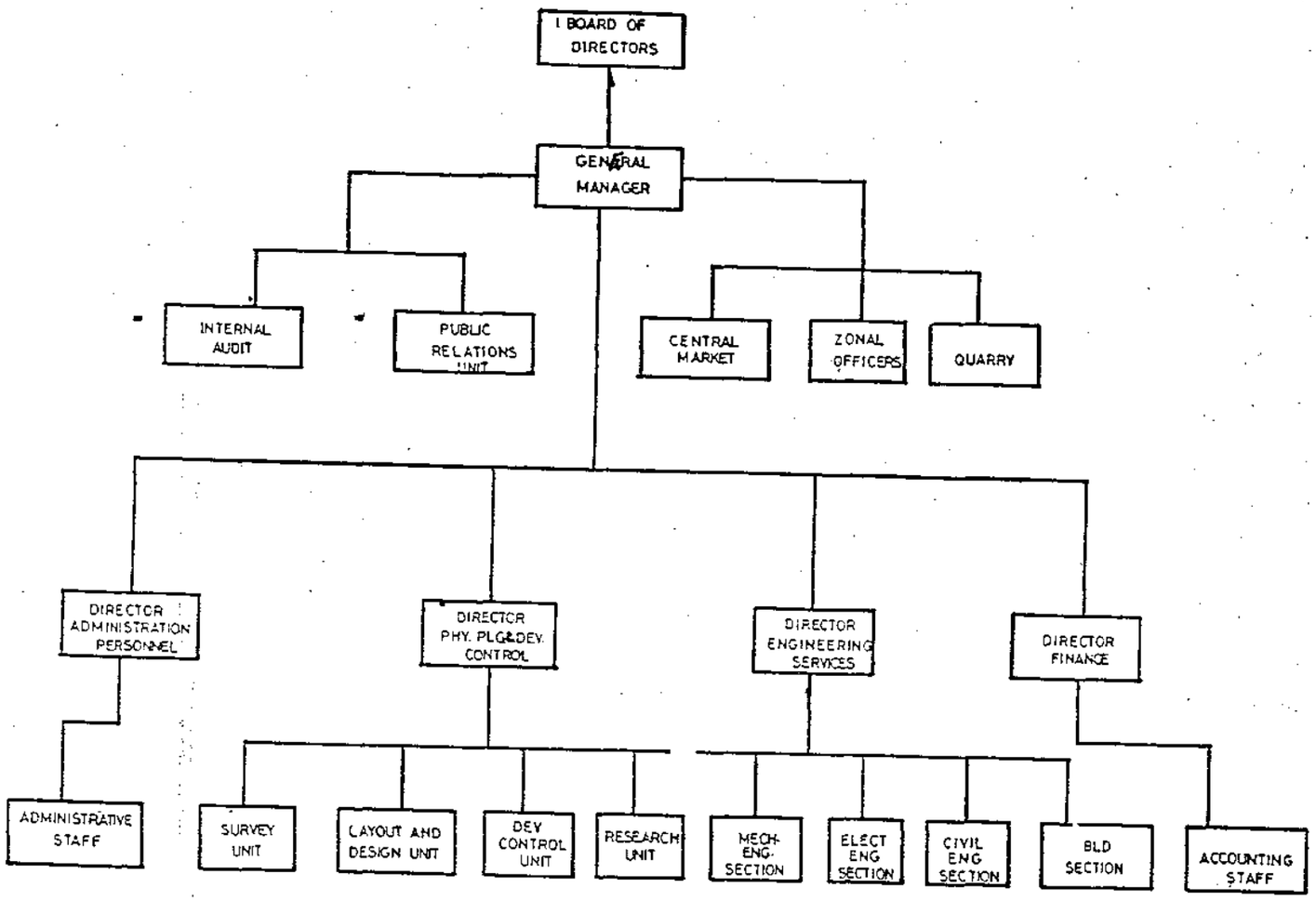
Mashi areas. Sabon-tasha office is incharge of Sabon-tasha, Kakuri, makera, Nassarawa, Unguwan Sunday, Television and Barnawa. While the by-pass office controls by-pass, Rigasa village, Unguwan Mu'azu, Unguwan Sanusi, Tudun Wada, Tudun Nupawa, and parts of Kabala.

The main office is incharge of the rest of Kaduna metropolis. KASUPDA has a staff stength of 10 professionals and 11 sub-professional cadre made up of seven Planners, one Architect and two Engineers. Others include six higher National Diploma holders and five Cartographers. There are also other administrative and clerical staff. The researcher is concerned with professional and sub-professional cadre of staff for assessment and analysis of their performance within the realm of landuse planning management in Kaduna metropolis. (See Fig. 3.4 - the organisation chart of KASUPDA).

3.1.5 EXISTING LANDUSE IN KADUNA

The total land area of Kaduna capital territory as provided for in the 1967 Master Plan by Max Lock (Nig.) Ltd. has for long been vertually used up. In addition to this large parcels of land which were outside the territory but fall within the designated land in urban areas, 1990 (Fig. 3.3) have been intensively developed. The capital territory covered an area measuring 8,400 hectares out of this, over half (59%) was already developed in 1966 and by 1984, the total developed area was 8,914 hectares, about 514 hectares more than the total area of the territory has already been added to it and developed.

According to the Master Plan, by the year 2017, a total



SOURCE : (KASUPDA)

FIG.3.1 ORGANISATION CHART OF KASUPDA

SHALLAKUZA M.S.
M.SC. U.R.P.
THESIS 1991
A. B.U. ZARIA

of 14,735 hectares will be developed but presently (1991), the total existing development covers an area of 16,198 hectares which is 9.9% more than the area proposed for the year 2017.

Table 3.1: EXISTING LANDUSE IN KADUNA - 1991

Type of Landuse	Year/Area in Hectares			Existing Area Dev. as % of M/Plan Proposal
	2017	1983	1991	
Armed Forces	3359	2027	2047	60.9
Govt. Institutions	4159	1693	1793	43.1
Residential	4892	3563	4674.5	95.5
Industrial	346	1010	1025	296.2
Commercial	179	256	275	153.6
Open spaces	1800	275	275	15.2
Mix Landuse	-	90	108	-
Total	14,735	8,914	16,198	109.9%

Sources: (a) Calculated from existing landuse map of Kaduna ;

(b) Review of Kaduna Mater Plan, 1984 p. 73.

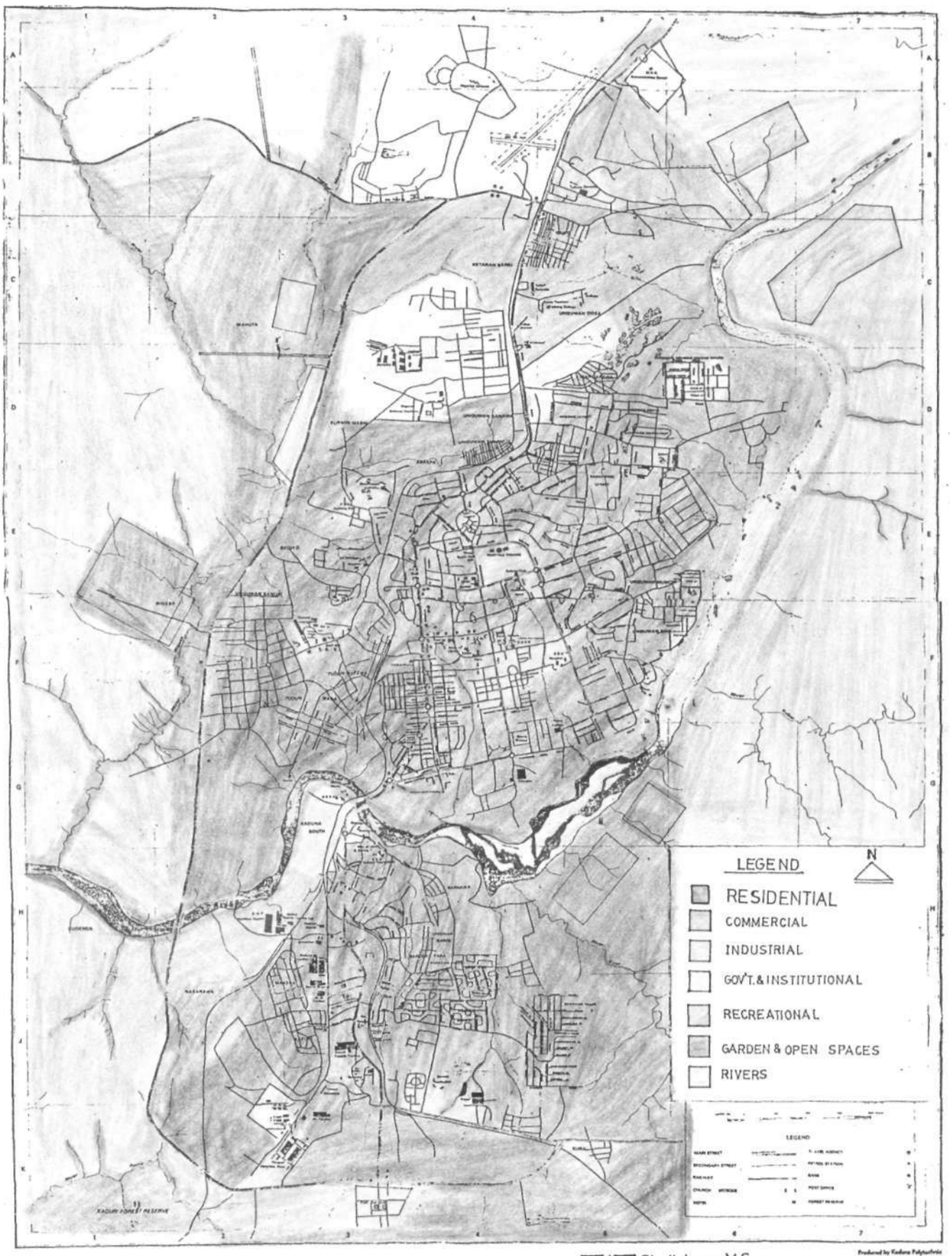
This means that although there are 26 years to go, the total land area to be used by 2017 has already been used up. In addition, 1,463 ha (9.9%) has been added up and developed. As can be seen from Table 3.1 above, some landuse have so far exceeded their allocations of the year 2017. Industrial landuse has by far the highest increase compared to all other landuse. It has already trippled (296.2%) its area provision for the period 1967-2017. Commercial landuse is next interms of rapid areal coverage with 153,6% of the provision made for the year 2017 already developed

The proposal made by the Master Plan for the year 2017 was 179 hecatres but presently, 275 hectares are in commercial use. The total allocation for the Armed forces in 1965 was over 2,023 hectares or 28% of the total allocated land while the land area envisaged by the Master Plan for the particular landuse by 2017 was 335 hectares which shows that 60.9% has already been developed. Most of the developments are taking place in the northern, north-western, south eastern and north-western parts of Kaduna. In the case of government and institutional use, 415 hectares were allocated for the year 2017 but in 1983, alone 169 hectares were developed and presently (1991), 1793 hectares is developed which amounted to 43.1% of the total area allocated for this landuse. The opening up of large areas of undeveloped land in the western part of Kaduna by the new by-pass gave rise to intensive residential, commercial and industrial developments in Rigasa village, Kudenda industrial area and around Mąhuta areas which was not envisaged in the Master Plan.

Table 3.2: NEW RESIDENTIAL DEVELOPMENTS IN KADUNA

Site	Area in Ha 1983	1991
Rigasa	726	756
U/Rimi	120	140
Sabon Gari	44	60
NNPC Area	16	25
Mando Road	15	30
Mahuta	3.5	55.5
Sabon-tasha	-	25
U/Danbaba	-	15
Kamata	-	15
Baba Saura	-	1.5
Total	924.5	1132

From Table 3.2 above, the fastest growing areas are Mahuta, Rigasa and Sabon-tasha. Given the present projected population of 1.5 million and an average household sizeo of 7.5 persons assuming a household to a dwelling unit then there are supposed to be 200,000 dwelling units in Kaduna, t he total residential use covered an area of 2,427 in 1965 while the proposal for 2017 made provision for only 4,892 hectares but presently, (1991) the area covered by residential landuse amounted to 4674.5 hectares which is 95.5% of the total provision. This does not include residential areas under mixed landuse. Among the various landuses only the open spaces remained the same with that of 1966. In all these years there was no visible increase in the devlopment of areas reserved for organised open space. The 1965 land areas used which was 275 hectares amounts to 15.2% of the total land allocation for open spaces up to 2017 (See Table 3.1). Mixed landuse which the Master Plan completely did not recognise which was only 90 hectares in 1983 has now expanded to 108.5 hectares and formed a landuse of its own. The type of mixing is mostly residential and commercial. There is need to consider in future plan to accommodate mix land use(See Figs. 3.5A and 3.5B).



FI G.3.5 A

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M.Sc. U.R.P.
Thesis 1991
A . B. U.Zaria

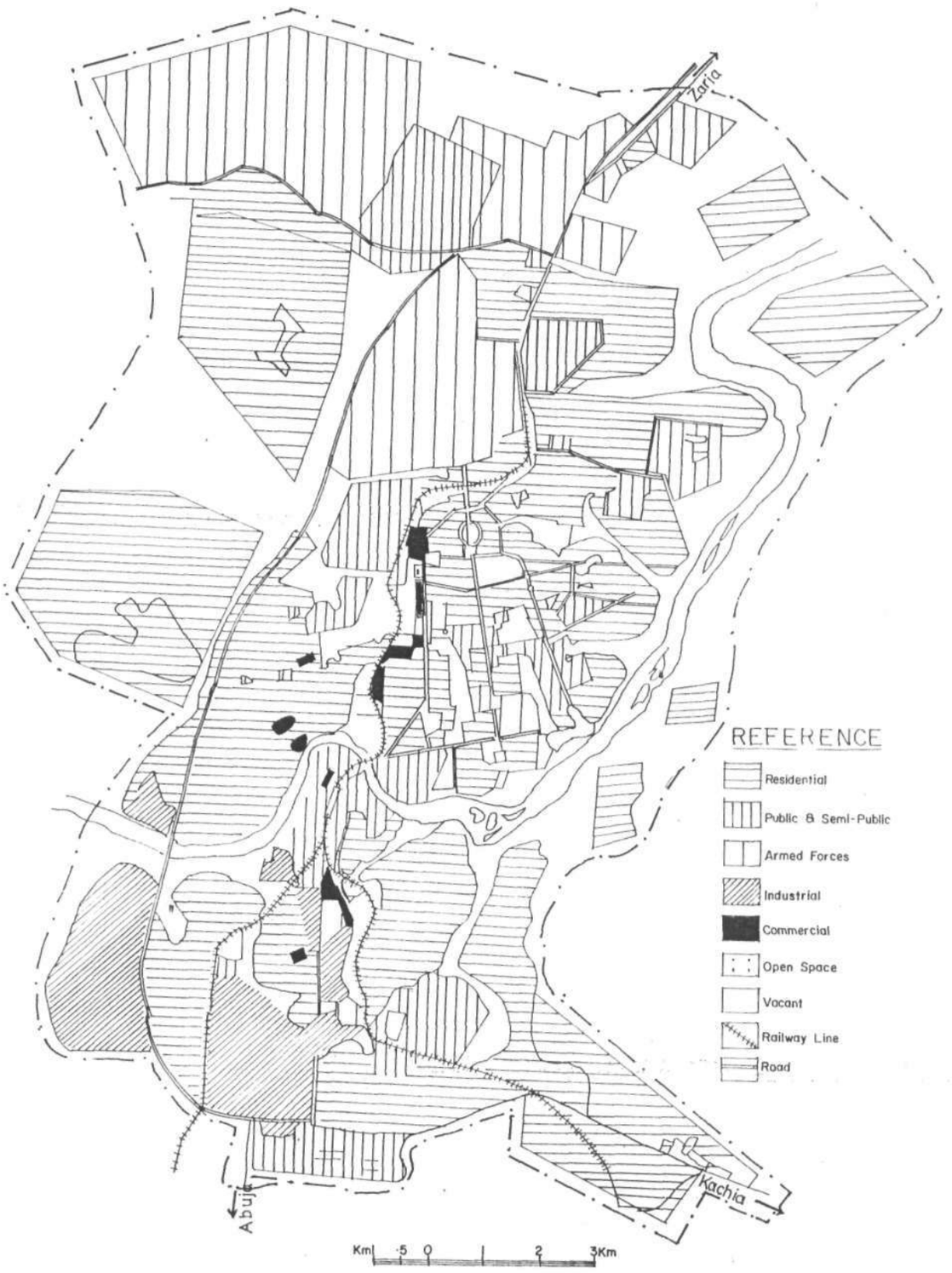


Fig.3.5B EXISTING LAND USE IN : 1991

CHAPTER FOUR

ASSESSMENT AND EVALUATION OF PLANNERS IN KASUPDA

4.1 ASSESSMENT

To asses the performance of Planners at KASUPDA, a check list was prepared from the Town and Country Planning Law Cap. 130. This checklist was scored by the public in Kaduna to obtain an objective parameter for the assessment. A hundred set of the checklist was distributed to one hundred people who were asked to score the set of planning functions out of 100%. The scores of each function was summed up. The final scores obtained by each function was used as its weight. This was used as a measure for the performance. (See Appendix A).

The evaluation was carried out at two levels. First to determine the scope of landuse planning at KASUPDA. Secondly, to determine the level of competence and commitment to landuse planning in Kaduna metropolis. The Planners were asked to indicate the functions which they do amongst the lists on the checklist. Their responses were as follows:

i. Preparation of local plans

ii. Development control

iii. Layouts for residential, commercial, and industrial areas

iv. Make or perform contracts

v. Approval of building plans

vi. Co-ordinate planning

vii. Execute miscellaneous projects

viii. Formalize or demolish illegal structures

ix. Execute/enforce plan

x. Submit development plans for approval

xi. Prepare rehousing plans.

The Planners were asked to present their finished products, that is, the various layouts for the different landuse such as industrial, commerical and residential. The finished work was scored.

Table 4.1: ASSESSMENT OF PLANNERS WORK AT KASUPDA

Functions done by KASUPDA	Weight	Score
Preparation of local plans	6.30	4
Development control	5.45	2
Approval of building plans	5.17	4
Layouts for Commercial, residential industrial	4.00	3
Make or perform contract	3.11	2
Co-ordination of Planning	2.82	0.5
Execution of Miscellaneous Projects	2.79	1
Formalise/demolish illegal structure	2.78	1.5
Execution, Entrance Plan	2.67	1
Submission of Plan for Approval	2.65	2.36
Approval of local plans	2.36	1.2
Rehousing Plan	2.13	1
	42.23	22.66%
	=	53.6%

4.1.2 EVALUATION:

From the Table 4.1 above it can be seen that based on the functions KASUPDA said they carry out the board have scored 53.6% which is an average performance. But assessing the board from the overall planning functions the board supposed to carry out i.e the checklist it means

KASUPDA have achieved only 22.66%. The board do not prepare District Plan, subject plan, structure or master plan. This failure go to show that KASUPDA have neglected an important, infact the most important aspect of landuse planning and therefore cannot be expected to guide and control development properly in Kaduna.

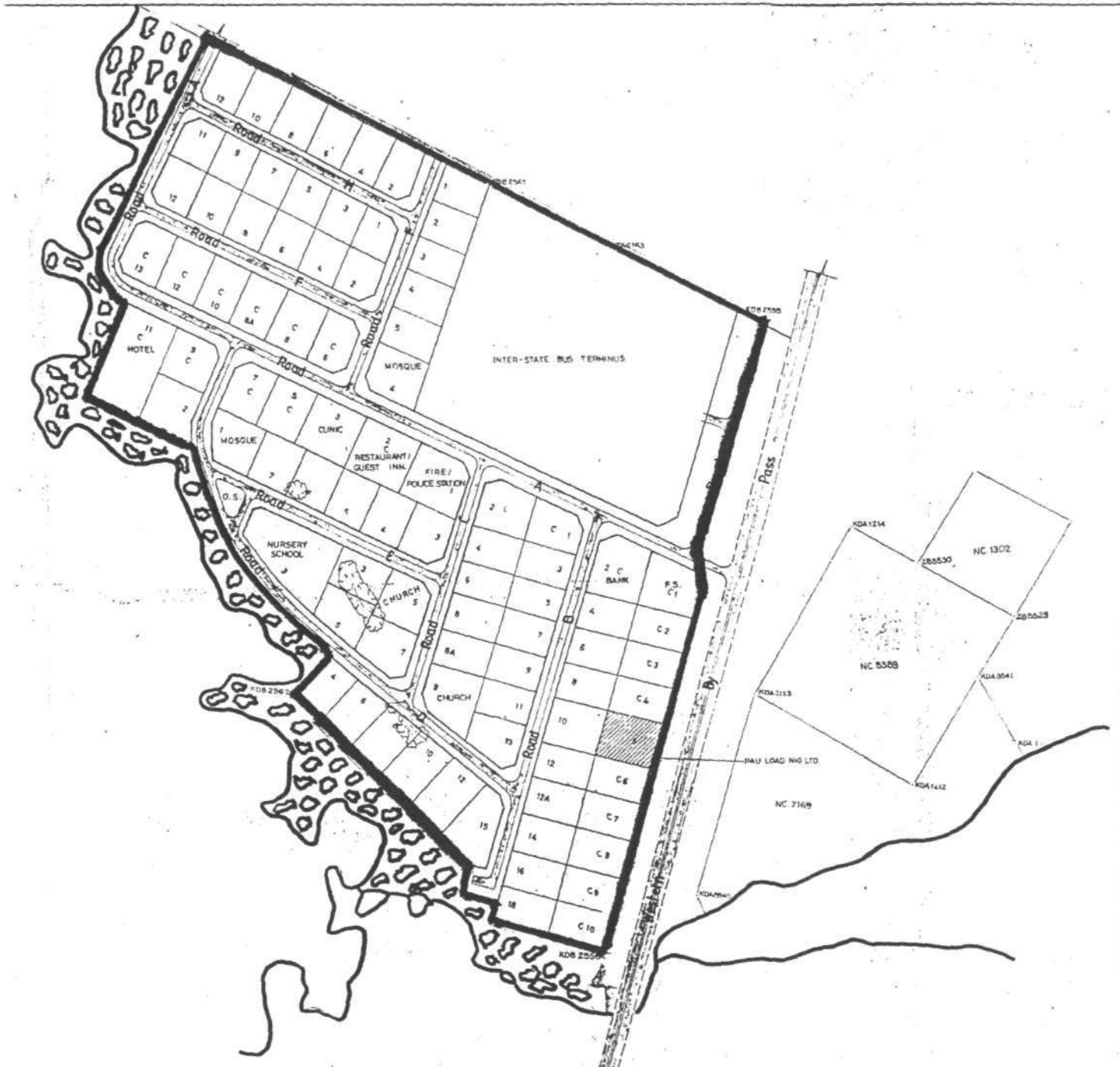
It is glaring from the table 4.1 above also that even the functions the board do carry out, KASUPDA have fallen short of expectation in development control and co-ordination of planning. The lack of preparation of these different plans also mean the board do not involve the public that is, no public participation in whatever they plan except in cases of compensation for properties which land officers from lands and surveys handle such matters.

In KASUPDA the issue of making approved plans available to public, deposition of any scheme for inspection; request for objection of any plan; recovery of any betterment fees, review of plans issuance of general development order, supplementary or interim development order does not arise. Infact going by the content of town and country planning law cap.130 section 7(1) which states that "The Authority shall be given by the Minister a name indicative of the area or place in which the Authority is carrying out its duties and such name shall include the wards planning Authority". The board is operating illegally in Kaduna.

It is observed also that all the approved layout plans of KASUPDA do not show service lines water mains, telephone lines electricity lines etc., and so technically the plans lack complete information needed of a development plan

BUS TERMINUS, RESIDENTIAL & COMMERCIAL LAYOUT BADIKO

T·P·O·630. 51



LEGEND

- Express Road
- Proposed Road
- River
- Rock Outcrop
- Existing Development
- C — Commercial Plot
- F.S. — Filling Station
- O.S. — Open Space

LAND-USE ANALYSIS

SERIAL No.	'LAND-USE'	No. of PLOTS	AVERAGE PLOTS SIZE	TOTAL AREA	PERCENTAGE (%)
1	BUS TERMINUS	1	—	4·81Ha 11·89Ac	17·72%
2	COMMERCIAL	22	0·19Ha. 0·47Ac	4·35Ha 10·44Ac	16·03%
3	RESIDENTIAL	48	0·16Ha 0·37Ac	8·04Ha 22·12Ac	30·29%
4	PUBLIC	6	0·28Ha 0·69Ac	1·26Ha 3·12Ac	4·66%
5	CIRCULATION			7·66Ha 18·85Ac	28·15%
	TOTAL			27·14Ha 67·02Ac	100·00%

FIG. 4.1 A

SCALE: 1:2400.

SHALLAKUZA M.S.
M.SC. U.R.P.
THESIS 1991
A.B.U. ZARIA

north

PRODUCED BY KASUPDA
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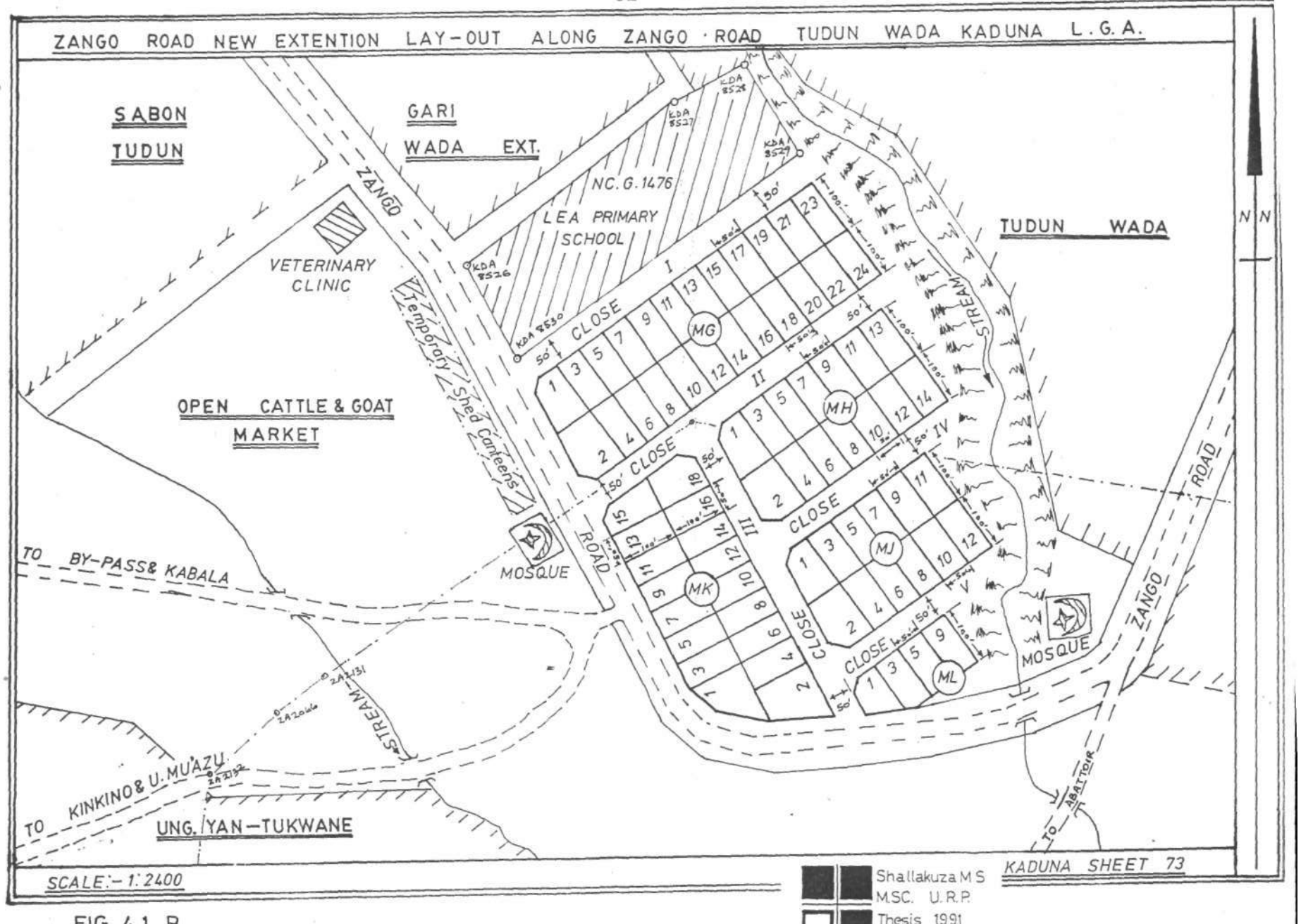

ZANGO ROAD NEW EXTENTION LAY-OUT ALONG ZANGO ROAD TUDUN WADA KADUNA L.G.A.
SABON TUDUN
GARI WADA EXT.
ZANGO
NC.G.1476
LEA PRIMARY SCHOOL
TUDUN WADA
VETERINARY CLINIC
Temporary Shed Canteens
OPEN CATTLE & GOAT MARKET
CLOSE
STREAM
ROAD
MOSQUE
TO BY-PASS & KABALA
TO KINKINO & U. MU'AZU
UNG. YAN-TUKWANE
TO ABATTOIR
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M.SC. U.R.P.
Thesis 1991
A.B.U. Zaria

FIG. 4.1 B

(see figure 4.1A and 4.1B)

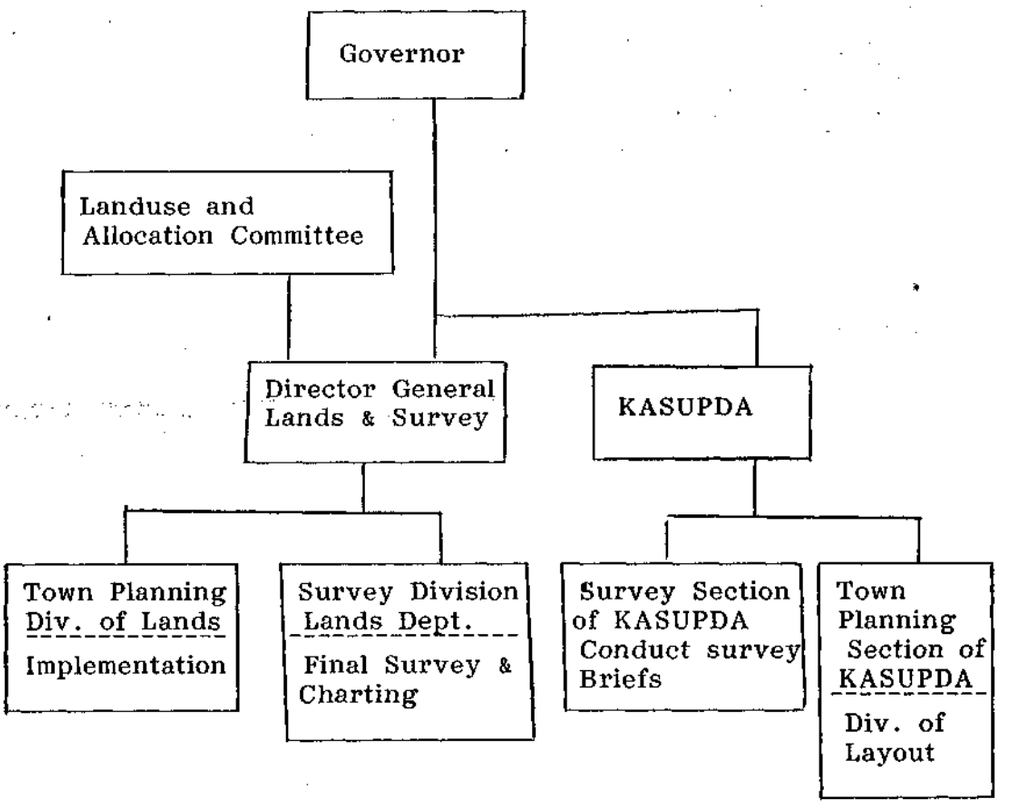
In Kaduna, the process of designing and preparation of layout, its approval and implementation involves some functional relationships between KASUPDA and the Department of lands and surveys (see figure 4.2). The decision to prepare a layout, may be at the instance of the state governor through the Director General of the department of lands and Surveys, or on the request of the Director General himself. When the decision to prepare a layout in made by the Governor or Director General, it is usually communicated to the General Manager of KASUPDA. The survey section of the authority that is KASUPDA conducts survey briefs. This covers preliminary site reconnaisance survey, study of base maps to determine all industrial details and other characteristics, and study of topographic maps to determine all topographic details.

The survey section then pass this briefs to the town planning section, where the draft plan(s) with statement of problems and alternatives are prepared. These plans are then sent to the land-use and Allocation Committee through the general manager of KASUPDA for their comments and suggestions. The plans with the committee's comments and suggestions are then sent back to KASUPDA. Then a final plan containing details of plots, sub-divisions, landuse and circulation networks are prepared and sent to the Governor's office through the Director General department of lands and Surveys for approval.

When the plan is finally approved it is then sent to the town planning division of the department of lands surveys

for implementation. It should be noted that plans so prepared do not contain detailed subject plans and cost estimates. Also at the local government level the decision to prepare a layout at the instance of the Chairman is passed on to the state planning authoriy (KASUPDA) and the plan goes the same process as stated above.

Figure 4.1: PROCESS OF LAYOUT PLAN PREPARATION AND APPROVAL IN KADUNA STATE



Source: Field Work, 1991

From all indications, KASUPDA have performed below expectation (22.6%). The researcher also noted that land is planned and being managed contrary to the theory in Kaduna. Landuse planning is carried out with comprehensive plan, no monitoring, no review of plans and above all, inadequate co-ordination of the activities of palnning between statutory agencies and KASUPDA in so far preparation of layout p lan is the major function of KASUPDA. No wonder that although Kaduna was the first town to be formally planned in northern Nigeria, Kaduna is plagued with planning problems.

It appears that KASUPDA since its inception in 1985 to date have not yet gripped firmly its functions and operations and therefore, have not performed well in planning and managing landuse planning in Kaduna metropolis.

4.1.3 PROBLEMS OF LANDUSE PLANNING IN KADUNA

4.1.4 INADEQUACIES OF KASUPDA AND OTHER AGENCIES

The managing of landuse planning requires enough professionals at the disposal of the planning authority, otherwise little could be achieved on the ground. In this respect, some problem areas are indentified in the management of landuse planning in Kaduna.

(a) SHORTAGE OF STAFF

KASUPDA have only ten trained professionals made up of seven Planners, one Architect and two Engineers to manage planning in Kaduna with projected population of 1.52 million in 1990. Using population threshold of 30,000 for a district, Kaduna should have 50 of such districts, and using American standard

of 30,000 people to one Planner, KASUPDA requires m ore than 50 Planners but due to general shortage of trained professionals e specially in third world countries, Kaduna should have at least 40 Planners. It was estimated that the country needed up to 3,893 professionally qualified Planners in 1981. The Planners in the country at that time were less than 800 (Onibokun, 1981 p.8) (Suleiman, 1988,p.79). By now, the situation may have changed slightly but this is not to say that staff shortage is over. This is similarly true for environmental engineers, civil engineers, and Architects, whose professional inputs are required for the landuse management.

(b) INSTITUTIONAL AND LEGAL ENVIRONMENT

Given adequate professional staff, landuse planning and management failures can still occur owing to the maldistribution and management between the planning authority and other statutory agencies of implementation. More often than not, however, the input of other agencies other than the planning authorities are not given adequate attention on plan preparation. This is attributed to partly as a result of the federal nature of the Nigerian state and partly as a result of the lack of co-ordination and co-operation between the various agencies in plan implementation.

Although there is a State Planning Consultative Committee in Kaduna which should have served as a medium of co-ordination and co-operation but the committee's decision is not legally binding on any agency. It is

only advisory and based on mutual understanding between heads of agencies. When plans are prepared members from NEPA, Water Board, NITEL, NIPOST, Housing Authority and KASUPDA meet to discuss the plan each body is to contribute its input. But federal agencies like NEPA, NIPOST, NITEL, do not adhere strictly to the committee's proposals since its decisions are only advisory.

The Committee is also not fully represented as transport Authority and local government who also have a role to play are left out in the scheme. The lack of co-ordination and co-operation has often resulted in the familiar conflicts of municipal jurisdiction and confusion of agency responsibilities. Functional fragementation of development agencies marked by discordant administration and lack of co-ordination has been reported in many cities in Nigeria (Suleiman, 1988 p.79).

The institutional conflicts are however, partly as a result of the legal framework in the plan implementation. The three major laws that have direct relevance to landuse planning - that is - the landuse Decree, the Town and Country Planning Cap. 130 and the Local Government Edicts are often conflicting in concept, procedure and approach. These conflicts are reflected in the day to day managment of the metropolitan area.

(c) POLICTICS IN PLANNING IN KADUNA

Politics is often blamed for making wrong decision that

affect planning and hence the general public, but planning is also part of politics because large part of planning work has something to do with decisions where uses are to take place, how town or urban areas should grow, where industies are to be located and so on. All these have bearing with politics trying to reconcile conflicts of interests and taking care of all groups before the final plan is produced. Again, Planners have to convence the policy and decision makers as to why his proposals are necessary for orderly development and generally how such can bring betterment to the public which also is the political campaign of all politicians.
Although sometimes orders come from the top, governmet officials which are inimical to planning but the "onus" is on Planners to convence the authority on the consequencies of such orders and this is the weakness of Planners in public offices. Succumbing too easily to employers to the detriment of their profession and the general public at large. Planners failed to convence decisions which may have serious repercussions on the life of the citizens. For instance, the location of federal Superphosphate Fertilizer Company at Nassarawa close to residential area in Kaduna. This may have been the case also for the Trunk 'A' dual carriage road between Kaduna - Kano which should have by-passed Zaria on the Eastern side of the town to open up the area for development and job creation but it divided Zaria and its immediate suburbs.

The common man finds it difficult to cross the road with such fast moving vehicles.

(d) INDISCIPLINE AMONG PLANNERS

Indiscipline among Planners have contributed to lack of performance in KASUPDA. Planners have allowed trivial issues to mar the image of planning. Some Planners have belittled themselves by paying much emphasis to the negative aspect of development control that is putting 'X' on buildings for demolishing or making strigent conditions for approving building plans and almost forget the real planning issues at stake. (Preparation of development plans, schemes, co-ordination of implementation, creation or generation of more jobs etc.)

The attitude of the general public and their level of education has made people's involvement in planning very difficult. In Kaduna, about 40-60% of the populace are illiterate and shy away from active expression of their views and aspirations to others, government takes decisions on what it wants to do to the people and planning is government affiars so they have little to contribute. Others consider anything planning is synonymous to confiscating people's land or putting 'X' on people's buildings and so are not ready to co-operate with planning agency thereby making public participation at grass root level very difficult.

(e) FINANCE

Government's lean purse has placed limitation on manpower, equipment and materials to execute planning

and manage it well. The cost of executing a Master Plan or a major planning scheme is very high in relation to the city's resources, many cities are not able to undertake development and redevelopment prgorammes, which are urgent and necessary (Kaduna inclusive). Urban areas have special problems in raising finances for operations and maintenace of existing services for capital improvement programmes. While they have to incure expenditure such as infrastructure and social overheads as roads, water supply sewerage and mass transportation, they find it difficult to mobilise enough financial resources on the other due to the fact that rural mingrants who make heavy demands on utlities and services are least able to pay for them by way of rates and taxes. Those who use urban utilities and social overheads and are capable of paying for them often live outside the tax jurisdictions of the main city.

Contrary to this is the fact that taxes and rates collected as a result of the use of urban services are not ploughed back for improvement of such services. Other reasons that inhibited KASUPDA from achieving the noble objective of landuse planning is the failure to prepare any comprehensive physical development plan since its inception in 1985. The Maxlock Master Plan of 1967 was not reviewed - this single failure means the overall guide and control is not effective since development is allowed to take place any how. This and many dher related

factors limit the ability of KASUPDA to plan and manage landuse in Kaduna metropolis.

4.1.5 ENVIRONMENTAL PROBLEMS IN KADUNA

Some of the landuse planning problems plaguing Kaduna which have direct bearings on the environmental setting are:-

(i) Illegal development continues unabated in the suburbs. Such development consists of ramshackled buildings which don not pay regard to planning regulations thus creating an unplanned development. Residential and heavy industries exist side by side especially at Yelwa and Nassarawa where the Federal Superphosphate Fertilizer Company is located. The whole area is polluted, full of chemical smell and always smoky and therefore, posing health hazards to the inhabitants in the area.

(ii) Hightension cables 33KVA run directly over residences in Rigasa village, parts of Tudun Wad and terminated at the NEPA substation at Kaduna south. (See Plate 4.1 and Plate 4.2). This situation is not only antithesis to planning but this threatens the existence of human being incase of accidents.

(iii) Three quarters of the paved road are taken over by garbage and refuse dumps in some parts of Kaduna, blocking other streets or rendering the road almost useless. This can be seen in Unguwan Rimi area, Malali village and Television areas of Kaduna metropolis. (See Plate 4.3 and 4.4).

(iv) While electric poles obstruct view at road junctions

Plate 4.1



33KVA High tension Cables running directly over residences in Rigasa village.

Plate 4.2



Rigasa Village

Plate 4.3



Three quarters of paved roads are overtaken by garbage in Unguwan Rimi Village

Plate 4.4



Unguwan Rimi Village

Plate 4.5



Electric Poles obstructing views at Ibrahim Zaki/Ohinoyi road junction

Plate 4.6



Ibrahim Zaki Road

Plate 4.7



Commercial activities on road in the Panteka Market area and Tudun Nupawa area

Plate 4.8



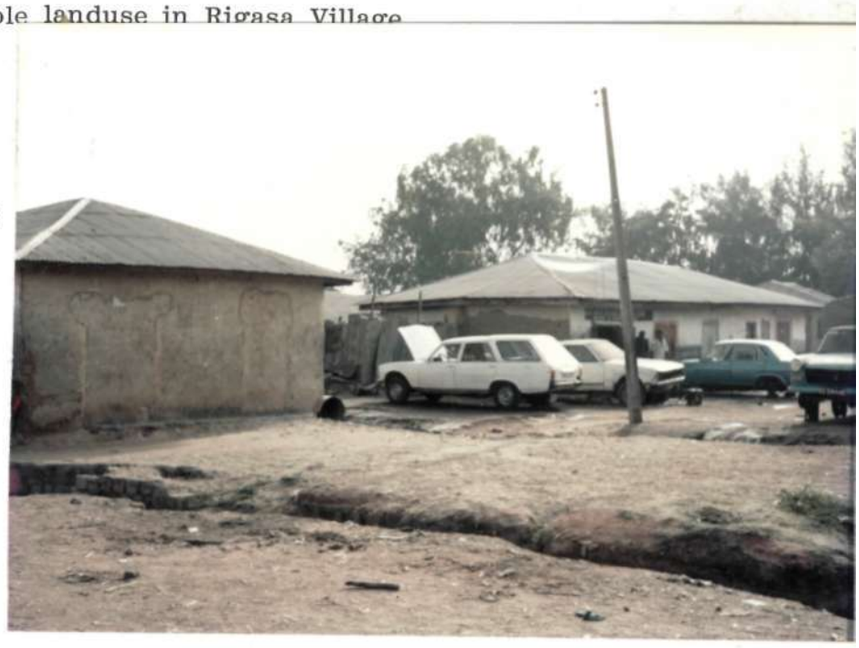
Tudun Nupawa Village

Plate 4.9



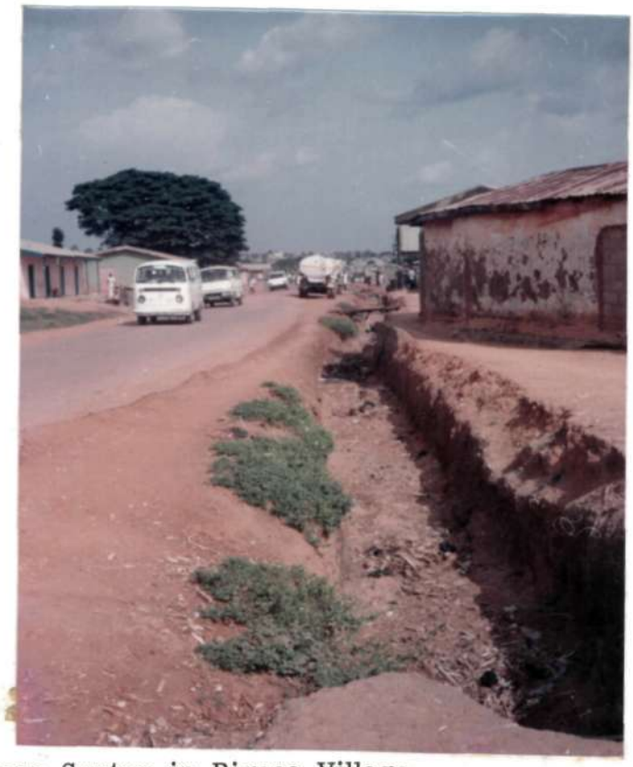
Incompatible landuse in Rigasa Village

Plate 4.10



Rigasa Village

Plate 4.11



Poor Drainage System in Rigasa Village

Plate 4.12



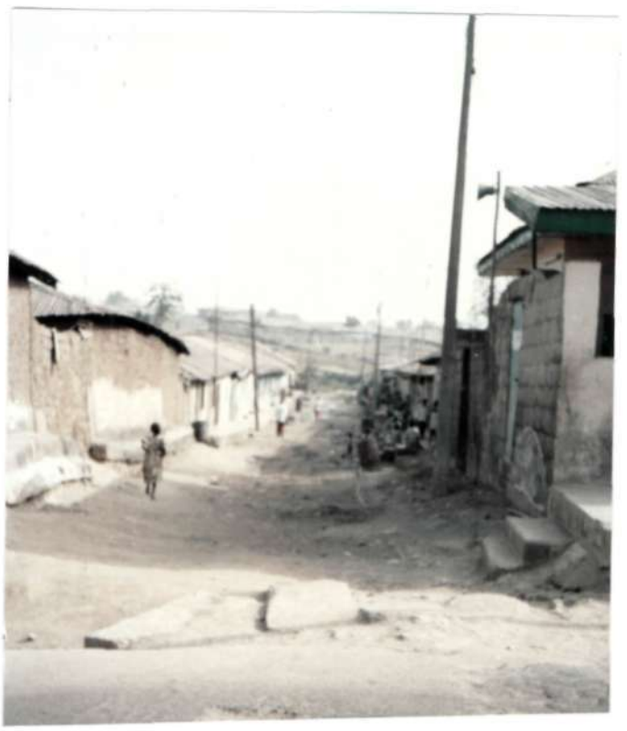
Rigasa Village

Plate 4.13



Sabon-Tasha: Poor accessibility

Plate 4.14



Unguwan Sanausi: Poor Pedestrian walk way

for instance, the electric pole situated at the T-junction joining Ohinoyi road to Ibrahim Zaki road, and that at Korau road at Unguwan Rimi. These poles were wrongly located and are not in harmony with road traffic. Usually, such places are prone to motor accidents. This situation could also have been avoided if NEPA and KASUPDA are working as complementary agencies concerned with making Kaduna functional (See Plate 4.5 and 4.6).

(v) Commercial activities have taken over roads especially around Panteka market area where wares are displayed on road sides reducing the roads to narrow alleys (Plate 4.7 and Plate 4.8).

(vi) Incompatible landuse exist side by side where petrol filling st ation located in the heart of residential area or near market place also, automechanic workshops and carpentary workshops all located within residential area. This kind of development is common in Sabon-tasha, Rigasa village, Malali village, Unguwan Shanu and Television village. There is no recreational facilities provided in these areas too (Plate 4.9 and 4.10).

(vii) There is unplanned development prevailing at parts of Kawo, Narayi Unguwan Sanusi and Unguwan Sunday. These areas have inadquate water supply, poor drains, dilapidated and congested dwelling units and degraded physical environment (Plate 4.11 and 4.12; Plate 4.13 and 4.14; 4.15 and 4.16).

(viii) Along Ahmadu Bello Way the central nerve of the city, the road is always congested especially on

Plate 4.15



Narayi: Poor Drainage System

Plate 4.16



Unguwan Sunday: Poor Drainage System

working days from Monday to Friday. This road is often full of traffic hold-up especially at the round-abouts (Plate 4.17 and 4.18).

These problems highlighted above require the immediate attention of government and KASUPDA in particular.

In response to some of the problems of landuse management in Kaduna, KASUPDA has proposed to review the MaxLock Master Plan of 1967 and is awaiting government approval. Proposals have also been passed to the government to resettle all automechanic workshops in one place. The aspect on environmental sanitation will be handled by the Environmental Sanitation Unit of KASUPDA which was established early this year (1991). These, however, can not resolve the landuse planning and management in Kaduna except more effective machinery is devised. Despite these problems, all hopes are not lost, there in room for a lot of improvement.

Plate 4.17



Congestion in Ahmadu Bello Way, Kaduna

Plate 4.18



Ahmadu Bello Way, Kaduna

CHAPTER FIVE

SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1 SUMMARY OF FINDINGS

The main theme of the thesis has been to answer some questions. To what extent does the theory of planning in general and Nigeria in particular provide a framework for effective landuse planning practice? Has the existing planning system been effective and adequate enough to take care of the rapid growth and expansion of Kaduna? Further m ore to what extent has KASUPDA consciously exployed the processes and procedures of planning in carrying out its duties and functions? What are the lapses in achieving the desired objectives of planning in Kaduna.

The appropriateness of the administrative set up and the manner in which it co-ordinates the activities of complementary statutory agnecies involved in planning and identify potentials and constraints that affect the effective co-ordination and co-operation among them. Based on the analysis of the data carried out the following summary of findings have been drawn. A critical review of the programmes of some accredited institutions of higher learning in the country, namely: Ahmadu Bello University, Zaria, University of Ibadan, Rivers State University of Science and Technology, Port Harcourt, The Polytechnic, Ibadan and Kaduna Federal Polytechnic, Kaduna show that although there are variations on course titles and course contents there are no significant difference on the scope of planning education. The courses are inline with the N.I.T.P. syllabus and the Nigeria Universities Commission's Guidelines (N.U.C. 1989). A cursory glance at the institutions'

staff strength, quality and course contents indicate that they are adequate and hence accredited (Accreditation, 1990) (N.I.T.P. 1991 p.10).

In all these accredited institutions, the theory emphasises that to plan there must be grasp of theory of planning, comprehensive data on the area to be planned and that planning operates by analysising demands and their interactions one with another by drawing up plans to idicate where and when development should take place, by devising policies to cope with the current and anticipated problems in the use of land, the movement of people and goods and the quality of the environment and by applying controls over the development which take place day by day.

The practice of planning in KASUPDA is contrary to the theory of planning in providing comprehensive framework for proper plan formulation and implementation. In Kaduna metropolis the notion that Planners are dealing with the city "as a whole" is principally a delusion. This is because the work of the planning authority and other agencies and staff seldom deal in truth with the big city as a whole or a total organism. It was gathered that although Kaduna has a Master Plan since 1967 to direct its growth and development, the plan has long been abdandoned and this long gap in plan execution led to the town's overgrowth which consequently created the present unpleasant physical and social environment. The assessment of planners revealed that although they have constraints of shortage of staff but their overall performance fall short of expectation. They preformed badly in p lan preparation and co-ordination of planning and their overall

assessment show their performance is inadequate to sustain, guide and direct growth and development of Kaduna under the present dispensation.

Furthermore, the existing legal framework for planning though comprehensive, has proved inconsistent with theory of planning overtime. It conceives planning to be limited in scope and contents and inflexible to accommodate the dynamics of socio-economic changes in the society.

For metropolitan planning purposes, it is important to see the city as a culturally conditioned system of dynamic inter-relationships among individuals and groups as these are modified by their locational distributions. There is the need therefore, for a wholistic conception of the city that can analytically identify process-raltions and form relations, that can more sharply distinguish between and thus facilitate our understanding of the relationships among the physical patterns, the spatial patterns, and the spatial interaction patterns. The spatial activity patterns that are the expressions of economic and social behaviour.

Physical planning in Nigeria whether at city, regional or sub-regional levels seems more of adhoc or incrementalism approach, an interventionist planning where planning comes in after an event might have occured or show signs of occurance then solutions are proferred immediately or pursued half heartedly rather than comprehensive planning based on comprehen-sive datacollected depicting the past, present and predicted trends of events. Contemporary enthusisasm in matters of planning in Nigeria are inbalanced. There is too great an obsession in s ome quarters, not enough concern in others

much attention on spatial aspects to the detriment of aspatial aspects.

Although physical, social and economic data are considered during data collection for plan making, most of the plan matters neglected the cultural and normative aspects in the final design concpets superimposing foreign design elements to the detriment of the local indegenous designs that suits the planned for. Planners end up with beautiful designs that are not implemented.

The scope and area of operation of local planning authorities in Nigera have often been unrelated to the functional realities of the planning authorities. For instance, in Kaduna State, KASUPDA is mandated to take care of 21 designated urban centres in the State with only 10 professional Planners in the state. This has resulted in Planners concentrating on one aspect of the breakdown in city life, sanitation, slums, polution, sprawl etc. while the unbalanced consequencies for th rest of the life and the fabric of the city are ignored. (Cullingworth, 1978).

High tension cables runnig directly over residences, incompatible landuses are also some of these problems. Although it is true that no one really knows when a city is too large, too congested rather than merely poorly organised, it is also true to some extent that cities beyond a certain size suffer from significant disadvantages especially diseconomies of scale. Planning system in Nigeria does not exphasize growth limit of cities except for Abuja and so other cities continue to expand and develop any how creating acute problems on extending facilities and services to the satisfaction of the populace.

It is noted that where plan formulation is undertaken by a single

agency, its impementation involves numerous agencies. This is peculiar in Nigeria including Kaduna. This has most often resulted into competition and rivalry between the implementing agencies which thwarts the efforts of implementors. The lack of proper interdepartmental and inter-agencies communication, co-operation and co-ordination of activities creates a situation where different planning and development agencies work in isolation with disregard to plan proposals for instance, lack of effective servicing of layouts by relevant impementing agency have militated against effective monitoring in Kaduna. Acute shortage of professional Planners is obvious in Kaduna. KASUPDA requires at least 40 Planners to function well as against only 10 Planners for the whole state[1]. Many plans remain unimplemented, forward looking planning preparation of schemes data collection and proper research are ignored at the expense of proper development control. KASUPDA relies heavily on sub-professional cadre of staff about 40 for the whole state. This affects the technical expertise and supervision.

The board depends perpetually on statutory allocations and loans from commercial institutions to carry out its functions. However, as government purse is lean due to economic crises all over the globe, definately money is inshort supply to the board. Presently, the World Bank is undertaking infrastructural development projects in the state to assist in providing infrastructure to some urban centres. All the money generated by the board is ploughed into government treasury. The board lacks adequate generation control and management of its finances. There is also lack of effective

harnessing of private sector.

In Kaduna, the planning system has failed to include pubilic participation although Cap. 130 of the state's Town and Country Planning Law specified how people affected by plan making should b e involved, little has been done only incase of compensation are public requested to b e involved but not on other planning issues and since people are not involved in planning, they are not aware of the usefulness of planning as such, so the common man does not value KASUPDA nor its regulations and operations. For example, encroachment on roads and open spaces by hawkers, illegal construction of or entension of buildings are rampant in the metropolis.

Lack of finance and staff has created a situation where it takes time to initiate and make plans to control development in all parts of Kaduna. This has also created time lag which gives room for haphazard development. Most of the layouts prepared are not implemented after many years and this has affected the cost and ease of implementing plans with inflation sky rocketing at geometric progression.

Planning legislation dates back to 1863 when the health improvement ordiance was enacted. Then comes the laws of northern Nigeria Cap. 130 of 1963 which is inadequate with scope and contents in relation to definition of planning. It provides an authoritative process of plan preparation (Section 12 to 26) but states in an ambigous process of development control. It also lacked adequate powers to deal with urban revewal. The palnning law failed to define properly what is a scheme as to whether it is a plan or a layout. If layout is conisdered to b e a scheme, the processes and procedures spelt out in Section

12 to 22 of the law takes too long and cumbersome. If, however, is a Master Plan, the prohibitions of any development on declared planning area before general orders are illegal due to the lack of issuance of interim orders before general orders. This makes planning activities explicitly illegal and therefore, no such schemes were prepared according to the law while the development plans prepared are not enforced because of failure to meet the legal requirements.

There is also conflicts existing with the provisions of the local government reform of 1976 and landuse decree of 1978 vis-a-vis the use of land where it provides for economic development by local governments but vests ownership of land to the govenor of the state. These and many other anomalies are apparent with the planning law and related laws. This affects planning in Nigeria including Kaduna. Without Development Plan the local planning authority losts control and guidance on growth and development of Nigerian cities and planning remained adhoc and incremental in nature. But there is room for a lot of improvement in the planning system.

5.1.1 RECOMMENDATIONS

The lack of development plan, proper staff with effective machinery was fundamental to the failures identified in managing the palnning process. The problems of Kaduna metropolis is deeply rooted in the development plan, staff and effective machinery for managing landuse planning. All other problems are directly or indirectly related to inadequacy of development plan, staff and co-ordination of planning. It is better to re-identify the nature of the problems and issues which planning

as a comprehensive activity is concerned and also to review the main ways the Planners are and propose a machinery that meets the dynamics of urban centres. In view of that, the following recommendations are made:-

(i) Structure plan and action plans be prepared becuase of the advantages structure plans have over Master Plans. Structure Plans are more general than Master Plans, easier to update and focus on guiding the general direction of development in line with environmental factors rather than on "Specific lot-by-lot landuse or local road configurations". (Klosterman, 1978) (Holstein, 1990 p.8). Thus, Structure Plans become pro-active. It guides the overall direction of urban growth without the constraints and expense of rigid detailed plans of Master Plan.

Actions Plans however, are reactive,that is,they provide short term measures often involving public investment, to break bottlenecks in the development process. An Action Plan sets out specific goals and shifts them, immediately to respond to obstacles. And so by using bothg Structure and Action Plans and by anticipating potential revenue constraints and opportunities as early as possible, well informed investment priorities can be established that do not give exlusive or undue importance to spatial development currently in vogue in planning system. In pursuance of the above desired objective Action Plans for water system. paved roads, schools, garbage collection and other basic services can be prepared (where non exist). Often, these costs are not

included in the Master Plan and the result is neglected, run down services.

(ii) Emphasis should be on Action Plans for their flexibility and short span of time set for achievement instead of the comprehensive Master Plan that is all ecompassing, rigid and have heavy financial demands.

(iii) Planning for landuse and planning for transport must be approached as an integrated whole. It is noted in Kaduna metropolis that landuse no more develops outside a transportation system than transport changes occur outside landuse patterns and one of the challenges of planning future urban centres lies in finding a technique appropriate to producing optimal landuse-transport patterns.

(iv) Improvement of planning image that is to embark on a massive campaign to reverse bad image created on the minds of ordinary man in Kaduna. This can not be achieved through press wars, but by demonstration through altruistic services through:-

(a) De-emphasising the negative aspects of development control that is pulling down people's houses only after the planning authority would have approved and failed to monitor their construction.

(b) Vigorously complementing programmes that justify that planning is in the public interest and public good through good deeds.

(c) Re-direct planning from purely social overheads to one that is at least cost recovery mechanism, preparing manuals on how to finance any given

project with strict accountability.

(d) Accepting in good faith the responsibility of advocate Planners to invoke seriousness on the part of other Planners.

(v) Being more active and forward in politics and government to press harder the right course for planning especially in country like Nigeria whose 40-60% population are illiterates who do not have clear understanding of what planning is all about.

(vi) There should be ethical re-orientation that is, re-direction, decision and tough action on professional conduct of Planners. Thus, the Nigerian Institute of Town Planners and the Town Planners Registration Council should provide some checks on Planners whether in public or private organisations. Where Planners should be accoutable for their actions or otherwise, misdeeds, that is there should be a statute that spells penalty for individual's mischievous actions. The code of professional conduct is not enforced and is silent about public office Planners' mischievous actions.

(vii) Public must be involved in the planning process and the practice where land owners and communities are asked to prepare or cause to prepare detailed layouts and development plans should be subject to a structure plan or action plan advocated for in (i) above, which should be prepared by appropriate local planning authority.

(viii) Inter-corporate planning approach for the preparation and implementation of proposed structure plan for Kaduna. This is to ensure co-ordinated development and plan

implementation in a manner which avoids resource wastage through rational allocation of resources. That is to say the formulation of the plan should not be a single exclusive prerogative of planning authority (as it is now) rather it should be combined efforts of the various statut ory authorities having development responsibilities within the city. Each authority contributing its own part of the plan, that is, subject plans be prepared by agency responsible for implementation, since a major characteristics of an implementable plan is general acceptability especially by the agencies that are going to implement the plan. Also, proper cognisance of the role of public participation in the plan process is fundamental to the success of any plan. Indigenous planning consultants may be used where in the end they may contribute in the process of its implementation. The cutting of overlapping etc can release resources and make for greater efficiency in their use.

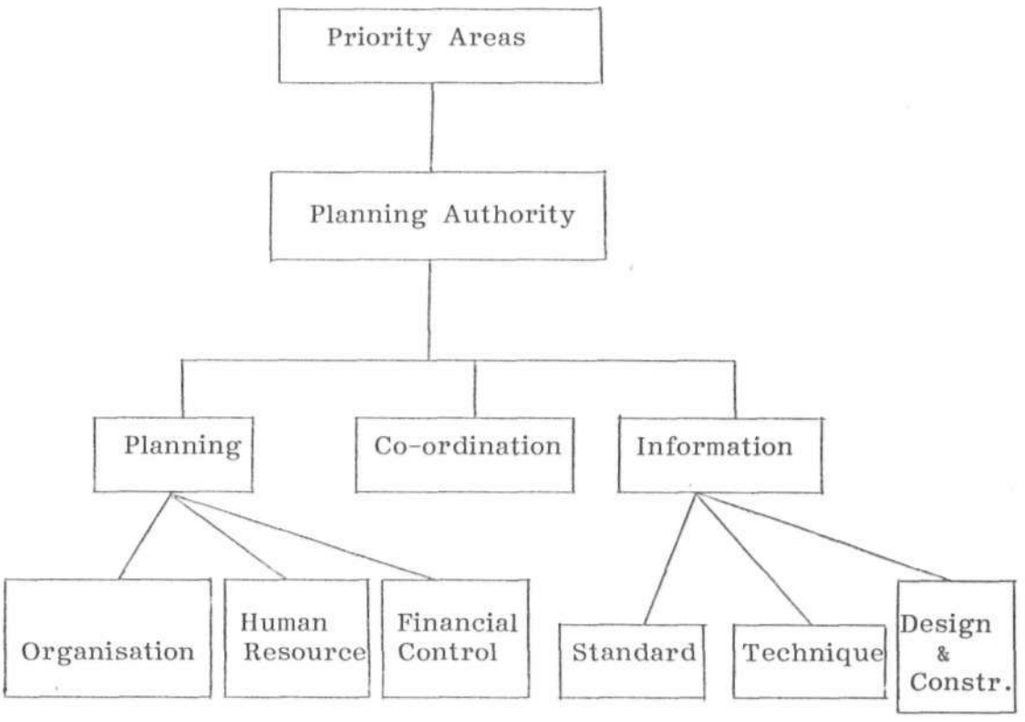
(ix) Since the provisions of the legal instrument is inconsistent, there is the need for urgent review of the Town and Country Planning Law Cap. 130 (for instance, Sections 12 to 26) to make clear what is a shceme and who and how a scheme should be prepared and Edict No. 10 of 1985 (Sections 18, 19 and 20) should also be reviewed to reflect the current theory and practice advocated for in this recommendation. Also, landuse decree of 1978 should be reviewed especially Part I Section One Sub-section (1)(2) and (3) and Section 50(1) to conform to the present day theory and

waste disposal systems, extend infrastructure to service new areas, inline with expected growth and affordable standards. Transport Authority to maintain and improve the existing transport network and also extend transport services to areas of work places based on traffic demands to ease the flow of peoplel produce and goods. The transport authority have to conduct orignin-destination surveys to determine traffic flow and peak periods. For investment derive, create condictions and opportunities designed to attract new investments to the city by making serviced plots available to investors at affordablc fees. Increase revenue collection rates and initiate new tax bases through betterment levies, site and services scheme, etc.

Adjust building and planning regulations and laws to allow various forms of constructions. Ensure a continuing supply of serviced urban plots to a standard related to people's needs and ability to pay. Encourage expansion of existing industries and services. Generate employment and training opportunities and provide incentives for new businesses through concessions. Maintain and improve existing community facilities and services. Also provide a continuing programme for community development and the construction of social services and facilities.

Secondly, establish executive control which requires planning-co-ordination-information. This entails creating an effective institution and also develop realistic technical approaches (See Fig. 5.1).

Figure 5.1: PROPOSED ORGANISATIONAL CHART FOR LANDUSE PLANNING MANAGEMENT



PLANNING

Planning requires preparing plans to achieve inter-related objectives which emphasise shorterm priorities but must allow for future growth which structure and action plans will pay attention to.

CO-ORDINATION

Means establishing effective co-ordination between the design and execution of tasks and between the various implementing agencies, that is working in harmony to achieve specific tasks. Improving infromation and data base system including computerisation of appropriate data to permit more effective decision making. Presently, this aspect is neglected although

some attempts are being made at the research and statistics unit of the planning authority but the units are not functioning with seriouness it deserve.

There should be subsidiary planning authority at the local government level with clearly defined operating responsibilities, policies, relationships and procedures to strengthen organisational performance. Then human resources where training of staff for their jobs and commitment is encouraged, also ways of recruiting staff are determined.

Financial control under this dispensation is necessary where the financial system allows for effective control of expenditure, the generation of additional revenue and the maximasation of cash flow. There should also be realistic technical approach which requires, the development of standards, which are appropriate and achievable by each section of community considering cultural and social background. Provide techniques that provides an acceptable level of service and allow for future improvements taking into consideration the level of development and economy of the society. In design provide methods of incorporating affordabililty and employment generation criteria into building process,design concepts and standards to take cognisance of the local traditional concepts and designs which meet the desire of the common man. Costly mat erials and design should be discouraged while sanitary aspects should be encouraged in design concepts.

5.1.3 PROPOSED ADMINISTRATIVE SET UP FOR LANDUSE PLANNING MANAGEMENT IN KADUNA METROPOLIS

"Any recommendation for the reforms of planning and development administration must be firmly rooted in

> in the politiclal and economic realities of the country concerned. The most essential weapon in combating urban chaos are a unitary authority covering the whole urban area and its periphery and the careful preparation of an overall development plan relating to both economic and physical development. The means of implementing these concepts is a matter which must be decided by the government" (Max Lock, 1979 p.15).

The propsed administrative set up will be a planning and development authority with the name reflecting area of jurisdiction. The authority shall be under the Governor's Office. There shall be two separate levels of planning authority each with clear cut area of operation and functions:-

A State Planning Authority, that is, Kaduna State Planning Authority (KASPA) shall co-ordinate planning at state level that is in regional context.

B The Urban Planning Authority, that is Kaduna Urban Envrionmental Planning and Development Authority (KUPEDA) shall be restricted to specific urban areas.

The structure of the State Planning Authority (KASPA) shall be similar to that adopted by Kano State Planning Board with modifications in its functions and operations (see Figure 5.2).

A. FUNCTIONS OF THE STATE PLANNING AUTHORITY (KASPA)

i. Adminster planning at the state level

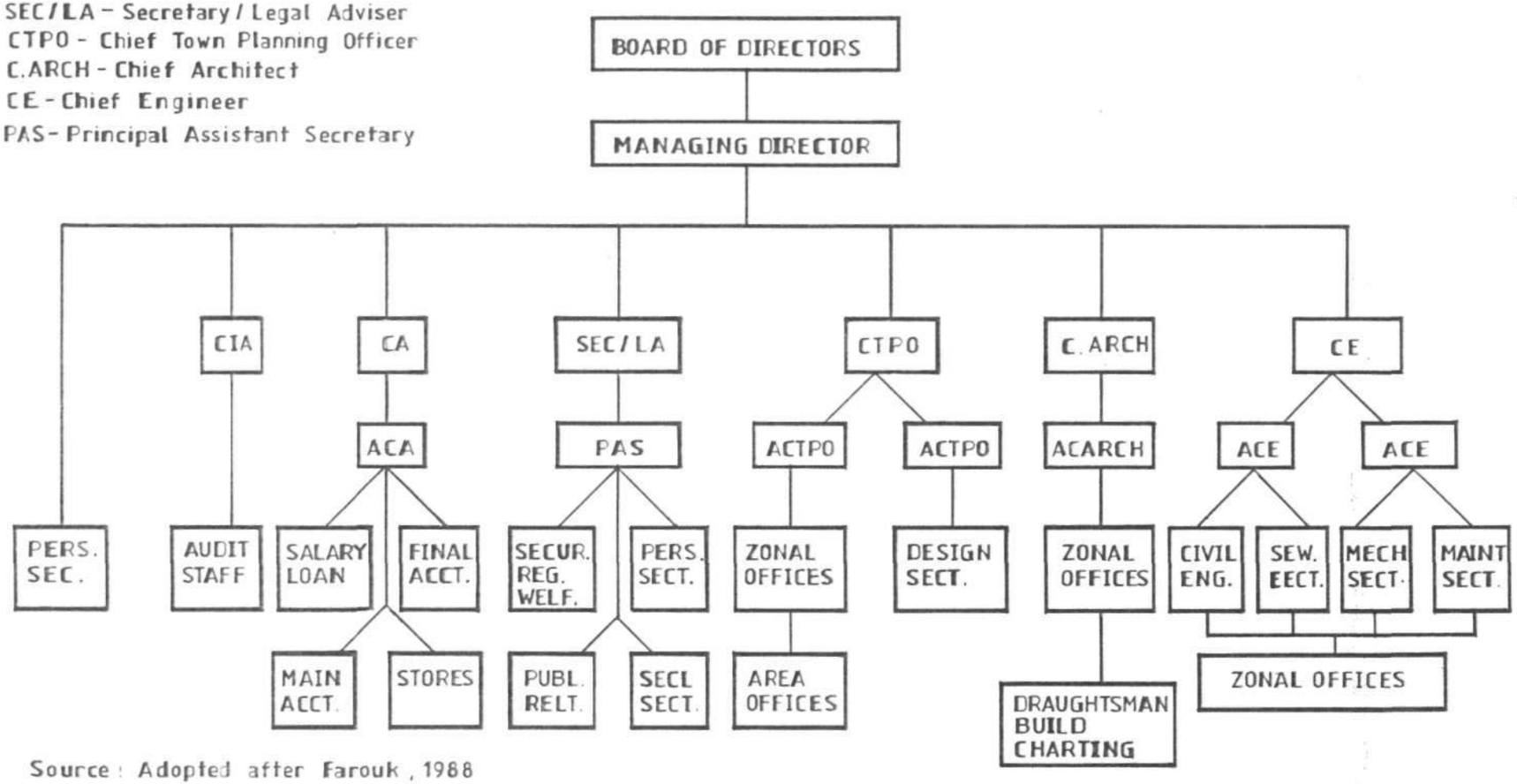
ii. Preparation or cause to prepare structure plans outside urban areas in the state.

iii. Decision making in matters concerning the policies of planning and development of the whole state

iv. Prepare manuals on how to assess resources, determine

KEY

CIA - Chief Internal Auditor
CA - Chief Accountant
SEC/LA - Secretary / Legal Adviser
CTPO - Chief Town Planning Officer
C.ARCH - Chief Architect
CE - Chief Engineer
PAS - Principal Assistant Secretary



Source : Adopted after Farouk , 1988

Shallakuza M.S.
M.Sc. U.R.P.
Thesis 1991
A.B.U. Zaria

FIG. 5·2

KADUNA STATE PLANNING AUTHORITY PROPOSED ORGANIZATIONAL CHART .

gap between project and financing resources

v. Determine priorities from time to time, re-evaluate revenue raising possibilities to finance additional projects and methods of ranking capital projects

vi. Illustrate how the capitalplan and budget are related to long term planning

vii. Co-ordinate planning and implemetation of regional and sub-regional plans in the state.

viii. As may be directed by the State Government from time to time.

B. KADUNA URBAN ENVIRONMENTAL PLANNING AND DEVELOPMENT AUTHORITY (KUPEDA) shall have structure the same as the present KASUPDA with modifications in functions and area of operation (See Figure 3.4).

The Kaduna Urban Environmental Planning and Development Authority (KUPEDA) shall have functions as follows:-

i. To administer, execute and enforce planning in Kaduna Urban area.

ii. Generally to foster the development of Kaduna through the exercise of powers and functions of the Authority.

iii. Prepare or cause to prepare action plans to cover land in urban Kaduna and subject plans on public utilities, transportation, investment, revenue base, housing, employment, community facilities and social facilities.

iv Execute and enforce action and subject plans in planning areas.

v. To have executive control in Kaduna urban area, that is, planning-co-ordination-information.

vi. To involve the public in the planning process during

all stages of the plan prepartion and implementation.

vii. Provision of data or all matters affecting physical planning in Kaduna metropolis.

viii. Supervise the other subsidiary organs or lower levels as much as possible to ensure efficiency of Authority.

C. The Kaduna Urban Planning Authority (KUPEDA) shall have local Planning Authority (L.P.A.) to reflect the administrative set up of local government in Kaduna metropolis. In view of the significant role given to the local governments as the third-tier of government in Nigera, the researcher recommends that local government should assume a "hard core" of planning fuctions, local government be assigned physical planning fuctions and responsibilities that are best accomplished at the local government level. Recent Developments have shown more autonomy is being granted to local governments and so the reseacher proposes that:

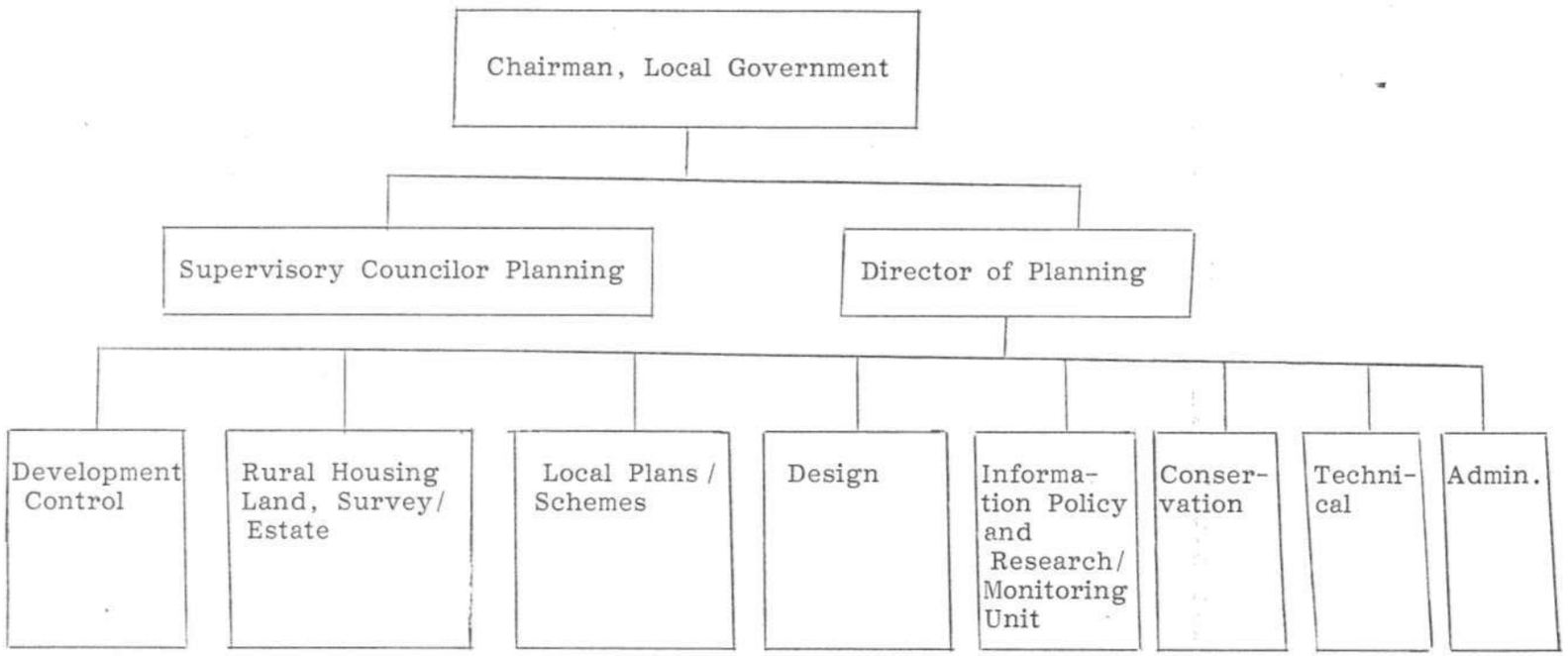
(a) The existing department of Lands and Survey or Works that handles planning related activities of the local government be re-organised to proper perform effectively.

(b) There shall be established in place of (a) above local planning authority at local level to undertake the planning and development of the area under its jurisdiction.

(c) The local planning authority to co-ordinate the activities of the communities and villages thereby increasing local participation. Also liaise with the State Planning Authority (KASPA) and other statutory agencies.

(d) All Federal, State agencies and private developers should be mandated by law to liaise with the local planning authority beofre executing any physical development

Figure 5.3A: PROPOSED LOCAL PLANNING AND DEVELOPMENT AUTHORITY ADMINISTRATIVE FRAME WORK.

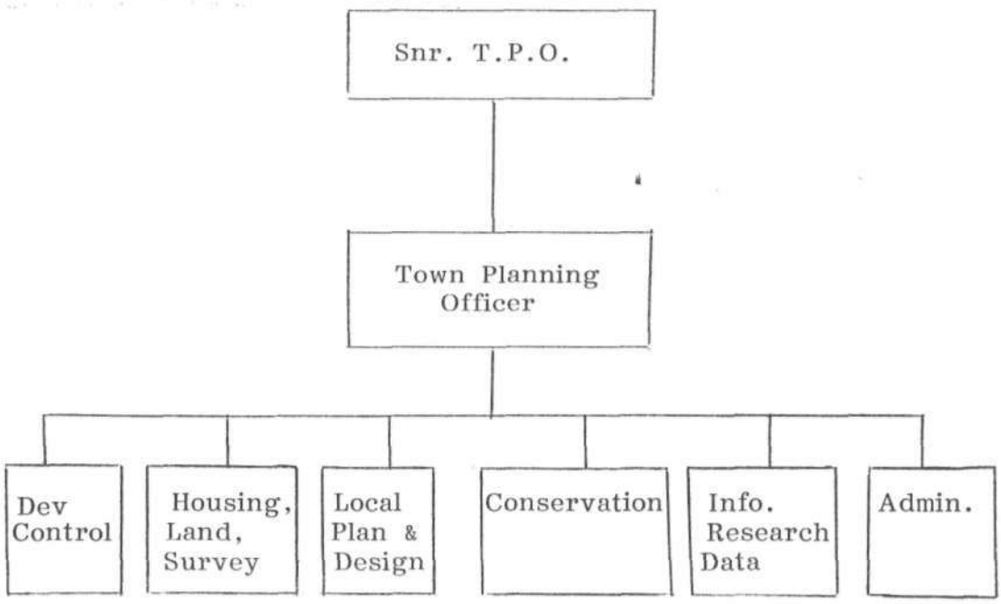


Source: Adopted after Peters, 1990

programme and policies within the local government area and when local plans are prepared, it should be jointly done, that is, inter-corporate where other related agencies (Federal or State) be involved in the scheme during and after the approval to enhance acceptance and implementation.

(e) The local planning authority shall carry out the functions devolved to local government under schedule four Part 'B' of 1978 local reforms and Part 1 of the 1989 constitution of the Federal Republic of Nigeria .

Figure 5.3B: STRUCTURE OF LOCAL PLANNING AUTHORITY



FUNCTIONS OF THE LOCAL PLANNING AUTHORITY(LO.P.A.)

(a) Provision of information and data on planning issues in area of jurisdiction, that is basic socio-economic data of the people, employment inventory, available facilities, utilities and services, physical development constraints and potential resources, inventory network

of roads and communication system. They have data bank unit.

(b) Prepare or cause to prepare local plans

(c) Development control enforcement

(d) Jointly undertaking planning projects with (KUPEDA)

(e) Any other function that may be delegated by KUPEDA.

Kaduna Urban Planning Authority (KUPEDA) shall have urban planning steering committee (UPSC) to be made up of all heads of statutory agencies in Kaduna metropolis who shall serve as "vehicle of co-ordination" of plan making.

FUNCTIONS OF (U.P.S.C.)

i. To co-ordinate plan formulation, preparation of activities between KUPEDA and other stastutory agencies in the city both state and federal agencies.

ii. To identify priorities for physical plan making and implementation.

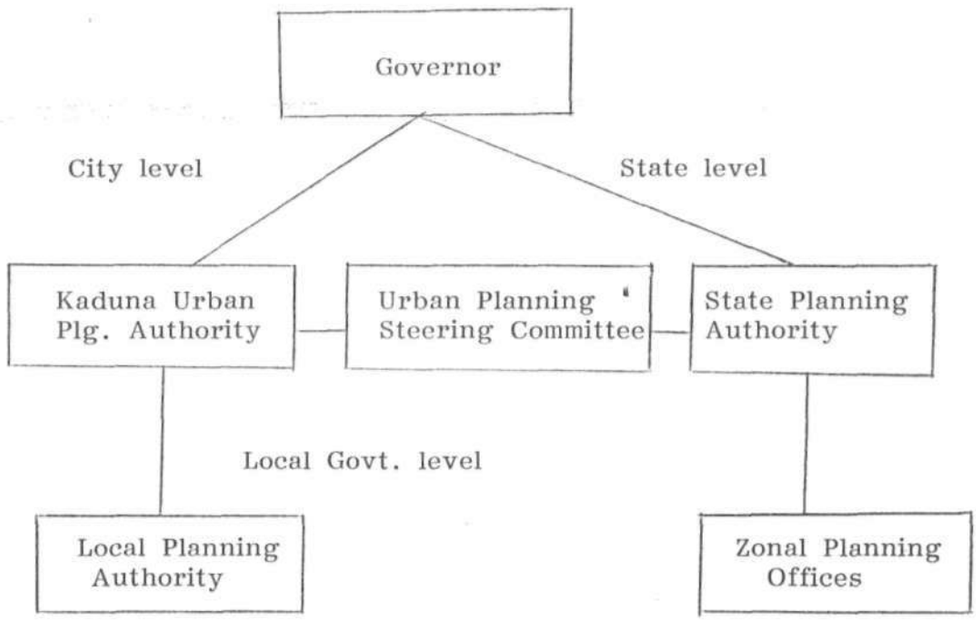
iii. Advise KUPEDA and other planning agency, Governor on physical planning matters in Kaduna.

iv. To identify areas and propose regulations for effective co-op eration between KUPEDA and other related statutory agencies in Kaduna.

Hierarchial and functional relationships of planning agency-

The organisational arrangement of the proposed administrative framework will be as follows:

Figure 5.4: PROPOSED ORGANISATIONAL CHART OF STATE AND URBAN PLANNING AUTHORITY IN KADUNA STATE.



Source: Field Survey, 1991.

The other statutory agencies may maintain their present arrangement and structure subject of course, to ammendments of the legal instrument to clearly devolve powers and functions to each agency incorporating the proposed administrative set up of planning and planning approach advocated in this thesis write up. Professional staff and sub-professional staff will be graduated to reflect the new dispensation with each staff having specific schedule of duties, (See Appendix C).

5.1.4 CONCLUSION

The need for proper planning and management of landuse in cit ies in Nigeria can not be overemphasised. It is becoming increasingly complex and difficult due to rapid expansion and

rapid rate of urbanisation unmatched with effective management machinery. This neeed is better appreciated in recognition of the shortage of professional Planners and the dwindling revenue base for urban planning authorities. This calls for new approaches in landuse planning management. Failure to adopt new approaches will leave the urban centres with no alternative but beautifully printed plans on shelves while chaos and confusion will prevail in our cities forever and planning would have no meaning in Nigeria.

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APPENDIX 'A'

CHECK LIST

WEIGHT	PLANNING FUNCTIONS
6.30	Preparation of local plans
4.22	District plan
2.87	Subject plan - Residential, Commercial & Industrial
4.00	Action area plans
2.54	Structure plans
3.03	Master Plan
5.45	Control Development
5.17	Approval of building plans
2.36	Approval of local plans
2.67	Execution/enforcement of plans
2.82	Co-ordination of planning
2.53	Reviewing of plans
2.79	Execution of miscellaneous projects
2.78	Formation/demolition of illegal structure
2.14	Publication of notice of scheme
2.38	Interim development order
2.94	Deposition of scheme for public inspection
2.67	Public participation
2.92	Notify affected persons/request for objections
2.46	Issue supplementary order
2.45	General development order
3.11	Powers to make and perform contracts
2.69	Purchase of land and property by compulsion
2.88	Payment of compensation to owners of land/property
2.73	Recovery of betterment
2.13	Rehousing plan

2.37	Redistribution of holdings
2.43	Transfer of powers of local government
2.32	Lodgement of scheme objection
2.50	Consideration of scheme objection
2.65	Submission of scheme for approval
2.55	Deposition of approved scheme for inspection in planning area
4.15	Making approved scheme available for sale

APPENDIX 'B'

Dept. of Urban & Regional Planning,
Faculty of Environmental Design,
Ahmadu Bello University,
Zaria.

24th September, 1991.

Sir,

I am a final year student of the above named Department of A.B.U., Zaria. I am conducting a research on "Managing Urban Landuse Planning in Kaduna Metropolis". I would be glad if you can kindly write your opinion as a professional in planning regarding the following:

(a) What planning issues should planning authorities in the Country should direct their immediate attention to, i.e. what specific issues should be addressed to in order to improve planning in our cities.

(b) What should be done to improve the performance of planning authorities in the country to achieve the prime objectives of physical planning.

I would be glad if you can go beyond (a) and (b) above to express your feelings about what actually should be done to bring about improvement in planning in Nigeria today considering our desire, to develop a better, healthy and convenient society.

Thanks a lot.

Shallakuza M.S.

APPENDIX 'C'

SCHEME OF SERVICE
PROFESSIONAL CADRE
TOWN PLANNING DIVISION

1. POSTS

1.1 PUPIL TOWN PLANNING OFFICER
1.2 TOWN PLANNIGN OFFICER (GRADE II)
1.3 TOWN PLANNING OFFICER (GRADE I)
1.4 SENIOR TOWN PLANNING OFFICER
1.5 PRINCIPAL TOWN PLANNING OFFICER
1.6 DEPUTY DIRECTOR OF URBAN PLANNING
1.7 DIRECTOR OF URBAN PLANNING

2. DUTIES

2.1 PUPIL TOWN PLANNING OFFICER

Attachment to the different branches of the Division for training in data collection and analysis, writing of planning reports etc. Up-dating the existing town plans. Collection of survey-data for town planning purposes. Preparation of maps, survey questionaires, and the actual execution of these works for housing and planning in the non-metropolitan areas of the state.

2.2 TOWN PLANNING OFFICER GRADE II

Collection of social survey materials for the purposes of assessing their effects on planning decisions. Survey, collection, analysis and interpretation of data for the preparation of urban and rural plans. Investigation of sites for State Development Works. Preparation of Development plans for rural and town expansion projects. Preparation of layouts plans, vetting of building plans submitted to local planning offices from the town planning viewpoint.
In addition, he would write reports and recommendations on applications for aproval to develop land and also supervise such other staff that are engaged on development control functions.

2.3 TOWN PLANNING OFFICER GRADE I

The duties of Town Planning Officer Grade I is similar to that of a Town Planning Officer Grade II, but he will be expected

to show greater skill and maturity in the performance of such duties.

A Town Planning Officer Grade I may be involved in the preparation of Master Plan for various centres in the State or may be assigned to a local plannig office to work on the Planning Control aspect of the Profession.

2.4 SENIOR TOWN PLANNING OFFICER

In addition to the schedule of duties for the Town Planning Offcier, Grade I the Senior Town Planning Officer will be required to assist the Principal Town Planning Officer in the organisation and implementation of the duties of a local planning office both in development control and development planning. He may be required to take charge of a specialiest branch of a formation.

He may also be required to perform duties such as the investigation and report on sites for large industrial developments, the preparation of development plans for urban and metropolitan areas. Examination of town planning shcemes initiated by the division or submitted for approval of the Ministry. He may also be charged with the duty of carrying out research and formulating Town Planning standards for the State.

2.5 ASSISTANT DIRECTOR OF URBAN PLANNING

In addition to the duties of a Senior Town Planning Officer, the Assistant Director of Plannig will be responsible for the co-ordination of various town planning reports, and for ensuring that they are acceptable not only from the town planning points of view but also from the points of view of the existing planning legislations in the State.

He will also be responsible for the preparation of re-development proposal;the preparation of slum clearance schemes; supervision of work on (i) Town Planning standards and (ii) the machinery for development control for the State.

An Assistant Director of Planning may be posted to a local planning office to take charge of the planning control functions in the formation.

2.6 DEPUTY DIRECTOR OF URBAN PLANNING

A Deputy Director of Planning will assist the Director of Urban Planning on policy matters in town planning. He will examine the scheme and plans from local Planning Offices; advise on all matters affecting the staff of the Division including matters pertaining to their training and promotion. He will be responsible for the Master Plan Section of the Division and advise the Director of Planning on the progress of such plans being prepared. He is to liaise with other statutory agencies within the metropolis. Assist in any other issue that may be assigned from time to time.

2.7 DIRECTOR OF PLANNING

Responsible for forward planning, general co-ordination and supervision of all development planning schemes or development control machinery and specialised studies carried out by the Ministry or on behalf of the Ministry. Responsible for liaison between the Ministry and the Local Planning Committees in the State.

The Chief Town Planning Officer is the Chief professional and technical adviser to the Permanent Secretary on the acitivities of his Division. He will co-ordinate the functions of the Division into which Town Planning in the State have been divided.

The accounting officer of Planning Division within the metropolis.

3.0 METHODS OF ENTRY AND QUALIFICATIONS

3.1 PUPIL TOWN PLANNING OFFICER

By direct appointment of candidates who possess any of the following:-

3.1.1 A degree or Higher National Diploma obtained from regular course of study in architecture or environmental design of a duration not less than three years in a University or 2 years in a Technical Institution where curriculum is approved by the Nigerian Insittute of Architects.

3.1.2 A degree or diploma which grants exemption from the examination of the Nigerian Institute of Civil or Municipal Engineers or any degree or diploma of equal standing.

3.1.3 At least, a Second Class Honours Degree in either Geography, Economics, Land Surveying, Estate Management/Sociology, Statistics, Demography, Mathematics, etc.

3.2 TOWN PLANNING OFFICER GRADE II

3.2.1 By direct appointment of candidates who possess a degree or dimploma which grants exemption from the final examination of the Nigerian Institute of Town Planners, the Royal Town Planning Institute , London or any degree or diploma of equal standing.

3.3.0 TOWN PLANNING OFFICER GRADE I

3.3.1 By promotion of an outstanding Twon Planning Officer Grade II with not less than 18 months post-qualification experience in a Town Planning Office.

3.3.2 Exceptionally by direct entry of a qualified registered Town Planner or holder of equivalent qualification with not less than 18 months experience since obtaining the qualification for appointment to the post of Town Planning Officer Grade II in a Town Planning Office.

3.3.3 By promotion or appointment of a Pupil Town Planning Officer who obtaines qualifications in sub-paragraph 3.2.1 above.

3.4 SENIOR TOWN PLANNING OFFICER

3.4.1 By promotion of a registered Town Planning Officer Grade I who has had a minimum of two years experience after his promotion as Town Planning Officer Grade I.

3.4.2 By promotion of a qualified registered Town Planner who holds an additional qualification in Architecture or Civil/ Structural Engineering and who has had a minimum of two years post-qualification experience in a Town Planning Office.

3.4.3 Exceptionally by direct appointment of a registered Town Planner who has had at least a minimum of 4 years post-qualification experience in a Town Planning Office.

3.4.4 Exceptionally by direct appointment of an Architect, Geographer, Economist Sociologist, Demographer, Statistician, Engineer, etc. who qualified as a Town Planner and who has had at least a minimum of two years post-qualification experience in a Town Planning Office.

3.4.5 By direct appointment of a candidate who has a Town/ Urban Planning doctorate degree from a recognised Institution of learning in Town and Country Planning.

3.5 ASSISTANT DIRECTOR OF PLANNING

3.5.1 An outstanding registered Town Planner with not less than 1½ years experience after being promoted to the grade of Senior Town Planning Officer; but at least two of his years experience since qualifying muslt have been acquired in a developing tropical country.

3.5.2 Exceptionally by direct appointment of a registered Town Planner with not less than 5 years post-qualification experience in a Town Planning Office/Establishment/ Institution possibly in a tropical developing country.

3.5.3 By direct appointment of a candidate who possesses the qualification stated in paragraph 3.4.5 8holder of doctorate degree in Urban, Regional etc. Planning) above plus two years post-qualification experience in a recognised Town Planning Office or Establishment or Institution in a tropical devloping country.

3.5.4 By direct appointment of a candidate who combines with the requirements in parapgraph 3.4.4 above plus four (4) years post-qualification experience in a recognised Town Planning Office or Establishment or Institution in a Tropical or Developing Country.

3.5.5 By direct appointment of a candidate who complies with the requirements in paragraph 3.4.2 above with not less than 2 years additional experience in a recognised Town Planning Office or Establishment or Institution in a tropical developing country.

3.5.6 Exceptionallly by direct appointment of a candidate in 3.2.1 above with not less than 5 years post-qualification experience.

3.6.0 DEPUTY DIRECTOR OF PLANNING

3.6.1 By promotion of a Principal Town Planning Officer with not less than 18 months experience after being promoted to Principal Town Planning Officer grade.

3.6.2 Exceptionally by direct appointment of candidates mentioned in 3.2.1 above with not less than 7 years post-qualification experience in a Town Planning Office/ Establishment/Institution and two years of which must be in a developing country.

3.6.3 Exceptionally by direct appointment of candidates mentioned in 3.3.3 above with not less than 5 years post-qualificaion experience in a Town Planning Office/Establishment/ Institution, two years of which must be in a developing country.

3.6.4 Exceptionally by direct appointment of candidates mentioned in 3.4.5 above with not less than 3 years post-qualification experience in a Town Planning Office/Establishment/ Institution in a developing country.

3.7.0 DIRECTOR OF URBAN PLANNING

3.7.1 By promoltion subject to vacancy, of a Deputy Director of Urban Planning who has had a mininum experience of not less than 9 months as a Deputy Director of Planning.

3.7.2 Exceptionally by direct appointment of a candidate mentioned in 3.2.1 above with not less than 8 years post-qualification experience, 4 of which muslt have been gained in a Town Planning Office/Establishment/Institution in a developing tropical country.

3.7.3 Exceptionally by direct appointment of a candidate mentioned in 3.3.3 above with not less than 6 years e xperience after qualifying for the post of Town Planning Officer GradeI, 4 of which muslt have been gianed in a Town Planning Office/Establishment/Institution in a developing country.

3.7.4 Exceptionally by direct appointment of a candidate mentioned in 3.4.5 above with not less than 4 years post-qualification experience, 3 of which must have been gained in a Town Planning Office/Establishment/Institution in a developing tropical country.

4.0 ADVANCEMENT WITHIN THE CADRE

4.1 FROM PUPIL TOWN PLANNING OFFICER TO CHIEF TOWN PLANNING OFFICER

4.1.1 A Pupil Town Planning Officer will be required to undergo a two years in-service training in Town Planning at post-graduate level. On the successful completion of the course and on obtaining the minimum qualification specified in sub-paragraph 3.2.1, he will be promoted to the post of a Town Planning Officer Grade I. A Pupil Town Planning Officer who is not successful at the end of the normal training period of two years may have his appointment terminated or be converted to the post of a Research Offcier. This conversion is subject to the Offcier's satisfactory conduct and devotion to duty.

4.1.2 There will be a combined establishment from Pupil Town Planning Offcier, to Chief Town Planning Offcier, promotion from one grade to the other will not be subject to vacancy but only to qualification, experience and efficiency except, in the case of Chief Town Planning Offcier where promotion would be subject to vacancy.