UNAUTHORISED RESIDENTIAL DEVELOPMENTS IN METROPOLITAN LAGOS

CHARACTERISTICS AND PUNNING SOLUTIONS.

M. Sc. (U.R.P.) THESIS

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BUNMI ADEYEYE.

DEDICATION.

TO MY DAD, MUM AND FEMI.

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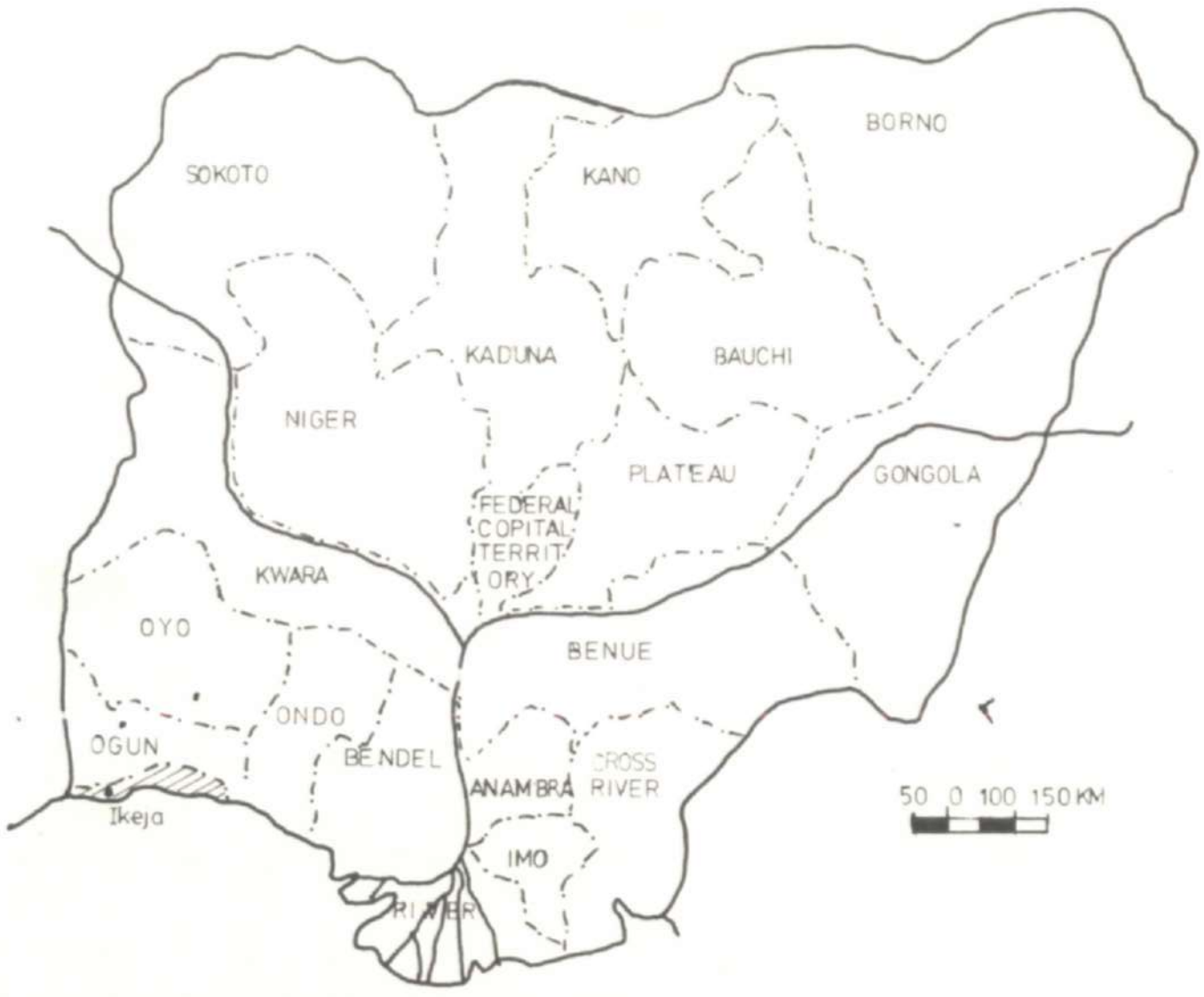


Fig 1. LOCATION OF LAGOS STATE IN NIGERIA

CHAPTER 1.

INTRODUCTION.

The Problem:

The unprecedentad growth rate of metropolitian Lagos has serious implications for planning urban land uses to house and provide for the teeming population in a well planned and controlled manner.

Development control which is the implementation aspect of such planning involves both the authorization of planned uses in pursuance of the development plan and the unauthorisation of unplanned uses of urban land. Development control agency depends on legal powers deriving from the eminent domain of the state for its operation and effectiveness. It is with this power that unauthorized development can and are being demolished with the legal backing of the state.

In the face of enormous housing problem such as in metropolitan Lagos, people without planning education would be astonished at the rationale behind any law that empowers demolition of residential developments for whatever reason. The moral justification and economic waste are enough concern.

It could be unbelievable but true however that the planner who approves of demolition is more unhappy doing what has often been described as a "thankless job". He could never satisfy himself nor the unauthorised developers and their tenants who are affected by this decision which he painstakingly made to save the general public from future embarrasement that may result from unathorised developments. Worse still, he is under constant suspicion. His quality is not judged by the amount of development approved through his hard work,

but by the unauthorisable developments that grow through his ommisions.

Moreover, he realises that with or without his approval development are going on through personal initiative of developers which conflict with the development plan. Consequently planning has to be pursuing development contrary to the very spirit and purpose of the planning profession.

This situation that leaves nobody satisfied and puts the planning profession in such an unfortunate position is worth investigating into and it is the justification for this study.

The Study Area:

The study areas is the metropolitian Lagos (Fig. 1.2) which is still functioning as the Federal Capital, Lagos State Capital and the commercial and industrial nerve centre of Nigeria. By 1978-80 definition of the ongoing Master Plan project, metropolitian Lagos area consist of 88,300 hectares[1] of land area (31.3%) of Lagos State area but accomodates an estimated population of 4.4 million (88%) for 1980. Its current growth rate is 9.1% out of which migration contributes 6.8% or 299,200 per annum.[3]

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1. Wilbur Smith and Associates: Master Plan Project Unit (MPU) Lagos State Ministry of Economic Planning and Land Matter (LSMEP AND LM) 1979, Master Plan for Metropolitan Lagos, Housing Analysis Technical Report No. 7, vol. II, Plate 4.1.

2. M.P.U., ibid., p. 72.

3. Wilbur Smith and Associate, ibid: Demographic Analysis for Metropolitan Lagos 1978-2000 A.D. Technical Report No. 1, 1978.

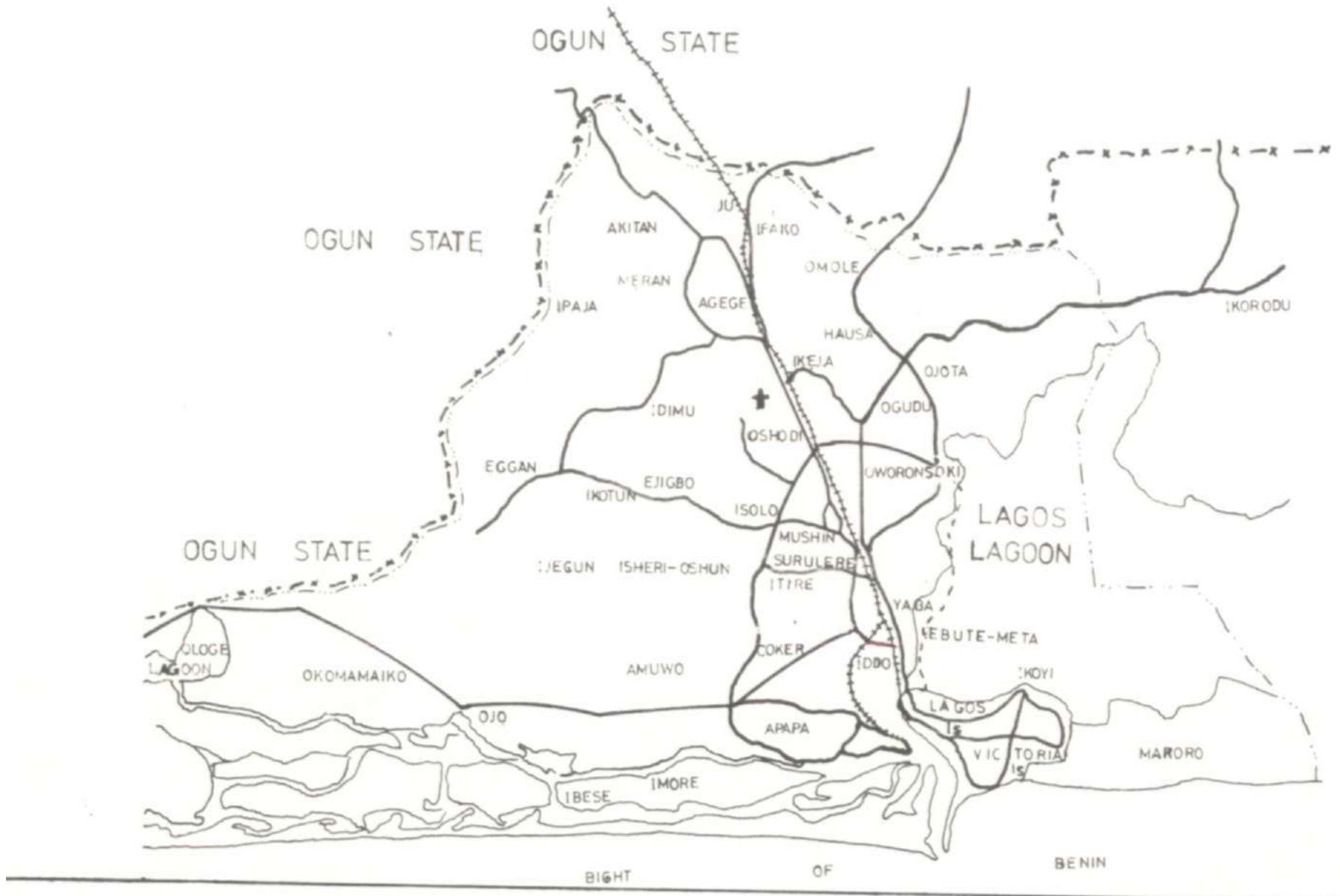


Fig1.2 LAGOS METROPOLITAN AREA-1978-80

2 0 2 4 KM

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DEPT OF U R P

Authority to Plan:

Vesting of Authority to Plan:

The town and country planning edict No. 7 of 1973 of the Lagos State Government[4] vests all town and country planning activities in the state in the then ministry of works and planning (now economic planning and land matters hereinafter referred to as the ministry).

The responsibility (section 2) include the preparation of a master plan and control of all developments in all areas of the state and as such metropolitan Lagos.

Section 3 of the said edict with its 1975 ammendment edict further makes it an offence to carry out any developments without having obtained the approval of the ministry. This is where planning powers in metropolitian Lagos derive.

Statements of Assumption:

The assumption is that vesting of authority to plan in government is in public interest.

The planners do have a certain, although limited freedom as to the views of public interest he acts upon. Faludi and Needham (1973)[5] respectively hold the individualistic view and unitary (pluralistic) views of public interest. Individualistic view is where the end of the society is the sum of ends of individuals and this implies a

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4. Lagos State of Nigeria Official Gazette (Extraordinary No. 7) (1973) Town and Country Planning Edict, 1973.

5. Needam Barrie and Faladi Andreas: Planning and the Public Interest in Journal of the Royal Town Planning Institute, April 1973, vol. 59, No. 4, pp. 164-166.

mechanism through which competing ends are compromised. On the other hand, the unitary concept means that public interest is a simple set of ends pertaining to all members of the society and it implies a co-operative choice process i.e one in which the outcome or settlement is derived from a single set of ends.

The perspective which the planner implictly assumes is a consensus theory of society. Within this there are further assumptions one of which is that "power and authority are legitmate and exercised for the good of all to further agreed goals".[6] Thus the government is seen as an impartial arbitrator serving the interest of all groups. The accuracy or otherwise of these assumptions will be clearer by the time the reader gets through with this thesis for unauthorised residential developments seem to be due implicitly too to conflicts in individualistic and unitary conception of public interest.

Definition of Unauthorized Residential Development:

Developments that violate the provisions of the above citied edict are in the ministry's terminology called contravention or illegal structures. It is in the light of this and the assumption stated that unauthorized residential developments in metropolitan Lagos are defined as:

- Residential buildings that have grown without the approval of the Ministry or any of its accredited agents evidenced by each owner of building having obtained an approved building plan.

Large areas that have so developed are described by the ministry as areas of mass contravention. Developers in such areas individually and severally contravene the provisions of section 3 of the 1973 Edict

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6. Needam and Faludi - ibid.

from where planning powers in Lagos State derive as well as sections 43 and 44 of the land use decree No. 6 of 1978.[7]

Scope and Limitation:

Although unauthorised developments exist for all classes of land use in the study area.

This study is limited to unauthorized developments that are basically residential as empirical observations show that over 75% of unauthorised developments are residential which may be permanent or temporary structures. This choice is based on their noticable extent, their current rate of growth and the serious implications for planning in metropolitan Lagos.

Aims and Objectives:

Aim :

To determine what measures could be taken to manage the existing unauthorized residential developments in metropolitan Lagos and prevent the growth of new ones.

Objectives:

1. To identify unauthorized residential developments in metropolitan Lagos by their different categories and extent.
2. To find out what factors are responsible for unanthorized residential developments.
3. To assess the consequencies of unauthorized residential developments for planning in metropolitan Lagos and their positive roles if any.
4. To assess the adequacy or otherwise of the existing planning legislations and policies.

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7. Federal Republic of Nigeria Official Gazette, Decree No. 6, Land use Decree, 1978, section 43 and 44, p A63

5. To suggest measures that may be taken to manage the existing unauthorized residential developments areas.
6. To recommend measures that may be taken to prevent continued unauthorized residential developments.
7. To make design proposal for possible integration of a typical area of unauthorised residential developments.

Methodology:

The method of investigating the problem is a survey through interviews; questionnaire and field survey complemented with a case study.

First, preliminary surveys were carried out on returns of contravention/demolition and approval sections of the Development Control Division of the Ministry to get a broad insight into the problems. 200 building plans out of 1,344 under comment but already abandoned at the Ilupeju Office of the development control division were randomly sampled. This showed that 55% are commented as falling within government acquisition, 23% were aboandoned at the site inspection stage while 13% had technical drawing errors. The owners of the rest 10% did not even pay the registration fees meaning that they did not bother beyond mere submission of the plans. With the prominence of acquisition in the office survey, a map showing acquisition parcels in the study area was obtained for the purpose of field investigation.

Secondly, formal interviews were held with 4 officers each in the development control division, and land divisions of the Lagos State ministry of economic development and land matters. The interview

began with the heads of division who authorized other officers on relevant schedules to give their maximum co-operation. The same was done with the Federal Land Division through the dirctor (Federal Land Division). The purpose was to get at facts, figures and official views on the status of unauthorized residential developments.

Informal invertivews with other planning officers in the ministry helped to reveal that there were related surveys as part of the on-going master plan preparation and data released was cross-checked by field survey in three of the urban fringe areas - two falling within Lagos State Government acquisition i.e Orile Iganmu and Ikosi/Sagisa villages in the Ketu Complex. The other one is Shaha village falling within the Federal Airport acquisition (Fig.2.1) and questionnaire were administered 50 in each of Ikosi/Sagisa and Shasha villages, and 100 at Orile Iganmu which is a much larger community. The method was a random sample stratified along the major streets with 50% each for landlords and tenants. This was done to get the view of unauthorized developers as well as that of their tenants against official views and to have insight into the socio-economc status of the residents.

During the course of this study, an entirely different census of unauthorised developments was initiated by the new civilian administration in order to develop new policies and was based at the development control division. The resulting data and the final policy formulations broacast on Febrruary 8, 1980 were obtained for further critical analysis.

Finally, a case study was made of Sari village - part of the Orile Iganmu community earlier surveyed. Choice was made on obvious

conflicting government and citizens interests clearly impressed on the landscape (See Fig. 5.1).

The purpose was to get an in-dept knowledge of the physical characteristics of a typical area of unauthorised residential developments as a basis for finding planning solutions.

CHAPTER 2.

REVIEW OF LITERATURE, PLANNING LAWS, PROCEDURES AND AUTHORITY.

2.0 By their definition, unauthorized residential developments in metropolitqn Lagos result from specific planning legislation which is the 1973 edict already cited. As such the phenomenon may not have exact reproduction anywhere in the literature. They are however by their characteristics closely related with the more general phenomena of uncontrolled urban growth, squatter settlements and slum developments which Truner (1972)[8] maintains exist all over the world and detailed for many countries by Jupenlatz (1970)[9] including the Bariadas of Lima (Peru), the Favellas of Rio-de Janeiro, Manila (Phillíine) and the Cœceccondu of Ankara (Turkey) to mention a few.

Infact Turner in his worldwide view of incomplete semi-squatter drawing inference from Morris (1961) study of rehousing in Lagos refers to the situation in Lagos thus:

"the periphery of Lagos for instance which is evidently expanding fast is very much like the Barriadas of Lima and Arguipa'.. 'one principal residential growth in the metropolitan area is actually in the western province where there are few if any building controls"[10].

This implies that but for the coming into operation of the 1973 Town Planning edict, unplanned developments in metropolitan Lagos would have aptly be referred to as "incomplete semi-squatter settlements"[11]

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8. Turner, F.C. John, (1972) Uncontrolled Urban Settlements and Policies in Breese Gerald - The City in Newly Developing Countries. Open University Set Look Press London (1972) p. 514.

9. Jupenlatz: Cities in Transformation., The Urban Squatter Problem of the the Developing World , Univ. of Queensland, 1970.

10. Turner, F.C. John, ibid cit. p. 519.

11. Turner, F.C. John, ibid, Fig. i, p. 514.

after Turner's typology of settlements in terms of their development levels and security of tenure. In the model incomplete semi-squatter settlements are those with incomplete structure or utilities but built to modern standards but have semi legal without full recognition but some rights.

Jawando (1975)[12] also treated such developments in his paper on upgrading of unplanned urban developments a case study of which is Illakmaja in metropolitan Lagos.

Since the said edict was only retrospective to April 1972, unplanned developments before 1972 will fall into Turners classification while those developed after the edict came into operation are unauthorized developments. Characteristically therefore the two groups which will merge imperceptible into one another in actual sense amount to a dichotomy without a difference. For this reason many of the new policies and strategies being developed for these more general types of uncontrolled urban growth but which are suitable for the purposes of the subject matter of unauthorised residential developments are referenced at the relevant sections latter in this thesis.

It is with regard to the legal difference between them that a review of the 1973 edict and subsequent planning legislations and policies in the context of the indigeneous land tenure system on which they are being superimposed become a necessity for the purpose of this study.

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12. Jawando, O.A. (1975) "Upgrading of Unplanned Urban Development" Paper presented at International Conference on Housing, University of Ibadan.

2.1 Existing Planning Legislations and Policies:

There are four major laws affecting unauthorised residential developments as defined for this study. They are:-

(i) The 1973 Town Planning Edict.

(ii) Building Bye-laws and Regulations Cap. 133 of the Laws of Lagos State.

(iii) The Public Land Acquisition Miscellaneous Decree No. 33 of 1976.

(iv) The Land use Decree No. 6 of 1978.

There are several implementation policies for these laws which also require review and ammendments the lattest of which group are the New Land Policies of the Lagos State Government February 1980.

2.2 Town and Country Planning Edict No. 7 of 1973:

The provisions of this law have been stated in chapter 1. Being a fusion of cap. 95 of the defunct Lagos Executive Development Board(LEDB), Cap. 133 of the defunct Ikeja Area Planning Authority (IAPA) and the Epe Area Planning Authority (EAPA), it is a most significant landmark in the evolution of planning legislation in Lagos State. For in it lie the power and authority to plan for the whole state and consequently metropolitan Lagos. Defects found in it with regard to the operation of the development control concerning domolition of unauthorized structures which cannot be carried out until after conviction by a court of law led to the 1975 ammendment edict.

Ogundele (1978)[13] established serious flaws in the law which seriously contribute to the ineffictiveness of development control. These include sole reliance on official gazette that has limited

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13. Ogundele, O. (1978) An Exploratory Study of Factors Responsible For Ineffectiveness of Development Control - Case Study Lagos: Unpublished M.Sc. Thesis, Dept. of U.R.P., A.B.U., Zaria, 1978.

circulation for public information; its deficiencies in not laying down appropriate guidelines for protecting the rights and interests of members of the public in the control of development and finally dificiency in the definition of "Development" which include even such minor operation as renovation. These criticisms are still as valid, if not more today than it was two years ago as documented later in this study.

2.3 Zoning Regulation and Building Bye-laws:

Cap. 133 vol 7 section 13(1) of the law of Lagos State is the body of rules giving planning standards, zoning, building lines, road setback, site coverage, density and other related issues. This infact is the mechanism through which all the other laws operate and degree of compliance measured. It is under it that the Development Control operate and serve notices of contravention and demolition. For reasons connected with non-economic zoning e.g. open spaces, high standard requirement; high cost in real terms (money, time and opportunity cost) for compliance and cumbersome approval procedure, these regulations are always being violated with very little recourse.

The sources of the two laws above which date back to the Town and Country Planning Ordinance (1928) and 1958 law cap 95 which gave rise to Lagos Executive Development Board (LEDB) - the first planning authority in Nigeria - is colonial and have little relevance to Lagos situation in particular for the present day. Hence non-compliance resulting in unauthorised developments.

2.4 Public Land Acquisition Miscellaneous Decree No. 33 (1976)[14].

Apparently following from the policy directive on the creation of land bank and stream-lining compensation procedure given in the 2nd and 3rd National Development Plans,[15] the decree sought to peg compensation to the barest minimum throughout the country for government projects not to be over capitalized and their economic viability predjudiced from the outset. For metropolitan Lagos in particular it provided for ₦7,500 per hectare of urban land. This was to replace the compensation rates at"fair market value" which the courts have always accepted in interpreting what compensation should be paid.[16]

Compared with the open market value of urban land as is latter established in the next chapter the present economic situation of metropolitian Lagos a ₦7,500 per hectare is most inadequate and unrealistic.

2.5 Land Use Decree No. 6 of 1978.[17]

This federal law came in one giant step to encompase all that the planning legislations in Lagos State and the acquisition order had been trying to do in bits. With its coming into operation in

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15. Federal Republic of Nigeria Official Gazettee 2nd National Development Plan 1970-74, p. 219.

14. Federal Ministry of Information: Public Land Acquisition (Miscellaneous Provisions Decree), Lagos 29th July 1976, part A.

16. Umoh, J.A. (1973) Compulsory Acquisition of Land and Compensation in Nigeria, Law in Agrica, No. 34 - Sweet and Maxwell, London 1973, pp. 39-48.

17. Federal Official Gazettee, op. cit.

April 1978, all lands within a state is vested in the governor of the state and sections 43 and 44 probibit unauthorized uses of land. Acquisition and compensation procedures were included in its sections 28 - revocation of existing right of occupancy for overall public interest and compensation (sec. 29) is no longer to be paid for land but only the unexhausted improvements. The decree contains inherent flaws that makes it a lame donkey both on its own merit in terms of internal inconsistencies and its implication for the existing land holding system on which it is to be superimposed. For instance section 50 - definition of "development" is so vast that the decree is rendered useless in the hands of clever land speculators. Strong public opinion have been expressed against this decree which though is reasonable for planning purposes is unsuitable for our political organisation which is a property owning democracy and the decree may have to be reviewed.

From the findings of this research, the decree has come to worsen the already bad situation of unauthoirized residential developments which have been multiplying after its coming into force (Fig. 3.7).

2.6 New Land Policy of Lagos State Government (1980)[18].

The new land policy broadcast of February 1980 did not add any major laws but gave new policies that seek better implementation of the above named laws.

Among other things the policy maintained that government will retain all acquisitions in residential; commercial and industrial zones and pay compensation to the former owners (para. 29).

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18. Lagos State Government Publicity Department, Governor's Office (1980) Text of Broadcast by Governor of Lagos State Alhaji Lateef Jakande on the New Land Policy of Lagos State, Feb. 1980.

Agricultural zones will fall under the land use decree. The policy was silent on the rate of compensation and at best could be assumed to be the rate as per 1976 decree which has already been described as inadequate. Moreover, it would have been equally unrealistic except that it intends that some of the existing authorized areas that have been fully built up will now come under urban renewal programme but even then its provision for selective demolition for drainage and road access which has evidently taken off wrongly tend to defeat the very sound planning policies included. It is however still too early to assess the succcess or otherwise of the polices but one has a lot of reservation on it as the deficient laws on which the policies are based amount to backing the wrong horse. The major issue of land ownership has not been resolved.

2.7 Planning Legislations and the Indigeneous Land Tenure System:

Unauthorized residential developments resulting from unco-ordinated personal initiatives of individual developers are inconsistent with planning which fundamental principle is the orderly development of land resources.

In order to derive the maximum bundle of benefits from land, its uses must be well planned in anticipation of the future. Ideally therefore, the planner should be given free hand to plan land uses with the best planning principles in overall public interest. This is the spirit of the planning legislations just examined above that all aim at making the planner's task easier.

On the other hand, before and after the 1973 edict and until the land use decree 1978, land was owned (and infact still owned in the minds of the former owners) in Lagos State and according to Elias (1951) [19] "the indigeneous system does not admit that land can ever be without an 'owner'. Consequently, it isthe cardinal principle of Nigerian Customary Law that there is no land in Nigeria without an owner".

There existed in Lagos metropolitian area a definite freehold land ownship system before the decree. The implication of this is that if all developments must be authorised, there must be mutual acceptability of planning to government and others who have vested interest in the land. Planning legislation therefore and of necessity must give adequate consideration to; and respect the existing rights and interests before its coming into operation if its objectives must be achieved.

In a situation where one party (the government) is the sole initiator of plans and planning legislations to the exclusion of other vested interests, there is bound to be conflicting and competing interests. This explains in simple terms why planning legislations are being resisted, and sabotaged in metropolitan Lagos giving rise especially to unauthorised residential developments.

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19. Quoted in G.B.A. Coker (1966) Law in Africa, No. 14: Family Property Among the Yorubas: Sweet and Maxwell, African Universitites Press, p. 38.

CHAPTER 3.

CHARACTERISTICS OF UNAUTHORISED RESIDENTIAL DEVELOPMENT IN METROPOLITAN LAGOS.

3.0 The seriousness with which the planners see the implications of unauthorised residential development for planning calls for a proper understanding of the nature; the process of their development, their problems, as well as their prospects.

3.1 Categories and Extent:

There were 37,621 unauthorised residential developments spread all over metropolitian Lagos in three categories by January 1980.

The first two groups (Fig. 3.1) consist of 20,497 buildings within areas that have for at least 5 years now been acquired by either the Lagos State government or the Federal Government or the former for the latter. The second category are the 17,124 (44.5%) outside government acquisition spread all over the whole metropolitan area. These are essentially buildings that have violated the zoning regulations and building bye-laws.

The third category (Fig. 3.1) are the 1481 buildings which are in conflict with the zoning or interim land use plan 1977-1982. They actually form an overlap in the two categories already mentioned above and occupy areas zoned for open spaces, green belts, institutional and other uses in areas covered by the urban fringe areas.[20]

3.2 Causes:

The factors indentified as responsible for unauthorised residential are economic, social, legal and administrative factors which are inter-connected in their component part. They include:

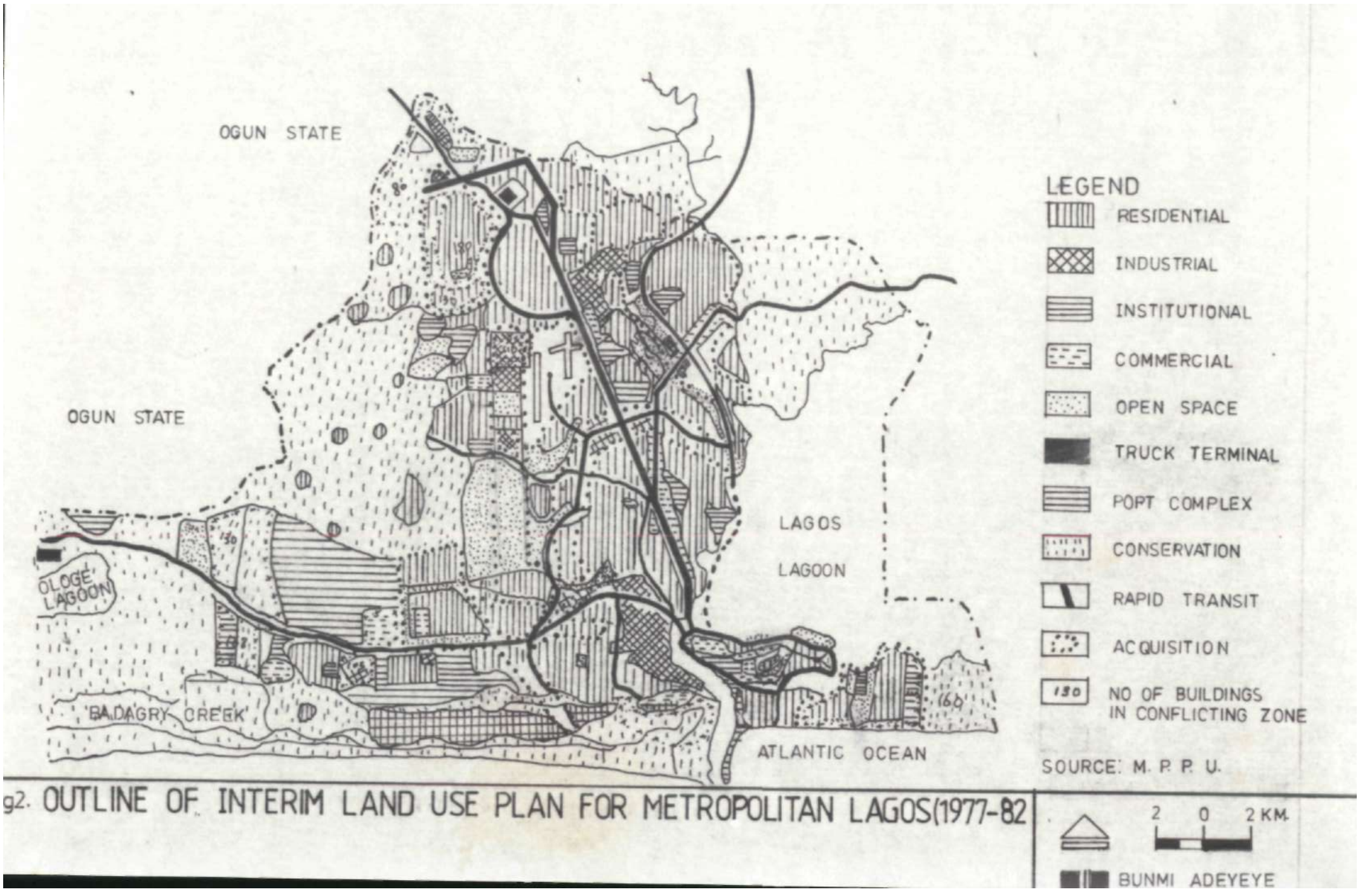
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20. M.P.U.: Urban Fringe Area Survey, Unauthorised Developments in the Urban Fringe Area.



Fig31 DISTRIBUTION OF UNAUTHORISED RESIDENTIAL DEVELOPMENTS.

Source; Development Control Dw.



g2. OUTLINE OF INTERIM LAND USE PLAN FOR METROPOLITAN LAGOS(1977-82

3.21 Housing Shortage and High Rate of Population Increase Fig. 3.2:

Estimates of housing shortage in the housing analysis[21] for the on-going master plan project for 1980 is 16,700 between 1976-1980 if the 1976 occupancy of 28.8 persons per house were to be maintained. This is because while the population increase was estimated at 1,200,000 which will require 41,700 building to house them the number of houses estimated completed for same period is 25,000 which shows a 40% deficiency. Also the estimate of total housing stock for metropolitan Lagos is 136,000 which only provides for 62% of the 4.4 million population estimate at an occupancy of 30.2 per house for 1980. This also shows a 38% shortage even at that increased occupancy rate which in itself cannot be said to be adequate.

TABLE 1: UNAUTHORISED DEVELOPMENTS IN METROPOLITAN LAGOS BY ZONES.

Zone of Development Control	Inside Acquisition		Outside Acquisition		TOTAL	
	No.	%	No.	%	No.	%
1. LAGOS Lagos Island and Mainland L.G.	5500	14.62	9347	24.84	14847	39.46
2. ILUPEJO Sumolu and Musin L.G	3386	9.0	4427	11.77	7813	20.77
3. IKEJA Ikeja L.G	6339	16.85	1519	4.04	7858	20.89
4. AJEGUNLE Badagry L.G	5272	14.0	4988	13.26	10260	27.27
	20497	50.26	20,281	49.74	40,778	100

Percentage Residential 92.25%

Total No. Residential 37,621

Sources: (1) Development Control Division, Contravention Demolition in Lagos State by zone (Summary) January 1980.

(2) Field Survey.

TABLE 2: ESTIMATES OF POPULATION, HOUSEHOLD AND HOUSING STOCK 1976-1980.

	1976	1978	1980
Total Population	3,200,000	3,700,000	4,400,000
Average Household size persons	6.0 persons	6.1	6.3
Total No. of Households	533,300	606,600	698,400
No. of Residential Buildings	111,000	122,500	136,000
Average persons/residential building	28.8	30.2	32.3
Average Household per residential building	4.8	3.0	5.1

Source: M.P.U. Housing Analysis, pp. 69, 70 and 72.

3.22 Urban Land Market: Fig. 3.3

Land has been described as the "gold" of Lagos due to her leading role and strategic location as the industrial, commercial and administrative nerve centre of Nigeria.

For this reason land for whatever purpose is obtained only at very high cost. This is why the maximum compensation rate of government acquired areas which is ₦7,500 per hectare of urban land as stipulated by law when compared with the open market value of land is a drop in the ocean. In the government acquired areas the same one hectare will attract about ₦55,000 through illegal sale at the average rate of ₦2,500 per plot of $450m^2$. When it is an approved private layout, one hectare of urban land will cost about ₦176,000 at a rate of about ₦8,000 per plot of $450m^2$ while within approved government layout it

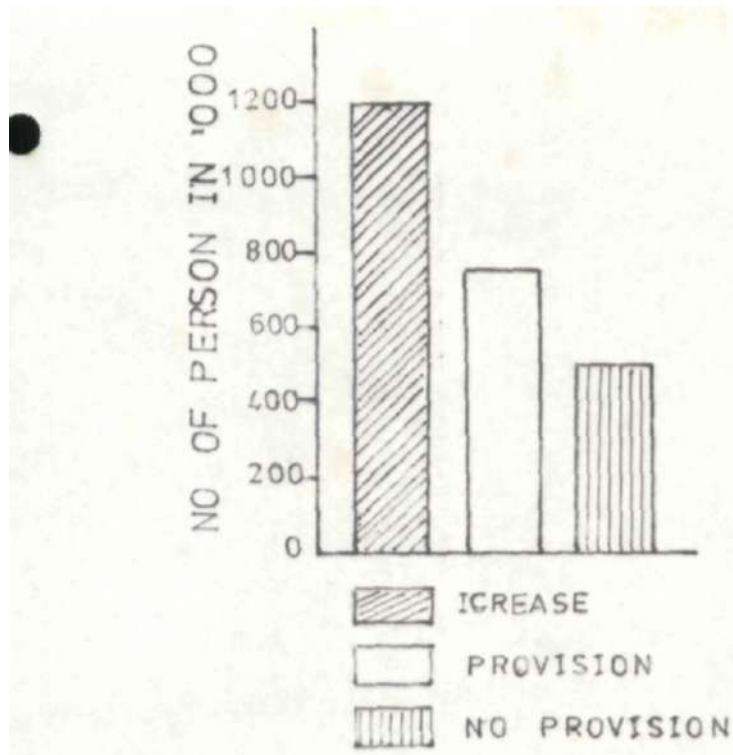
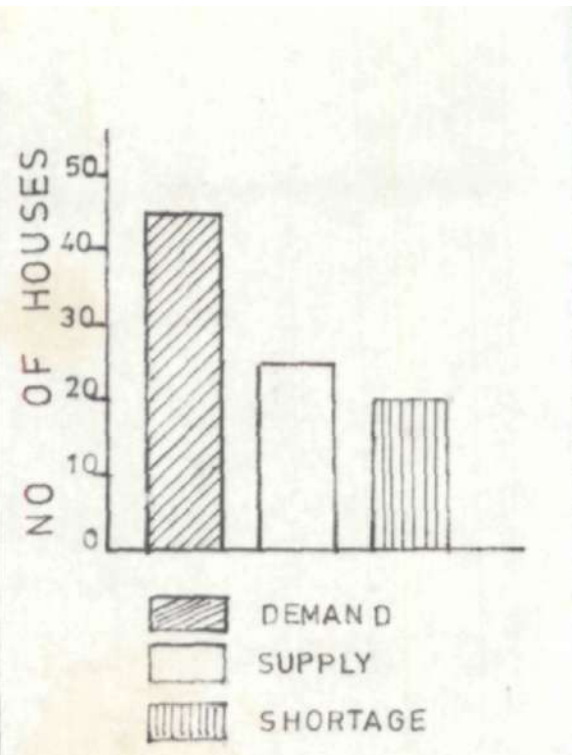


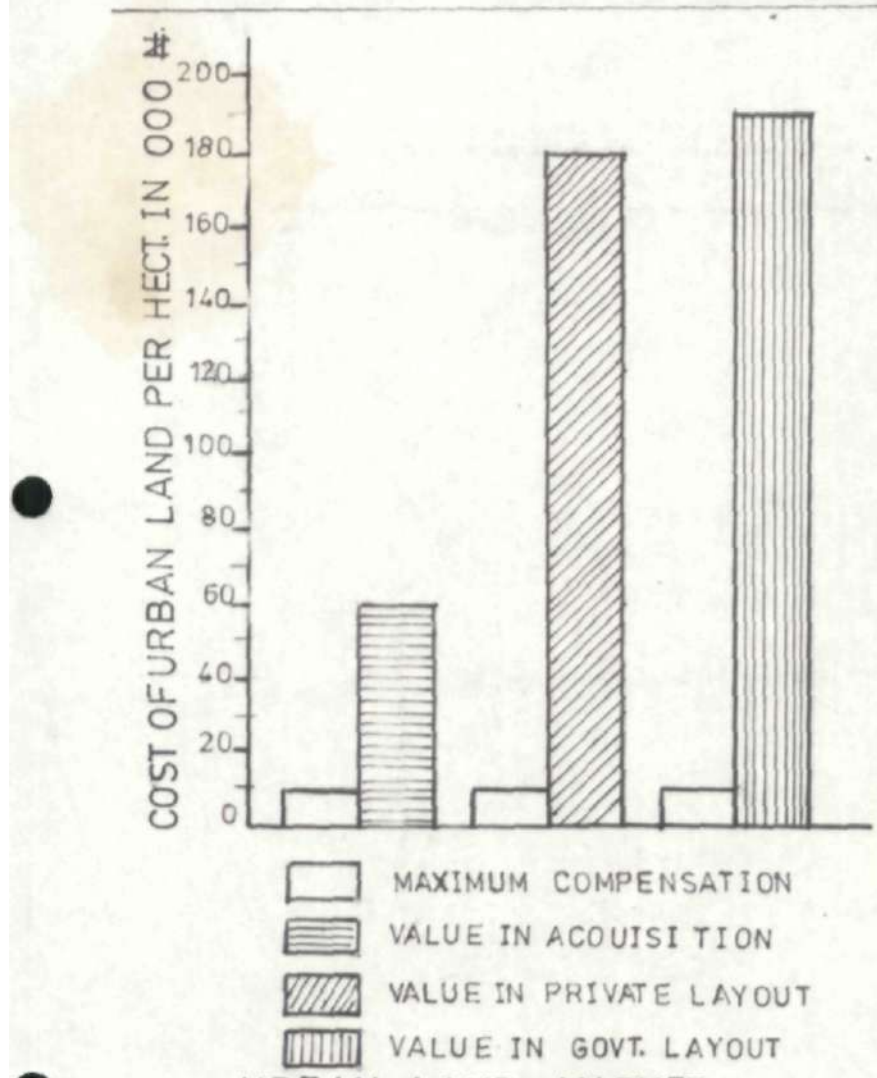
Fig 3.21



ESTIMATE OF HOUSING SHORTAGE 1976–80

Source: MPPU Housing Analysis

Fig 3.22

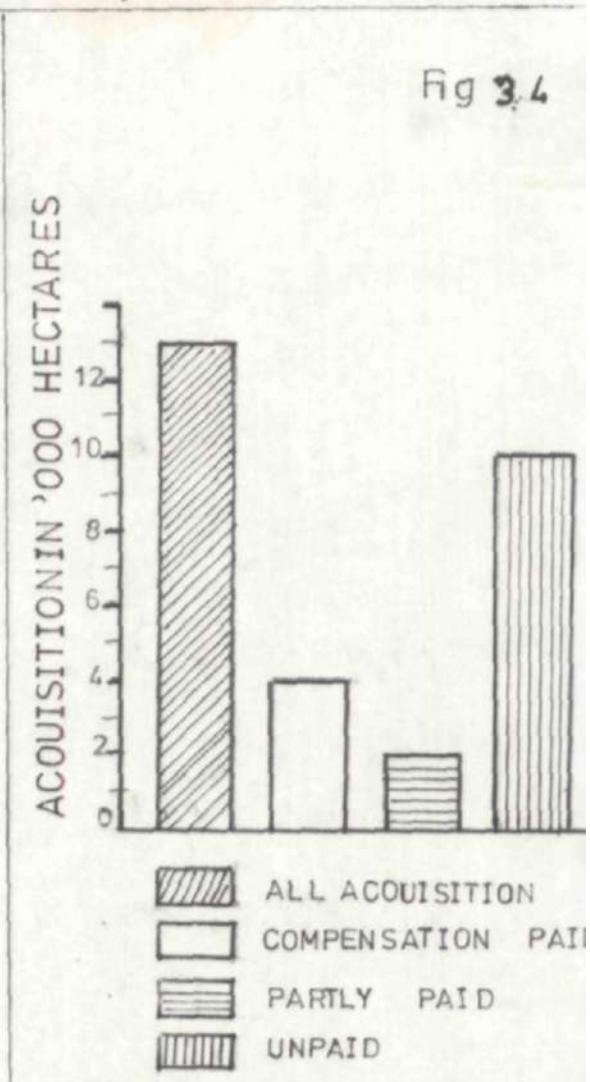


URBAN LAND MARKET—
COMPENSATION/MARKET VALUE

Source MPPU Housing Analysis

Fig 3.3

Fig 3.4



ADMINISTRATION OF
COMPENSATION

Source: Lands Division

is as high as ₦195,000 per hectare at a rate of ₦13,500 per plot of 720m^2 (See Fig. 3.3).

This clearly shows that acquisition rates are mostinadequate compared with the open market value. It is only 13.6% of the value of its equivalent size inside acquisition where due to the illegality of sale the open market value is least.

3.23 Excessive Demand and Non-payment for Acquisition:

In his New Land Policy broadcast of February 1980, the Lagos State Governor alludes to this factor when he said that before the land use decree the government made 114 acquisitions in Lagos State. "Some of which government will never be able to pay the required compensation". The global acquisition along Badagry road - parcel 'A' of which is within metropolitan area the governor said "will cost the government ₦118 million in compensation. But in the absence of any positive decision by the governemtn, the whole area is littered with contravention".

Out of the 114 parcels, 42 major ones are within metropolitan Lagos covering 12,058 hectares (13.65%) of the state land area (see Fig. 3.4). There is another 6,217.08 Ha^2 (7.04%) of total under Federal Government acquistion. As for those in Lagos sate acuisition. Up to December 1979, only 1,740.73 Ha (14.44%) has been partly paid while 9,422.6 Ha (78.1%) has not been paid at all.

Also out of the 3110 claims registered by persons or families (see Fig. 3.5) only 20.2% have been settled some only partly, it is therefore obvious that government was not actually making effective acquisition and hence this factor is causing unauthorised residential developments since acquisition notices have been served (Appendix 4 Fig. 3.6) on the former owners.

3.24 Ineffectiveness of Development Control:

Although the development control division of the ministry has the legal backing of government to demolish unauthorised developments as soon as they start growing, several factors militate against the operation of the division. These include:-

(i) Lack of vehicles for operation.

(ii) Lack of demolition equipments.

(iii) Shortage of personel particularly building site inspectors and Assistant Technical Officers put at 40% and 50% respectively at March 1980.[22]

(iv) Lack of co-operation from the police command for the necessary armed escort for demolition operation and therefore exercise is only carried out if and when policemen are available.

(v) Inefficient and dishonest site inspectors who co-operate with unauthorised developers.

(vi) Negative public participation leading to non-submission or camoflage submission of building plans even where they are sure they will never get approval as evidenced by abandonment of 1,344[23] building plans at different stages of processing. This attitude merely waste the time of approving officials and affect overall productivity.

These factors which came from interview with Development Control Division Officers confirm the factors of ineffiectiveness which Ogundele (1978) mentioned in chapter two.

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22. Source: Nominal roll: Development Control Division, March 1980.

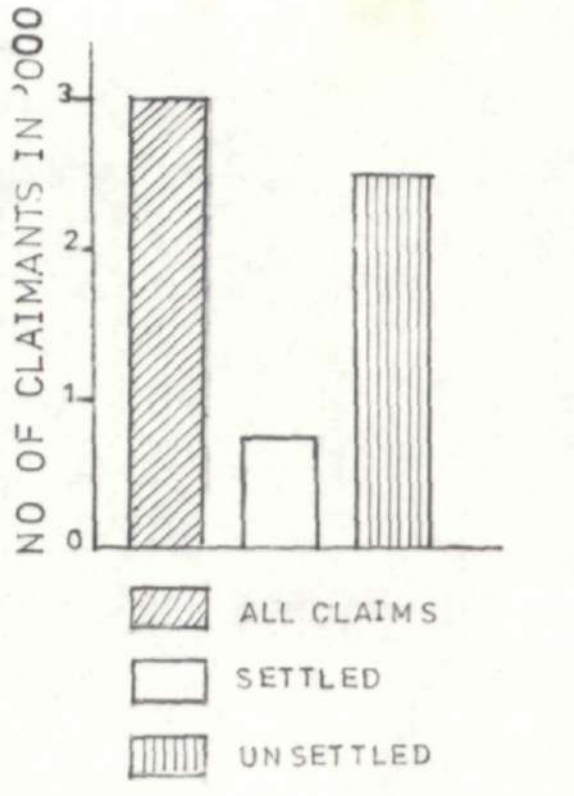
23. Development Control Division, ibid, Illupeju Office, Dec. 1979.

Table 4

Rate of Contravention with some Acquisition 1976-79.

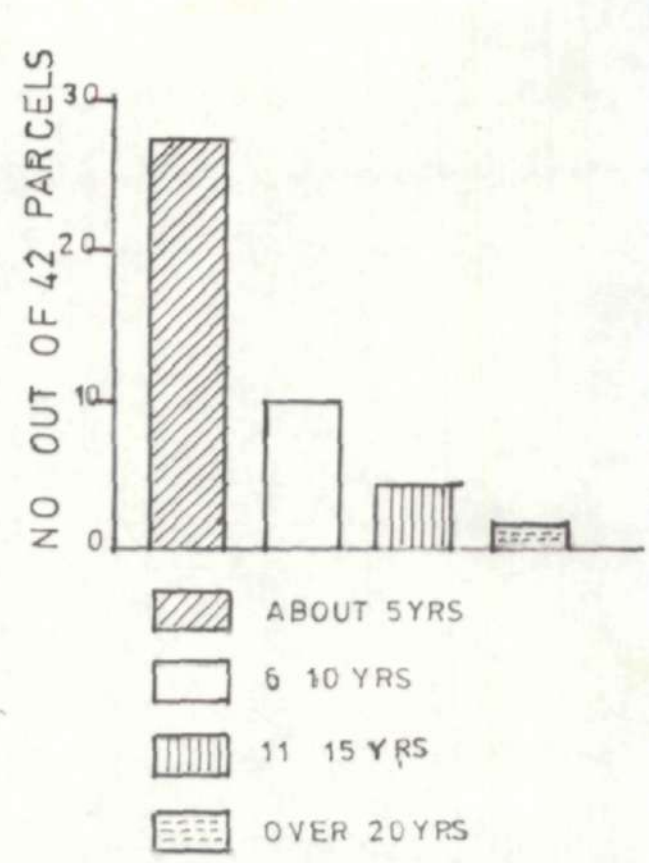
	Completed 1976	Completed 1979	Total 1979	Percentage Yearly Increase
Ketu/Ogudu	994	721	1715	22
Ejigbo	159	183	342	15
Coker	19	25	76	32
Orile Iganmu North	614	1131	1745	84
Orile Iganmu South (including portion of Apata village and Amukoko	568	639	1207	13
Ifire N.W.	659	771	1430	17
Alaube	290	353	648	22
Abesan	310	358	668	29
Maroko	533	760	1293	43

Source: Master Plan Project Unit. Urban Fringe Area Survey, June 1979.



FREEHOLDERS CLAIMS IN ACQUISITION

Fig 3.5



AGE OF SOME ACQUISITION PARCELS

Fig 3.6

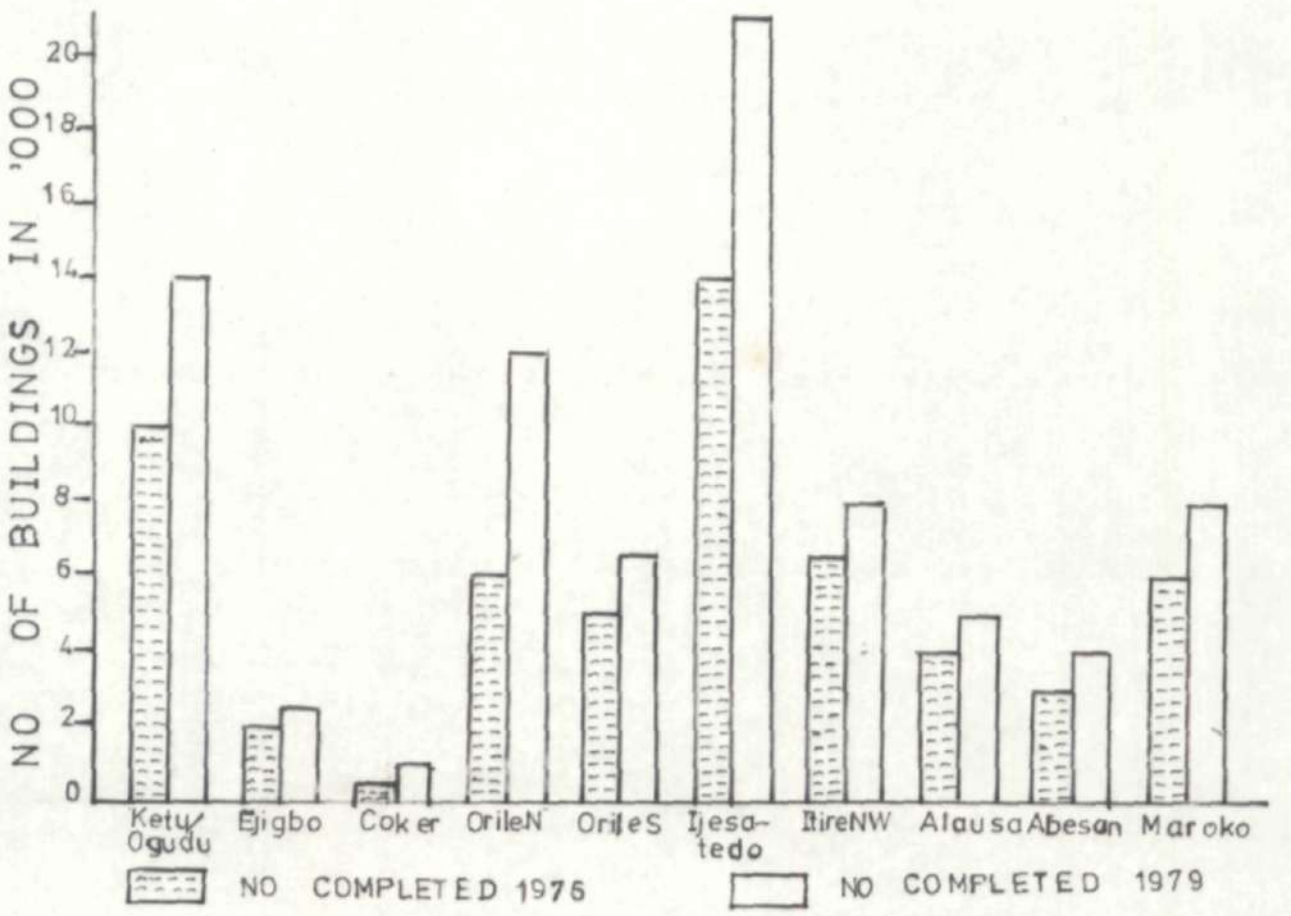


Fig 3.71 RATE OF CONTRAVENTION WITHIN SOME ACOUISITION 1976-7

TABLE 3:4 RETURNS OF CONTRAVENTION / DEMOLITION IN METROPOLITAN LAGOS 1978/79

MONTH	DETECTED	ACTUAL CONTRAVENTION	DEMOLITION	REMARK
April 1978	243	237	2	Suspension due to landuse decree
May '78	369	326	50	Police Escort Problem
June '78	443	413	239	-
July '78	409	393	192	Police Escort
August '78	370	350	192	Lackof Equipment
Sept. 1978	360	344	134	-
Octo. 1978	614	534	56	Police Escort
November "	674	357	70	-
Dec. 1978	1038	977	100	-
Jan. 1979	980	806	317	-
Feb. 1979	909	835	123	Escort
March 1979	777	734	105	-

The net effect of ineffectiveness of development control for 1978/79 fiscal year is that from month to month, mumulative total of unathorised developments was 5006 (Fig. 3.7) whereas total building plans approved for same period was 2,309.[24] As such, unauthorised developments more than doubled approved plans that year.

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24. M.P.U. Housing Analysis, op. cit., p. 65, 1979, table 4.2.

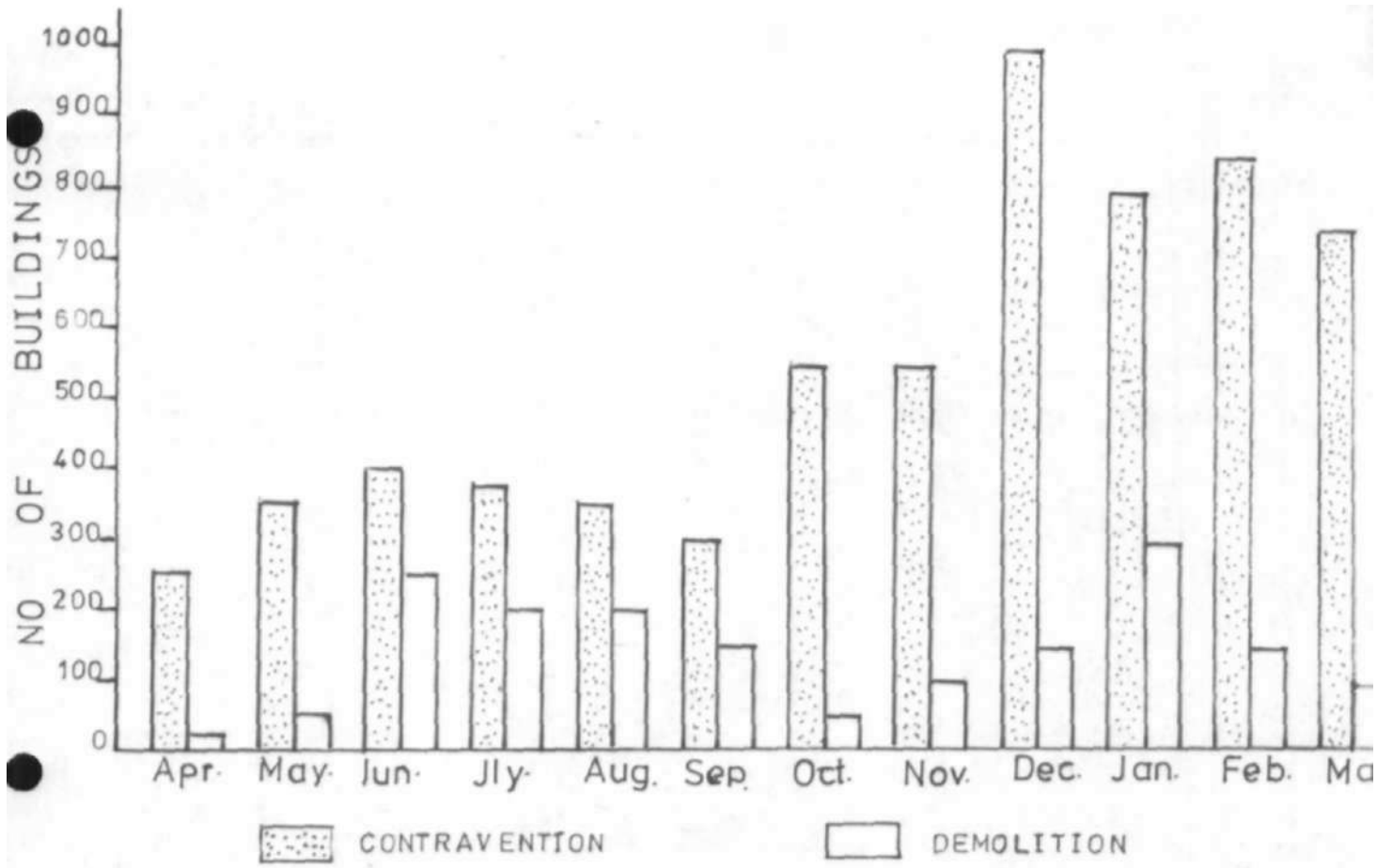


Fig 3.72 RETURNS OF CONTRAVENTION / DEMOLITION 1978/79

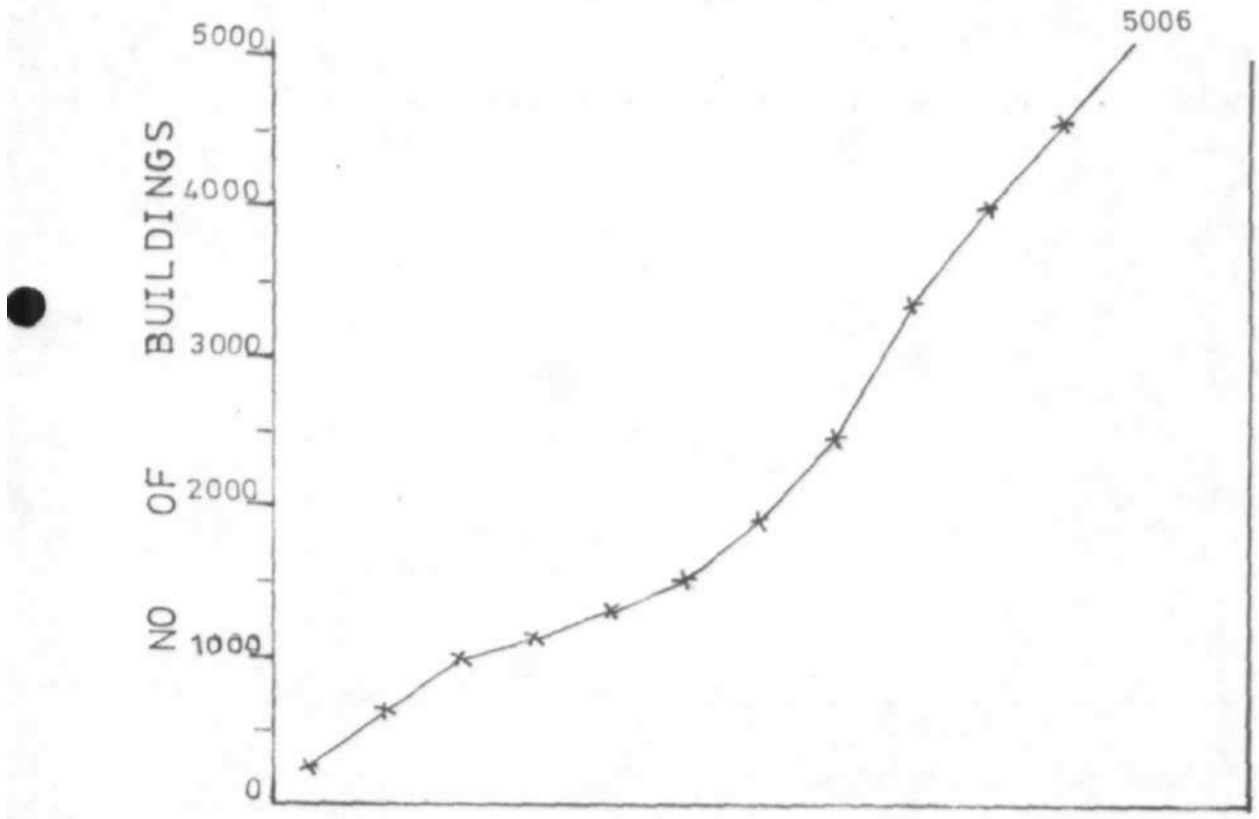


Fig 3.73 CUMULATIVE CONTRAVENTION 1978-79

3.25 Non-Economic Zoning:

Zoning of privately owned land for open spaces, and gren belt will significantly reduce the market value and most unlikely to be acceptable to anybody with vested interest. For instance the area south of Ikate Surulere (Fig. 2). proposed for open space and recreational uses where the Urban fringe area survey found 70 buildings[25] must have fetched the original owners about ₦560, 000 at the avaerage of ₦8,000 per plot if it were to be a private layout since it falls outside acquistion ((Fig. 3.3). The tendency is for such owners to circumvent the zoning regulation.

3.26 Other technical factors include high standard requirements of the building bye-laws and regulations which are not adjusted to the economic conditions of the urban poor (see chapter 5).

3.27 Socio-Cultural Value:

Culturally, most Nigerians rich or poor see investment in housing as a thing of pride and social security both to own it and to supplement their income from letting it out to tenants. Of the 200 buildings surveyed, 112 (56%) are tenant-occupied, 63 (31.5%) are owner-occupied while 25 (12.5%) are both.

3.28 Political Factors:

Residents of areas of unauthorised residential developments in metropolitan Lagos are in the majority migrants and low-income people. The areas surveyed show that 76% of landlords and 88% of tenants

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25. M.P.U. (Urban Fringe Area Survey: Unauthorised Developments in Urban Fringe Areas, October 1979, p. 3.

are non-indigenes of Lagos State and are people with some primary and secondary school education who are petty traders and service personnels.

A definite process has been established in the emergence of migrants groups in the city which ultimately trasnform people bounded by tradition in their source villages to innovative, people and ultimately into a mass political system at which stage, migrant groups through ganging up conciously or unconsiously have formed a strong political force capable at election time of changing the political ideaology to favour their circumstances.

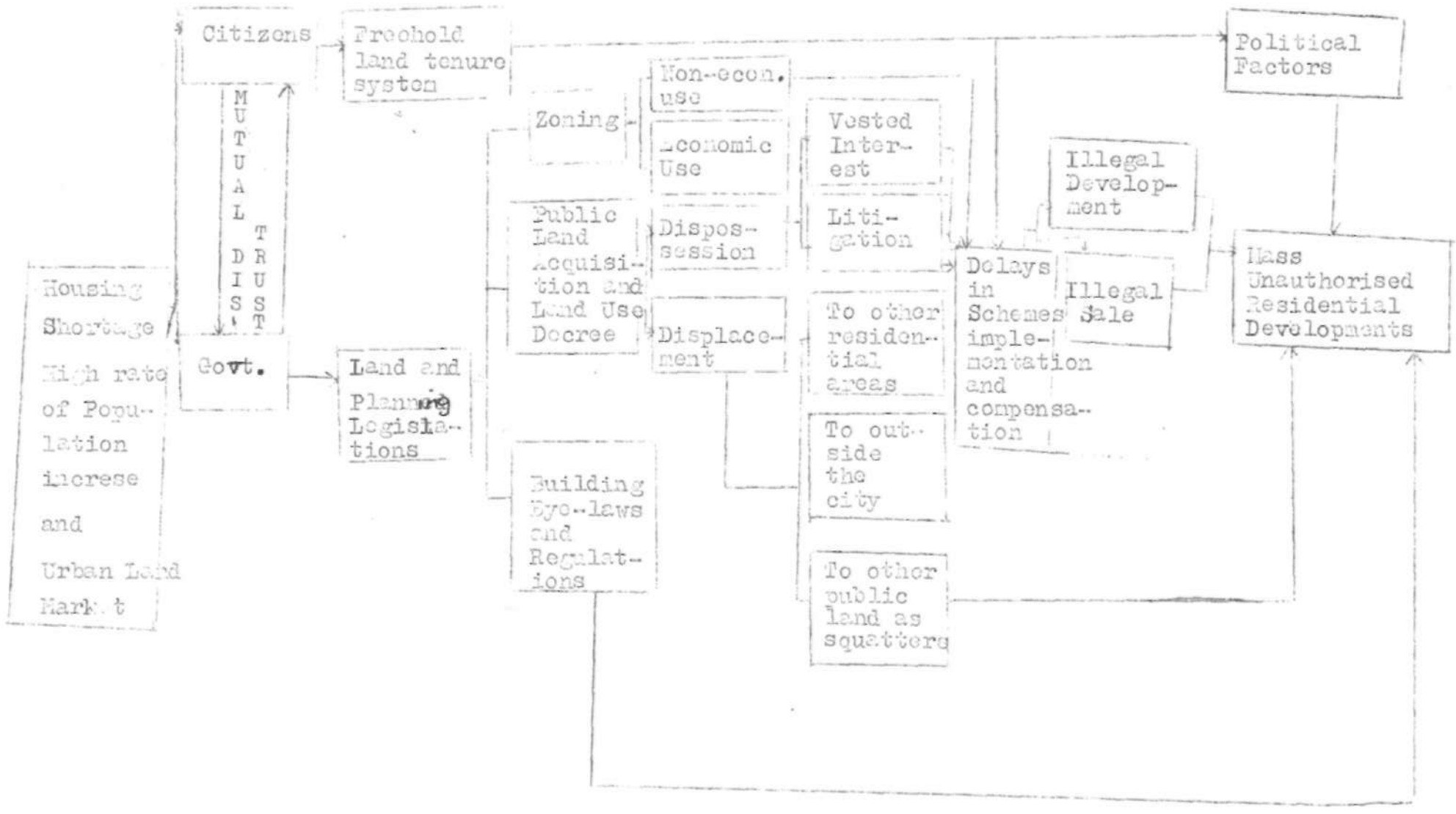
Political opinions currently being expressed on government development control measures on unauthorised residential developments in metropolitan Lagos which are essentially planning problems tend to b[illegible]ress this point (see plate 1). Political opinion will eventually help many of this unauthorised developments to stay and with some recognition too. At that time, the motives of unauthorised developers will have been achieved while planning is left to follow if they are to be integrated into the urban system.

3.3 Process:

What has been said so far in this thesis point out that unauthorised residential developments in metropolitan Lagos have a cummulative c[illegible]sation process that can be conceptualised as in Fig. 3.9 and explained as follows:

Housing shortage, and high rate of population increase especially through migration, and the urban land market exist as the independent variables affecting unauthorised residential developments: the dependent

Fig. 3.9: CUMULATIVE CAUSATION PROCESS OF UNAUTHORISED RESIDENTIAL DEVELOPMENT



variable which causes we are trying to find.

The indigenous freehold land tenure system that permits private land ownership through which the citizen act, and the planning legislations through which government asserts its authority both exist as the primary independent variables. The land tennure system is implicitly challenging government's proprietary right over land ownership. This breeds mutual distrust.

While government enjoys the advantage of the eminent domain and uses laws to zone, acquire and regulate developments. Affected private citizens less powerful but not satisfied with government control in whatever form; take disadvantage of delays in schemes and policies implementation to develop or alienate their previous ownership right illeagally and involve many more members of the public in the struggle hoping some day to use political force to achieve legal status for their unauthorised developments. The effect is what we see existing as mass unauthorised residential developments.

3.40 Problems:

The whole essence of the preparation of development plans at national, regional local, or village community levels is for developments to follow a plan that has been formulated with the best planning principles which has taken good consideration of the immediate amd future goals, objectives and aspiration of the society's total environment for balanced physical, economic and social developments in terms of health and safety, convinence, accessibility to activity areas, functionality of space and an aesthetically satisfying environment.



PLATE 2: BUILDING UNDER CONSTRUCTION IN FLOODABLE AREA AT ORILE-IGANMU.



PLATE 3: BUILDING UNDER CONSTRUCTION IN FLOODABLE AREA AND UNDER NEPA TRANSMISSION LINE AT SARI (ORILE-IGANMU)



PLATE 4: BUILDING DIRECTLY UNDER NEPA TRANSMISSION LINE AT SARI (ORILE-IGANMU).



PLATE 5: DANGEROUS CROSSING BY PEDESTRIANS ON LAGOS/BADAGRY EXPRESSWAY.



PLATE 6: ENCROACHMENT ON THE EXPRESSWAY SIDEWALK.



PLATE 7: GARBAGE DUMP WHERE PROHIBITED.



PLATE 8: VIEW OF A STREET ALREADY TAKEN OVER BY REFUSE AND GARAGE



PLATE 9: A STREET SCENE IN AN UNAUTHORIZED.



PLATE 8: VIEW OF A STREET ALREADY TAKEN OVER BY REFUSE AND GARAGE



PLATE 9: A STREET BEING IN AN UNAUTHORIZED.

But unauthorised residential developments emerge through uncoordinated initiatives of essentially self centred individuals or groups without the far-sightedness with which development plan proposes land uses. Consequently they are haphazardly located and developed thereby having grave negative consequencies for the overall interest of the society which is supported by evidence from field study at Sari village Orile Iganmu plates 1-9 - photographs taken in March 1980. The situation is as follows:-

3.41 Building occur in floodable areas and path of drainage.

Plates 2 and 3 show buildings under construction in a floodable area and in the path of drainage from the northern parts in the more densely populated areas of Surulere, Ikate, Itire and Ijeshatado. In fact site visit during September 1979 in the rainy season showed their sites perfectly under flood. The risk of being swept under flood someday is therefore great.

3.42 Buildings occur directly under NEPA High Voltage transmission line - plates 3 and 4.

Even though it looks criminal to the planner who proposed 800ft (244m) clearance for this class of steel tower transmission line to see a person building directly under it due to largely unpredictable climatic and weather vagries that can break connections and damage installation, the unauthorised developers build and live confidently under it. They cannot foresee any danger until they learn their lessons the hard way which will at that time be much higher cost to the whole society. Hence the agony of the planner at such sights.

A close relationship has been established in chapter 2 that exist between uncontrolled urban growth and our unauthorised developments and Turner (1967) argued that the forms of settlements which are most economic in the input/output sense are often those labelled as slums and squatter settlements. These he maintained are often the most viable socially speaking for their inhabitants though this contradicts many currently held assumptions, a straight forward observation of how residents of unauthorised development areas house themselves support this point.

In this study, it has been found that structurally sound eight rooms houses have been built at an average cost of ₦13,500[26] for both land and building which is only ₦30 per sq. m. of gross floor area, and accommodate 6 to 8 households at a monthly room rent of ₦14.

On the contrary, evidence from official reports of the well intended so called low cost houses in metropolitan Lagos show that the average cost is far in excess of what the average urban poor can afford. The least expensive 1978 contract price per flat for one household was ₦12,500[27*] or ₦156.9 per sq. metre gross floor area provided by the polcie rank and file quarters in a 3 storey 24 unit block which cost ₦300,000. The least with the LSDPC low cost housing scheme at Ijaye at 1978 price was ₦14,000 per flat for one

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26. Field Survey, Dec. 1979.

27* Figures on Low Cost Housing are from Housing Analysis already cited, pp. 87-99.

household which is ₦160 per sq. metre gross floor area.

The sharp difference is what makes unauthorised residential development areas the abode of the urban poor.

Secondly, the 37,621 unauthorised residentail developments in metropolitan Lagos earlier mentioned in this chapter represent 27.7% of the estimated total housing stock of 136,000 for 1980. From the occupancy of 30.2 per house from estimate or 38 persons per house in the field survey of this study, unathorised residential developments provide between 25.8% and 32.5% accommodation for the estimated 4.4 million population. From this it could be concluded that they are a way of solving the housing problem of metropolitan Lagos though a crude one.

The crudeness and unplanned nature of their location and development however makes their obvious advantages ephermeral because in the face of a single flood hazard or fire disaster to which they are so dangerously proned many of them can be destroyed or rendered useless in a few days and may even involve loss of lives and property evidenced by recent occurences in many parts of the country. The cost in real terms at such times is often more than their benefits to the society as a whole.

CHAPTER 4.

CONCLUSIONS AND RECOMMENDATIONS.

Having expored the characteristics of unauthorised residential developments in the foregoing chapters, the conclusion is that basically their developers have broken the law and in the words of Angel and Benjamin (1976)[28] to "recognise them and provide them with the priviledges awarded to law abiding citizens such as police protection, education, health, fire protection water and the like is an affront to the very principle of law".

On the other hand, laws exist as long as people in the society are willing and able to uphold them. When the majority or a significant minority find certain laws inappropriate to their circumstances, the laws must be changed. The number of people, tenants, developers and others with vested interest involved in unauthorised residential development areas as seen in this study is signigicant.

Turner (1972)[29] also concluded for uncontrolled urban growth and in our situtaion unauthorised residential developments as a phenomenon is a manifestation of normal urban growth processes under the exceptional conditions of rapid urbanisation. As such it is not their existence that is a problem but the fact that they are

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28. Angel, S. and Benjamin, S.: Seventeen Reasons why the Squatter Problem Can't be Solved in Ekistics vol. 41, Jan.-June 1976, p. 24.

29. Turner in Breese, op. cit. pp. 508-509.

unplanned and their forms are so often distorted. Furthermore Turner maintained that such developments are both the product of and the vehicle for activities which are essential in the process of modernisation.

It is for these facts therefore that it is strongly recommended that all existing planning legislations should be reviewed to respect the circumstances which brought about unauthorised residential developments. Such reviews will lead us to find realistic planning solutions to their problems that will be both currative and preventive in the manners stated below.

Curative:

The curative measure now being proposed for unauthorised residential development runs parallel with those suggested by Collin B.J.[30] in his evaluation of Turner's polcies which he said can be placed somewhere on a spectrum from "eradication" with or without relocation through "containment" (prevention of new buildings) to improvement and incorporation. Their parallels which are now proposed are:

1. Selective Demolition with rehousing.
2. Excision with restriction by government farm temporary projects or token layout encirclement beyond which buildings will be demolished immediately.

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30. Collins, B.J. in The Spread of Cities. The Growth of the Shanty Town or Uncontrolled Urban Settlements: Open University Social Sciences 2nd Level Courses Urban Development Units, pp. 133-135.

3. Regularization which involves improvements and incorporation.

The one which will be applicable will depend on the location, size, population and conformity with other land uses in the area.

In all cases some forms of selective demolition will be unavoidable and will lead to the eradication of developments still too small to be a viable urban village.

The policy of regularisation is a more significant one and will apply to large areas of unathorised residential development already named for urban renewal or not in conflicting zones.

1. Planning Standards should be adjusted to local condition because of the initial unplanned nature.
2. Three hierarchies of roads - major residential, collector and local access roads not necessarily to every house.
3. Due consideration to public transport on major residential roads and walking distance kept minimum.
4. Vehicular access and green system to reach all community facilities reach.
5. Supply of public utilities should take advantage of right of way of existing street pattern to protect past investments as much as possible.
6. Provision for storm water drainage preferably along roads.
7. Water supply and electricity should be provided where not yet available as common facilities to cut down cost e.g one public water tap to 100-150 per head of population per day.
8. Waste Disposal and Sanitation should be given adequate attention.

Specific application to Sari village Orile-Iganmu is the subject of the final chapter of this thesis.

Preventive Measures:

1. In view of obvious low level of planning awareness and negative public participation as Ogundele(1978) noted and supported by evidence from this study, it is recommended that the following communication techniques be applied.

(a) Charrette: This method described by Fagence (1973)[31] is a form of gaming simulation in which a planner e.g. from ministry is attached to a community to enlighten them in planning education. A symposium of some days duration is organised. The most regular participants become the district planner, representative of the citizens of the neighbourhood. This with the leadership of the planner discuss the problems of the community, the opportunities, the sources of funds, the role of the citizens. At the end a meaningful mutually agreed plan emerges. The role of the planner is to set the operational context and to give expert advice. It may involve self-help project jointly sponsored by citizens and government. This method has been used sucessfully in Baltimore U.S.A. The charrette is seen as a high point of citizen participation in the planning process.

(b) Citizen control, partnership and delegated power.

Sherry Arnstein (1971)[32] developed an eight rung in the ladder of public participation. The first three of this named above are the highest form of participation in the rung and suitable to our purpose here.

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31. Fagence, T. Michael: Citizens Pariticipation in the Planning Process (United States) in Journal of the Royal Town Planning Institute, April, 1973, vol. 59. No. 4.

32. Arnstein Sherry: A Ladder of Citizen Participation in the U.S.A. in Journal of Town Planning Institute, April, 1971.

(c) Public enlightenment through radio , television and the dailies have great potentials and should be employed.

2. Development planning should be translated into land use planning through computation and projection of rational land use requirement. Acquisition should be limited to such and there should be prompt and adequate compensation at open market value (Not full market value). Umeh (1973)[33] maintained that it is the most satisfactory way out though it should be adjusted for fairness to all the parties concerned but not inflated or deflated compensation.

3. Zoning of areas for low income housing site and service schemes with common facilities should be given priority as Collins[34] and Jawando (1975)[35] suggested 1 public water tap to serve 100 and 150 population respectively.

4. Service personnel housing: also with common facilities should be made an integral part of the design of high and middle income housing because these are to serve as drivers, cooks, mightwatchmen, etc.

5. Localization of development control for effective area coverage. Each of the proposed 23 local government areas should have a development control formation similar in status to a local planning authority and approving officers should also be inspectorate and have area time table which indicate what days of the week and what areas of their

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33. Umeh, J.A. (1973) op. cit. pp. 47-48.

34. Collins, B.J. op. cit., p. 137.

35. Jawando, O.A., op.cit, p. 11.

zone they would go for inspection. This will help to reduce both the time of the general public as well their pressure on approving officer who now can't operate effectively in his office during office hours when he is more or less a public complaint bewra~~eu~~ officer. Also standardized designs suitable to all classes of residential areas and plot sizes should be developed that can easily be purchased by developers at government rate which will eliminate problems of errors in technical drawings and save a lot of the time now being wasted. This latter suggestion was briefly touched upon in paragraph 30 of the new land policy already citied elswewhere in this thesis and will be adequate.

CHPTER 5.

A TYPE DESIGN FOR REGULATISATION OF SARI VILLAGE (ORILE-IGANMU)

5.0 Location of Sari (Orile-Iganmu) in the study area:

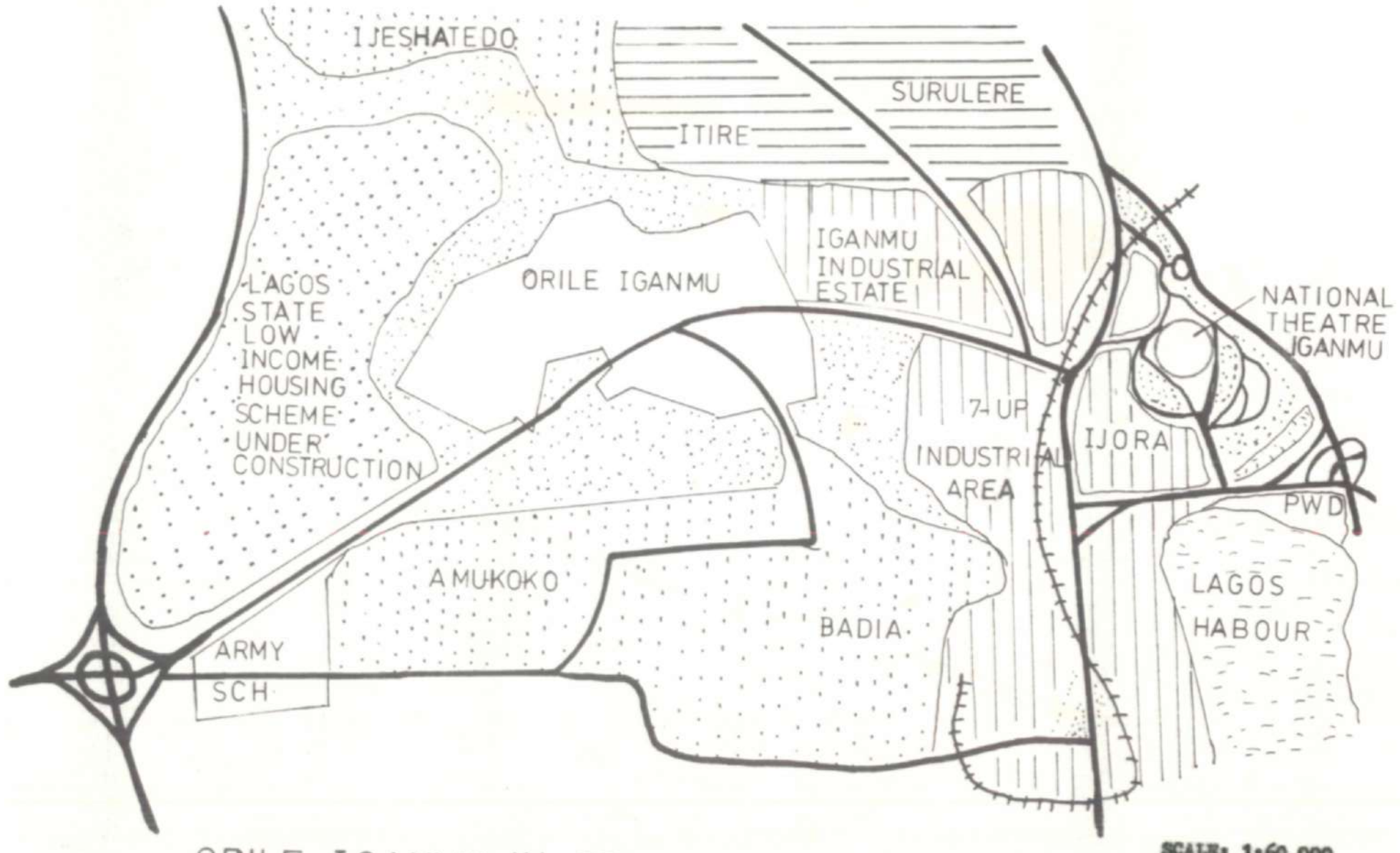
Sari village is the southern portion of a parcel of land divided into two by the Lagos/Badagry expressway, adjacent to and infact taking over part of area zoned and being developed as Iganmu Industrial Estate. The parcel 417.24 Ha (1031 acres) (Fig.5.1) said to belong to the Orile Iganmu Community was acquired as part of the 2023Ha (5,000 acres) acquisition notice No. 28, vol. 7 of 24/4/58. Although there was no evidence either from official record and field survey that compensation had been paid, government interest is still impressed on it by the construction of the expressway through it, the passing of NEPA High Voltage transmission line, no submission and as well no approval of building plans in the area and demolition of 101 buildings there in 1974 (Fig. 5.1).

Also at the time of survey, sand filling was going around Coker village which is the smallest of the three communites into which the parcel has developed. The other two Orile Iganmu north and Sari (village) south have been fully developed hence conflicting and competing government and citizens interest which is the rationale for choice as case study.

Fig. 5.2 shows Orile-Iganmu in its immediate environment on the south-western part of metropolitan Lagos urban fringe area. Bounded on the east by Iganmu Industrial Estate and on all other sides by residential surburbs although clearly seperated by swamps and floodable areas.



Fig 5.1 PLAN SHOWING GOVERNMENT ACQUIRED LAND SAID TO BELONG TO ORILE-IGANMU COMMUNITY.



ORILE-IGANMU IN RELATION TO ITS IMMEDIATE ENVIROMENT

SCALE: 1:60,000

5.1 Existing Situation:

The physical problems and limitations in Sari village have been highlighted in section 4 of chapter 3 and very clear on Fig. 5.1. The details are as follows:

1. Total Area 86 Hectares.
2. Total Developed Land Area 50 Ha. (58.14%).
3. Pond 9.5 Ha. (11.05%)
4. Floodable Area and Swamps 26.5 Ha. (30.8%).
5. The Few Existing Incidental Open Spaces are along unpaved streets and private compounds. No land can be said to be vacant.
6. Existing no. of building 850 (Extract from UFAS* June 1979).
7. Occupancy per building 38 (January 1980 Field Survey).
8. Assumed Increase since last census 150.
9. Assumed Total number of Building 1000.
10. Estimated Total population 38,000.
11. Estimated Density Gross (441.9) NET (760 pp. Ha).
12. Area is completely mixed development but predominantly residential.
13. There is a local market and several temporary commercial stalls almost touching the edge of the expressway.
14. No community facilities except religious places.
15. No public utilities and services except electricity. Water supply is from well (boreholes usually within private compounds).

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* Urban Firing Area Survey. op. cit.

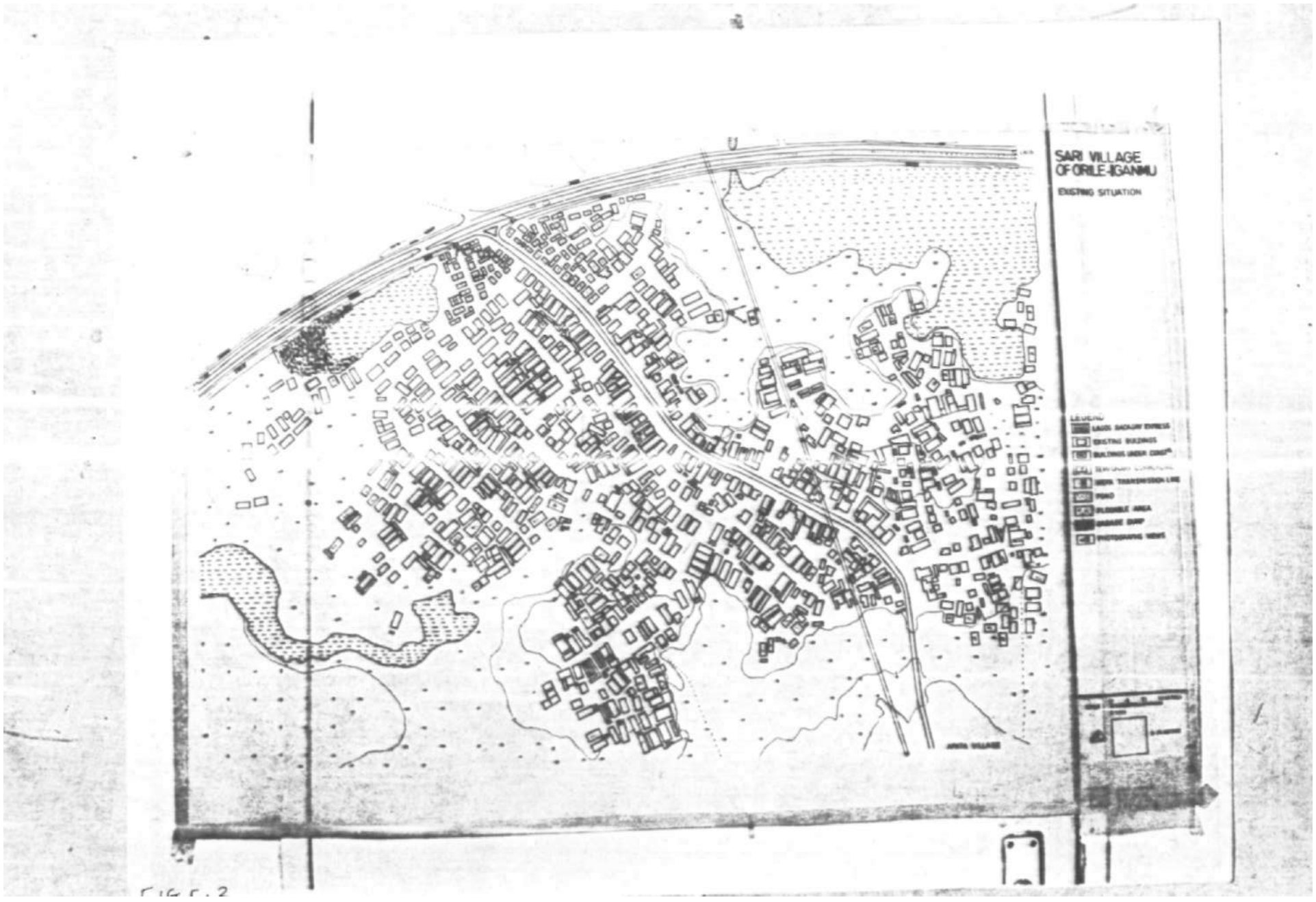


FIG 5.3

16. There is only one tarred road runing accross the area mainly designed as feeder desidnedas feed road to the expressway linking the more densely but also unplanned residential areas of Amukoko and Badia to the south.

From the above one can easily conclude that such an urban environment without facilities, utilities, services, with no residential roads and planned green system is a substandard urban residential environment, especially when the estimated population is compared with normal standard requirements as set out in the section 5.2 below.

5.2 Design Standards (Normal Adjusted to Local Situation.)

1. Roads.

	Normal Standard		Regularisation Standard	
	Carriage way	Right of way	Carriage	Right of way
Major Residential	12.1m(40ft)	24m(80ft)	6m(20ft)	12(40ft)
Collector Streets	9m(30ft)	18m(60ft)	4.5m(5ft)	6m(20ft)
Local Access Roads	7.3m(24ft)	12m(40ft)	3m(10ft)	6m(20ft)
Loops and cul-de-sac	"	"	"	"

Loops and cul-de-sacs only necessary to provide access for emergency fire fighting since car ownership in the area is very low. Utilities should be along right of ways.

2. Community Facilities:

Rational allocation of land against normal standard

	Normal Standard	Regulatisation Standard
Primary School	1 to 3000 - 4000 pop.	1 to 10,000 age 6-11
Secondary School	1 to 16,000-20,000 pp.	1 to 38,000 i.e whole village age 12-17

3. Normal Standard of students per class should be maintained at 30-40 students. But school can run 2 to 3 shifts per day.

4. Site Area:

	Normal	Regulation
Primary School	1.2 - 1.6 Ha	0.2Ha ($2000m^2$)
Secondary School	6-8 Ha	1 Ha.

School will not be provided with playfield and boarding facilities.

5. Health Clinic: one to the whole village on 0.25Ha.

6. Sub-Post Office on 0.1 Ha ($1000m^2$).

7. Sub-Fire Station 0.1 Ha ($1000m^2$).

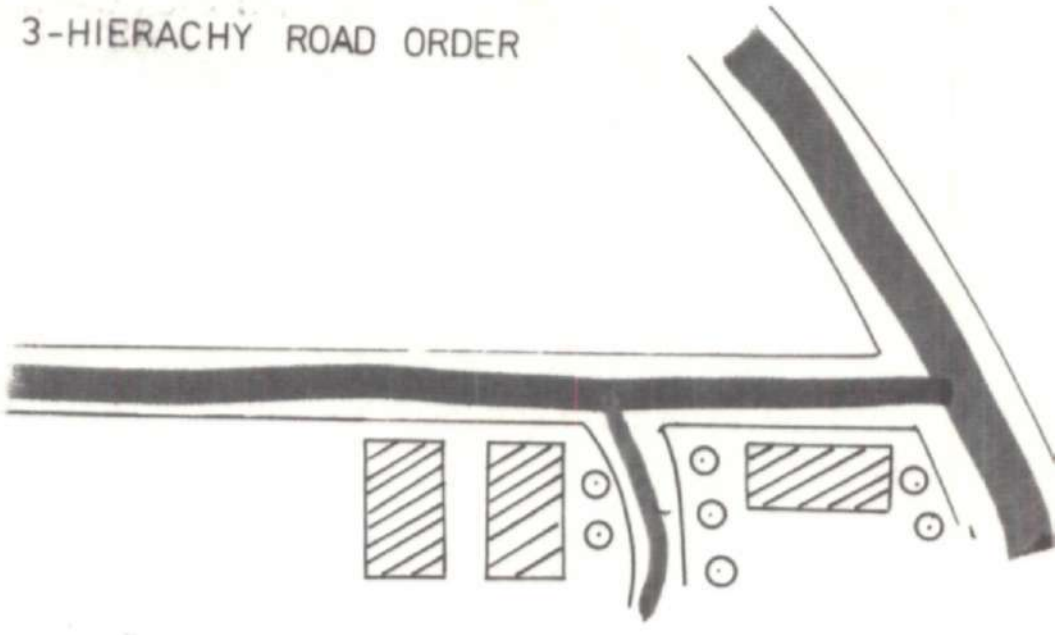
8. Public Library 0.1 Ha ($1000m^2$).

9. Plot Sizes Economic plot sizes 15 by 7.35 (50 by 25 ft) which is half the prevalent (30 by 15 m) (100 by 50ft) to prevent speculation and maintain the area as truly low income with reasonly with the land costs reasonably reach of the urban poor.

5.3: DESIGN PRINCIPLES:
The following are the design principles applied

5.31 ACCESSIBILITY

i 3-HIERACHY ROAD ORDER

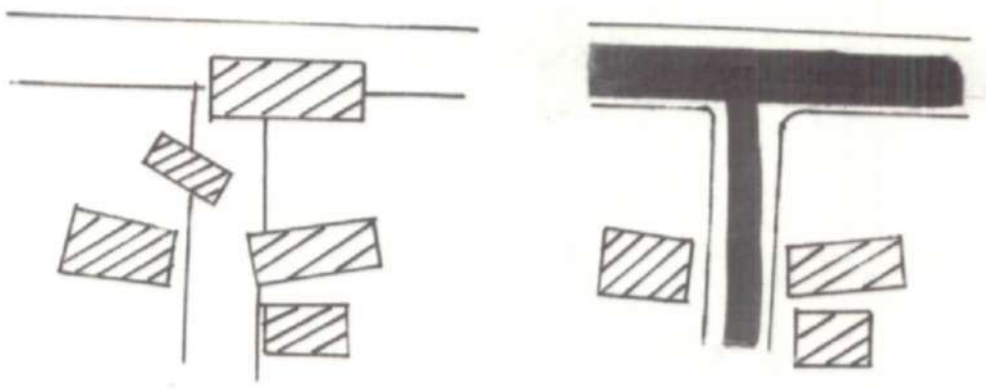


ii SERVICE LANE ALONG EXPRESS ROAD JUNCTION

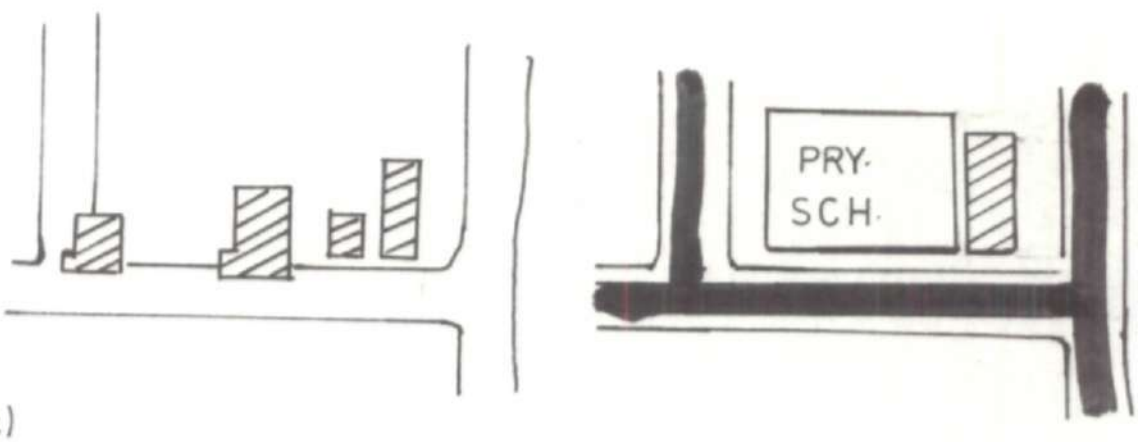


iii SELECTIVE DEMOTION FOR ROAD ACCESS TO & FOR FACILITIES & SERVICES.

(a)

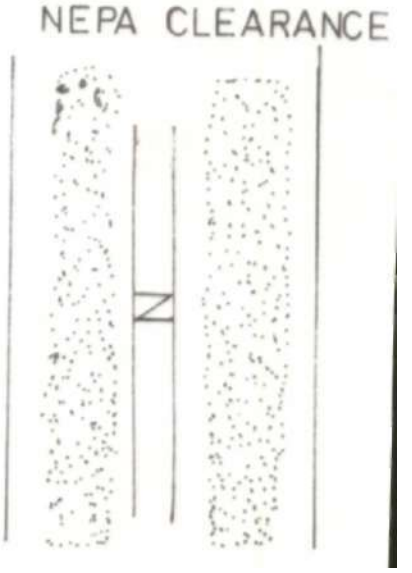


(b)



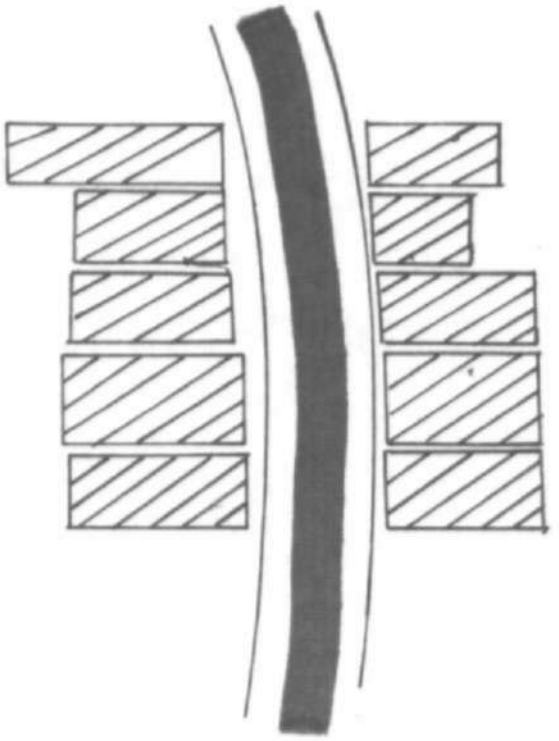
(c)



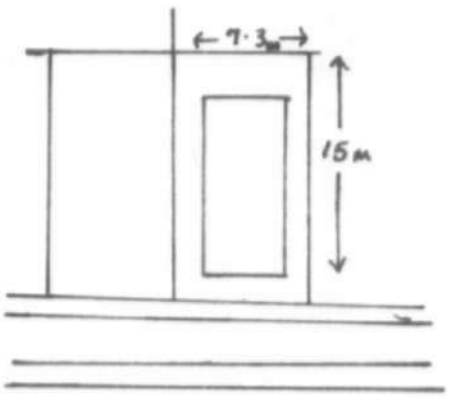


5.33HOUSING

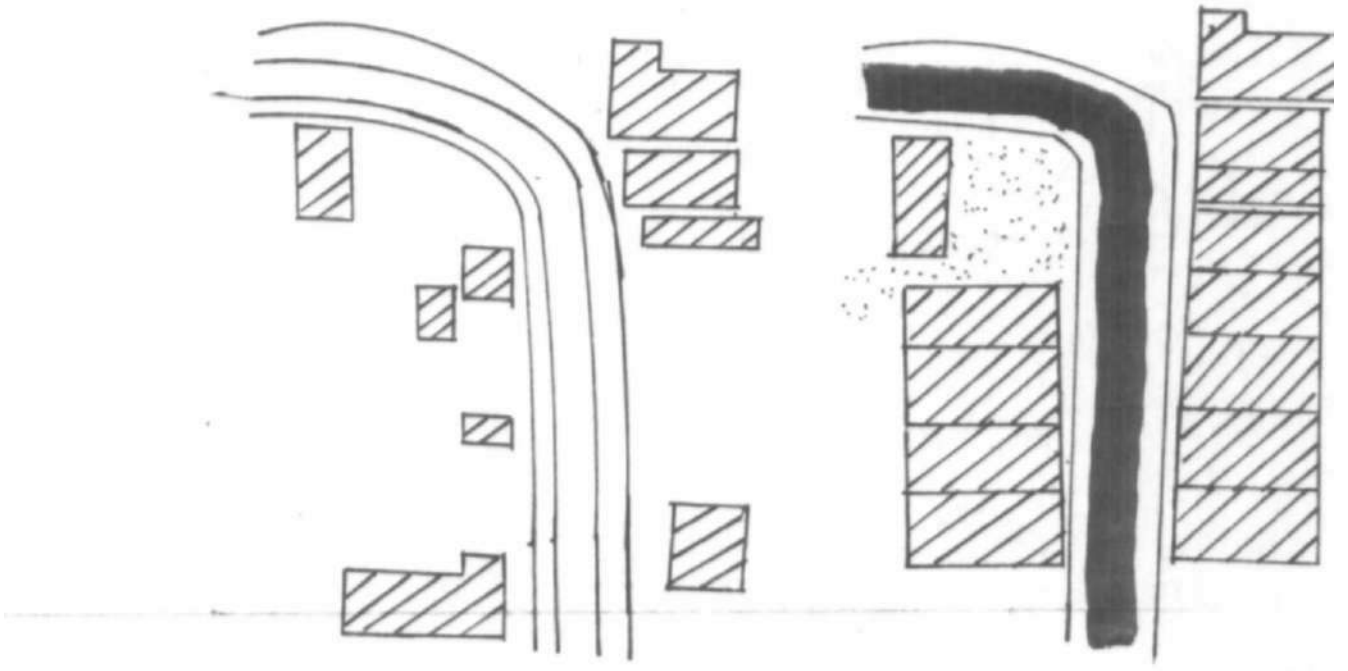
ROW HOUSING



ii) ECONOMIC PLOT SIZE
LOW INCOME 15 X 7·3 M

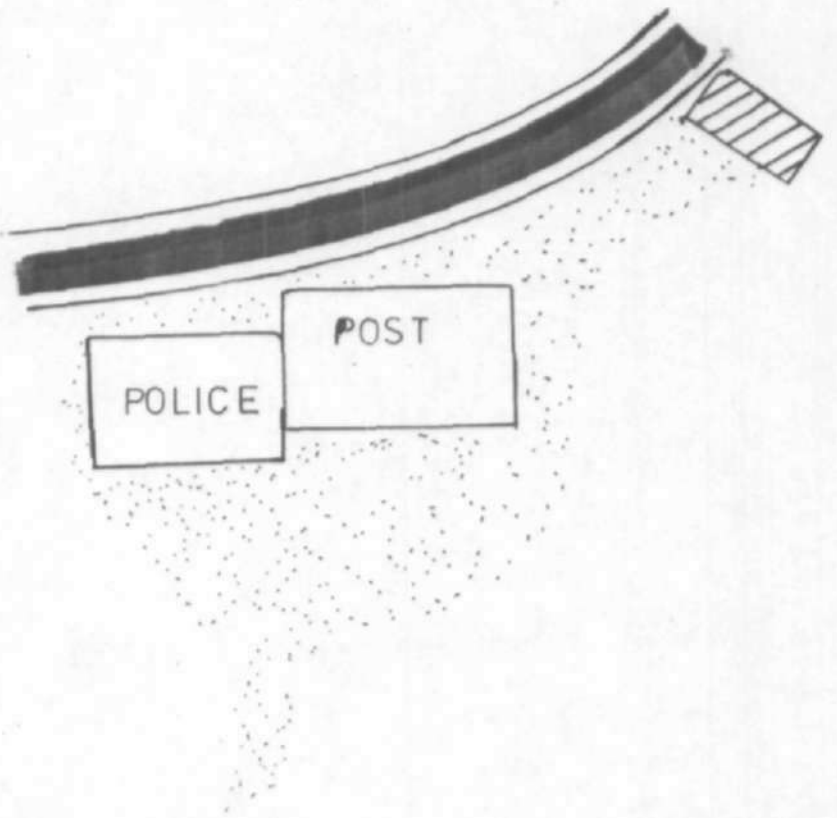


iii) RE-DENSIFICATION

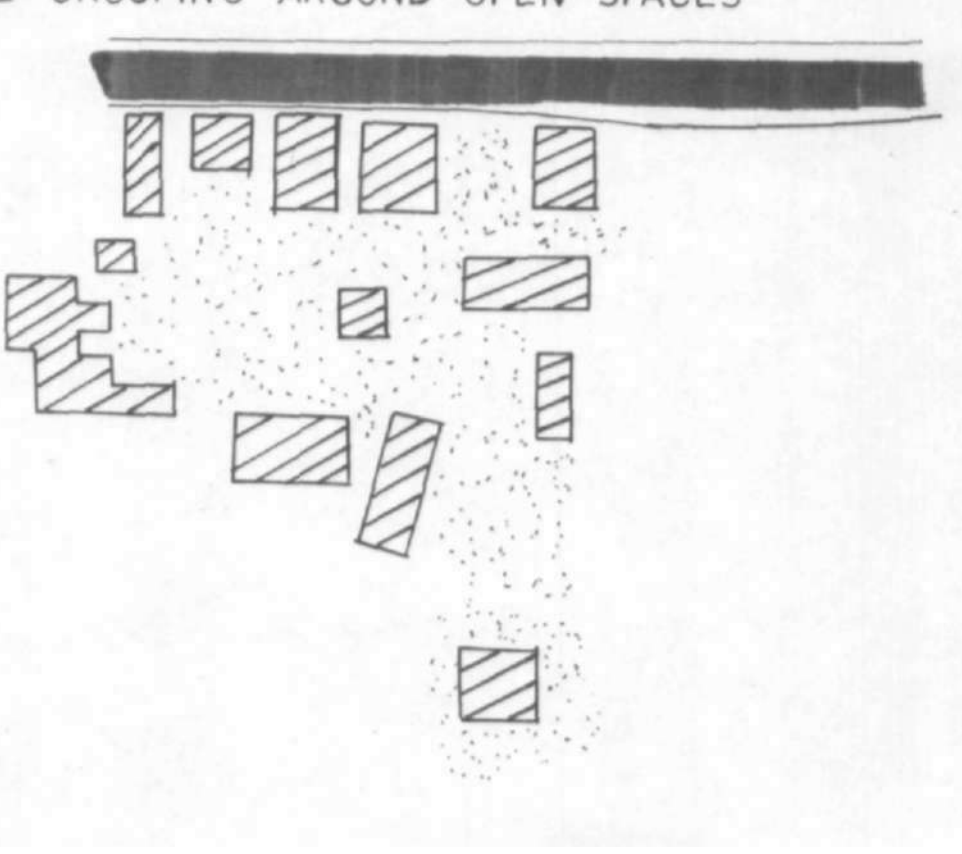


5.32 GREEN SYSTEM

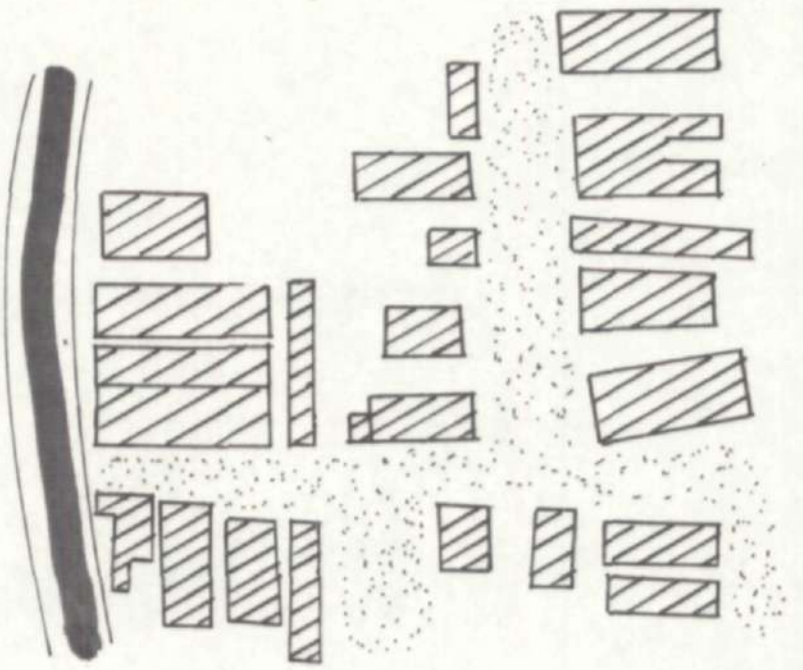
i PEDESTRIAN WALKWAY ALONG GREEN TO REACH FACILITIES



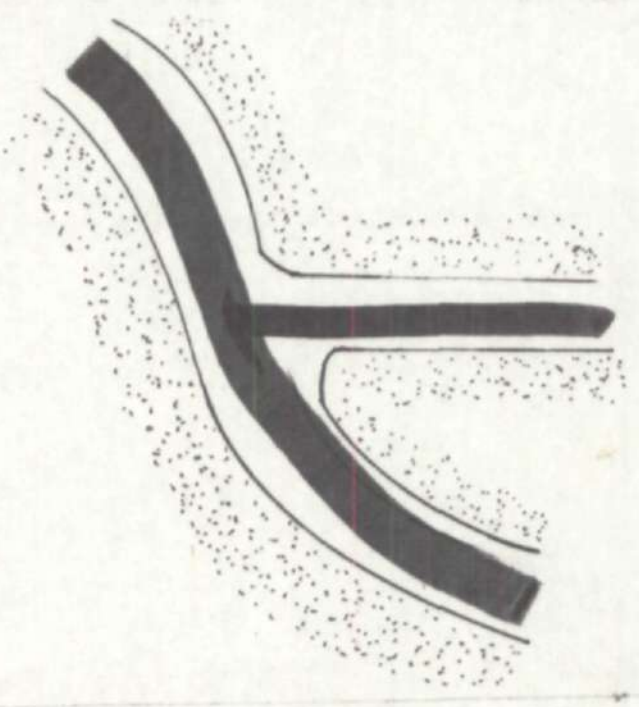
ii HOUSE GROUPING AROUND OPEN SPACES



iii SEPARATION OF PEDESTRIAN / VEHICULAR TRAFFIC

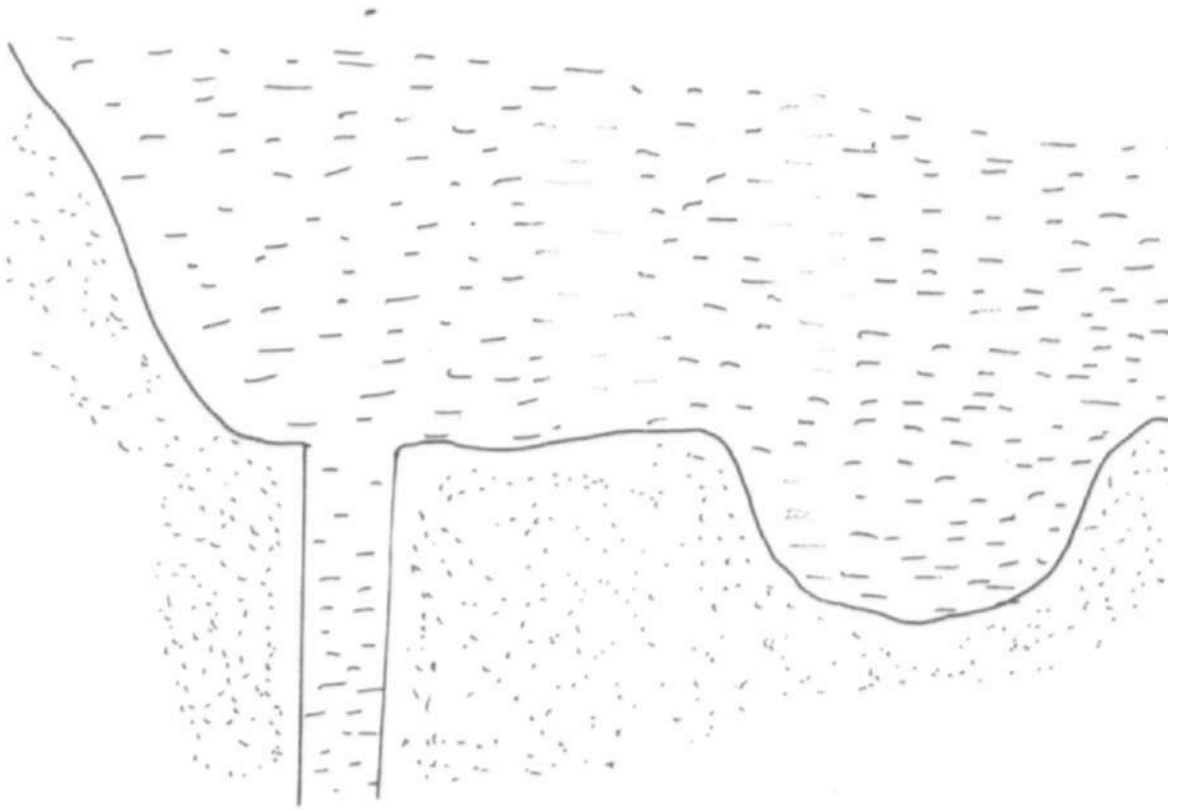


iv GREEN ALONG EXPRESS & MAJOR RESIDENTIAL ROADS



5.34 DRAINAGE

CHANNELLISATION FOR FLOODABLE AREAS



5.5 Sari (Orile-Iganmu) Regulatization proposal alternative I (Fig. 5.51)

Highlights:

1. This alternative treats Sari village as a community and attempts to solve the problem in situ. It has an option of being integrated either to the northern parts across the expressway or with other communities in the south without encountering the express road problem.
2. Maximum economy of limited resources - land and fund is built in.
3. Selective demolition will affect:
   (a) 102 temporary commercial structures. They will be moved and concentrated at the west-end on reclaimed land and will be self-paying.
   (b) 35 buildings existing directly under NEPA Transmission line.
   (c) 20 by road access.
4. Community Facilities:
   (a) They will occupy the area now being occupied by temporary commercial structures but allow adequate right of way from express.
   (b) Only two primary schools will occupy reclaimed land and require only 0.4 Ha ($4000m^2$).
5. Housing:
   (a) Through re-densification 50 plots will be available with varying sizes but not less than the minimum standard of (15 by 7.3m). It will be allocated to those to be displaced by selective demolition as close as possible to their former areas.

Fig 5.4



(b) 84 more economic size plots are provided in an area to be reclaimed for immediate future inevitable increase in population.

(c) Some houses are only partly affected and can still be used. Technicalities of assessment will be done by expert valuers.

Roads:

(a) Two new major residential roads are proposed to divert and decongest activities at the existing express road junction the two lower order roads join from them.

(b) Service lanes are provided at both sides of the expressway. An overhead bridge is also provided crossing express road around the new commercial area.

Green System:

Some of the existing street pattern will be integrated with the green system planted and with shady trees. Green will also be along roads. All leading to the community facilities.

5.2 Alternative II: Highlights:

1. This is more ideal for the physical, social and economic welfare of the area though will be more expensive.

2. It integrates Sari village with the whole Orile Iganmu that will be a district of about 120,000 population. They have common bound, common problem and aspiration. It attempts solving the problem from that perpsective despite the expressway dividing..

3. All commercial activities are to be transfered and replanned at the northern part that has larger population and two of the 3 communities.

4. New community centre is proposed at the southern area and will be on reclaimed land and existing building will be affected.

5. 188 economic size plots are proposed to occupy part of where the existing temporary structures exist and land to be reclaimed. It will be for rehousing scheme for those to be displaced by selective demolition and a few others.

6. Flyover is provided over a distance of about 350 metres to avoid the existing bottleneck at expressway junction. This will reduce traffic volume to local one and part of the underneath will be used as parking area for the new District Commercial Centre. Overhead bridge is also provided at same point with alternative one.

7. Only one new major residential road is proposed and have same allignment as the west wing one in alternative I.

8. Green system principle is the same as in alternative I.

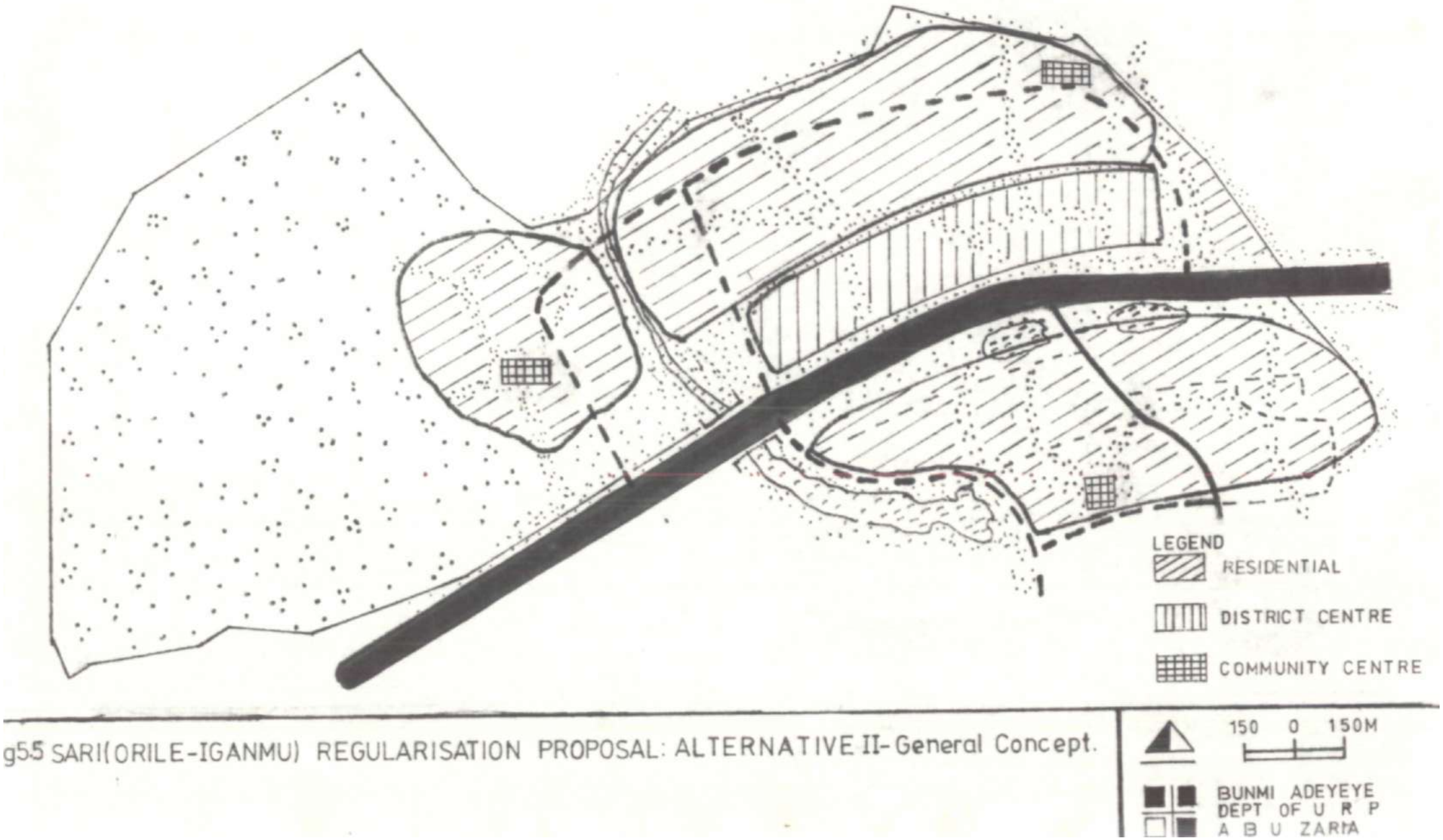
9. Selective demolition will affect

   (a) 23 building for road access.

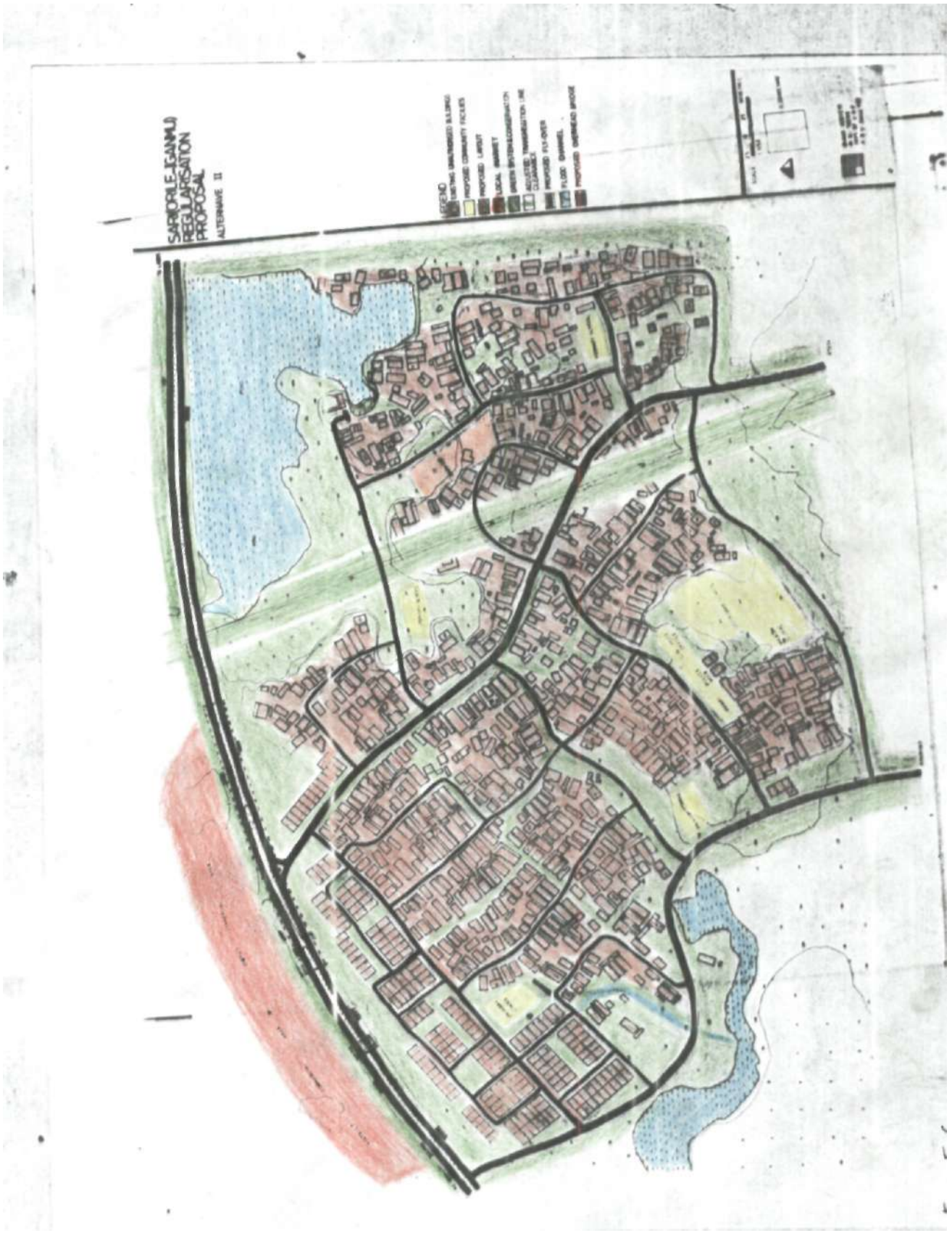
   (b) 45 building safer clearance for NEPA transmission line.

   (c) 11 buildings for community facilities.

For both alternative I and II the pond around which refuse is being dumped close to the existing commercial area Fig. 5.3 ref. has to be sand-filled.



g5.5 SARI(ORILE-IGANMU) REGULARISATION PROPOSAL: ALTERNATIVE II- General Concept.


SARIPOLE (GANMU)
REGULARISATION
PROPOSAL
ALTERNATIVE II
LEGEND

5.3 Implementation Guidelines:

1. Basic to implementation is the public communication technique suggested in chapter 4 after which developers apply formally to government or agree to self-help regulation with government technical assistance.
2. Alternative I is more suitable for self-help option as it minimises cost.
3. Alternative II is preferred and should be financed under government social overhead but developers should pay development charges as applicable for the area in the new land policy irrespective of their type of tenements.
4. Priority should be on rehousing but not mere compensation. Rehousing should preceed selective demolition in all cases. Landlords of houses under construction should be persuaded to house people to be displaced instead of taking new tenants pending completion of rehousing scheme for them.

APPENDIX 1.

Source: Master Plan for Metropolitan Lagos Technical Report No. 1 (November 1978).

Demographic Analysis for Lagos Metropolitan Area 1978-2000 A.D submitted to United Nations by UNDP sub-contract Wilbur Smith and Associates.

Alternative Pop. Projection for LMA (1980-200).

	Growth Rate 1980-90(%)	Pop 1989 mil.	Pop. 1990 in m	Growth Rate 1990-2000 Rate	Pop. 2000 m
Maximum	9.6	6.9	11.0	8.1	24.6
High/Med	7.8	6.6	9.3	6.3	17.1
Medium	7.8	6.6	9.3	5.3	15.6
Low/Med	6.8	6.4	8.5	5.3	14.3
Minimum	6.3	6.3	8.1	4.8	13.0

Fig. 5.2 Alternative Growth Rates for LMA 1980--2000 A.D.

		Birth Rate	Death Rate	Rate Natural Rate	Migration Rate	Metropolitan Growth Rate
1980-2000	H.	3.0	0.9	4.1	5.5	9.6
	M	4.5	1.2	3.3	4.5	7.8
	M	4.5	1.2	3.3	3.5	6.8
	L	4.0	1.2	2.8	3.5	6.3
1990-2000	H	4.5	0.9	3.6	4.5	8.1
	M	4.0	1.2	2.8	3.5	6.3
	M	4.0	1.2	2.8	2.5	5.3

H = High
M = Medium
L = Low

Wilbur Smith and Associates.

Predicted Growth Rates

Max. 1980-1990 9.6%

Min. 1980-1990 6.3%

Most probable = 9.4% prediction for 1980-1990.

Suggests 19% decline of the current rate of 9.4%

Further decline is expected in the 1990-2000

Max. 8.1%

Min. 4.8%

Most Probable between 5.3 and 6.3

Suggesting a decline of 33% over the current likely to occur in the next two decades.

9.4% current has 99% level of siginifiance.

There's been no significant divergence from this average since the creation of new states.

APPENDIX 2a.

CONTRAVENTION IN LAGOS STATE BY ZONES (SUMMARY).

Zonalal Offices of Development Control	In Acquisitions	% of Total	Outside Acquisition	% of Total	Total	%
Lagos (Lagos Island L.G. & Lagos Mainland	5,500	37.04	9,347	62.96	14,847	32.92
Ilupeju (L.G Somolu and Mushin L.G)	3,386	43.34	4,427	56.66	7,813	17.32
Ikeja (Ikeja L.G	6,339	80.67	1,519	19.33	7,858	17.42
Badagry (Badagry Division Including Ajegunle	5,272	51.38	4,988	48.62	10,260	22.74
Ikorodu/Epe	-	0.00	4,336	100.00	4,336	9.61
Total	20,497	45.43	24,617	54.57	45,114	100.00

APPENDIX 2b.

CONTRAVENTION WITHIN AND OUTSIDE ACQUISITION IN LAGOS STATE (SUMMARY)

House Types	Remarks	In Acq.	% of Total	Outside Acq.	% of Total	Total	%
BUNGALOW	Predominantly Residential Buildings with or without shops	12,500	40.74%	18,185	59.26	30,625	68,020
1-STOREY Building	"	3,849	53.94%	2,171	36.06	6,020	13,340
2-Storey "	"	590	26.93%	1,601	73.07	2,191	4.858
3-Storey "	"	178	30.85%	399	69.15	577	1.280
4-Storey "	"	1	100.41%	-	-	1	0.002
Industrial/Warehouse, Commercial	Office Housing and Factories	2,460	77.41%	718	22.59	3,178	7,040
Mix Use	Designed for Residential use but used predominantly for comm. purpose	687	31.69%	1,481	68.31	2,168	4.810
Institutional (Churches, Mosques, Sch. etc.	-	232	78.91%	62	21.09	294	0.650
TOTAL	-	20,497	45.43%	24,617	54.57	45,114	100.000

Year & + Increases	Residential buildings: Qualitative Land Use Survey Area	Urban Fringe Area Survey Outside Q.L.U.S. Area	Rural Areas Between Metro. Bdy. & Q.L.U.S. + U.F.A.S.	Total Q.L.U.S. + U.F.A.S. + Rural Areas Metro Area	Estimated Population in thousands 000's	Average Persons per Residential Building	Estimated Household Sizes Assumed for Housing Forecasts	Estimated Number of Househ.	Estimated Average Household per Residential Building
1976	86,200	22,000	2,800	111,000	3,200	28.8	6.0	533,300	4.8
increase	5,200	6,000	300	11,500	500			73,300	
1978	91,400	28,000	3,100	122,500	3,700	30.2	6.1	606,600	5.0
increase	4,600	8,700	200	13,500	700			91,800	
1980	96,000	36,700	3,300	136,000	4,400	32.3	6.3	698,400	5.1

Master Plan Project Unit
U.N.D.P.
Wilbur Smith & Associates 1979

Estimated Housing Stocks, Populations, Occupancies and Increases 1976 - 1978 - 1980.

Table No. 4.3

Sources: Qualitative Land Use Survey 1976 & Master Plan Bulletin No. 3
Urban Fringe Area Survey 1979 (Preliminary Results).

APPENDIX 4: LIST OF ACQUISITION IN METROPOLITAN LAGOS (LAGOS STATE ACQ.). - 50 -

Description	Area in Ha	Particulars of Acq. Notice	Whether Acq. Notice Served	Whether Compensation has been paid or not	Claims Registered	Remarks
7300 Acq. North of Airport road Ikaja 1.	7300 Acres 2954.2HA	Gaz. No. 26 vol. 2 of 24/10/69	Acq. Notice served	Compensation not yet paid	595	Acquisition notice published and served villa extension areas to be excised for dev. to rece. exco. approved.
2. Odofin Amuwo Acq.	2,033 Acres 822,73 HA	Extra. Ord. Gaz. No. 28 vol. 2 of 11/11/69	"	"	205	Acqusition notice published & served
3. Land Between Aiyetoro/Asiin Vill. Inter. Trade Fair	857.6 Acres. 347.06HA	No. 16 vol 6 of 4/10/73	"	"		No affidavit of Acq. Perimeter survey completed by Fed. Survey.
4. Land along Ikorodu Rd. works-land	5,513 Acres 2,23 HA	No. 9 vol. 6 of 19/7/73	"	Compensation partly paid		No affidavit of service of Acq. Perimeter Survey completed
5. Govt. College Agege	18.25Ha 45.10	"	"	"		"
6. Adv. Teachers College Surulere	0.72367 Ha 7236.70sq.m	No.5 vol.7 28/3/74	"	"		"
7. Properties adjoining Admin. Gen. Office Ikoyi Lagos	705.11 sq. yds 0.059 Ha	No.3 vol.8 10/1/75	"	"		"
8. Construction of Lagos Badagry Road	1109 Acres 448.8Ha	No.9 vol.5 of 20/4/72	"	"	322	No Affidavit of Service of Aeq. notice. Perimeter completed in conj. with Julis Berger

Description	Area in Ha.	Particulars of Acq. Notice	Whether Acq. Notice	Whether Compen-Sations has been Served	Claims Regi-Stered paid or not	Remarks
9. Dolphin Scheme	87.16 Acres 32.27 Ha	Gaz. No. 8 of 17/1/74	Acq. Noitce Served	Compensation Partly Paid	157	C of T and unit of possession obtained
10. Land at Opebi village for Boys Scout Ass.	641,023 sq. metres 0.641 Ha	No. 11 vol 7 of 9/5/74	Acq. Notice not Served			Acq. notice not served. Survey not completed
11. John Street Health Centre	3432.69 sq.m 0.343 Ha sq. metres	No.36 vol. 7 13/11/74	Notice Served		17	Notice published and served
12. Parcel of Land along Badagry Rd.	21622 Acres 7.977 Ha	No. 7 vol 8 8/2/75	Notice Served		833/339	Sewage Treatment Plant.
13. 6-8 Macarthy Str. Lagos	53.61 sq. metres 0.005 Ha	No. 10 vol. 8 16/11/72			1 person	C of T & writ of possession obtained and lodged with the Registrar of Titles for Registration
14. Telecom. Link Badagry Rd.	97.632 Acres 36.02 Ha	No. 24 vol 5 16/11/72	Pub. & Served	Compensation not yet paid	833/817	No Affidavit of Acq. notice. Perimeter survey yet comp. by Fed. Survey.
15. Site for Revenue Court Yaba	3158.98 Sq. metres 0.3158 Ha	No. 33 vol 7 of 31st Oct. 1974	Pub. & Served	Compensation being comp.	154/5.18	Papers of C of T. and W of P with SG/PS.

Description	Area in Ha.	Particulars of Acq. Notice	Whether Acq. Notice served	Whether Compensation has been paid or not	Claims Registered	Remarks
16. Land along the Junc. of Glover and Adeniiji Adele Str. Lagos	2350 sq. metres 0.2351 Ha	Gaz. 36 vol 7 of 13/11/74	Published and Served	Compesation partly paid	1008 5 persons	Cert. of Title C. of T. and Writ of possession obtained perimeter survey comp.
17. Land at Junct. of Alakija St./ Igbobi Rd.	0..068 Ha 816.50 sq. yds	No. 28 vol 8 of 28/10/71	"	"		Notice Published and Served.
18. Maroko/Ilado & Mobu Village	3,100.00 acres 1254.52 Ha	No. 23 vol 6 19/7/72	"	Paid over ₦2 million	one family	Affidavit os Service of Acq. done. Perimeter survey to be completed on basis of the judgement
19. Ogba Rd Construction	961.74 sq. yds. 0.08 Ha	No 9 vol 6 19/7/73	"	Compensation for building partly paid		Notice published and Served
20. Land at Olowosoke dile (Fish Culture)	13.52 acres 5.47 Ha	No. 9 vol 6 19/7/73	"	Compensation Paid	One Person	Perimeter Survey Completed
21. Nos. 5,7 and 15 Boyle St. & near of Nos. 10 & 12 & 14 Matarty St.	410.74 and 425.738 sq. yd. 0.072 Ha	No 9 vol 6 19/7/72	"	Compensation part paid		C of T obtainsd. No affidavit of service & Acq. notice. Berimeter survey comp.
22. Land as Extension to Amuwo/Odofin	68.102 acres 27.56 Ha.		Acquision Notice not served			Yet to be acquired
23. Fed. Housing Schemes Land along Agege Ipaja Rd.	599.9 acres 242.81 Ha	No 13 vol 8 16/4/75	"	Compensation Paid	140	Federal Govt. Housing Authority. No Affidavit of service of Notice.

Description	Area in Ha.	Particulars of Acq. Notice	Wheter Acq. Notice served	Whether Compensation has been paid or not	Claims Registered	Remarks
24. Land between Ebani House & Nig. Airways House Broad St.	774.11 sq. yds 0.065 Ha	No. 14 vol 3 29/5/70	Notice Served	Compensation not yet paid		No affidavit of service of Aca. notice. Perimeter Survey completed.
25. 11/17 Tinubu st. Lagos	911.29006 m 0.99112 Ha	No. 45 vol 8 6/11/75	"	Compensation not paid		Published & Served
25. Land at Ikeja for Ind. & Housing Estate	243.4 Ha 601.5 acres	No.52 vol 13 of Oct.'64.	"	Compensation Paid	140 persons	W.N. Govt. Acq.
26. Land along Apapa Badagry Rd a. Iganmu Abathoir & Lairage.	74.872 acres 30.30 Ha	No. 38 vol 8 25/9/75	Acq. Notice Served	Compensation not paid		No affidavit of service notice. Perimeter survey comp. by private surveyor on contract
b.Alagbado				Not paid	25	
27. Badagry/Ikeja Division Colony Province	5000 Acres 2023 Ha	No. 28 vol 7 24/4/58	"	Compensation not paid	506	Acq. by former Western Region Govt.
28. Land along Agege/Ipaja Rd. (Health (Centre)	6.47 Acres 2.61HA	No. 5 vol. 9 28/3/74	"	Not paid		No affidavit of service notice. Perimeter survey completed
Trade Centre					8	
32. Land off Lagos/Ikorodu Rd.(Badagry camp)	25.0Arces 10.12 Ha.	Bo. 4 vo. 9 22/1/76	"	Not paid	many	Suvey completed
3 . 11 Owlomic St. S/lere	64.71sq.m 0.0064 Ha		"	one person		

Description	Area in Ha.	Particulars of Acq. Notice	Whether Acq. Notice served	Whether Compensation has been paid or not	Claims Registered	Remarks
34. Land in Badagry & Ikeja Div. for Extention to 5000 acres Oshodi sector	16.252.15 sq. metres 0.0016Ha	No. 19 vol 8 29/5/75	Notice Served	Compensation for building partly paid		No affidavit of service of Acq. notice Perimeter Survey completed
35. Apapa/Ikeja Expressway Extention to 5000 acres Acq. Oshodi sector				Not yet paid	243 claimants	
36. Broad St/Balogun Marina	4;357.22 sq. yds 0.364Ha	No. 229 28/5/70			one	
37. 62/64 Cambel St. Lagos Kayolu	1036.11 Sq. metre 0.1036 Ha	No. 52 vol.8 27/12/75	"		one	
38. 7/9 Ginabu St. Lagos	45	45 vol 8 6/11/75			One	
39. 120 sq. miles Global Acq.		No. 24 vol 5 16/11/72 Lagos State Notice No. 340 12/9/72		Not yet Paid	832 Claims	No affidavit of service notice Perimeter Survey not yet undertaken
41. Land South of Murtala Airport	5614.22 Acres 2272Ha.	Gaz. No. 31 22/7/76			84 Claims	
42. 4 & 6/8 Macanty St. Lagos	53.61 sq metre 0.0054 Ha	No. 10 vol 8 20/3/79				

TABLE

IRREGULAR DEVELOPMENT (RESIDENTIAL)

NUMBER OF RESIDENTIAL HOUSES ERECTED SINCE 1976 OR UNDER CONSTRUCTION TODAY SEEMINGLY IN CONFLICT WITH PROPOSED USE OF GOVERNMENT ACQUISITIONS OR THE INTERIM LAND USE PLAN

ZONE	NO. OF RESIDENTIAL BUILDINGS
1. ALAGBADO VILLAGE	30
2. SUBERU OJE	48
3. IKOLA YEYE	-
4. IPAJA	-
5. AYOBO	-
6. OLORUNDA	-
7. AKESSAN	-
8. IBA/ISASI	132
9. OKOKOMAIKO S.	107
10. ODI ORAM	-
11. IGBOLOBI	-
12. IYAGBE	-
13. OJO	61
14. OJO CANTONMENT/ TRADE FAIR	-
15. IJAGEMO	-
16. IJEGUN	3
17. EGAN IGANDO	-
18. ISERI OLOFIN/ IDIMU	-
19. ATAN-BARUWA	-
20. MOSAN	136
21. ABESSAN	179
22. ABEOKUTA ROAD	-
23. AGEGE NORTH	-
24. AGEGE WEST	-
25. ALIMOSO	-
26. AGEGE BYEPASS	1
27. IPAJA HOUSING S.	1
28. OKUNOLA	43
29. AKOWONJO	110
30. MAFON	-
31. IKOTUN-EGBE	25
32. EJIGBO	81
33. OKE AFA	-
34. IJEGUN SOUTH	3
35. FESTAC VILLAGE	35
36. SATELLITE TOWN	70
37. IBESE	20
38. OKUN IBESE	-
39. IGBOLOKUN	-
40. KIRIKIRI	15
41. AMUWO ODOFIN	-
42. OKE AFA SOUTH	-
43. AMUWO ODOFIN N.	-
44. ISOLO SOUTH	-
45. ISAGATEDO	-
46. ISOLO NORTH	-
47. ISOLO NORTH E.	-
48. MAFOLUKU SOUTH	-
49. MAFOLUKU	-
50. OSHODI	46
51. SHOGUNLE SOUTH	-
52. IJU ROAD SOUTH	-
53. IJU JUNCTION	3
54. AGUDA	-
55. OGBA HOUSING SCH.	-
56. OGBA IND. ESTATE	-
57. AGIDINGBI/ALAUSA	-
58. ADENIYI JONES AV.	-
59. IMEJA EAST	-
60. OPEBI	-
61. AIRPORT ROAD	-
62. MARYLAND	-
63. ANTHONY VILLAGE EAST	-
64. IFAKO/ARAROMI	-
65. SHOMOLU NORTHWEST	-
66. BARIGA	-
67. OWORONSOKI	-
68. ONIPAKO	-
69. OJOTA/OGUDU	-
70. OREGUN	-
71. OMOLE/AKIODE	-
72. ISHERI	-
73. SAGISA/OMORE	-
74. KETU/OGUNJOBI	-
75. ORISIGUN/AGIDI	-
76. MAIDAN/IDENA	-
77. AGBOYI	-
78. ILADO/MOBA	157
79. OGOGORO/TARKWA	40
80. LIGHTHOUSE CREEK	-
81. IGBOELEJO/ IKUATA	-
82. TIN CAN IS.	65
83. KIRIKIRI EAST	-
84. AJEGUNLE S.	-
85. AJEGUNLE N.	-
86. MOSAFEJO	-
87. ORILE IGANMU SOUTH	-
88. ORILE IGANMU NORTH	-
89. IKATE SOUTH	70
90. COKER	-
91. IJESATEDO	-
92. ITIRE NORTH-WEST	-
TOTAL ALL ZONES	1481

APPENDIX 6

DEPARTMENT OF URBAN AND REGIONAL PLANNING, AHMADU BELLO UNIVERSITY ZARIA

HOME INTERVIEW SURVEY OF SOME URBAN FRINGE RESIDENTIAL AREAS IN LAGOS METROPOLIS.

INTRODUCTION:

This Survey of Urban Fringe residential areas in Lagos metropolis is an academic exercise for the fulfilment of the requirements of the award of an M.Sc. Degree in Urban and Regional Planning at the Ahmadu Bello University, Zaria. Please note that the information being sought from you is needed for academic purposes only and all personal views will be treated in absolute confidence.

1. What is your age?
2. What is your occupation?
3. Where do you work?
4. What is your educational background?
   - (i) No school education
   - (ii) Primary six.
   - (iii) Secondary Grammar School.
   - (iv) Post Secondary.
5. How many wives/wife do you have?
6. How many children and their ages.
7. Are you the owner of this building? Yes/No
8. If not what rent do you pay as a tenant.
   - i. per room per month.
   - ii. per 2 bedroom flat.
   - iii. 3-bedroom flat.
9. When di you come to settle here (Name years)
10. Where is your place of birth (Town and State).
11. If owner, when did you build this house.
12. Did you buy the plot on which you have built? Yes/No.
13. If yes, how much did you buy your plot?
14. What is the size of the plot?
15. Give an estimate of the total cost of the house.

16. How was the construction financed?
    (a) Personal savings
    (b) Loan (Source)
    (c) Other Sources.
17. Did you draw a plan of this building? Yes/No.
18. Do you have Government approval for this house? Yes/No.
19. If no, what has been Government reaction to your construction?
20. Is this the only house you have? Yes/No.
21. Do you have tenants?
22. Why did you choose to build your house here?
23. Why did you build at all?
    1. To live in.
    2. To earn income.
    3. To supplement salary.
24. What problems do you have about land ownership here here comment freely.
25. This place is said to be within Govt. Acquisition. Has Government paid any compensation before?
26. If Governments wants to use this place which of these will you prefer?
27. If relocation where will you like to be resettled?
28. If you won't like to move, what do you think this place needs to make it better to live in.
29. How do you think this area can be improved?
30. House type
    (a) Rooming
    (b) Flats
    (c) Self Contained Bungalow.

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J.O. Adeyeye

3rd Jan. 1980.

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