INFLUENCE OF POLITICS ON PHYSICAL PLANNING IN NIGERIA

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

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CERTIFICATE

This is to certify that this Thesis has been submitted in partial fulfillment of the requirements for the award of Master of Science - Urban and Regional Planning.

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DEDICATION

In memory of my Cousin, Omolola who I never really got to know.

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CHAPTER ONE

1.00 INTRODUCTION

Man's total environment is the aggregate of external conditions which forms the base that accommodate the activities arising from and satisfying man's value system. It ultimately determines the quality and survival of life. Man - environment relationship results in the adjustments of man to the environment which in turn adapts itself to meet the demands of the relationship, the dimension of which is always changing.

The spatial expressions of these activities result in accommodation - demand strain on the environment, the challenges of which have impacts requiring adjustment or adaptation within the enviro-ment. These impacts because of the pluralistic nature of man's value system are usually conflicting and competing with each other, hence their complex relationship with the environment. The extents to which these impacts are accommodated by the environment are reflected in the degree of economy, convenience and beauty accruing to them. For the environment to be conducive to all these, its capacity to meet the resulting demands arising from changes within it must complement the magnitude of the changes. However,

the realisation of the inability nature to single-handedly achieve such a desired state has over time made it the prerogative of the people delegated with authority to control the spatial distribution of activities responding to the needs and wants of the people, thereby resolving all ensuing public issues. The control of resulting spatial consequences from this distribution requires a skill capable of pre-empting the future directions of growth. This necessary skill is the functional basis of physical planning.

In Nigeria, the emphasis and concentration of resources by Government to stimulate economic development and growth through increasing industrialisation have had in its wake a chain of changes in man's value system. Rooted in these changes are various landuse activities and their functional services which have evolved to meet the changing expressions of needs and wants of the people. Consequent to this phenomenon is rapid urbanisation.

Associated characteristics of growth and development in Nigeria are also indicators of environmental degeneration - slums, squatter settlements, traffic congestion, pollution, inadequacies in the supply of services, etc.

Increasing changes in the value system and corresponding change in expectations have made the implications of these phenomena more and more pronounced in the every day life of a large section of the population and consequently in the policies of the government. Thereby prompting the need to plan physically the developmental forces.

The Governments all along have not been insensitive to the problems posed by development within the environment and have therefore adopted the decision to have physical plans in this country. This is manifested in the following policies:

(a) Promulgation of Town and Country Planning Ordinances, Laws, etc.

(b) Inclusion of Planning education department in higher educational institutions to provide the necessary skilled manpower in the act of physical planning.

(c) Inclusion of policies on physical planning in National Development Plans. The Third National Development Plan (1975-80) in particular emphasized in unambiguous terms the need to pay more attention on Physical Planning as a means of achieving even development through spatial anticipation and coordination of sectoral and financial planning.

If the Government is thus committed to plan and also to the provision of the necessary trained skill to do the planning, one then wonders why the incessant call on both the Government and Planner to complement their specialised services and mobilise them towards the achievement of an environment conducive to living, working and recreation. This is very important because physical planning provides the skilled base for the attainment of Government policies towards controlling the developmental forces. The Government usually respond by formulating new polcies and amending old ones tc solve these problems. The physical planners on their part attribute this drawback in their practice more to compelling problematic issues such as inadequacy of finance, inaccessibilty to land, the negligible level of public environmental awareness, shortage of skilled personnel etc, all of which are rooted in politics or political considerations than ignorance of these environmental problems and their possible solutions.

1.10 STATEMENT OF RESEARCH PROBLEM.

While this study accepts the role of inadequacy of finance, inaccessibility to land, the great extent of uncontrolled development, the negligible level of public environmental awareness, shortage of skilled personnel, etc in physical planning, it is also of the opinion that underlying these problems is the influence of politics.

It is the operational base and the structural relations that exist between Physical Planning and Politics that is the crux of this work.

1.11 Aim:

To examine the relationship between Politics and Physical Planning in order to highlight the influence of Politics on Plan preparation and implementation in Nigeria.

Objectives:

1 To explain the environment within which Politics and Physical Planning operate..

2. Examine the theory and practice of Politics and Physical Planning.

3. Establish the factors that influence decision making within the political system.

4. Establish the effects of these influences on the expectations of Politics and Physical Planning.

5. To find out ways in which these influences could be incorporated into Physical Planning process.

6. To propose a working framework within which the expectations of Physical Planning could be met.

1.20 JUSTIFICATION OF STUDY.

This study which hopes to find the means by which

Physical Planners armed with their skill can within any governmental set up achieve his professional objectives is justified by the important realisation of Physical Planning skill as support to efficient attainment of governmental control policies on environmental issues.

It is also expected that this study will be useful to practising planners, particularly those who work in public offices. The relevance of the study to their work is particularly striking because most of the planners in Nigeria have been trained and also worked during the military administration, 1966-1979, when political influences on planning decisions would not have been as high as what may obtain now, under elected government.

1.30 SCOPE AND LIMITATION.

The study is oriented towards the establishment of relationships between the processes of physical planning and politics in Nigeria. Analysis of politics will be based solely on the political ideology obtaining in Nigeria i.e democracy. However, inaccessibility of data on Physical Planning practices in this country, due to the "Top Secret" nature of Physical Planning and lack of literature on the subject has put a limitation on the range of analytical tools employed in this study. Hence the almost total predominance of theoretical thinking

approach. Also because of these limitatinn, examples that will be sited in the course of the study will not lay any claim to sources of reference.

1.40 METHODOLOGY.

The highlighted limitations obliges the taking, as fundamental raw materials, the theoretical factual basis of physical planning and politics along with the theoretical derivation of their practices on one hand, and historical situations to serve as concrete mapping for the emergence of these environmental problems on the other hand. Basic to this is the expectation that knowledge of obtaining situations will be advanced with the help of theoretical analysis and deduction of their general operational context, in order to make given situations intelligible.

Also the use of 'impressionistic' data will be adopted in establishing relationship which could be subjected to comparative analysis.

1.50 ORGANISATION OF THESIS.

The thesis with the exclusion of Introduction is broadly divided in three parts. The first part examines and analyse the theory of Physical Planning and Politics as basis for establishing and analysing the relationship between the two. Hypothetical cases where necessary will be proposed.

The second part comprises mostly a projection of the established theoretical base into the practice of Physical Planning and Politics in Nigeria to show conformity with or deviation from the norm. The relationships for clarity will be supported with examples.

Part three proposes recommendation on the basis of findings on how the relationship existing between Physical Planning and Politics has met the conceptual expectations of Planners, with the view of improving planning practices.

CHAPTER TWO

2.00 CONCEPTUAL DEFINITIONS OF PHYSICAL PLANNING AND POLITICS.

This chapter aims at defining the theoretical conceptions of both Physical Planning and Politics with the notion that it is theory, which to a large extent defines and provides the basis for the operation. To this effect, different contextual views of both Physical Planning and Politics are advanced here as a step towards the understanding of their operational basis i.e processes.

2.10 CONCEPTUAL DEFINITIONS OF PHYSICAL PLANNING

2.11 Genereic view of Physical Planning:

Physical Planning fundamentally is the process of preparing a set of design - oriented decisions for action in the future which is directed at achieving goals by the most desirable means. Decisions for action are rationally adapted thoughts which are geared towards the control of the use of land, and the character and arrangement of activities, services, facilities, utilities and amenities. The ultimate aim of which is to achieve economy and secure safety, convenience and beauty fitted to its time in the living, working and recreating environment. Physical Planning therefore, coordinates the activities of the many agencies that participate in growth and development.

Inherent in the physical planning process within this context are:-

(a) Physical Planning is directed at action which will rationally shape the future landuse according to societal desires. Thus involving elements of predictions and uncertainty.

(b) The process operates within defined goals and its recommendations for actions are directed towards the achievement of these goals.

(c) Its activities are continuous and take place within a unit requiring some input of resources and energy in order for it to be sustained. The basis of these imputs are the rational thoughts involved in its decision for action.

(d) Substantially, it is formal and legal in its approach to the preparation of a set of decisions for approval and execution by some other institutions.

Physical Planning can therefore be said to be a social - administrative process.

2.12 The System[1] view of Physical Planning.

The continuous nature of planning and its complex variables make it convenient for Planners to see planning activities as a system. The idea of system originated from biological science, the early development of its thought is associated with Biologist Ludwig Van Bertalanffy. A systems approach can be defined briefly as the attempt to improve understanding by conceptualizing the real world or some part of it as a system. According to Hall and

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1. McLoughlin, J.B. (1969) Urban and Regional Planning: A Systems Approach (Faber and Faber, London).

Fagen (1956), a system is a set of objects together with relationships between the objects and between their attributes. A system, by definition consists of a set of interrelated elements with each element being studied in terms of the part that it plays in the system as a whole. The characteristics of a system can be broadly divided into three, the inputs to the system, the system itself and the outputs, which are the inputs to the next stage of the system. Fig. 201 shows the coherence and

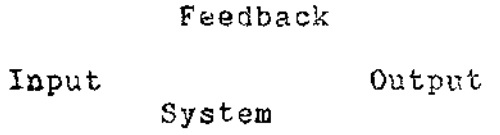


Fig. 2.01: The Characteristic of a system.

continuity inherent in the system, this is its attraction for Physical Planning analysis.

The early advocates of the adoption of this approach into Physical Planning include Chadwick and Chapin. The approach in planning is characterised by its view of the subject matter of planners as systems and subsystems of man's activities, with their Physical manifestations and their inter-relationships the consequences of which design

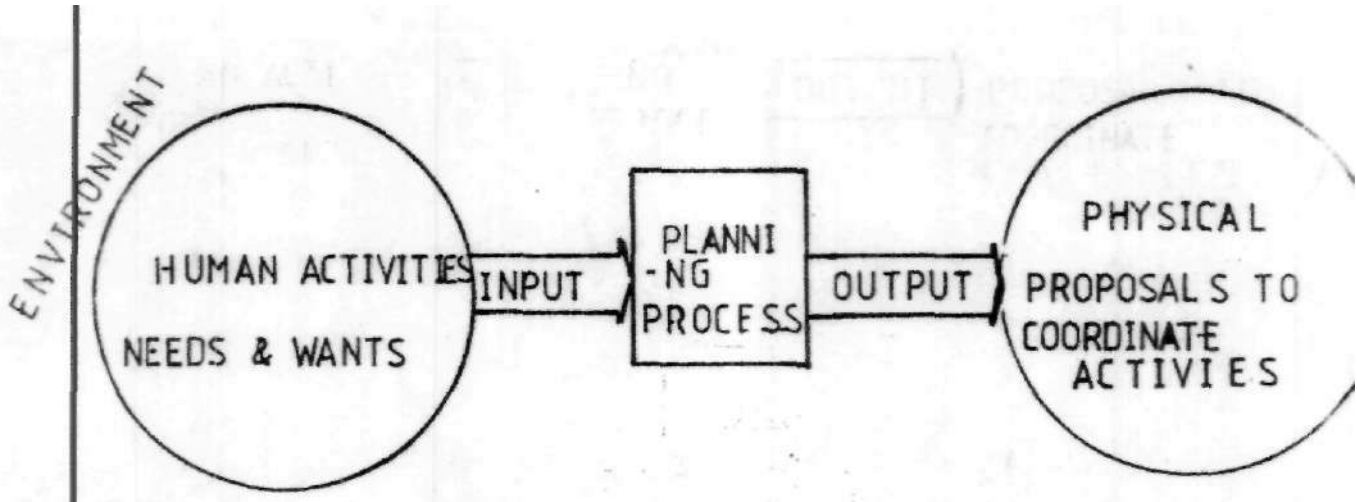


Fig.2.02SYSTEM CHARACTERISTICS OF PHYSICAL PLANNING

POLITICAL SYSTEM

GENERIC VIEW

ECONOMIC THEORY

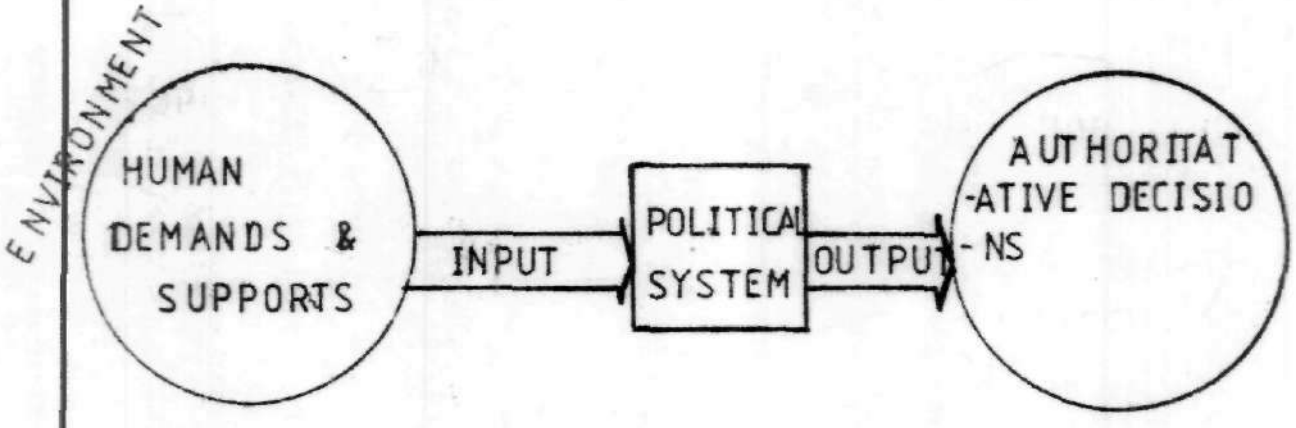


Fig. 2.03 SYSTEM CHARACTERISTICS OF POLITICAL SYSTEM

oriented decisions are proposed for. The implementat. of these decision became an input to the next stage of the system. This continuous nature of Physical Planning makes it necessary to view the activity as a proces. The coherence now associated with planning process, according to Cripps and Mall (1969)[2] is founded on the systems approach.

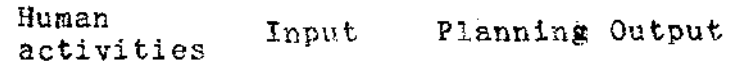


Fig. 2.02: System view of Physical Planning.

2.13 The Physical Planning Process.

This process constitute the following stages.[3]

i. The decision to adopt planning.

ii. Goal formation and identification of objectives for Physical Planning.

iii. The study of possible courses of action.

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2. Robertes, M. (1974), An Introdcution to Town Planning Techniques, (Hutchinson and Co. Ltd., Londong), p. 20.

3. op. cit.

iv. Evaluation of these courses of action in order to select an operational course by reference to assumed social values and the estimation of costs and benefits.

v. Action to implement the plan, including both direct works and the continuos control of public and private proposals for change.

vi. Feeback for stage one to act are, thus starting the whole process again. Thus Planning is seen as a cyclical process.

Both the generic view, and the system approach to planning place great empphasis on the technical expertise of rational analysis and synthesis of the demands from man - environment relationship of formulating physical proposal.

2.20 CONCEPTUAL DEFINITIONS OF POLITICS.

2.21 Generic View of Politics:

Politics is the mechanism for the resolution of conflict between public feedback mechanism put outputs back into the system as inputs, thus completing a cyclical operation or process. The political system is therefore a process which rationally orgnises and conceptualises informations into authoritative decisions in that the criteria of the system see Fig. 2.03 are essentially being set externally.

2.22 The System view of Political System.

David Easton's was one of the prominent supporters of the application of the system view approach to politics. This approach veiw Politics as a system of related elements that are interdependent. He defines the Political system as "that system of interactions in any society through which binding or authoritiative allocation are made". Authoritative allocation may be roughly translated as policy making. There are in this political system inputs and outputs. Inputs are the demands and supports from the various environments and these are converted into outputs i.e authoritative decsion. Feedback mechanism put outputs back into the system as inputs, thus completing a cyclical operation or process. The Political system is therefore a process which rationally organises and conceeptualises informations into authoritative decisions in that the criteria of the system (see Fig. 2.03) are essentially being set externally.

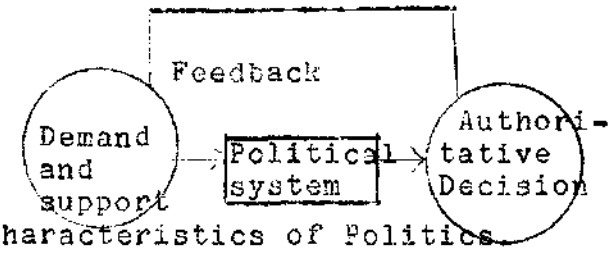


Fig. 2.03 System Characteristics of Politics.

Fig. 2.03: System Characteristics of Politics.

2.23 Economic Theory View of Politcs:

Downs, A. Buchanan, J.M. and Tullock, G.[5] are associated with this approach which views politics as a market place and political process as a process of exchange. This view stresses the bargaining and cooperative elements in the political process. The vote for example is a type of money or good and its exchange for something else can be bargained for. This implies that the political system can be rationally influenced but towards self-interest pursuit by people with high exchange capacity of political good i.e vote. Rational in the sense that the will weigh their demands - with the benefits of the exchange to politics.

These theoretical conception of physical planning and politics show that both are processes with basically the same inputs, which are arising demands from man's value system but with defferent outputs.

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5. Ball, A.R. (1973) Modern Politics and Government (Richard Clay Ltd., Great Britain) p. 15.

The source of this difference in their outputs can be inferred to be rooted in corresponding differences with which their processes operate. The process has been advanced here as the likely source because it is the intervening step between the inputs which are similar and the outputs which are different, and it does the conversion from input to output. The outputs of Physical Planning are rationally derived proposals based on technical expertise and directed towards the benefits of the society. The proposals within the context of Physical Planning process here could not be made binding by the Planner. The outputs of Politics on the other hand are binding, authoritative decisions. The rationality of these, concerning the benefits of the society cannot be assumed, because of the bargaining and cooperative elements to which the political process is liable.

CHAPTER THREE

3.00 THEORETICAL ANALYSIS OF PHYSICAL PLANNING AND POLITICAL SYSTEM.

This chapter will focus on the theoretical analysis of Physical Planning and political systems to give an insight into their operational mechanisms with the aim of providing explanation for the difference in their outputs, depsite their similar input. This analysis will therefore highlight the relationship between the attributes inherent in the preparation of the 'primary operators' i.e Physical Planner and Politicians, for their role, and the processes of the two systems. The state of the system will, be expressed in terms of its &assignment' and 'distribution'[1] of this assignment. The assignment is the functional description of both systems, its defines the 'microsituation'[2] in which their activities are rational and objective. While the distribution of the assignment is how among other alternatives and constraints the functions are actually carried out. This therefore is the highlight of the

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1. Wilson, A.G. Entropy in Urban and Regional Modelling, Chp. 1.

2. Lineberry, R.L. and Sharkansky, I. (1971) Urban Politics and Urban Policy. (Harper and Row, N.Y.) p. 11.

macroproperties related to the microsituation.

The 'Facet Design'[3] concept will be used as the analytical tool in understanding the distribution of the assignment of both processes of physical planning and politics. This concept which is systematic in approach and provides a preliminary analysis was first developed by Louis Guttman. Its suitability to this study, is founded in its general methodological significance, which is principally to identify the main factors and variables by which a phenomnon is composed and shaped, thereby enhancing knowledge of the basis and phases its organizational action. The projection of the product or resultant consequence form the interaction of one lement with two or more elments is the basis for this significance of the concept. This in general terms can be explained thus[4]. Consider a set of A of any elements a_1, a_2 -- a_j and a set B of any elements b_1, b_2 ... b_k interacting,.

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3. Dror, Y. (1973) "The Planning Process: A Facet Design," in Faludi, A., (ed) A Reader in Planning Theory, (Pergamon Press, N.Y), p.32

4. ibid, p. 323.

Let C be the direct product of A and B
C = A x B, i.e a typical element of C, say c is a pair of elements c = (aj, bk) one coming from A and the other from B. If A has M elements and B has n elements then C has Mn elements. C therefore is a two faceted set, A and B are facets of C. Hence in the application of this concept, Physical Planning and Politics are multifaceted because their processes consist of more than two stages. Each stage is regarded as a primary facet of its process and this in turn is a product of a number of secondary facets, and so on. Therefore within a preliminary f cet design, of Planning and Politics their main element will be identified and a comparative analysis of this is expected to lead to the relationship between the two.

The analysis of the attributes inherent in the preparation of the 'primary operators' for their role will be based on the examination of Physical Planning education and electoral process.

The chapter will show the analysis and findings of Physical Planning and Political system.

3.10 THEORETICAL ANALYSIS OF PHYSICAL PLANNING SYSTEM.

3.11 Assignment of Physical Planning Process.

This section will examine the objectives, characteristics and process of planning as its contextual purposes.

Objectives of planning can be grouped into three classes,[5] first one is efficiency and rational action, second one is market aid or replacement and the third one is change or widening of choice. The first objective sees planning as the means of achieving efficient utilization of resources which will satisfy the preferences of the people. Rationality is increasing the reasonableness of information provided for decision makers, individual clients and the public at large. It involves having full knowledge of the system to enable identification of optimal alternatives. However because individuals have different patterns of preferences, efficient utilization of resources would be that which will satisfy the determined and aggregated preferences of the people. synonymous with rationality is the use of quantitative techniques and planning with a wide range of values, needs, and preferences of the

5. Davidoff, P. & Reiner, A.A. (1973) "A Choice Theory of Planning" in Faludi, A. (ed) A Reader in Planning Theory (Pergamon Press, N.Y) Pg. 11.

people influencing its decisions will have to lay claim to that quantitative techniques which will be able to accommodate all these variables and also predict human behaviours. Rationality in planning needs much to be desired. The second objective is born out of the desire to bring the society closed to a situation whereby an open and fully competitive market operates perfectly. Planning actions are viewed as reasoned decisions on value alternatives to yield rational order. The third objective involves a working knowledge of the range of choices and of the implications of each of the choice in widening and opening choices within the community. The Planner is seen as a rational being with access to necessary data.

The assumption in the formulation of these objectives is that man controls his destiny or his physical environment and planning is always relied on to achieve such control. The effectiveness of planning objectives as put forward here is a function of planning, as an institution with ease of access to adequate and reliable informations. Planning as a an action is however carried out by individuals with personal preferences which are capableof affecting decisions.

Planning characteristics stem from the interrelation between the components of its act. These components are corporates of theoretical conception of planning given earlier in the study they include firstly, the attainment of goals which are preferred, ordered ends. Secondly, choice making, in the selection of ends and criteria, the identification of a set of alternatives and Selection of a desired alternative for action and also guidance of action toward determined ends. Thirdly, orientation to the future, time is a valued and depletable resource which is consumed in effecting any end, Planning as an end - directed process is future oriented, imcorporating action for period of its execution. Fourthly, Action, this is the desired results for which planning is fundamentally employed and fiftly is comprehensiveness which enables planning to relate the components of a system in order to allow decision makers to choose rationally among alternative programmes.

It can be inferred from these components that the main characteristic of planning lies in its 'wholistic' approach which is permeated by judgement on choice making.

Planning process which is a means of identifying appropriate courses of action of value formulation

means identification and effectuation or implementation. Value formulation results from the analysis and evaluation of the value system. It enables prediction on the nature of future with considerations for the different factors in the environment and likely effects of alternative controls. It is contended here that if the widening choice objective in planning is to be met then the Planner is not to limit choice arbitrarily. The Planner's responsibility does not include ascribing or dictating values to his clients. Means identification is the choice of a particular implementing means of reaching the desired goals and effectuation or implementation, in which the Planner forward attainment of goals. It is concerned mainly with administration and control of programmes. There is some question on whether planning activities include effectuation or implementation of the plans. It is however believed here that, it is only implementation that gives spatial context to a plan, after which it becomes a plan capable of generating feedback and maintaining the continuous nature of planning process. To this effect, implementation is considered as part of planning process.

The exercise of judgement apparent in choice making, which permeates the planning process has prompted argument on the extent of personality involvement in choice making. It has been argued that to prevent the preferences of Planners influencing their choice or decision, their role should be constrained. The Planning ethical code has laid down some regulations which make Planners act rationally, without value presumption.

This section has shown the rationale for planning on one hand and also the expectations of planners as well as conditions necessary for the attainment of these expectations on the otherhand. Expectations of Planners here are the fulfillment of the objectives of planning. The effctiveness of planning as depicted here depends primarily, on the internal purposes of planning process and also on the ingenuity of the Planners operating the system, the basis of which is specialised skill acquired from planning education. The limitation of effectiveness to the internal purposes of planning process is an oversimplification of the environment within which planning operates. However, since they are fundamentals of planning process, they will serve as a measure for the

extent to which Planners incorporate external purposes[6] into planning action. This in essence is saying that the incorporation of any external purpose will be based on the extent to which it conforms with its objectives. The analysis of this will come up under the section dealing with the distribution of these assignments.

3.12 Foundation of Planner's Claim to Role:

The need for, or in more technical term the objectives of planning have been established. The basis of skill to meet the challenges of these objectives and claim to knowledge of them will be examined along with performance specifications for planners, in this section.

Planning activities have a high degree of technical skill developed through a period of professional training. The Planners specialised skill, therefore, is his only claim to role. The practice of this acquired skill is strictly[7] governmed by professional ethics which constitute norms relating to the technical competence of the Planner. The Planner in compliance with these norms is not expected to take political postures.

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6. These are factors or variables that are not part of the objective of planning or inputs of Planning Process as shown in Fig. 2.02.

7. This is by no means saying that Planners are evangelist.

His stated role does not go beyond technical and policy advice as use of community resources. Ideally he provides decision-makers with the means to reach community goals (see Fig. 3.01). Hence in addition to being apolitical, he is also expected to be value - neutral and non - profit motivated. The community as a whole therefore stands as his client. The Planner is thus expected to maintain the 'status quo' in his practices (see Fig. 3.01).

While the practicability of these norms is debatable, its desirability had been argued[8] with the need to normalise all activities of planning so as to remove elements of prejudice in the course of planning to give it a unique sense of mission. Because Planners, despite their specialised skills, remain individuals with personal needs and preferences which could interfere with the procedure of their practice.

Hence Planners by virtue of their specialised training and support of professional ethic are equipped to tackle the assignment of planning towards the attainment of planning horizons. The

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8. Granhan, R. (1973) "Notes on the Structure of Planning Administration" in Faludi, A. (ed) A Reader in Planning Theory, (Pergamon Press, N.Y), p. 297.

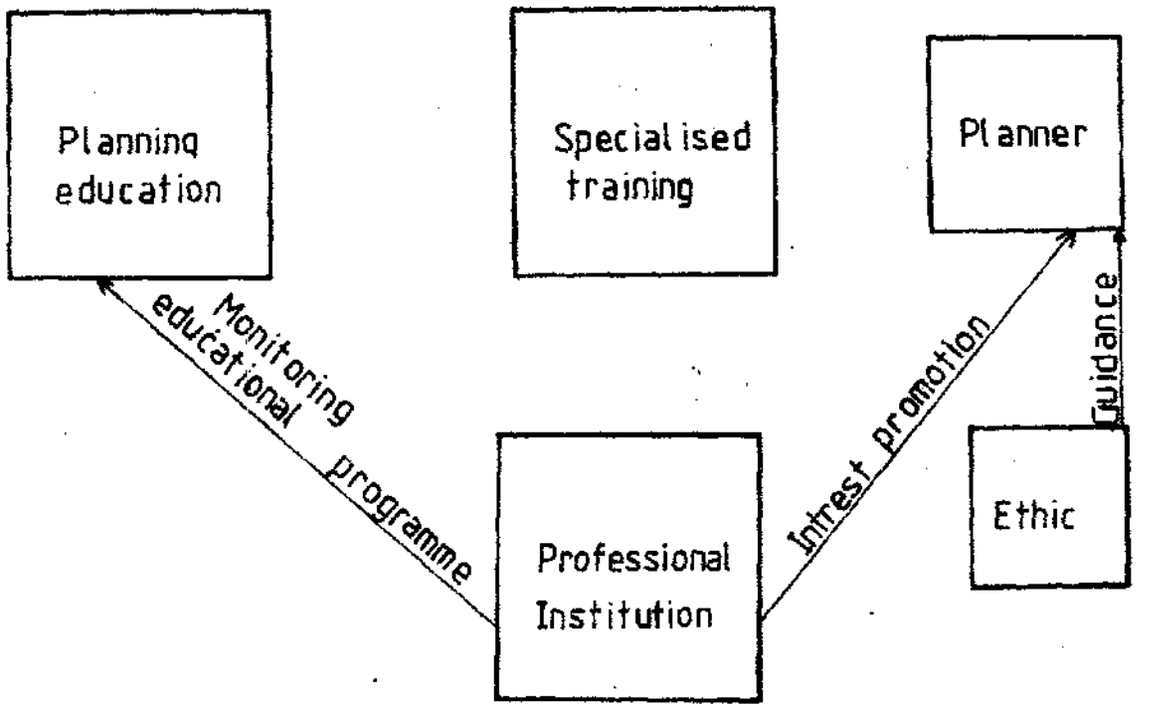


Fig. 3·03 FORMATIVE BACKGROUND OF A PLANNER

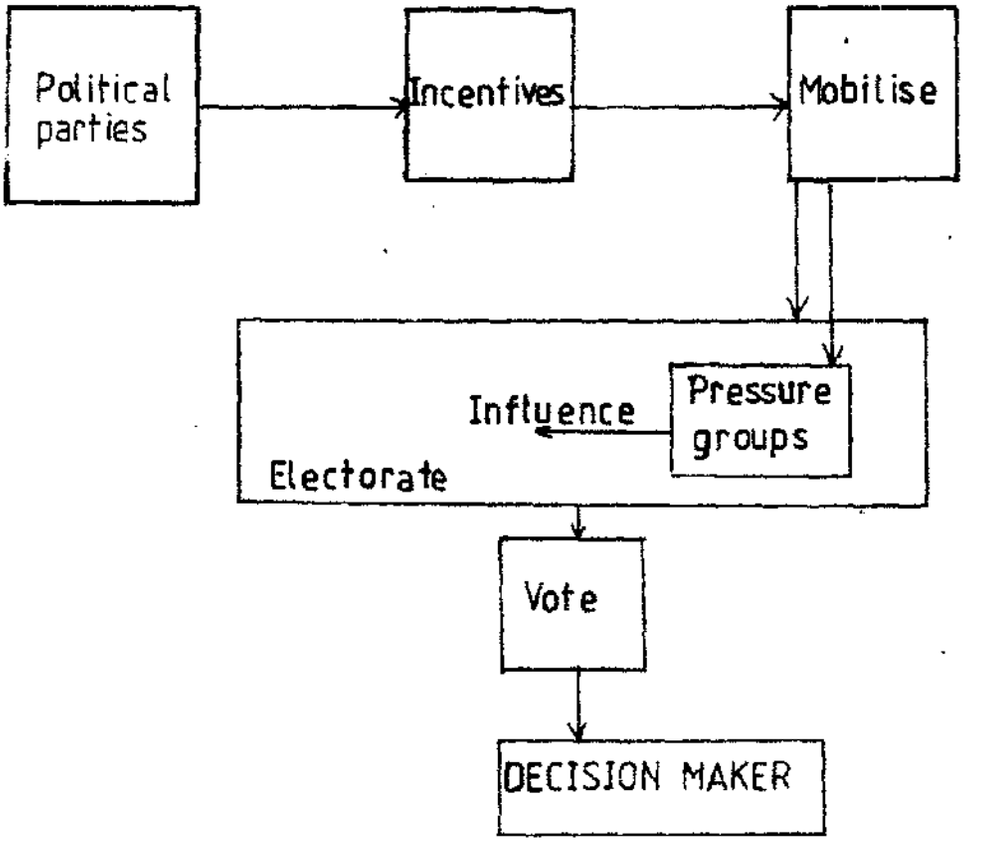


Fig 3·04 FORMATIVE BACKGROUD OF A POLITICIAN

fitness of this claim to the role they have to play is the focus of the next section (see Fig. 3.03).

3.13 Assignment - Distribution of Physical Planning.

This section with cognizance of performance specification of Planners and objectives of Planning will be analysed and explained within the background of its assignment - distribution using Facet Design Concept. The structure of the operational set up as shown in Fig. 3.01 will be used as a frame of reference whenever necessary. This analysis is intended to show areas within the planning process which are proned to influences, the source and magnitude of influence and the effect of these influences on the expectation of Planners.

The background of assignment - distribution of Physical Planning put forward here comprises, planning process, and the "Client" of Planners.

The Planning Process will be structurally analysed only in terms of its Primary and Secondary facets. To this effect two primary facets of Planning Process which are its general environment and the subject matter.

A. The General Environment of the Planning Process.

Planning has a bi-directional relation with its environment in that, on one hand, it is shaped and conditioned by various environmental factors, and, on the other hand, it is in many cases directed at the environment, trying to shape or re-shape it. For example if we assume a state A in which resources are still being explored and rate of growth is very high, planning activities will be more in terms of producing perspectives plans which will accommodate all growth and development. If overtime this state A moves to B with resources fully developed, planning activities will be in short-term geared towards maintainance which if inadequate will have adverse consequences on the system.

Secondary Facets of the general environment.

The main secondary facets are

A1 Physical, demographic, ecological, social cultural, economic, geo-physical, geo-economic, etc. These are the phenomena which constitute the general background against which the planning process takes place .

A2 Resources in manpower, knowledge, capital, etc which are potentially available for the

planning process and for eventual plan execution.

A3 Numerous values, power groups and ideologies which limit the various alternatives to be considered by the planning process. Consideration in terms of conditions required for recruiting the necessary support for the planning on one hand, and actual resources that will put at the disposal of plan execution on the other hand.

A4 The terms of reference within which the planning process is to take place, including general goals set for the planning process, contextual goals that is values and institutions which should not be impaired.

These environmental factors constitute the basic framework within which the planning process takes place. They will now be analysed to show how the rational planning process is shaped by them.

Analysis:

The secondary facets will be grouped into four broad headings which are indicators of their sources. The constituents of the inputs of the planning system is as shown in Fig. 2.02 will be identified.

Groups:

Group A: Environment Capacity:- The support of all activities within it.

Group B: Value System:- Demands arising from man - environment relationship.

Group C: Interested Groups: In the plan.

Group D: Objective of Planning.

A	B	C	D
Environment-Capacity	Value-System	Interested Groups	Planning Activity
Physical ecological, geo-physical, geo-economic etc.	demography, social, cultural, economic, etc.	Values, power groups, ideologies, goals set for planning process, etc.	contextual goals, etc.

Table 3.01: Grouped Secondary Facets of the general environment of Planning.

From the table 3.01 above, groups A and B are inputs of planning process, groupd D is the objectives of planning, the attainment of which, the planning process will rationally convert A and B towards. Group C is not an input of the planning process, it is a factor of the external purpose with interest in the planning process. Hence it is a variable of the process and because it does not constitute part of the objective of planning, its structure has not been incorporated into the planning process, hence its subsequent coversion is therefore not possible within the process, i.e the process can not change it. However, C being a variable is expected to have capacity to influence the process. In order for C to have this chance it must be part of the operational set up (see Fig. 3.01). Its obvious base in th set up is within the decision-making, hence C is capable of influencing guidelines for planning, goal formulation and decision as plan approval. A translation of these influences within the planning process shows that value formulation and implementation stages are liable to influence (see Fig. 3.02). The influence may be limited to either of the stages or may cover both stages.

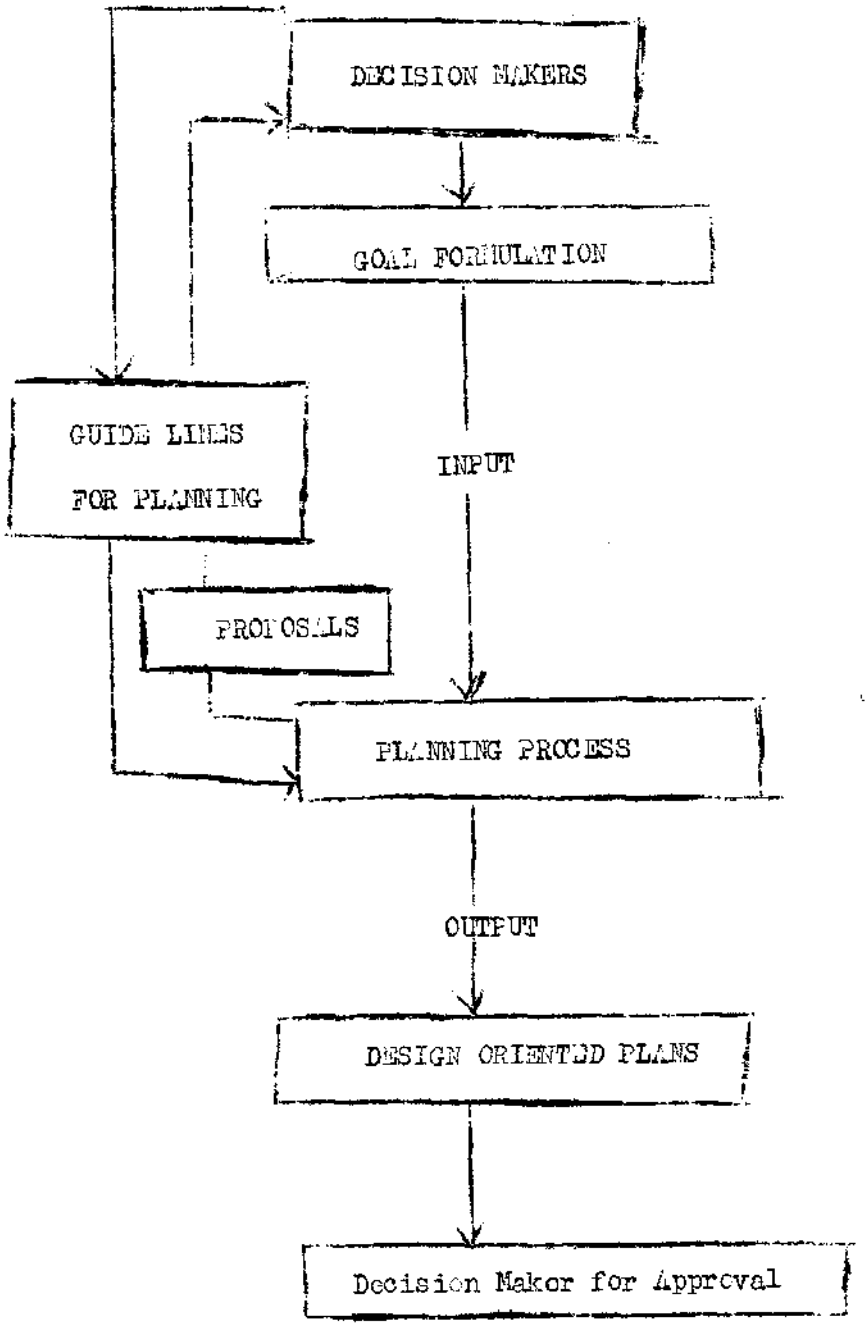


Fig. 3.01 Operational set up of Planning Process and Decision Making.

The following hypothetical situation will be advanced to make this point clear on one hand and also to show probable resonse of the planners and effect of the influences on their expectation. Explanations of the hypothetical cases shown in Fig. A and B.

SITUATION A

In explaining this situation the following assumptions was made:

a. The proposals sent to the decision makers advises on the desirability of open space planning.

b. Towards achieving the proposal, certain areas, among several alternatives have been identified as best suited for open spaces.

On the basis of this assumption therefore, the goal of situation A presents a case in which the Planners will have to base a valid proposal on an invalid means of achieving the goal. Valid proposal in the sense that the area which had intially been underscored for residential use is now being planned as such. The consequences of this is that, those environmental factors and values - system factors that intially underscored the area for residential purpose will now have to

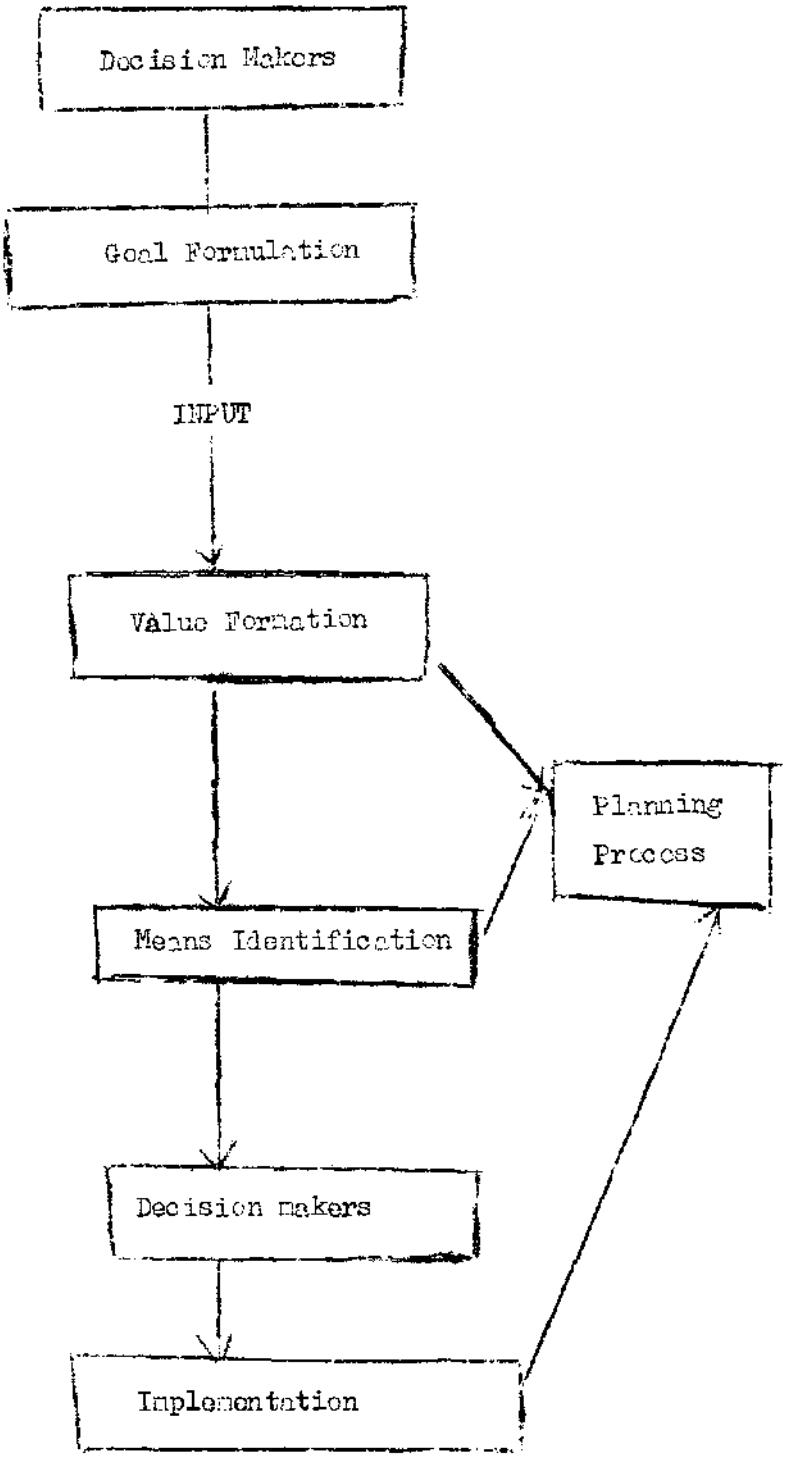


Fig. 3.02 Stages within planning process liable to influence.

- - - - Essentially physical planning activity.

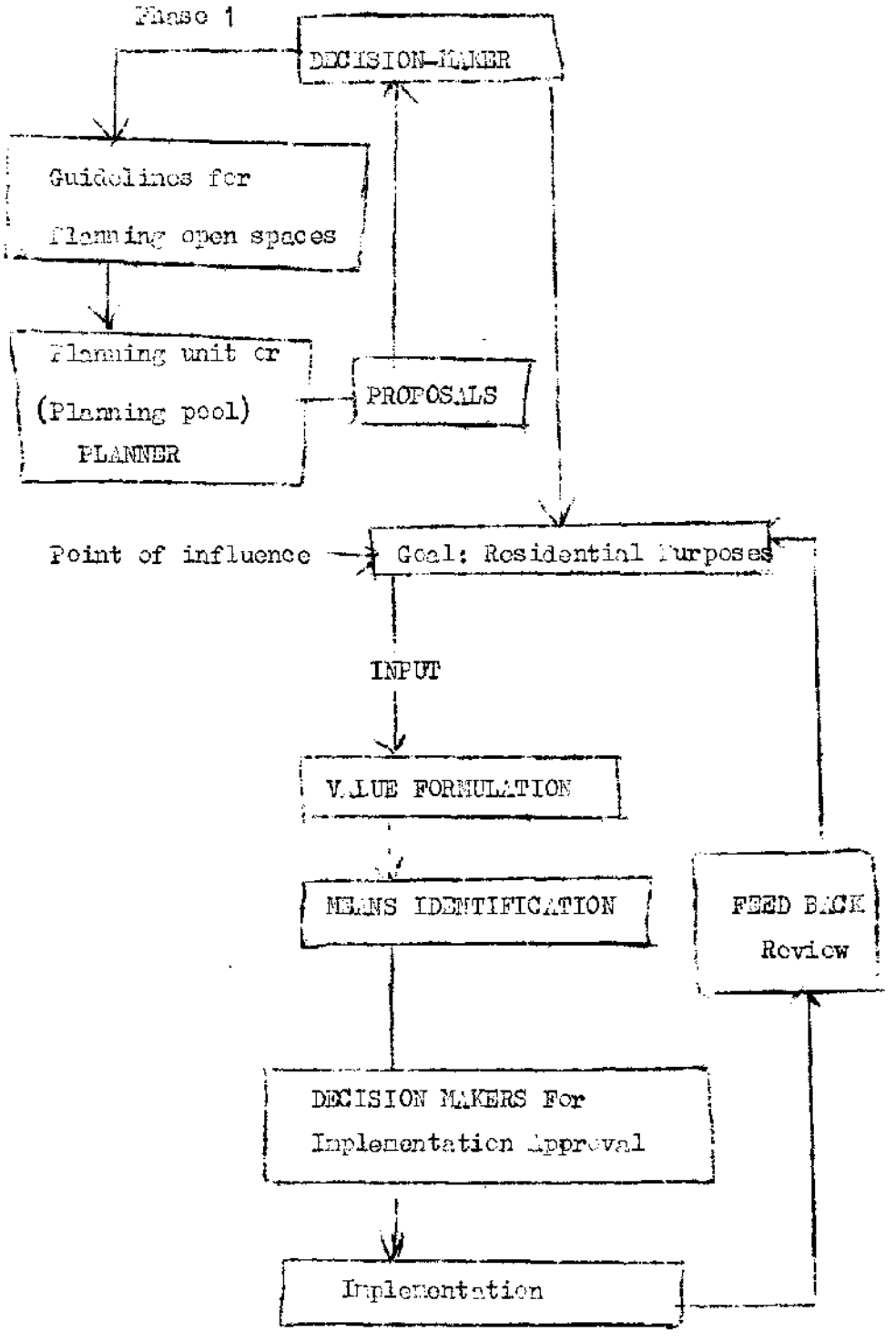


Fig. A = Hypothetical situation .

accommodate the same purpose thus constituting strain in the adjustment of the environment to meet the challenges within it. The resulting environmental problems will be such that the wrong choice of land use, is accepted and focus is on its bad planning. However, these problems constitute input for planning process, the proper execution of which will alleviate the problems.

SITUATION B.

Assumptions here are the same as in situation A, but here the Planner's proposals on the desirability of open spaces was accepted and goal was formulated to that effect, however at implementation - adoption stage by the decision-makers, the use was changed. Hence the Planners this time have used a valid means of achieving the stated but came up with an invalid proposals. The proposal is invalid in the sense that it was rejected. The rejection for adoption of a new plan will have its effect on the environmental capacity to sustain the consequent activities, it will also affect the people.

In the two hypothetical situations, the effect of the decision-making involved on the Planners are that, they had ended up achieving

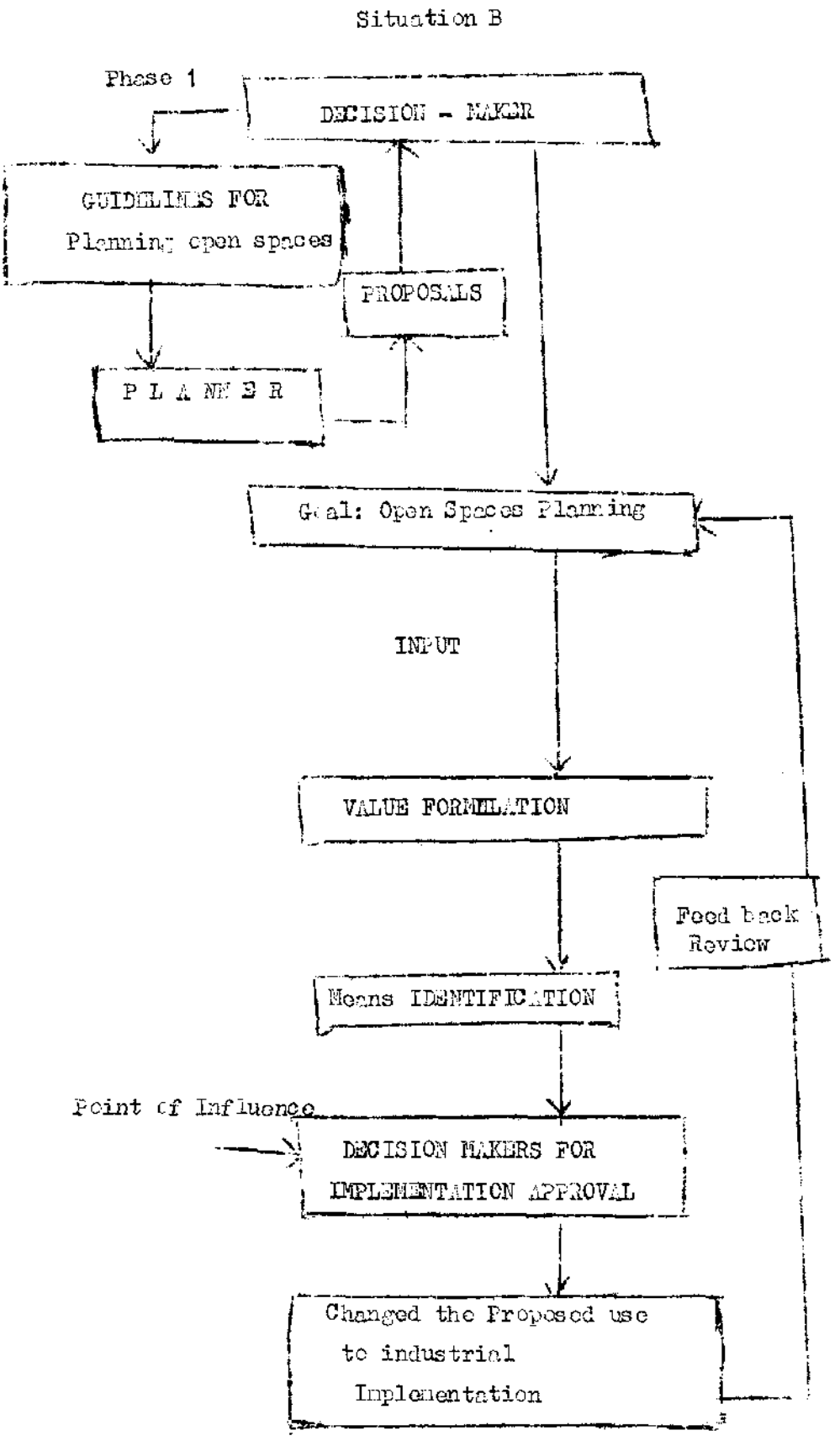


Fig. B. Hypothetical situation B.

wastage in the utilization of resources and the have either limited choice available to the people by increasing the cost of procurement or have elliminated the idea of choice despite the rational means employed in the plan formulation. All these achievements of the Planners are contrary to the objectives of Planning, hence the Planners expectation have not been met.

In addition, the people's expectation concerning the efficiency of their environmental functionalism have not been met too. The bases of this failure in attaining objectives as shown by the explanation of these hypotheitcal situation is the presence of value priorities in the decision making component of the operational set up and the inability of the planning process to incorporate these influences. The source of these value priorities to the planning process constitute external purpose to it, they are variables of the process whose structure cannot covert them within its set up. However, it has become apparent now that these value priorities will have to be in corporated into the planning process since they are important variables in the effectuation of Planner's Plans, because they have the power to change, shelve or adopt

plan. Hence they are important infrastructure to effective planning. Hence for Planning to be effective it must interact with each component group of its primary facet, therefore P = A x B x C x D where P is effective Planning.

As has been ascertained before the analysis, it is these environmental factors which constitute the basic framework within which the planning process takes place, in addition to this, they also determine through direct or indirect influence the form of most of the other facets of planning.

B. THE SUBJECT MATTER OF THE PLANNING PROCESS.

This is another primary facet of the Planning Process It is the focus of all Planning activities, therefore it defines the planning process. For the planning process to have the right sense of direction or to be able to identify the most managable means by which the subject matter will be ahieved, there is the need for it to be clearly defined. The relevance of this to the planning process is that it serves as a measure of the extent to which the subject matter will be achieved, there is the need for it to be clearly defined. The relevance of this to the

planning process is that it serves as a measure of the extent to which the subject matter execution enables the attainment of the objective of planning. Its descriptional-relationship to the purpose of planning to a large extent does not originate from the Planner but from the decision-maker in the form of goals which become input or subject matter of the planning process. The emphasis here is on a clear definition of the subject matter to enable the planning process in turn define its activities towards the achievement of the subject matter.

This will be better understood within the context and the analysis of its secondary facets. The secondary facets of the subject matter of planning process as identified by Dror, Y (1963) are divided into four groups here to show the presence of other factors or variables in the formulation of the subject matter by the decision makers and its conversion to the desired goal by the planning process. The grouping was based on the similarity of the secondary facets to the identified headings. The groups are firstly relationship between the subject matter and the planning unit, secondly the extent to which the planning process can go to in operation i.e the

extent of information required, thirdly the enviromental capacity which supports and maintain the activity and fourthly the significance to the planning process.

In the first group, it is presumed that the type of structural relationship between the subject matter and planning unit[9] which actually is the operational unit of the process is important in the effectuation of the plan. For example if the subject matter does not belong to an organisational structure of which the planning is itself a part, coordination and cooperation between the two become very low, e.g relationship between the state and federal government in executing projects, for instance in a Federal Government Project A, which is a low cost housing project, the Federal Government provided the units and asked the state to supply water, somewhere there was a hitch and for three years the residents had no water.

Another example is when the subject matter belongs to an organizational structure of which the planning unit is itself a part. For example,

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9. Planning Units are liked to corporate organisations which are created by law to foster the management of physical planning within a specific area of jurisdiction

during the colonial administration it was the administrators that made decisions on planning, did the planning and also execute it and in most cases were the chief beneficiaries, however time lapse between decision and implementation was not usual Another example is making local government planning units to effect planning at the grassroot level.

In the second group, three different descriptions of subject matter of planning will be examined to show the different forms by which the extent of operation of the planning process can be affected. Firstly, there is the degree to which the subject matter is predtermined or elastic:- This is the extent to which the subject matter of the planning process is clearly defined. When submitted to the pâznning unit or is left for the planning unit to determine and to change from time to time. This will lead to differences in various planning instances. While a well defined subject matter stands less chance of being modified through influence and more directional sense of purpose the undefined one proned to changes, modification, etc. Source of influence is asidentified earlier, it is embedded in the decision making process.

Secondly is the degree of penetration:

Planning by orientation is capable of penetrating its subject matter but a clearly defined subject matter will indicate what form and the extent of penetration is required. This is important in that even if identical activities are subjected to planning entirely different degrees of penetration may be aimed at to satisfy the desired goal.

Thirdly is the scope of the activity subjected to Planning:- This scope must be easily discernible to prevent wrong use or wastage of scarce resources. Hence clearly defined stated goals and objectives define the process and act as a frame of reference through out the plan preparation or policy guidelines formulation.

There are two components of the third group, these are firstly, the extent to which the subject matter has already been subjected to planning: Prior subjection of the subject matter to planning influences its orientation toward the present planning process, in that what now goes into the process as input is a feedback from the impact of the executed plan within the environment. In addition to this it also creates various expectations, traditions and factors which are of more importance in shaping the future planning

planning process. Secondly is the demographic territorial area related with the subject matter of the planning process:- The fact that all material phenomenon are distributed in space will make it convenient and even inevitable to use some demographic-territorial subdivision as units for delegated planning purposes. This is the general consideration on the inherent role of space in human thought and activity. Another consideration is the specific importance of demographic territorial units in social affairs i.e emotional attachments to places of ones identity. These components constitute the social value considerations in planning process. The last group consists firtly of the significance of the subject matter of the planning process:- The significance of the subject matter of a certain planning process will be viewed, mainly from the angle of organisation engagingin the planning activity, of the various political-economic - social interests, of 'public interest' and various combinations of these different points of view. The subject matter of planning process can therefore be viewed as being of high or low significance either objectively as permitted by planning techniques or subjectively, where various

values and ideologies have been introduced into the planning process. Secondly of - the orientation of the subject matter toward the planning process:- The persons and institution related to different subject matter can either be passive or active. Thus having either positive or negative orientations towards the planning process. The type of orientation affect the quality of the planning process in that plan implementation needs a lot of active positive support to be successfully maintained.

Hence public po-itve involvement in planning activities goes a long way in determing the significance of any subject matter to the planning process. This is an important issue because expectation of the planners are embedded in the the significance of the subject matter to the planning process.

The last secondary facet of the subject matter to be considered but had not been grouped with others under specific heading is that it cuts across the domain of other components of subject matter, this is the time span of the subject matter. Each planning process deals with clearly specified time span. The choice of any

time span depends on various factors, such as limitation of ability to predict the future, acute need for interference to change an unbearable situation, evaluation of the present as against the future needs and the desire that the future needs and the desire that planning should serve as a guide to present actions. Time element in planning enables the accommodation of changes during the time limit.

The subject matter of planning cuts across the interest of the actors within the environment. The varying interests in the subject matter rest on its output - impact relationship with the environment within which they live, work and enjoy good health, safety and convenience. This output - impacts constitute environmental issues with planning implications. These issues are either generated or attracted to the output -impacts. These become inputs of the planning process. The response of these actors to subject matter will have a direct relationship to their knowledge of the output characteristics It is this knowledge which prompts action either in terms of support or otherwise from them. Thus for effective planning they have to be well informed on the subject matter.

The subject matter is a sensitive issue in planning. The extent to which this varying or pluralistic interest is promotive to the course of attainment of the subject matter is directly proportional to the extent of attaining planning objectives.

The two primary facet of planning which are its general environment and subject matter have shown the factor and variable composingand shaping the environment. Effective planning process depends on the products of these primary facets which in turn are products of their several secondary factors.

P = (General environment) x (subject matter).

where P = effective planning.

Establishing the factors composing and variables shaping the planning process thus, the issues now are which combination of forms do in fact appear in real planning instances? and what combinations give, under various condition the best results?

The Planners' Client

This section will look at the term and structure of employment of the planner and see how this meets the expectation of the planners.

The role of the Planner presupposes the presence of a client or groups of client that will tranform identified values into policy commitments. The Planner's client can be grouped into two main classes which are the immediate and the ultimate client. The former is the employer of Planner while the latter are those affected by the proposal.

The Planner can be employed in the public service where he works amidst intervening administrative and legislative levels. The terms of employment prescribe the reference group of clients for the Planners activity, and the Planner as an agent seeks the value of his client. On the other hand the Planner is employed as a consultant. The public service is the chief employer of the planner and also the chief client.

The relationship existing between the Planner and his client presumes the Planner working in an environment which if he were to work rationally as specified by the objective of planning the inputs of planning process will have to be weighted. The weighting will be such that more weights will be given to

those factors which will enhance the attainment of planning objective. The factors used here for the weighting are the secondary facets of the planning environment. This choice was based on the assertion that the factors constitute the basic framework within which planning process takes place.

Variable*	Weight
A1	3
A2	2
A3	1
A4	4

Table 3.01: Importance of Physical Planning General Environment Variable on Planning Process.

If the relationship of Planner with both classes of client were to be subjected to analysis on the basis of planning objective, the relationship should be the reverse for effective planning because the ultimate client represents more the 'wholistic' approach in planning. Thereby the shift will be more towards achieving the expectation of Planner.

*Factors/Variable are the same shown under General Environment as a Primary facet of Planning Process.

3.20 THEORETICAL ANALYSIS OF POLITICAL SYSTEM

3.21 Assignment of Political Process:

The assignment of politics will be viewed here on the basis of political ideeogies. Tbe essence of adopting this view is that it is the political ideology that explains and justifies the distribution of political power. This it does, through the provision of "idealised" description of how the political system works. It therefore gives the political structure legitimacy and a working framework within which the value context of political demands could be met.

The political ideology therefore is a coherent pattern of values and assumptions that underpin political relationships and thereby constituting the beliefs with with which expectations of politicians are based.

To make the issue contended above clarer two, Socialism decision making here is based on marxit premise is synonymous with the operation of a planning economy where whatever the degree of centralization in decision taken the ultimate decision on priorities, capital investments, targets for sectional and spatial patterns for achieveing these targets are taken by state organisations, primarily by the central organs of government and party.

Political ideologies will be briefly described, these are socialism and democracy.

Democracy:

This ideiology allows only the elected representatives of the people to make decisions for the people. The notion here is that the decisions will be a large extent represent the expressed values of the people. The idea of election which is synonymous with the ideology enables the people to choose their representatives form those recommended for them also on the notion that the people notion will to a large extent represent their expressed values*

Accruing to these two political ideologies are three parameters of political objectives. The first of which is that Sovereignity lies with the people and therefore the government is responsible to the people. The second one is that the will of the majority is more important than that of the minority, and lastly is that the legitimate status of the government is closely associated with the support of the people.

The Politician therefore represents a constituted

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*Democracy is the basis of political analysis in this work. Theory and operation of socialism is beyond the scope of this study.

institution responsible at large for effective coordination of all the contributing activities to the sustainance of a uniquely defined community. The political ideology is the rational element defining the institution, with the primary character of which is decision making.

Electoral Process:

The relevance of this section to the study is rooted, in the fact, that , it constitutes the decisive stage in the attainment of power by Politician directly and the political parties indirectly. In addition it is strongly felt that the electoral system as a factor in the evolution of political parties, affect the structure, ideology and pattern of partiy intervation, and in the number of parties that compete in the political system. Different electoral systems give rise to different electoral processes among which is the "simple majority system"[9] which will be discussed at length here.

The simple majority system registers numerically to the extent of supports for the different parties, the winner, is the party with the greatest number of votes. Strongly associated with this process is the politician's strongly interest in evolving and improving strategies to convince the electrorates on one hand, and in the operation of the electoral

machine on the other hand. This interest has culminated in competitive struggles among poltical parties for the peoples' votes.

The vote-winning capacity of any Politicians depends mainly on two factors as identified here. The first factor is the popularity of the political party to which they belong, which in turn is highly dependent on the relevance of its manifesto to the felt needs and wants of the majority. The magnitude of its relevance goes a long way in making up the minds of the electorates because it is the measure of the Politician's sensitivity to their needs and wants. Therefore the politicians at all times make it primary in their activities to be in command of proper assessment of the needs, wants and mood of the electorate. On the basis of this they decide on strategies to adopt for electioneering. These strategies among many others include rhetoric speeches, ladden with promises and philanthropic gestures. Hence on coming to power they strive to fulfill these promises thereby holding the image of their party and at the same time maximising the chances of success in subsequent elections*. This to the Politician is very important because once in power all conscious efforts are made to retain power.

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9. Marris, P.B. (1976) Foundations of Political Science. (Hutchinson and Co. Ltd., London), p. 157.

*Conforms with the Economic Theory Approach View to Politics in ch. 2.

Political parties are key factors to this electoral process because representatives rarely stand as independent candidates but more usually according to some party belief which makes them easily identifiable.

The second factor of the vote winning capacity of the politician depends on strong support from interest groups. The strong consensus characteristing these interest groups has been argued[10] to be the offshoot of increasing social changes, one of the consequencies of which is the increase in the shift of peoples' demands to the government which has necessitated these groupings to strengthen their claims because of the wide gap between the government and the majority of the people. The leaders of these groups are popularly accepted and recognised in their locality.

The Politicians's purposely seeks the supports of these leader to ensure the support of their followers. Interest groups therefore constitute a stronghold of voters. Hence the highly encouraged strong correspondence between these leaders and the Politicians. While the tendency for their connection, to influence decision-making in pursuance of their own personal gains is high the advantages of their presence in the community cannot be overruled. In that they bring the needs , want-

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10. Williams, B.A. and Walsh, A.H (1968) Urban Government for Metropolitcan Lagos, (F.A. Praeger, London)

and opinions of majority close to the Politicians through their accorded recognition in the community and vocal attributes. To this effect Altshuler (1968) opined that "... whatever saps the vigour of interest grous saps the vigour of democracy"[6] (see Fig. 3.04) for the electoral process towards the structural making of the politican.

The high dependency of the Politician's claim to role on the electoral process efficiency have made the issueof Politicians housing interest base within the society enevitable. In essence, the rationality of the political system towards decision making has become highly proned to infiltrations from sources referred to in the context of this section as 'stronghold' of voters (i.e prenure groups and political parties) because of the Politicians orientatio towards more goal in subsequent elections.

This "vote-building drive" of the Politicians could be advanced as the primary motive of Politicians's action. Retaining power is the main expectation of Politicia

3.23 Assignment - Distribution of Political System:

The analysis of the distribution which is based on 'facet design' concept intends to show the factors and variables composing, structuring and defining the

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11. Altshuler, A.A. (1969) The City Planning Process, A Political Analysis (Curners University Press) p. 31.

political system. The background within which the analysis will be made constitute the relationship between politics and its conceptual role - relationship with the people on one hand and tha realtionship with the people which is founeded in the electoral process. The aim of this is to enhance visualisation of how politicians within the several factors and variables shaping the political system will operate to achieve their expectations.

The analysis will be based on three primary facets of the political system which are environment of political system political institutions, and political variables axs well as their secondary facet when applicable.

Environment of the Plitical System:-

The potical system operates within an environment which is the set of all other systems and the source of all inputs into the system. This environment is constituted by man - value system from which needs and wants that generate apparent demands are derived. This input - impact of the political system environment, infers a bi-directional relationship between it and the political system in the sense that politcal system reflects the nature of society and are in turn determined and patterned to a large extent by division within the society.

The secondary facets of the political system environment which are socio-economic and cultural factors can be classified as political culture[11]. The basis of this classification is the cosideration that, the composition of these factors which include attitudes, beliefs, emotions and value of society have always been the source of public issues, the resolution of which the political system is interest in. However the political response to these issues is a function of several consideration in which the main expectation of the politian is central.

Political Institutions

The political institution consists of the different categories of elected representatives or decision makers or the government as commonly referred to. Guidelines for policy formulation or policy proposals and policies for adoption emanate from them.

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12. Sartori, G. (1969) "From Sociology of Politics to Political Sociology" in Lipset, (ed) Politics and Social Sciences (Oxford).

Political Variables

Political variables constitute two secondary facets which are :

1. Political Parties.

2. Pressure/Interest Groups.

1. Political Parties - maybe primarily defined by their common aim of seeking political power. Thus they are very conversant with the electoral machine and also seek to mobilise the support of the electorate, by educating, instructing and activating them. As a result of this primary aim of political parties it is necessary for them to widen the interests they represent. They do this by bringing together sectional interests thereby aggregating the demand input. These activities of political parties are important factors of political system in that they increase the scope of political activity and widen popular participation. Allegiance crucial is to the structure of political parties..

The structure of political parties logically is expected to be closely related to the functions and the methods employed by political parties to realise their aim of capturing or retaining politiacl power.

2. Pressure Groups:

A pressure group has been defined as "an organised aggreggate which seeks to influence the context of governmental decisions without attempting to place its members in formal governmental aapacities".[13]

13. [illegible] Groups in American Society (Englewood Cliffs, N.J.), p.30

Thus the important aspects of pressure group activities are firstly, they are firmly part of the political process and secondly they attempt to reinforce or change the direction of government policy, but do not wish as political groups to become the government. They range from powerful employer organisations, to trade unions operating at the national level to local civic groups trying to improve local amenities. Their strong influence and recognition among the electorate command the attention of politicians.

Pressure groups are agencies of socialisation, their formations are motivated by a spectrum of interests. Such interests which, could either be on individual or communal basis include desire of groups of people to either protect their business and profession, with the aim of establishing an accredited socio-economic status within the society or to acquire certain services, facilities and amenities conducive to growth, and, development of their local communities which will result in indirect benefits to them.

Pressure groups constitute strong hold of potential voters which with the right motivation will

...

give their support. It is this characteristic of pressure groups that makes politicians endeavour to satisfy them.

The mathematical expression of thin 'facet Design'analysis is Q = (Political Environment) x (Political Institution) x (Political Variable)
where Q = Decision making process
Threfore decision making is a functional product of all these factors.

Structurally, therefore, decision-making is more a set of persons involved in different issues than a set of institution, it involves the people in an essentially non-mechanical way of making decision that modfy the system operation. Hence, it can be concluded that a pluralistic decision-making structure exists, see Fig. 3.05. This conceptually is also shown in Fig. 3.07.. Using Fig.s 3.04-3.07 as models the following relationship of strong allegiance with his party, strong afflication with interest groups and strong commitment to fulfill the promises made to the electorate , on the part of the decision-maker becomes inevitable, if he wants to retain the confidence of his party in him, to enable his re-nomination next election, the support of interest groups and the confidence of the electorate in his party.

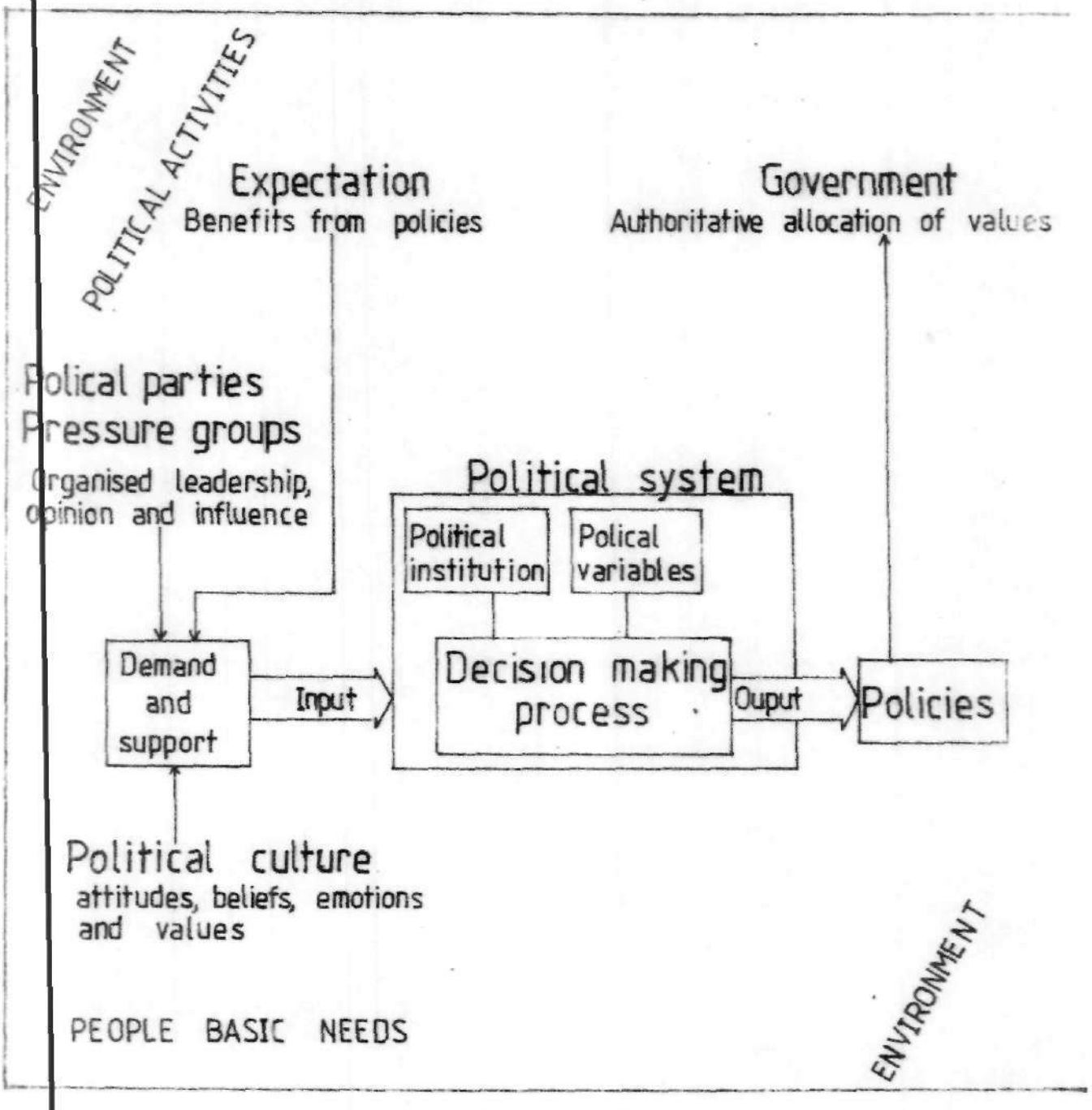


Fig.3·05 INPUT VARIABLES OF POLITICAL SYSTEM

These are important considerations on which the Politicians base his decision-making because to him gaining and retaining power is important. Hence the decision-making process responses to these influences. However because the utility of any variable is measured by the Politician on the capacity of its vote returns, the reponse will be proportionate to to the weight of its si§§prt - winning capacity see table 3.02. Plotting these weights against response from decision-making process a negative linear curve is got this shows that with decrease in the support-winning capacity there is a correponding decrease in response of decision-making process. With this as a premise, the following deductions can be made.

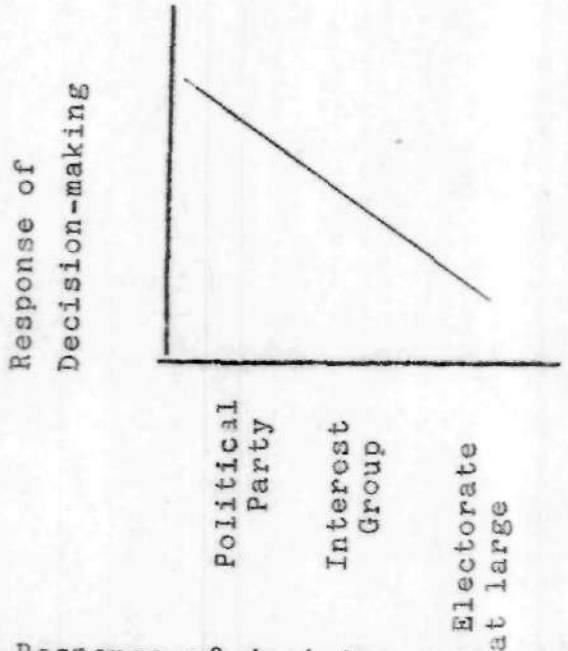


Fig. 3.06 Response of decision-making to influence of Political variables.

(a) Decision-making is more responsive to the demands of the vocal and socially reocognised 'few'.

(b) People representation is encouraged more than people participation.

Another functional characteristics stemming from this sturcture of decision-making, but actually rooted in the electoral process is the co-existence of more than one party in the government..

The contribution of these variables to success at election are expected to be assigned weightes by Politicians which will correspond to investments in terms of campaign resources, made by Politicians. Table 3.02 shows in descending order, suppot-winning capacity of political variables. Impressionistic data based on the following premise was used in constructing this table.

1. Political Parties are the single most important sponsors of candidates for election.

2 Political Parties and interest groups are sources of motivation for monilising the support of the electorates.

POLITICAL VARIABLE	WEIGHT
Political Party	3
Interest Group	2
Electorate at Large	1

Table 3.03: Importance of Political Variables in Winning Support.

Source: Impressionistic Data.

Operational Practice of Politics

The "Structural - Functional Approach"[13] is adopted to examine the operational practice of politics tangled network of interests involved. Principally the operational practice is centred round decision-making. However, because of the dependency of the claim of any politician to decion-making on success at elections, which have necessitated the strategy of exchanging promises for votes by Politicians, the decision-making process has become proned to influence. The indluencing variables proned to exploitation in winning elections. Fig. 3.07 shows the relation of these variables to decision-making.

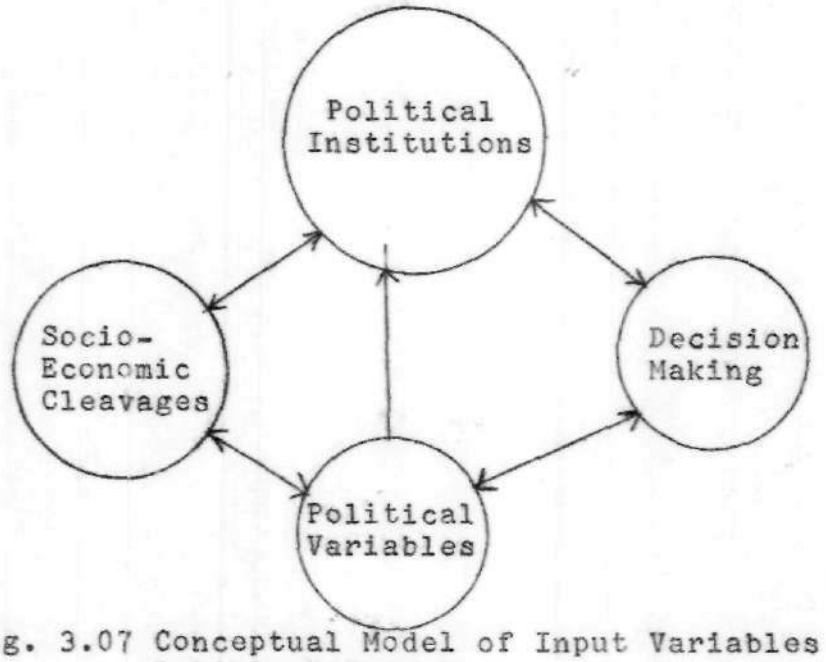


Fig. 3.07 Conceptual Model of Input Variables of Political System.

Source: Wilson, J.O. (ed) (1968) City Politics and Punlic Policy (John Wiley & Sons. Inc.0 p.120

The chapter in order to show the basis of the organizational actions of both Physical Planning and Politics, had proceeded from the analysis of their 'assignment' which is the 'idealised' functional description to that of their assignment distribution which is a reflection of reality, using the 'Facet Design' concept as the analytical tool.

With this procedure, oversimplification of both the processes of physical, planning and politics as defined by their 'assignment' is emphasised within their operational background. The 'assingment-distribution' on the other hand, show the complexity inherent in their operational backgroumd. The complexity involved was made obvous with the identification of the primary and secondary facets which are compositions of the planning and political processes, thus having the ability to shape the processes. Also the 'preparation' of Planner and Politician for their role in which Planning education and form of electoral process were used here as surrogates has shown that the Politicians' operational strategy is not a predetermined one, it is usually a function of the degree of political acceptance within particular communities. The Planner on the other hand operates within the context of professonal ethic, the environment of planning, not withstanding. The professional ethics

suits the objectives of planning, the attainment of which is the expectation of the Planners. The thinking here is that the priority scaling will be based on different level of awareness requiring different forms of consciously activated participation on the part of Planning and an institution until a state in which Planning issues will be free of influences from external purpose factors. The contention here is that individual planners could effect their individual preferred state of achievement.

The opinion on the achievement of these objectives held within the context of this study is that, it is the upper limit on a priority scale of desirability of achievement by planning as an institution.

Also stemming from this 'preparation' for role is the tendency for the decision making process to be influenced by Political variables. This power or interest groups component of the environment of planning has made the planning process proned to influence most especially at value formulation and implementation stages see Fig. 3.02 showing hypothetical situations A and B respectively.

Characteristics of the Physical Planning and Political Process.

A summary of findings in this chapter is given below.

a. It is the decision-making process with demands and supports from the people as inputs.

b. It is therefore a set of individuals and grouped individuals involved in different issues.

c. Diversification of interests and strategies of achieving these interests are inherent in the process.

d. It is rddled with affiliations hence its proneness to influences.

e. It is therefore the pitting of social forces against specific interest.

Physical Planning Process:

a. Its inputs are the various activities generated by expressed needs and wants, and outputs are physical proposals to coordinate these activities.

b. The process is in stages, which broadly are:

i. Identification and precise definition of problem.

ii. Goal formulation.

iii. Formulation of proposals from collected informations

iv. Passing of proposals to the Decision-makers for implementation approval.

v. Implementation.

vi. Feedback.

These stages combine activities and events. The completion of a stage permits the start of another.

CHAPTER FOUR

STRUCTURAL AND OPERATIONAL RELATIONSHIP BETWEEN PHYSICAL PLANNING AND POLITICS.

The separately analysed features of physical planning and political processes will on the account of their structural similarity be put together here on a phypothetical operational base with the aim of identifying the effects of promotive, and, or limiting features and their sources on the attainment of the objectives of physical planning. A second aim of this chapter is to see how the ways in which its findings will enhance an understanding of the situations in Nigeria. The Nigeria cases will be mapped with the hypothetical situations. It is also expected that by the end of this chapter an insight will be got into the following questions which were raised in chapter three. The first question is - which combination of forms do in fact appear in real planning instances? and the second is what combinations give under various conditions the best results?

To achieve these aims, the findings already got will be synthesized by projecting their relationships on a plane for graphic impression of relationship between them. Venn diagrams and curves' will be used. Also with the knowledge of the findings so far, two impressions of relationship will be made. Firstly is the relationship existing between the three actors identified earlier on in the study, and the environment. Secondly is the relationship, that will result from both the planners and Politicians playing their respective role with

preferences for their objectives in the case of the planner and the expectation on the Politicians part. This type of This type of relationship is what is expected to occur in practice.

A quick review of the identification of the Planner, Politician and the People as actors within the environment will be given before the construction of this first relationship.

The people who have been identified with the community, adopts space self-consciously to meet their needs and wants. This adaptation of space is expressed in different physical forms, such as economic, socio-cultural, technological, etc. It is the control of these physical forms that defines the Planners' role within the community. The Politicians on the other hand are the elected representatives of the people and they represent a constitutional institution which is responsible, at large, for effective coordination of all the activities that contribute to the sustainance of the community. All these activities take place within the environment. The environment as a base can therefore be said to be the aggregate of external conditions influencing the life of an individual directly and of the population indirectly, thereby ultimately determining the quality and survival of life.

Taking an indepth look of these identification parameters the relationship where

£ = Man's total environment

e = (all activities which promote the growth of the community)

t = (all activities that seek to improve the services of the other activities)

c = (all activities that give the community its identity)

q = (Physical Planning activities)

p = (Politics and Political consideration)

Explanation for the resulting relationship

where n = intersection of variable

u = Union sets

c = Subset.

fig. 4.01= (enc)nt CE shows that all the activities are contained within the environment i.e. they are subset of the environment. Within this figure is (enc)nt which is the intersection of the three activities. This type of relationship mathematically is referred to as associative. It shows the overlapping tendency of these activities. Consequently the inherent conflicting and competing relationship among the activities. The spatial expressions of these activities demand effective control.

fig. 4.02 shows the complexity of man-environment relationship with physical planning and politics.

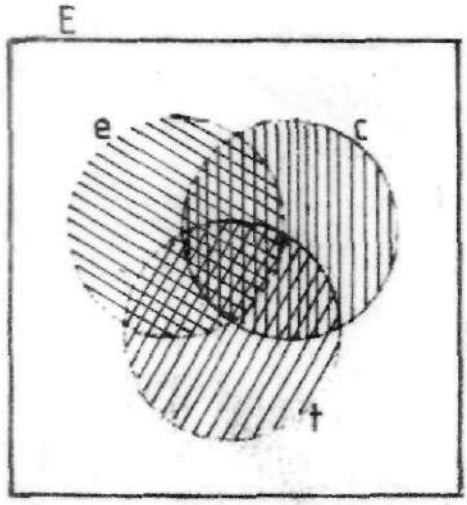
(e, enc, ent, t, tnc, c) = X

i.e. the identified relationships between the expressions of man's activities = X

$\therefore$ XCqCp = XUqUp i.e. X is both the subset and union of q and p. P is the large set containing all these other sets as subsets. Hence its all encompassing role of decision - making in the community. See fig 4.04. for a plan of the relationship shown in fig. 4.02. See also fig. 4.05 for the theoretical working framework of this relationship.

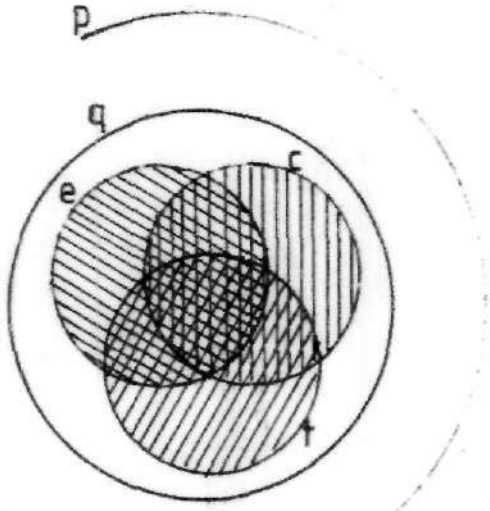
Another relationship, is that between the two control activities themselves, i.e. qCp or qUp which shows that q is a subset or union of p. That is, the control activities of q are contained within p. If both q and p are brought out of their relationship with man-value system, the situation as shown in fig. 4.03 will result, i.e. qnp which shows that there is a common area of interest between them where their control activities overlap.

This common area of interest is centred round satisfying the numerous demands arising from man-environment relationship. Politics and physical planning being complementary processes of identifying and choosing among various possible uses of productive resources focus on satisfying these demands through efficient utility of the properties of the community. Thereby satisfying their common objective, which is serving the community within which they live to ensure the welfare of the people. The issue now is if both have the same objective towards the community which they serve, what then is the source of the difference in their relationship?



(e, e∩c, c, c∩t, t, t∩e)

Fig. 4·01 MAN—VALUE SYSTEM



(e, e∩c, c, c∩t, t, t∩e, (e∩c)∩t)∪q∪p

Fig. 4·02 MAN VALUE SYSTEM AND THE CONTROL PROCESSES

LEGEND

E = Man's total environment

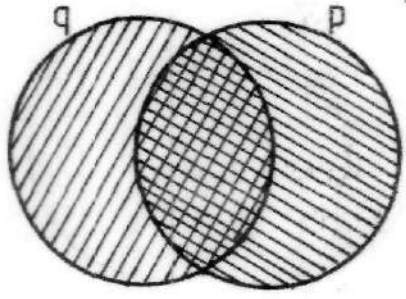
e = {all activities promoting growth}

c = {activities that give identity}

t = {technological activities}

q = {planning activities}

p = {politics and polical considera-tion}



q ∩ p

Fig. 4·03 COMMON AREA OF INTREST

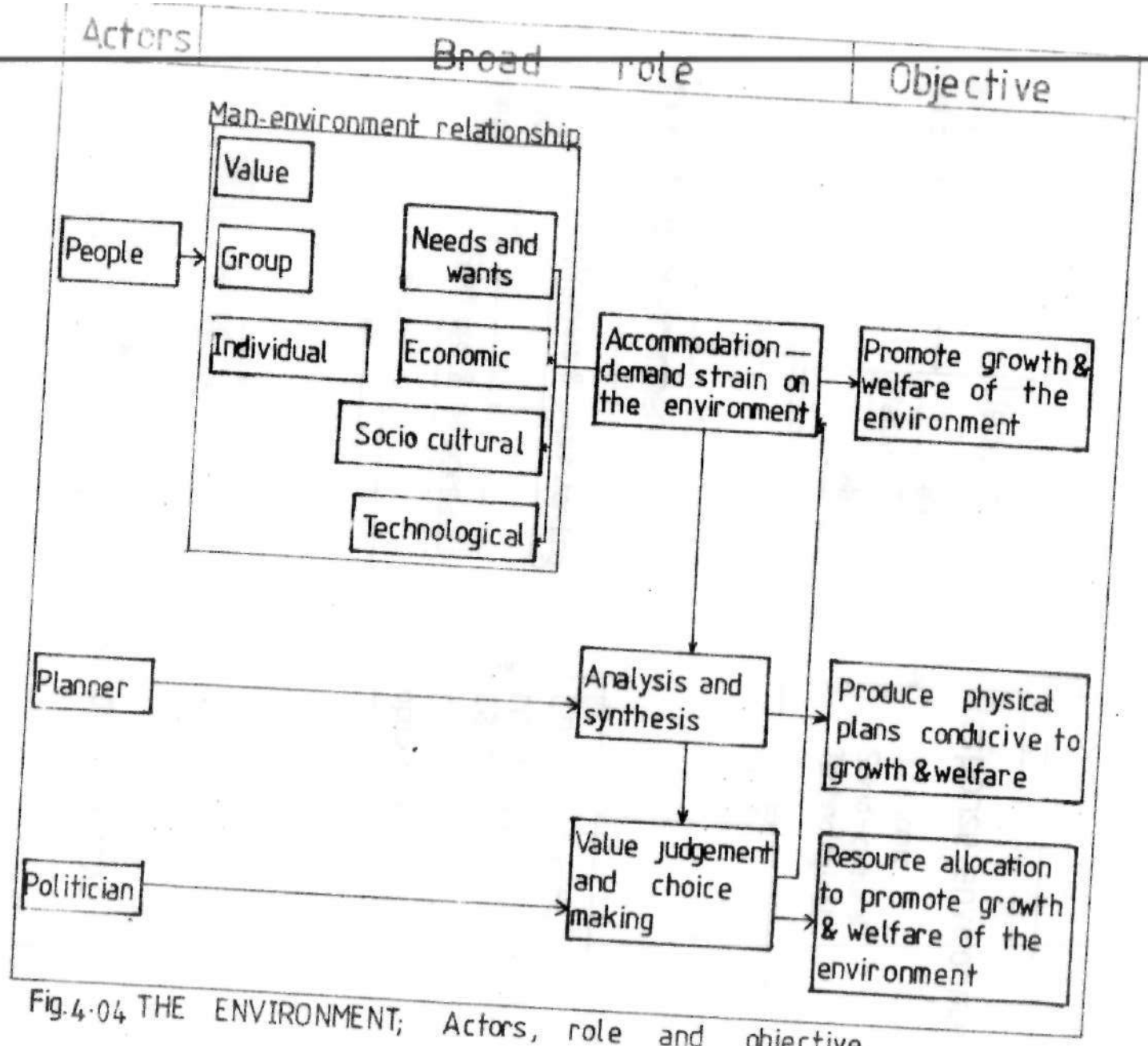


Fig.4·04 THE ENVIRONMENT; Actors, role and objective.

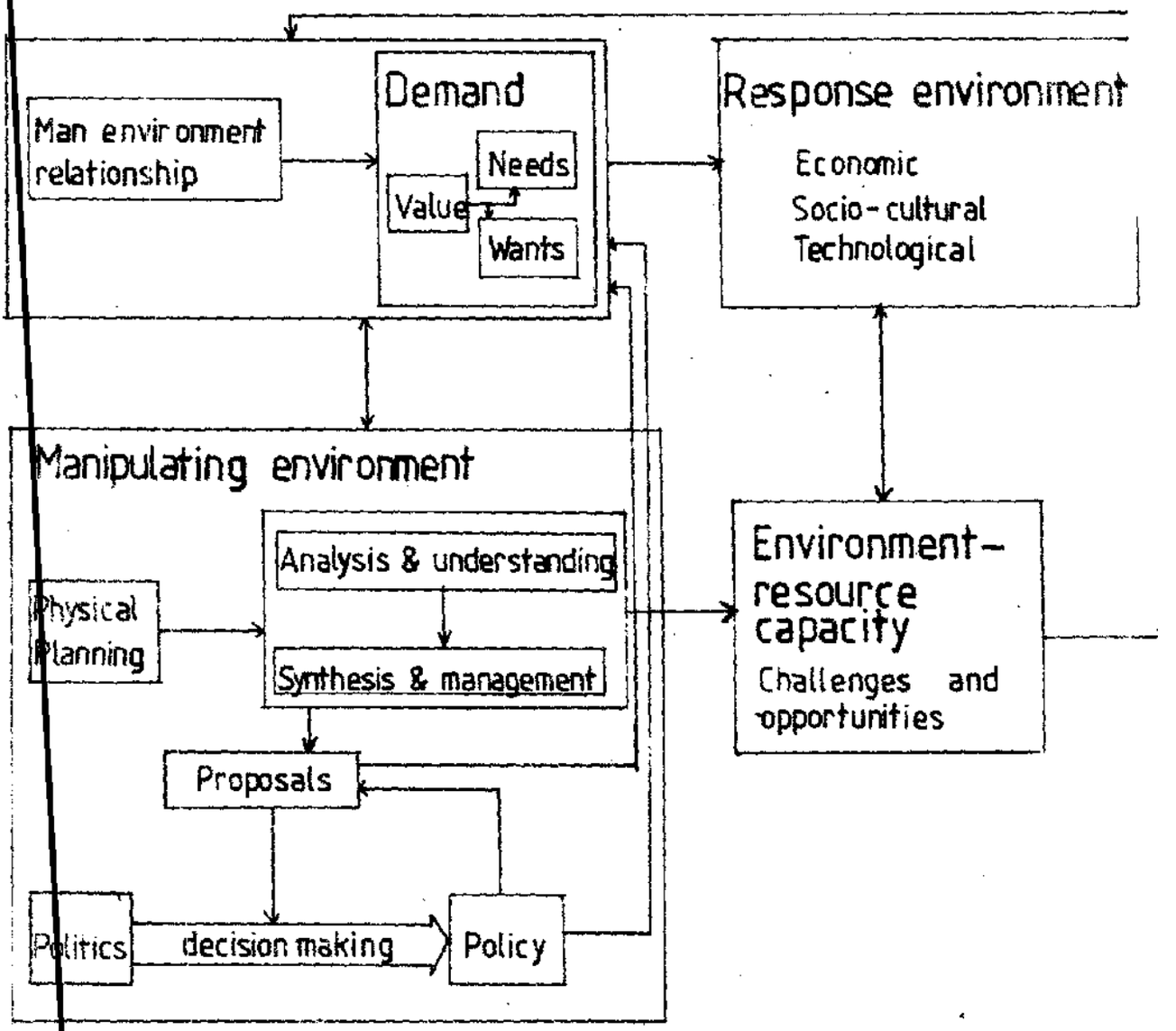


Fig 4·05 THEORETICAL WORKING FRAMEWORK OF PHYSICAL PLANNING AND POLITICS

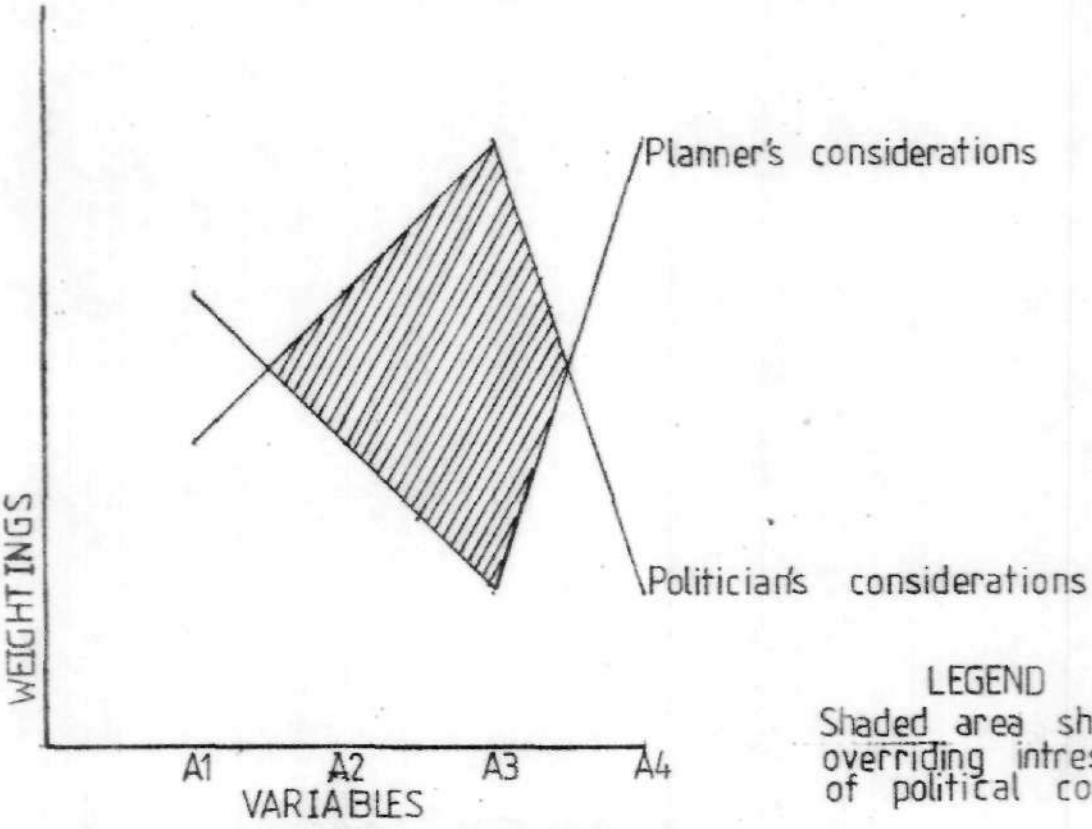


Fig. 4·06 WEIGHTINGS OF VARIABLES

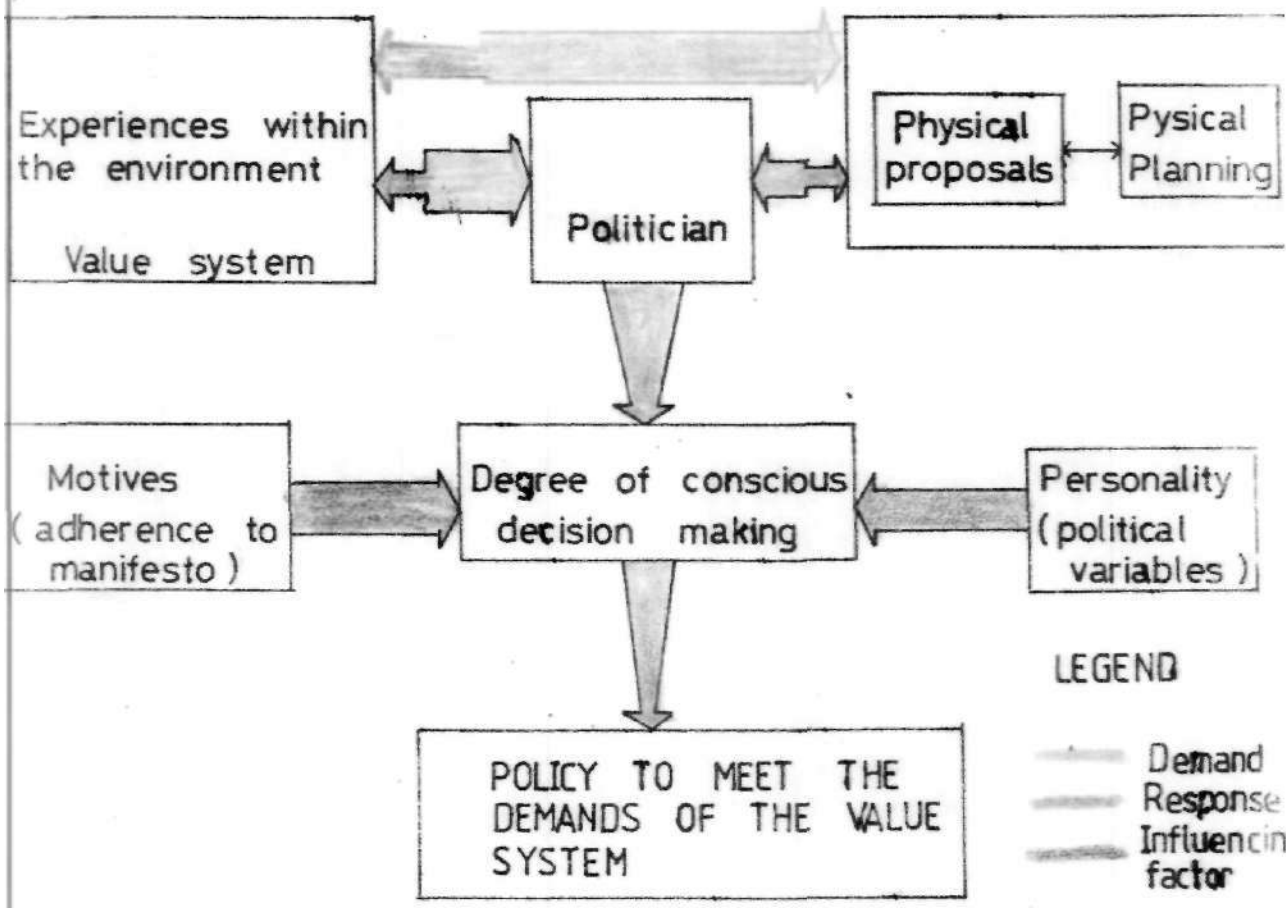


FIG 4·07 OPERATIONAL RELATIONSHIP BETWEEN PHYSICAL PLANNING AND POLITICS

Since their operational - achievements definition in meeting these demands are the same for both processes (see Fig. 4.04) their operational means are then to explain their differences. Planning works within the context of its professional ethin. This presumes that the planners are a political 'wholistic' and future oriented in their proposals. The Politicians on the other hand, work with political considerations motives and amidst strong influences, in which case it becomes inevitable not to deal with the individual, minority groups or not to have value or profit interest in the plan. Because of these influences affecting the decision-making process, the Politician as mentioned earlier weigh parameters for considerations, in decision-making. These parameters are weighted on the basis of their relevance towards achieving the Politicians goal of gaining and retaining power. Hence, parameters with high support-winning capacity are given more weights. Table 4.01 shows an impressionistic weighting of param parameters on the basis of their reterance to their political goal. The variables used are the same variables used in table 3.02.

Variables*	Weight
A1	2
A2	3
A3	4
A4	1

Table 4.01: Importance of Physical Planning general environment Variables on Politics and Political Consideratio n.

* Variables same as shown in table 3.02

If the two weightings that is for both physical planning and politics were plotted on the same graph, the resulting curve will be as shown in fig. 4.06. This relationship can be thus explained:-

that political considerations override the consideration of planners in preparation and implementation of plans. This is because they enjoy the recognition of the community as the overseer' of public issues. For effective planning therefore the perspective of planning considerations will have to be more involving than what the planning objectives and ethic cover.

Operational relationship between planning and politics shown infig. 4.07 is a function of many other factors such as motives and personality which are interested in the plan. This in the diagram is shown by their participation in the degree of conscious decision making. Conscious decision making in the sense that parameters are consciously weighted in favour of the Politician. The differences stemming from this operational means in the processes of planning and politics are shown in table 4.02. The diagram i.e. fig 4.07 can also be used to answer the questions asked at the beginning of the work.

Concerned with real planning activities are the People, Planners and the Politicians. Their interests are shown in different forms of combinations, these combinations can

include one of the Politician and interest group influencing either the goal formulation process of the plan or its implementation stages, it can also affect both stages. The choice of location too can be affected. Another combination in addition to the one above include the planner. The planner now introduces his personal preference to plan formulation, he is not representing the interest of the institution of planning, regardless of the outcome of his action This answers the first question asked at the beginning of this chapter and to answer the second question, it is believed that the incorporation of the forces that give the "vote-building drive" of the Politician meaning should be fully incorporated into all the stages and levels of planning activities. To do this however these forces will have to be first identified and clearly defined.

This chapter in addition to answering the questions also show that the operational base that can enable Planners to achieve their expectation is too narrow. It is this consequences of this narrowness in operational base that made Burke, 9. opined that "Planners do not enjoy great esteem in the society".

The effects of these relationship and influences on the expectations of the Politician and the Planners are summarised in table 4.03 below.

---

1. Burke, G. (1980) Town Planning and the Surveyor. (The Pitman Press Bath) Chapter two.

NO	CLASSIFICATION OF DIFFERENCES	PLANNER	POLITICIAN
1	GOAL	To build an environment fitted to its time	To gain and retain power
2.	Official Capacity	Appointed (responsive to the employer	Elected (responsive to the electorate)
		No power delegated by the People	Power and authority delegated by the people
3	Approach	'Wholistic'	'Individualistic'
		Future-oriented	Short-term effect
		Apolitical	Political
		Value-netural	Value-ladden
		Non-profit motivated	profit motivated (to win more vote)
4.	Technique	Rational analysis and synthesis of information	Intuitive based on the mood of the electorate

Table 4.02 Differences in the operational means of physical planning and politics.

Politician	Corresponding effects on Physical Planning
i. With physical Planning they can show the electorate the physical fullfilment of their promises	i. The Politician becomes the Planner ii. Planners become public controllers of governmental decisions.
ii. For the limited term in office Planning is a means of improving or making viable the environment.	iii. Planning activities are usually characterised by unclear goals and objectives and splintered decision-making

Thus in effect the planning activities are actually being patterned by the Politicians and political considerations.

It is within this context that the situation in Nigeria will be viewed.

CHAPTER FIVE

5.00 PHYSICAL PLANNING AND POLITICS IN NIGERIA

This chapter will focus attention on the relationship between physical planning and politics in Nigeria. This study will however be explanatory for a number of obvious reasons, the first of which is the relatively newness of both institutions in the country. Thus long historical antecedents will not be available to provide substantial conclusions. This is however more true of planning as can be evidenced by the controversy over its existence as a profession, this notion is founded in its lack of recognition by law. The Town Planning Institute unlike the Engineers, Accountancy etc is yet to be Chartered by law. The second reason which is an offshoot of the first one is that there has not been much, if any work done to show the relationship between these two human endeavours by either political scientists or physical planners. The third reason is that the materials necessary in writing a detailed analysis of the relationship between physical planning and politics can hardly be found due to the fact that the most important planning decisions in this country, indeed in any country is carried out within the governmental circles. This is even made, more difficult by the official silent act where governments decisions and actions are made secret.

However, despite these enumerated reasons, attempt is made to map out the relationship between Planning and politics.

The theoretical conclusions reached at the end of chapter four will be used as an analytical tool to show this relationship. In essence, the chapter will aim to find out whether or not the theoretical conclusions arrived at in the previous chapter can explain the relationship.

The chapter is broadly divided into two parts, the first part will look at how planning and politics are the same in Nigeria. The second part will look at their differences.

5.10 Brief history of Physical Planning in Nigeria

Physical planning in the sense of a deliberate and conscious effort to direct physical development can be said to have started in Nigeria with the Township Ordinance of 1917.

The main aim of the ordinance was to make laws and regulations as to the location of European Colonial administrators vis-a-vis the rest of the indigenous population. As a result the ordinance created three basic units, the European Residential area and the non-residential areas. Planning was in fact largely concentrated in the European

residential area and the non-residential areas. The main planning functions then was to make township layouts whose broad criteria were to segregate the European administrators from the indigeneous population or the "Natives" so as, among other things to prohibit environmental nuisance to the European community.

The first planning legislation, that was aimed, at extending planning operations to the indigeneous people is the Lagos Town Planning Ordinance of 1928. This Ordinance was enacted to make provisions for the "Urban planning improvement and development of Lagos". The ordinance gave rise to the creation of Lagos Executive Development Board (L.E.D.B.) as an implementation body to this ordinance. The primary planning function of the L.E.D.B. was to clear swamps and slums, to re-settle the people displaced as a result of the above or any other public use of land, to approve planning plans and to plan new residential and industrial layouts.

From the creation of the L.E.D.B., Planning spread to most other urban centres of the country, notably Ibadan, Enugu, Port Harcourt, Kaduna and Kano. Much of the Planning operation up to 1967 was the design of new layout and development control. With the creation of States in 1967

and the subsequent upgrading of second order cities such as Maiduguri, Jos, Calabar, into administrative capitals and the consequent need to plan. The same may be true of the 1979 State creation exercise. Presently there is planning machinery in all the state of the Federation and the activities of most planning department is being guided by the law enacting them or have been under the 1947 Town and Country Planning Law.

An interesting observation as far as this study is concerned relates to the position of departments in governmental setting. It has been noted that unlike other developed countries where planning is based at the local (grassroot) level in Nigeria. Planning operates at the Regional or State levels. The reason for these are apparent. Firstly local governments had a very slow pace of development in Nigeria; secondly land has been under the control of State Governments and finally until recently, there were very few planners in the country. Indeed there was only one indigeneous planner in Northern Nigeria up to 1966. But influence of politics on planning has some relationship where ever it is located in the governmental setting. Theoretically the more planning moves to the grassroots level, the more politically influenced it is. This is because political influence are highest shown at the implementation.

5.20 Similarity between Physical Planning and Politics in Nigeria.

Objective:-

The objectives of physical planning and politicians as shown

in chapter four are the same. The central objective is to serve the community within which they operate as a 'whole' to ensure the welfare of the people. This theoretical objective will be projected into the Nigeria scene to see whether both politics and physical planning have the same objective. The best indicators of political objectives could perhaps be deduced from the pronouncements of politicians themselves. A run through the installation speeches on 1st of October, 1979, by the President and State Governors shows the following. President Shehu Shagari on his first day in office restated and reaffirm his Party's stand as far as housing is concerned. He claimed that it is because of the preference for housing that his government created Ministry of Housing and Environment at the Federal level. Governor Jakande of Lagos on his part declared openly free education. In fact all U.P.N. controlled states did so officially. Jakande promised the people of Lagos State that the problem inherited from the Military will disappear in his time.

Nwobodo in Anambra created Ministry of Public utilities covering water supply, rural electrification, transportation and environmental sanitation to reinforce the activities of Ministry of housing and works to ensure better life for the people. Governor Attah of Kwara State said that the efforts of the States Town Planning Authority will be

intensified to effect proper planning of our Towns and Villages to make the supply of infrastructural amenities meaningful.

From the above official pronouncements it can be seen that all the elected Politicians despite their political bearings have the same thing in common - which is the improvement of people's welfare. This too is the objective of physical planning. However, we cannot be quoted the set up in which we works has not delegated any authority to you.

5.30 The differences between Politics and Physical Planning

On table 4.02, four different classes of differences are identified, however out of these four, it is only the approach of both processes that is liable to having different forms in operation, depending on the factors and or variables involved. This section will therefore concentrate on the differences between both processes stemming from differences in the approach.

Wholistic approach

The physical planning profession takes an 'Wholistic' approach to decision making i.e. that physical planning decision satisfies the greatest number. This 'Wholistic' approach could also be seen in terms of the planning space

in which planners operates. The politician on the other hand tends to have an 'individualistic' approach, this does not mean that it favours only one person. Any approach within this context is 'individualistic' if the focus of interest is only a fraction of the community or physical space. There are ample case studies in Nigeria to show this 'wholistic'/'individualistic' conflict between planning and politics in Nigeria.

A first case here is the planning operations of Lagos, pre-1967- when the 12 state administrative structure of Nigeria was created. Up to 1954, Lagos was part of the then Western Nigeria but the intense Regional Politics that was developing in the country by then, and the increased demand for the country's independence in which Lagos was sure to remain the Capital of Independent Nigeria led the other Parties N.C.N.C. and N.P.C, the dominant and ruling Parties in the eastern and Northern Region respectively to pressurise the colonial administrators to federalise the Capital City. The declared federal territory included the Lagos mainland and the Islands surrounding it.

With the increasing growth of Lagos however, the federally owned land was filled up and intensified development led to encroachment on the Western Region whose capital, Ibadan was far removed from Lagos. The Planning authority in Lagos had legislative power to plan

and control development in these new areas, nor infact could they be provided with certain basic infrastructural facilities, utilities and services. Consequently most of the areas developed into slums and squatter settlements. These problems continued up to 1967 when the 12 state structure was created. This however provides one of the reasons for the ineffectiveness of planning control that characterised Lagos up till now.

Similar situation exist in Kaduna, where a capital territory of 8 km radius from the centre of the town was carved out of the former Zaria Province. Due to increase in population growth, that area has presently been filled up and numerous developments in areas such as Nassarawa, Television, Hayin Bauki, are found in other Local Government Authority, such as Zaria, and Kachia with headquarters 80km and 130 km away respectively.

When the Kaduna Capital Development Authority was set up as a planning authority, in Kaduna, its jurisdictional limit was only the capital territory. Presently however, these non-capital territory areas are not given any planning attention and are also gradually developing in a highly unplanned manner.

Another case in mind is the decision by the Kaduna State government to create more local government areas in the state, which resulted into the creation of 36 more new local governments. In both Kaduna and Zaria towns,

there will be three local governments each. What makes it interesting in this study is the fact that under the local government reform of 1976, Physical Planning will, when conditions warrant it be under local government areas. When this time comes, it will be extremely difficult for three different planning authorities to coordinate the development of one town.

Lastly, there is the case of the town Uba in Borno and Gongola States. This town happens to be on the provincial boundary of former Borno and Sardauna provinces. Being a very small town and under the Regional Structure did not create any significant attention. Furthermore because the two provinces fall into the former N.E State, even at the 1967 State structure not much attention was paid to it. However when in 1976, the NE State was divided into three states and Borno and Sardauna Pronvinces falling into different states, and the increasing growth of Uba, the boundary issue surfaced. The town is divided by a road into two states, Borno and Gongola. The Nasir boundary adjustment commission of 1976 did not solve the problem. Presently the town remain in two states, the western part in Borno while the eastern part is in Gongola. As of its political importance Uba may be the only town of its comparable size, at least in the two states that have duplication of amenities, facilities and utilities. The town has two secondary schools, the part that belongs to Gongola State has electricity supply while that which belong to Borno has none, it has two chiefs and in the present local government creation exercise

Gongola State has made its part a Local Government Headquarter while Borno has not.

In all the cases outlined above, it becomes glaringly clear that the political boundary is not continuous with the planning boundary of the cities. In the case of Lagos, before 1967 and Kaduna as of now the planning boundary has not covered, what for all intense and purposes areas the man from Kaduna or Lagos. Consequently many decisions that have glaring physical planning consequences cannot be controlled by the planning authorities.

In Uba and possibly Zaria, (in the future) a lot of resources is being wasted by duplicating the provision of urban infrastructure, at a very small scale that could perhaps be provided cheaper due to economies of scale if provided at larger scale.

Though the above given examples show basically the implications of differences in the approach of planner, and Politician. The underlying issue of power and Authority can however not be completely divorced from it. The argument here is that the approach could be any, but the interest of the politician must be strong enough in the plan for its execution. A case in mind here is the New Federal Capital, Abuja. The argument is that deliberate means to execute Abuja have been taken simply because the ruling party is interested in it. If it could have been another party in power with different motive Abuja probably may not have taken off.

Another issue is the central Lagos slum clearance. The objective of the government is to upgrade the area and improve the living conditions in the area. Peter Morris, in his study of Lagos found that on a priority scale Central Lagos should not have been the first to be cleaned. He said that the implicit objective is to clear this area, with the view of improving its environmental conditions to make the area worthy of a national capital.

It is because of this implicit objective that they went along to carry out the project despite protests from people on the social cost of the programme.

Thus it is advanced here that politics, is a strong infrastructure necessary to bring all the elements within the environment together.

GENERAL FINDINGS OF THE RELATIONSHIPS BETWEEN PHYSICAL PLANNING AND POLITICS

A. GENERAL ENVIRONMENT OF PHYSICAL PLANNING IN NIGERIA.

1. Physical Planning essentially has been the function of the political system
2. The politicians have been the doers and not the conductors of societal values
3. Planning has moved from the circle of Aristocracy (Colonial Masters) to that of the executive and bureaucracy
4. It is heavily based upon the use and extension of statutory powers and sanctions
5. From its inception, it has been shielded from the Political System
   - absorption by a benevolent Aristocracy
   - in bureaucracy its guided by 'General Orders'
   - Code of ethic = Apolitical
6. Planners Client are not easily definable
7. Orientation of Planners within the Security is towards 'job security'
8. Practice basically technocratic
9. Planners are public controllers of governmental decisions.
10. Planning is viewed as improving or making visible the environment, not as dealing with totality of the environment.

11. Planners lack deep personal conviction and commitment, rarely is the comfort and security of the planners threatened by inability to have plans fulfilled

12. Predominance of consultancy planning in the country have not encouraged self criticism among Nigerian planners

13. Plan implementation is done by a mare of agencies such as Ministry, Corporation,

14. Public awareness is based on the notion of democracy that emphasises representation rather than participation

15. Unlike most other developed countries, Planning is carried out at the state level, not at the grass root level -i.e. the L.G.A.

PLANNING PROCESS

1. Planning activities are usually exercised by unclear goals and objectives, splintered decision-making in complex organisational structure delegated with authority but responsibility is usually little and conflicting.

GENERAL FINDINGS CAUSAL FACTORS

1. Overemphasised economic growth priority
2. Initial total absence of systematic physical planning
3. The piecemeal solutions of environmental problems
4. Heavy reliance on bureaucratic institution
5. Direct exertion of pressure by interest groups on the government
6. Considerable gap between the population and the leadership is not conducive to public participation
7. With the colonial administrators, public participation was a non-issue because they constitute the planning authority and vested interest.
8. Over simplification of role by planning education

CHAPTER SIX

6.00 PROPOSALS.

This chapter will on the basis of the findings in all the other chapters, now proceed to make proposals which will enable the attainment of physical planning objectives within the actual set up in which all the actors as identified earlier on in the study participate.

6.10 PROPOSAL CONSIDERATIONS

The proposals that will be made in this study will evolve round a main consideration which is how the physical planner who is socially oriented in his training will be able to perform his role toward achieving his objections and hence his professional expectation. This main consideration is based on the findings of the analytical foot employed in this study, which had shown effective planning to be product of all its facets and has also shown politics to be the product of all its facets. Therefore, if it is the multiplicity of all factors and variables composing the process of planning and politics that will also shape them, then it becomes necessary for the planners to trace the source of those factors and variables that are "external purpose" to the Planning process.

The main consideration here is the relationship between the value or power groups which constitute the interest or pressure groups. This is because this group is one of the secondary facets of physical planning process. This interest group all along the analytical phases in the study has shown its capacity to influence decision makers and hence decision making process. Figs 3.05, 3.06 and 4.07, Clearly show the influence impact of this factor on decision making. Also fig 3.01 which is showing the operational set up of physical planning shows their areas of intrusion into the operational set up. Hence the decision-making process is liable to influence. The proposal will therefore, employ these attributes of the interest groups which are actually minority in the community and project it towards mobilising the community at large so that the community at large too will have the ability to influence the decision-making process in getting their needs and wants. Fig.6.01 shows the plan of the relationship between the three actors.

The generality of the people have a linkage with the politician that is similar to the one the pressure groups have too but the latter's is stronger due to all the factors identified earlier on in the work. It is this similar linkage that the planner will exploit to get

the demands of more and more people satisfied.

This notion seems to be given emphasis here because of its importance which is that planning is done for the people and the success depends on the extent of the acceptance and interest of the people.

6.20 PROPOSALS

A These will take many form, but basic to all the forms is that the people should be more involved in physical planning in all the stages. To this effect the following relationships have been proposed for effective physical planning.

6.21 PROPOSED NECESSARY RELATIONSHIP FOR EFFECTIVE PHYSICAL PLANNING.

No.	STAGES OF PHYSICAL PLANNING PROCESS	PHYSICAL PLANNER	POLITICIAN	PEOPLE	REMARK
1	Planning problem identification	Raised problem arranged in order of priority	Be made aware of the basis of presented priority.	Should raise problems	Actual felt needs of the society are considered.
2	GOAL Formulation	Effective Communication of all considerations in the formulation to the politician and the people	Should be party to the goal formulation to avoid deviation from political objectives.	Conscious involvement guarantee cooperation in other stages	Clear and specific goals.
3	Survey (Data) Collection	Clearly defined survey population should be well informed of the need for the exercise	Should show positive interest by mobilising the people to respond	Should be aware of the advantages of giving correct information	Good data base for proposal

No.	STAGES OF PHYSICAL PLANNING PROCESS	PHYSICAL PLANNER	POLITICIAN	PEOPLE	REMARK
4	Choice making	Communicate in unambiguous term the cost and benefit of each proposed alternative to both the politician and the people	The cost benefit and peoples' preference of each alternatively should be made clear, for guidance in choice making	Well informed on the social benefits of each alternative.	Participation of all will remove possible hitch. When it comes to implementation.
5	Implementation	Assume responsibility for the success of the project	be aware of the type and amount of resources needed.	conscious awareness of its form will enhance cooperation	Proper implementation makes the planning meaningful
6	FEEDBACK	Responsive to the feedback and duly inform the politician on their consequences	Have to be convinced of the need to respond to feed back.	Should be encouraged on periodical assessment of projects within the environment.	

Table 3.01 Conducive relationships to effective planning.

6.22 PROPOSED APPROACH OF REALISING THESE RELATIONSHIPS

1. Programmed avenues of effective dialogue between the Planner Politician and the people should be incorporated into all stages of the planning process. Such avenues will include public meeting, discussions, and debates held in public places which are easily accessible to the people, such as town/village halls, village squares etc. and also use of visual aids such as slide and film shows, display of models etc.

2. The Planner should keep the Politician and all other interested parties in any plan well informed on all planning issues involved in very simple language to enhance their understanding. This will enable:-

(a) the Politicians to take initiative in informing people of the benefits of planning

(b) the acceptance of planning agencies and technical advice of the Planner as integrated part of the government by both the Politician and the people.

3. The Politicians and People should mutually accept the planning agencies and technical advice of the planner as integrated part of the government.

B. In this proposed approach cognizance is taken of the varying levels of degree of understanding and conscious awareness of the environment within the community. Therefore in order not to generalise the participation form among the people, a citizenship participation scale is being proposed to define the form of the relationship between the planner and the community. The proposed scale assumes the structure of government in the country i.e Federal, State and Local. It operates on the assumption that the degree of sophistication in understanding is highest at the national level and lowest at the local level and also most heterogeneous at the sort of intermediate level which is the state level. On the basis of this different forms of participation in the planning is necessary.

Advocacy is proposed for the local level with heterogeneous characteristics.

CITIZENSHIP PARTICIPATION SCALE

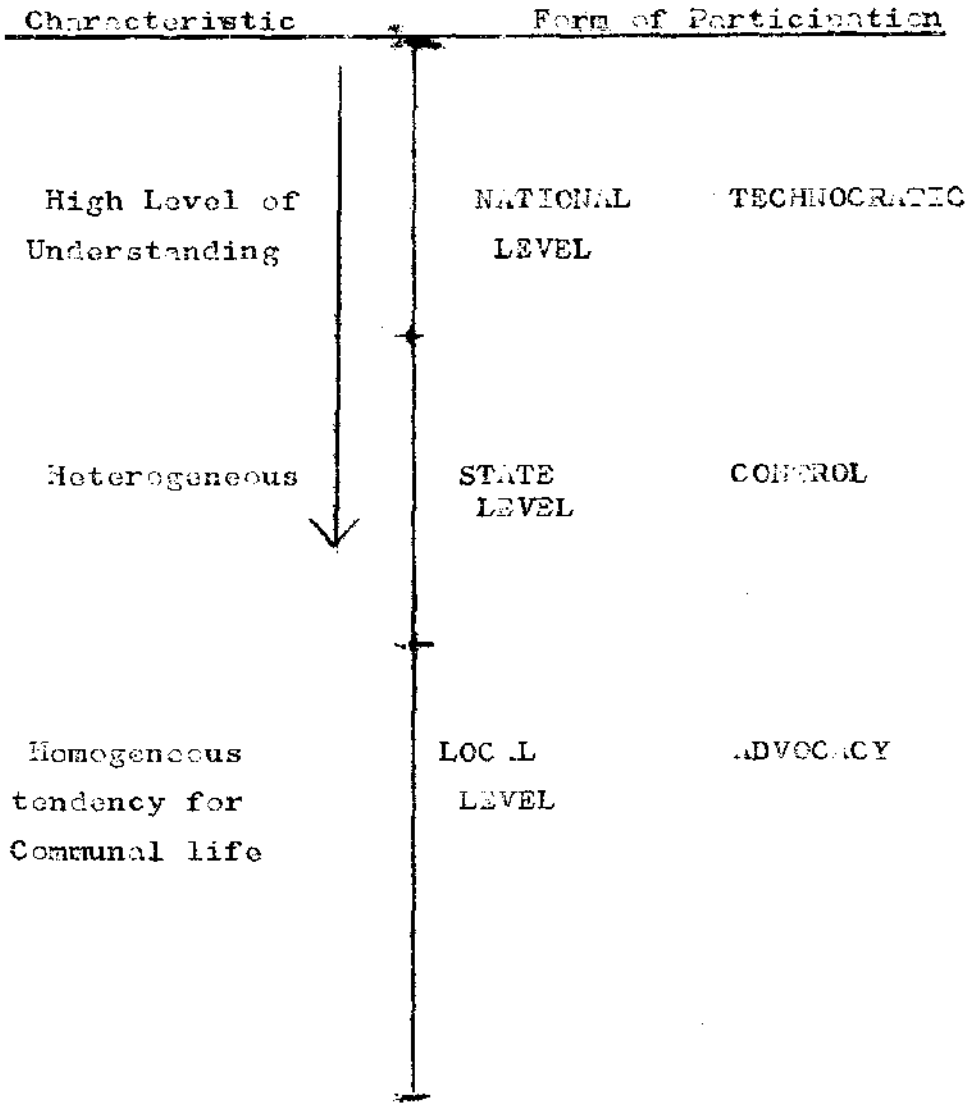


Fig. 6.01.

Inherent in this characteristics is the tendency for communal life therefore it will be possible to get the people for discussion. Control at the State level where strong monitoring on the Planner is required and strong cooperation on the part of the public is also required and at the National level the technicality of the programme will have to be explicit because it will define the outcome of the programme.

The other proposals stem from the above proposals and they are :

C. Programme should be made for educating the people about their environment and their responsibility to the envifonment and the Planner.

D. Now that it has been established that planners cannot be insulated from politics, the compliance with sparsity of courses in Planning education which concentrate on problems of local Planner will must go and be replace with courses substantiated with case studies of experience of planners in practices.

E. With the new political system of four term in office, the Planner should endeavour to make physical plans that will fit into the four - years in office.

F. Also, because of the tendency for Politicians to use promises with physical planning implication to win the support of the people during electioneering, the planner should have a strong working knowledge of the manifesto of the political parties so that immediately an assumption proposals for execution of the manifesto with planning implication are submitted to the party.

CONCLUSION

Physical Planning and politics, conceptually and structurally are the same. Both have demands arising from man-value system as the inputs of their system. Thus it is expected that the interaction of the two institutions within the community will be about equal. However, this has not been found so instead of a situation in which the activities of planning is a subset of political activities implying the overriding influence of politics. The basis of this is the differences in their operational means. These differences have in turn given rise to differences between the two systems with more striking features than the similarity between them. The tendency therefore is the lack of recognition of the similarity between them, which is an important factor because it can be seen as the explanatory variable of the conflicting identities and assignment of role

The recognition accorded to role of the Politician by the people which is lacking in physical Planning role coupled with the numerous relationships infiltrating the political system have made its positive cooperation with planning an infrastructure necessary, important and desirable for planning to achieve its objective of designing, creating and maintaining a healthy congerial and aesthetically pleasing environment.

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