MACHINERIES FOR URBAN DEVELOPMENT;
A STUDY OF URBAN PLANNING ADMINISTRATION IN KANO & KADUNA

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I N T R O D U C T I O N

The study of urban administration geared in particular towards the development activities of an urban centre is still a new phenomenon in Nigeria, if not in the world as a whole. Ever since the 19th century there existed a few human conglomerations in the Northern part of Nigeria which we could rightly term as urban centres. Places like Sokoto, Kano, Katsina, Zaria and Bida had possessed a high degree of social complexity and physical distinctiveness setting them apart from purely rural communities. In these cities the administrative heirarchies were quite elaborate. "The walled city was administered by ward heads answerable to the Galadima, the Chief civil administrator for the ruler" The Ward Heads supervised the city's markets where the traders were bound to pay dues in cowries or in kind on their various goods. This organisation was reorganised by the Fulani rulers at their assumption to power by supplementing the tax levy on occupational guilds. The heads of the guilds became answerable for the collection and behaviour of their members, thus integrating them as part of the administration.

The monies realised from these various tax levies, and from tolls exacted at the gates of such cities on travelling merchant caravans, were in theory the exclusive perquisites

of the ruler (with a percentage for the tax collector); but on their side the rulers and their subordinate administrators were bound to secure the safety of the city; to maintain the great defensive walls and gates; to provide the military garrison; etc, without which all these traders and craftsmen could not have pursued their avocation in peace.

Lugard and his administration initiated system of indirect rule putting urban areas, just like any other areas, under continued control by the existing native rulers, with minimal interference by the central government. The British administrators, it appeared, tended to become concerned about urban administration only in-so-far as this concern was forced upon them by their fellow nationals is other occupations. However, as Hubert Allen has pointed out, the British administrators (unlike the French and German, for example) were seldom representative of the British "bourgeoisie" and almost never of the "proletariat". They were lovers of outdoor life, recruited mainly from the rural backgrounds, children of the landed gentry, of military officers, of the yeomanry or the country clergy". They tended, therefore, to have little sympathy with and little understanding of the peculiar problems of urban life. On the whole these administrators thought of urban areas as tiresome anomalies, demanding special treatment on occasion, but as far as possible to be accorded precisely the same treatment as the rural areas.

In the Northern States it is still the practice that the city was, and still is, looked upon as rural in matters affecting their administration. The wards in the city are treated in the same way as the villages only inconveniently closer together than usual.

Difficulties, however, arose when a town began to accumulate any substantial number of non-native civilians. Consequently, as soon as the British administration was established, areas had to be set aside in the main centres of government in which these civilian strangers could be settled nearer to their work places. These were first called cantonments and in a few years later they were vaguely defined as 'Townships' and their administration was put under the control of a central government officer with the powers of a sole local authority.

To study the set-up of agencies for an urban administration in any of the urban reas in the Northern States, therefore, one is bound to encounter difficulties in identifying the powers and functions of all the various machineries concerned with administrating urban affairs in the particular cities. Urban administration takes place within a number of organisations, and outside of organisations, in relationship to formal and informal political, economic and social power structures which may be monolithic or fragmented but are probably plural;

with a variety of processes directed toward different but related problems all held together by the fact that they are concentrated in a geographic area known as an urban centre.

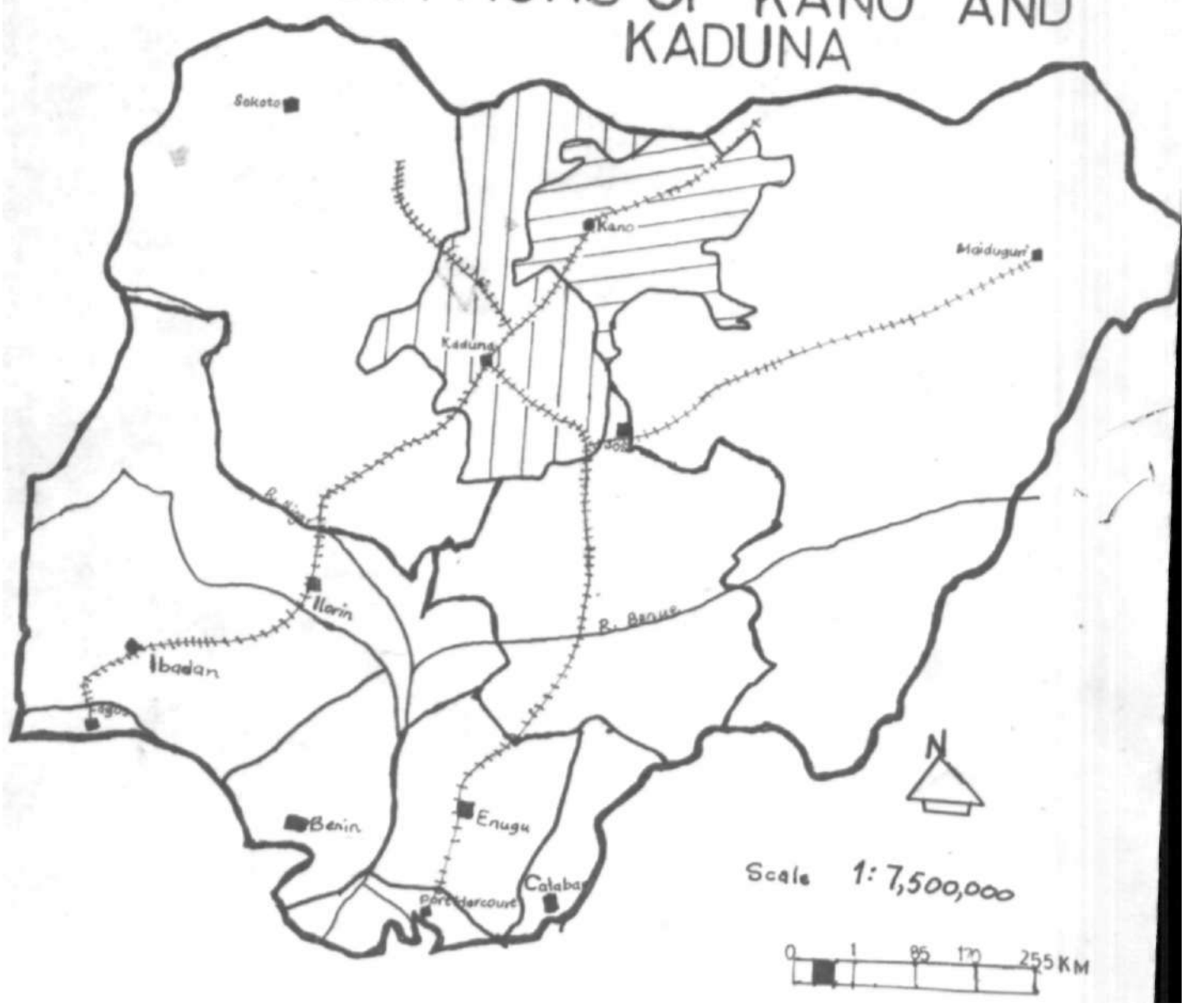
To deal effectively with the problems of the urban centres we need to identify the goals and values of urban communities and develop more sophicticated understanding of the substantive and process problems and policy areas involved. We must develop programes which are finaly timed to dealing effectively with these problems in terms of the values and goals identified. We must develop understanding and skills relevant to transmiting policies and goals into well-managed problems on a continuing basis in our metropolitan areas. There is a great need for better understanding of the ordering of activities of urban public administration and of the roles of individuals involved in these activities. To maintain satisfactory relationship between governmental units, a well-developed communication system between the various authorities is essential. By and large it is the free and frank discussion which this open-minded communication system will bring that often increases the area of agreement and in any case promotes a better mutual understanding of problems and points of view.

The choice of Kano and Kaduna in this study is a deliberate move to show how the two metropolis, each of which is the capital of it's State, is being administered. Efforts must be taken, therefore, to study the administrative procedures and the relationships of all the agencies that are concerned with controlling such procedures. Consequently a model of urban administrative set-up will be given.

FIG 1(a)

NIGERIA

POSITIONS OF KANO AND KADUNA



CHAPTER 1.00 - A PROFILE OF KANO AND KADUNA

The Kano Chronicles describes the first settlers of Kano as the Abagayawa who migrated from Gaya, a district of the present-day Kano Emirate. The migrants settled at the foot of Dala hill which area was thickly forested up to the banks of the Jakara river (about half a mile away). The Abagayawa were mainly industrialists engaged in the smelting of iron ore; and with it they developed transactions of trade not only within the Western Sudan but also as far as North Africa.

The ancient city developed first as a Hausa and then as a Fulani kingdom, the history that goes back nearly a thousand years. The history of Kano is mainly one of trade and not war, Kano been one of the most prosperous and famous of the many great markets lying along the twelfth parallel of latitude, the meeting point for the camel caravans from North Africa and the export trades of the comparatively rich savannah country o f the Western Sudan.

The development of the Metropolis of Kano to it's present status has a long historical background. However, the period before the coming of the British Administration in 1900 saw the concentration of old walled city in an enclosed distinctive whole, quite separate, except in the way of the Emirs tutelage, from the surrounding villages outside the wall. With the

When the British came, as we have seen, strangers from all walks of life both within and outside the country. These non-natives, either Africans or otherwise, seized the opportunity of the war-free time and established themselves in the new settlements to the east of the City. The European Administrators and other whites established themselves in segregated areas of Nassarawa and Bompai, the Orientals established themselves in Fegge and the neighbouring Syrian quarters while the blacks were settled in the Sabon Gari and Brigade. The new settlement areas outside the city were in 1971 merged under the Township Administration but only a few years later all the non-white areas were reveted to the jurisdiction of the N.A. Administration. This brought the new Metropolis of Kano into three district jurisdictional areas: the City, the Waje and the Town-ship. The creation of new States in Nigeria qualifies the former Kano province as a State, with Kano itself as the State headquarters. The new State instituted a Local Government reform setting up five administrative areas out of the Kano Emirate, and the Metropolitan Administrative Area was made to include two more districts of Ungogo and Kumbotso.

I need not go deeply here on the Agency structures, however, but later on in this chapter and also in chapter two, I will elaborately give out a containment clarifying this issue.

Kaduna, unlike Kano is a recent creation of the Lugardian forces. It was established as a contonment to cater for the garrison of the British Colonial Armed Forces and as the Administrative Headquarters of the carved out Northern Nigeria. Before the second world war, Kaduna was only a small town limited to a partial completion of Lugard's original plan. However the period between the war and 1960 (and beyond) saw Kaduna as a rapidly growing town with various native settlements and industries springing up with astonishing urgency.

By the promulgation of the Township Ordinance in 1977 Kaduna became a Second Class Township, but in 1956 this status was changed when it was converted as the Kaduna Capital Territory under the Kaduna Capital Law which brings together areas of the 2nd Class Township and the neighboring rural and urban districts covering a total area of some 44.5 square miles. This area was exiced from the Zaria Emirate and province and established as a Capital Territory under the control of the Governor-in-Council acting through an administrator who combined in himself the powers of the N.A. and the Local Authority in the Second Class Township. Thus he could make both orders and rules under the N.A. Law and by-laws and under the Township Law. The Capital territory was devided into four local councils in the form of district councils in other areas.

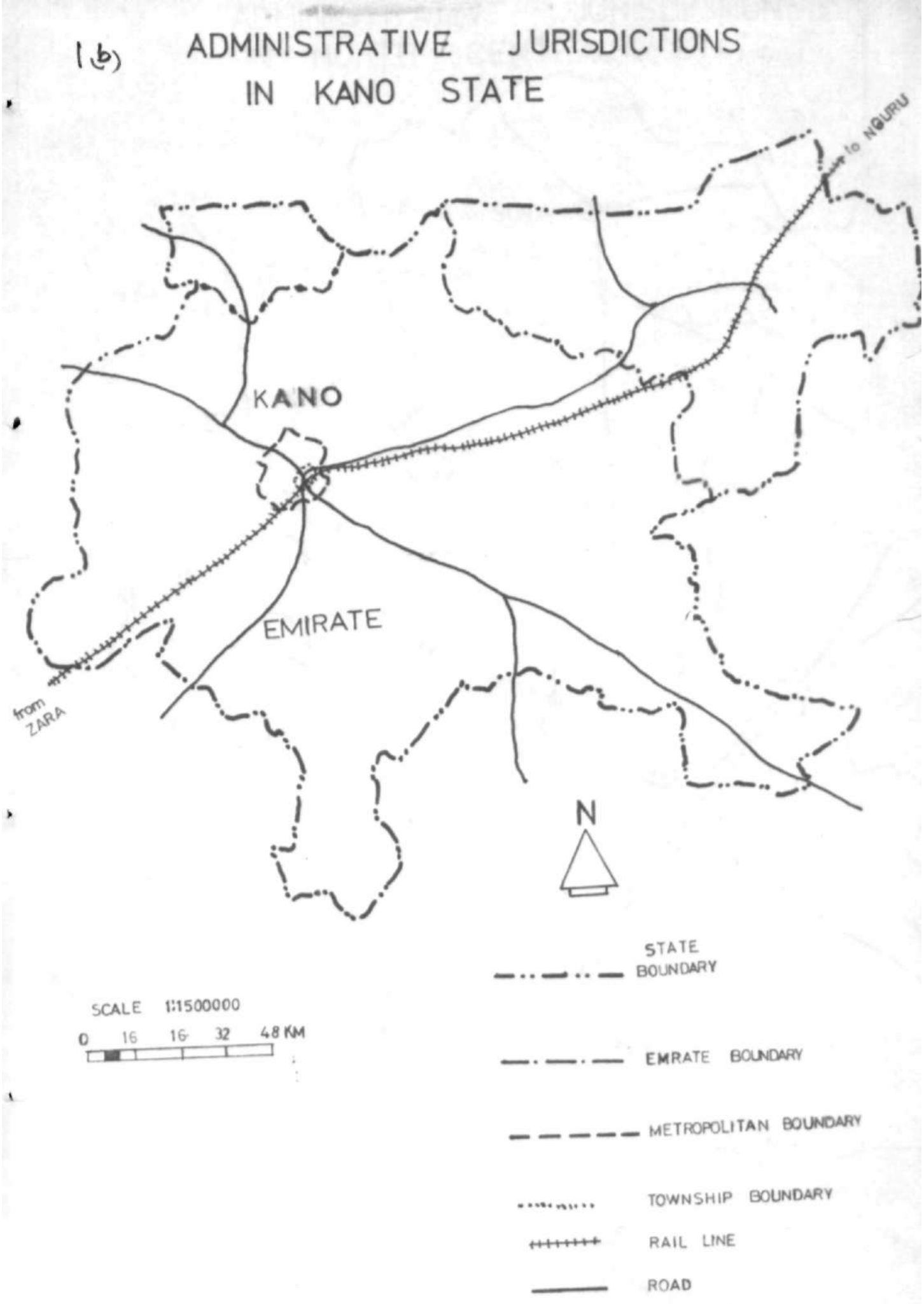
But in 1962 a Kaduna Capital Admendment Law was passed setting up an Ordinary Native Authority with two districts in place of the Administrator (who has, however, been acting as sole N.A. until November 1973). The results of these changes now mean, as Max Lock complains, that "the legal jungle is fairly thick", and in particular, "the native authority registration of title which was lax in any case has now become chaotic". At law, however, Kaduna now becomes one of the six main local authorities in the North Central State, though it is never-theless appropriate to record that the character of Kaduna Local Authority differs from all others. It is essentially an urban authority, a fact which is reflected in the services it provides and the grants it receives from the State Government, both of which are consistent with those of a Township.

With the revival of the Kaduna Local Authority in 1973 the whole jurisdictional area was devided into five districts of Doka, Tudun Wada, Kano, Makera and Gabasawa. At the time of writing this thesis, however, the functions of the newly formed district councils have not been set out.

1.10 Area and Location

The Metropolitan Area of Kano is situated at distances 723 miles north of Lagos, 373 miles south-west of Maiduguri and 335 miles east of Sokoto - (see figure 1). Kano lies on latitude 12° 03' N and longitude 8° 32' E. Kano urban region covers and area of approximately nine mile radius.

1(b) ADMINISTRATIVE JURISDICTIONS IN KANO STATE



Kaduna is bounded to the north by the junction of Zaria/ Mando Road; to the west it follows the valley of the Mashi River in Kaduna North and the main Lagos railway line in Kaduna South· to the east the Kaduna River form a complete break along with a tributary running down to the Kachia Road, and finally the River Romi valley defines the limits to the south. The area measures some 44.5 square miles. Kaduna is almost 600 miles by road from Lagos and some 160 miles from Kano. (see figure 1.).

1.20 Physical Features

The old city of Kano is surrounded by a thick mud wall which forms a physical barrier in the expansion of the city itself. However, developments are possible on each sides of the city wall though certain physical features may cause some difficulties. The main physical features of Kano are the Jakara River, the only perenial stream in the Metropolitan K Kano and it's tributaries deters some progressive development. There are also some wet season water courses draining into the River of Kano. The Kano region as a whole falls within the Sudan vegetation zone and Urban Kano is some 300 miles south of the perimeter of Sahara. The Metropolitan Area is situated basically in the region of gently undulating plain sloping to the South-east, though it is characterised by two prominences, Dala and Goron Dutse hills while rise to the heights of 1,753 feet and 1,697 feet above sea level respectively.

Kaduna regional topography consists of a rolling part-like terrain with little relief situated about one hundred feet above and below 2000 ft. contour line. The solid granite inselbergs rise sporadically like great domes as much as a thousand feet above the general level of the plain which to the east and south-east from Kaduna abruptly ends in the escarpment to the Jos Plateau. The whole area is crossed by a fairly thickly woven body of streams flowing in broad, shallow valleys into the main Kaduna River and it's tributaries. Over most of the area the surface has decomposed to laterite. Erosion is mainly by the small treams that cut deep gulleys leaving the residual laterite caps to be gradually eaten away at the edges by natural forces of rain, wind and vegetation.

1.30 Population and Settlement Patterns

KANO

In terms of population and the size, the Metropolitan Area of Kano is the most populars in the whole Northern part of Nigeria and is placed third in the Federation. Metropolitan Kano has excessively alrge population in relation to surrounding settlements and towns within it's catchment area. This relatively excessive large urban centre and it's surrounding population conglomeration overshadows all and it's catalytic effect stimulates excessive migration.

Metropolitan Kano with a population of 239,100 in 1952 rose by one hundred percent to 467,600 in 1963 and is expected to pass the 1,000,000 mark in the 1973 census. Except in the urban areas of city and Waje, however, the populations of the districts of Ungogo and Kumbotso rural districts are mainly living in scattered hamlets and homesteds. Irevallion in his report registers a surprise on the existance of large settlements such as the urban Kano developing within rural areas described by a radius of eight or nine miles from the urban centre. However, Kano is surprisingly by nature situated in an intense agricultural area with no substantially sized towns or villages a short distance away. This pattern of settlements forces the urban centre to shoulder a more heavier burden for the supply of essential social and public services which cannot be provided economically to much small settlements. Figure shows the settlement pattern within the Metropolitan Area of Kano and the trends of their expansion within the current twenty year plan period.

Kano is listed among the most rapidly expanding urban centres in the whole Federation of Nigeria and much of the increase occurs through immigration both from within Nigeria and from outside it. Table 1 illustrates the numbers and origins of the migrants into the Kano Urban Area.

FIG 2

SETTLEMENT PATTERN
KANO METROPOLITAN AREA

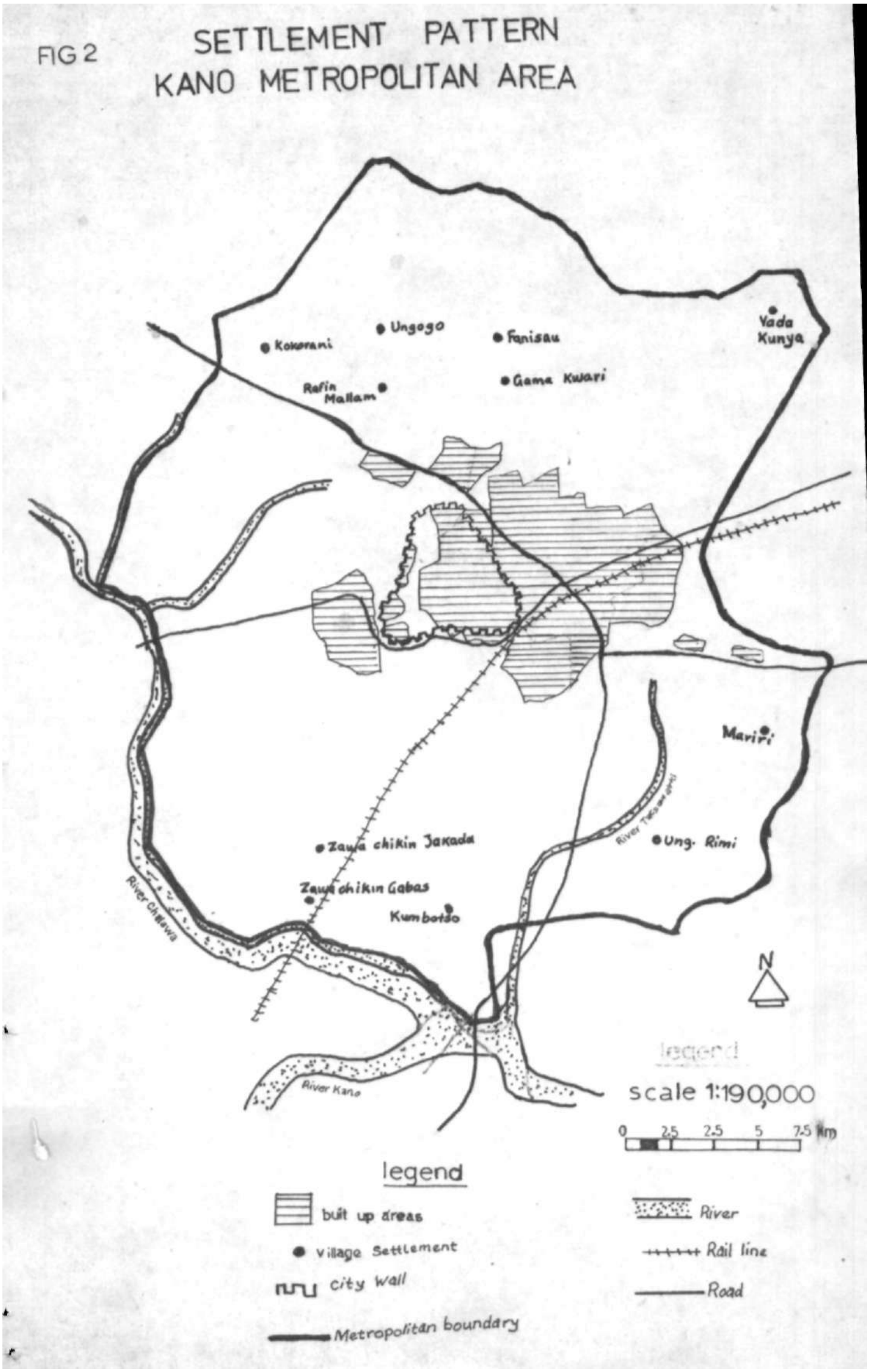


TABLE 1

DISTRIBUTION OF KANO URBAN POPULATION BY NATIONALITY, ETHNIC GROUP AND SEX IN 1963

Nationality and Ethnic Group	POPULATION		
	Males	Females	Total
Hausa	144,514	134,094	278,608
Fulani	19,814	19,198	39,012
Yoruba	7,994	6,736	14,730
Ibo	5,725	3,260	8,985
Kanuri	3,804	2,540	6,344
Nupe	1,071	1,071	2,222
Bade	19	13	32
Waja	3	7	10
Kudawa	-	1	1
Other Nigerians	8,141	5,039	13,180
Niger	187	37	224
Ghana	129	94	223
U. A. R.	88	74	162
Chad	177	39	216
Togo	64	44	108
Other Africans	155	126	281
France	851	183	1, 034
Lebanon	471	350	821
Briton	444	336	780
U. S. A.	55	47	102
India	67	31	98
Other Countries	286	159	445
Unspecified	71	27	98
TOTAL			
All Nigerians	191,165	171,959	363,124
All Nationals	194,151	173,506	367,657

SOURCE: Kano State Statistical Year Book - 1970.

KADUNA

Kaduna being a twentieth century town has considerably new settlers coming from all walks of life. Infact the Urban zone in Kaduna is considered by most Northern Nigerians to be a town for all and owned by none. The original settlers of this area have persistently continued to live in their scattered villages and hamlets while the urban settlers, unlike in Kano and other urban centres in the North, are the strangers mostly from the various parts of the Federation.

According to the population census, the population of Kaduna has increased from 49,000 in 1952 to 149,000 in 1963 and a projection to the future increase is given at 11.0% rise within the urban centre Kaduna experiences an influx of young and ill-trained people because of its conditions of city life and opportunities for work. It's status, until 1968, as the headquarters of the Northern Nigeria, and later as the headquarters of the North Central State has given rise to mass recruitments in the public sector of the economy in addition to the rapidly growing industrial activities of the metropolis. Table 2 illustrates the population ratios and population change of settlements within Kaduna.

A profile of Kaduna population will show that almost one third of the population was born in Kaduna itself, while only one tenth of them are adults. In fact three quarters of all the children were born in the city but only seven percent of the adults. This confilms, therefore, that the majority of the population have migrated to the town, with the majority of the migrants coming from the Northern Provinces.

FIG 3

TTLEMENT PATTERN

A CAPITAL TERRITORY

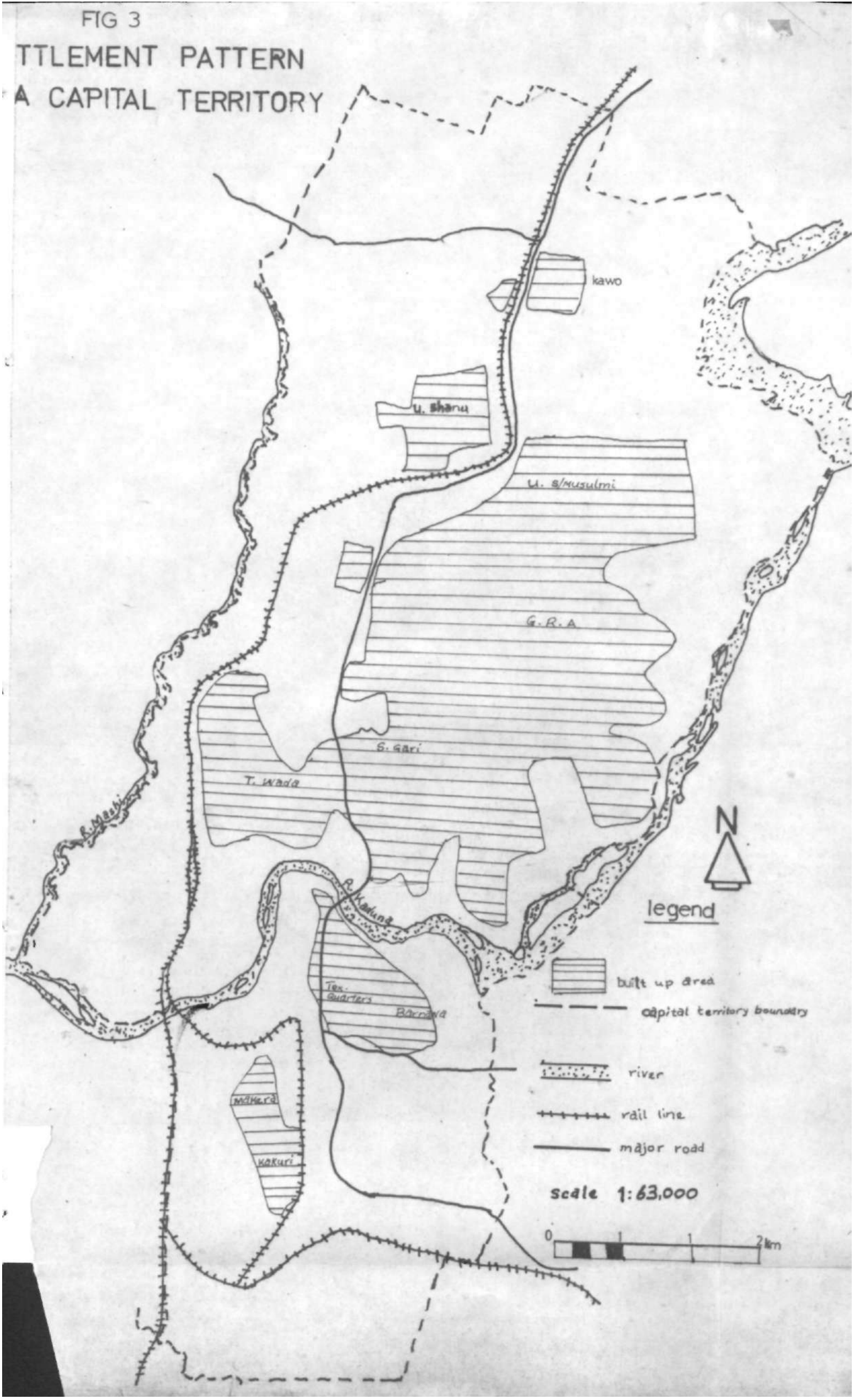


TABLE 2

POPULATION OF KADUNA TOWNSHIP BY NATIONALITY & SEX - 1963

Nationality	POPULATION		
	Males	Females	Total
All Nigerians	86,147	61,210	147,357
Nigeri	-	-	-
Ghana	73	63	136
Zaria	-	-	-
Cameroun	-	-	-
U. A. R.	32	38	70
Chad	58	34	92
Sierra-Leone	42	28	70
Other Africans	93	54	147
Scandinavia	-	-	-
U. Kingdom	683	498	1,181
U. S. A.	58	45	104
France	-	-	-
Pakistan	73	60	133
Other non-Africans	323	206	529
Unspecified	64	27	91
T O T A L:	87,647	62,263	149,910

SOURCE: North Central State of Nigeria Statistical Year Book 1971.

A survey of why the migrants come to Kaduna has revealed that most of the people have come in search of employment while only a small proportion have secured employment before coming to town This is illustrated in Table 2 where we find also that most of the female migrants have come along to the town with their husbands.

Unlike Kano, Kaduna is only 50 miles away to Zaria, another substantially big urban centre. This should have put Kaduna in a fairly better position than Kano in the sense that it could get a supporting hand in the way of urban services. But like Kano, Kaduna's populations is mostly settled in and around the urban centre. It is however notified that the two cities have wide regions of influence and large numbers of people come and go every day for business. Thus the demand for urban services in both centres is very acute.

1.40 Economic Base

Economic statistics in Nigeria has identified a larger majority of the Federal population as engaged in farming, and this is to a smaller extent true of the Metropolitan Areas of Kano and Kaduna. It is also true to categorise the populations of these areas as multi-occupational in a sense that most of the inhabitants participate in both farming and several other supporting income earning activities. Kano and Kaduna are so far the two most highly industrialised cities in the Northern States and all other towns virtually look towards them for patronage.

1.41 Employment

The major cause of rapid urban growth in the whole of Africa, infact in all the developing countries, has been primarily due to factors outside the urban areas. Lack of opportunities, poor living conditions and the lowly status of the rural dweller have caused the more educated or adventurer to leave his village or home-stead and to seek his fortune elsewhere. Once footloose, the imigrant is attracted to a large centre such as Kano and Kaduna where he can secure employment in the rapidly growing industries or engage in partial trading with a small capital.

(a) Kano

The climate, soil and skills around Kano are conducive to considerable development prospects for agriculture. Infact agriculture is the mainstay of the peoples occupation who participate mainly in the production of cash crops. Kano has ever since been the centre for groundnuts, the biggest export in the Federation.

The method of cultivation used, however, still remains in the archaic tradition in most areas. The growing demand for agricultural products is rapidly changing the system though the land holding size is still very small, averagely 2 xxx acres per farmer within the Metropolitan Area. Market gardening and livestock farming are rapidly gaining importance.

The continued increase of non-farming population will generate a greater demand and a shorter supply of foodstuff. It is necessary therefore to promote the development of larger farms which can make use of industrialised techniques more economically. This means that agricultural land in rural areas should be subjected to the same system of land tenure as in the township so as to increase the farmers' borrowing powers.

For centuries Kano has been well known for its famous trading activities. Today a Kano man appears every where as a skilled businessman. The famous Kurmi and Sabon Gari markets and some smaller subsidiary markets are the main lifebuoy of business transactions in Kano. Articles traded in the daily business in Kano include foodstuff, textiles goods, leather goods, confectionaries and various other local and manufactured goods.

Among the most lucrative occupations in Kano is transport. A large number of the Population is engaged in transport business. This shows the regions of influence of the Metropolitan Kano as far south as Lagos and elsewhere into the neighbouring countries.

Manufacturing industries are also a promising employment sector. This is one of the four largest employment sectors in the Metropolitan Kano. The public sector is also another large employer of labour. Kano being the headquarters of both the State Government and the Local Government Authority has the highest number of public employees within the State.

Table 3 (a) shows the numbers of persons employed by occupational categories at 1963, while Table 3 (b) shows the number employed by both private and public employers. Table 4 shows the number of unemployed persons in Kano State, the majority of whom are resident in the Kano urban area.

TABLE 3 (a)

DISTRIBUTION OF MAJOR OCCUPATIONAL GROUP IN KANO URBAN AREA BY SEX - 1963

Occupational Group	Labour Force		
	Males	Females	Total
1. Administrative, Executive and Managerial	406	6	412
2. Clerical	4,555	188	4,743
3. Sales Workers	25,882	5,041	30,923
4. Farmers, Fishermen, Hunters, Lodgers and Related Workers	16,107	330	16,437
5. Miners, Quarry-man and Related Workers	20	3	23
6. Transport and Communication	6,253	78	6,331
7. Craftsmen, Production Process Workers and Labourers	31,441	2,204	33,645
8. Service, Sport and Recreation	13,134	1,541	14,675
9. Unspecified Workers	757	117	874
Total Employed	104,258	9,842	114,100
Unemployed	1,620	379	1,999

SOURCE: Kano State Statistical Year Book - 1970

TABLE 3 (b)

NUMBER OF PEOPLE EMPLOYED BY PRIVATE AND OTHER NON-STATE GOVERNMENT ESTABLISHEMENT IN KANO AS AT 30TH SEPTEMBER, 1968, BY OCCUPATION AND NATIONALITY

	Full Compliments	Actual No. of People Employed NIGERIANS Kano State Indegenes	Other Nigerians	Non-Nigerians	Total
ALL CATEGORIES TOTAL	17,614	9,363	7,103	621	17,087
1. Senior Category	705	63	149	437	649
2. Intermediate Categ.	864	186	601	40	827
3. Clerical Category	2,312	975	1,416	15	2,306
4. Skilled/Semi-Skilled Category	6,720	3,680	2,880	11	6,579
5. Residual Category	7,013	4,559	2,049	118	6,726

NB. Establishments employing below five people were not covered.

SOURCE: Kano State Statistical Year Book - 1970

TABLE 4

REGISTERED UNEMPLOYMENT IN KANO STATE BY MAJOR OCCUPATIONS AND QUALIFICATION BY MONTH IN 1970

Qualifitation and Occupational Category	MONTHLY FIGURES												
	J	F	M	A	M	J	J	A	S	O	N	D	YEAR AVERA
1. Major Professional Technical and Related Workers	3	6	4	5	5	5	4	7	9	5	3	3	5
2. Administrative, Managerial and Executive	-	-	-	-	-	-	-	-	-	-	-	-	-
3. Clerical Workers	117	78	87	99	96	94	79	80	70	102	77	38	80
4. Sales Workers	10	5	2	16	17	21	12	7	8	16	13	6	11
5. Farmers, Fishermen, Hunters & related Workers	6	-	-	1	3	1	2	1	-	2	2	1	1
6. Miners, Quarrying and Related Workers	-	-	-	1	-	1	-	-	-	-	-	-	-
7. Transport and Communication Workers	58	50	39	42	49	63	47	67	52	70	63	53	54
8. Craftsmen, Production & Other Labourers	311	580	734	320	264	202	323	323	304	299	202	170	336
9. Services, Sports and Rec. Workers	52	51	92	62	36	43	47	41	49	53	43	49	52
10. New Workers with Primary Education	203	251	258	248	223	288	391	276	285	293	204	135	255
11. New Workers with Secondary Educ.	18	4	2	5	12	24	33	35	32	49	25	31	23
12. Others	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL: =	778	1025	1218	799	705	741	938	837	809	889	634	486	817

(b) Kaduna

Kaduna's marvelous expansion within the last two decades has triggered an awareness in the Government circles of the growing needs for the provision of job opportunities and the public services if situations were not to become out of hand. Thus in Kaduna the amount of work and the number of people coming to fill the jobs have to considerable extent gone hand in hand. Reasons for migration of most of the immigrants to Kaduna was to take up jobs or to look for one

TABLE 5

REGISTERED UNEMPLOYMENT IN KADUNA CAPITAL TERRITORY BY SEX AND AGE 1963 - 71

YEAR	Both Sexes Total	18 Yrs. & Over		Under 18 Years	
		Men	Women	Boys	Girls
Monthly Average					
1963.....	1,154	977	15	147	16
1964.....	846	742	17	68	20
1965.....	990	704	14	263	19
1966.....	1,394	1,118	21	136	18
1967.....	-	-	-	-	-
1968.....	783	500	71	204	8
1969.....	1,607	749	29	790	39
1970.....	1,351	528	10	787	25
1971.....	1,867	986	20	844	17
March.. ...	2,712	1,286	37	1,362	27
June..	2,054	1,026	22	999	7
September.....	1,738	996	13	708	21
December.....	962	636	8	305	13

SOURCE: North Central State of Nigeria Statistical Year Book - 1971

of the immigrants to the town are unskilled job seekers while yet another similar figure have arrived within the last few years. Table 5 illustrates the level of unemployment in Kaduna between 1963 and 1971.

The basic job opportunities in Kaduna are in the manufacturing industries and in the Government services. Unlike in Kano, Kaduna has a very negligible number of it's inhabitants purely engaged in farming. Service employment is another important aspect of employment in Kaduna. Much of this service employment, however, is devoted to the whole Northern area. Kano and Kaduna are the two main centres in the North where large scale manufacturing and other private employers such as those engaged in distribution of motor vehicles and repairs, banking, distribution of building material and other goods supplies are situated. Tables 6 (a) and (b) will illustrate this employment level by both the public and private employers.

TABLE 6 (a)

NORTH CENTRAL STATE GOVERNMENT STAFF BY CATEGORIES AND NATIONALITY 1968-71

Categories by Yr.		Total	North C. State Indigenes	Other Nigerians	Non-Nigerians
Senior:	1968	465	248	54	163
	1969	527	311	65	151
	1970	719	428	114	177
	1971	897	519	149	229
Intermediate	1968	190	157	33	-
	1969	295	243	52	-
	1970	433	389	41	3
	1971	480	427	49	4
Junior:	1968	2,521	2,025	494	1
	1969	2,782	2,321	459	2
	1970	3,500	2,861	635	4
	1971	4,448	3,800	642	6
Total:	1968	3,176	2,431	581	164
	1969	3,604	2,875	576	153
	1970	4,652	3,678	790	184
	1971	5,825	4,746	840	239

SOURCE: North Central State of Nigeria Statistical Year Book - 1971.

TABLE 6 (b)

SUMMARY OF EMPLOYMENT BY FIRMS AS AT
30th SEPTEMBER, 1968 BY OCCUPATION AND NATIONALITY

Nationality	Senior Staff	Interm Staff	Clerical Staff	Skilled & Semi-Skilled Staff	Res. Staff
Nigerians....	85	584	968	6,006	6,939
State Indigenes	13	99	225	1,750	2,613
Other Nigerians	72	485	742	4,256	4,326
Non-Nigerians...	300	107	10	8	6
Permanent	154	9	4	4	6
On Contract	146	98	6	4	-
Total Actual Number	385	691	978	6,014	6,945
Vacancies	15	34	32	182	266
Full Complement of firms	400	725	1,010	6,196	7,211

SOURCE: North Central State of Nigeria Statistical Year Book - 1971

1.4.2 Trading Activities

I have already made it clear earlier in this chapter that Kano and Kaduna are the spines of business activities in the whole Northern part of Nigeria. The wholesale and retail activities of these two centres are surprisingly enormous and influence of Kano and Kaduna by far covers a far greater area than the Northern States.

(a) Kano

For centries Kano has enjoyed a position of a trading town of paramount importance, having in the past close connections with North Africa and the Mediterranean coast.

It is, however, not my intention to express the optimism that there is no unemployment in Kaduna. The unemployment figure might be put at ten percent, the level that has persistently been for almost ten years. The low level of unemployment in an industrial and administrative town of Kaduna's status is encouragingly satisfactory bearing in mind that a great number of the immigrants to the town are unskilled job seekers while yet another similar figure have arrived within the last few years. Table 5 illustrates the level of unemployment in Kaduna between 1963 and 1971.

The basic job opportunities in Kaduna are in the manufacturing industries and in the Government services. Unlike in Kano, Kaduna has a very negligible number of it's inhabitants purely engaged in farming. Service employment is another important aspect of employment in Kaduna. Much of this service employment, however, is devoted to the whole Northern area. Kano and Kaduna are the two main centres in the North where large scale manufacturing and other private employers such as those engaged in distribution of motor vehicles and repairs, banking distribution of building materials and other goods supplies are situated. Tables 6 (a) and (b) will illustrate this employment level by both the public and private employers.

The main shopping areas in Kano are the Kurmi and Rimi Markets in the City; Sabongari Market, the Township shopping centre and the Kantin Kwari shopping centre in the predominantly stranger settlement areas of the Metropolitan Kano Area. Plans are underway to establish two new markets at Katsina/Airport Roads and Gyadi-Gyadi. However there is no single identifiable shopping centre for the whole urban area as shops everywhere interspersed in all areas with other and non-conforming uses signifying the enthusiasm of the large majority of the people to engage in trading activities. The number of persons engaged in trading is marvelously great and this can be identified in Table 7 (a) and Table 7 (b) shows the number of stails for both Kurmi and Sabon Gari Markets.

TABLE 7 (a)

NUMBER OF SELLING POINTS AND PEOPLE PER SELLING POINT WITHIN KANO URBAN AREA IN 1962

Location	Number of Selling Points	Number of People to Selling Point	
City	157	1,060	
Gagge	196	108	
Gwagwarwa	54	200	
Sabon - Gari	242	164	
Township (Res Area)	5	1,850	

SOURCE: Metropolitan Kano Twenty-Year Development Plan 1963-83 Report by B. A. W. Trevallion.

TABLE 7 (b)

NUMBER OF STALLS IN THE TWO MAIN MARKETS IN KANO URBAN AREA @ 1962

Type of Stalls	Number of Stalls in a Market	
	City Market	Sabon-Gari Market
Lock - ups	759	2,545
Stalls (Others)	1,820	1,644
Covered Trading Space	1,170	1,554
Open Training Space	400	1,057

SOURCE: Metropolitan Kano Twenty - Year Development Plan 1963 - 83 Report by B. A. W. Trevallion.

Kano accounts for about 50% of all trade in the north. While the retail business is largely controlled by Nigerians, the whole -sale distribution is mainly done by expatriate companies. The Average annual turnover of such companies is usally in the region of N1 million.

(b) Kaduna

The location and speed of growth of non-manufacturing basic sources of employment is inter-dependent on Kaduna's future as an administrative capital. Though Kano is the Northern centre for trade, yet the rate Kaduna's industrial and trading activities are growing is fast enough to classify it in the second place. Kaduna has an established and growing textile and hardware as well as food selling business. Besides the Sabon Gari main market, which has over 350 stalls, there are about seven other suburban markets of varying sizes with over 1,500 traders in each.

1.4.3 Industrial Activities

While the North is predominantly an agricultural region manufacturing accounts for only about 3 pescent of it's contribution to the national income. The Governments in the six Northern States have impressive programmes for industrial expansion and greater efforts are being taken to attract maximum ~~from~~ investment from both domestic and foreign investments into the industrial activities. A lot of incetives are being offered some of which are the provision of well prepared industrial land at negligible rates of rent and tax rebates.

The earlier industrial activities in Kano concentrated more in the processing of groundnuts to produce oil and cakes. Though these types of industries are still expanding and new ones springing up, a large number of textile and food processing industries have been added to the list within the last decade or so.

Presently, the major industrial users are concentrated in the Township industrial estate and the Bompai industrial Estate. But these two estates have now been fully occupied and a new one at Sharada has since been made ready for occupation, with a very wide area for expansion. Numerous smaller industries are present in the township commercial area and a large textile industry is situ-ated in the Gwammaja Quarters of the City. There is also a log sawmill along the Railway line to Zaria, while a new cotton ginnery is being established a Challawa.

In the City, these are mainly associated with traditional craftwork in leatherm sandalwood (aslo used in perfume manufacture) metalwork, cloth dying. There are also several lorry breakers' yards and repair workshops. In the Waje and Township areas local industries include large number of vehicle repair workshops, furniture, garment manufacture, block-making enamelware.

In Kaduna, the industrial activities is concentrated in the Kaduna South where the giant textile mills have dominated the show. It is believed that the total dependence of Kaduna is almost upon textiles in the manufacturing group. Ninety percent of all those employed in manufacturing industry are working in the textile mills. Except for the recent announcements by the Federal Government to establish a peugeot passenger car plant and an oil refinery in Kaduna it could be just to call Kaduna as a one-industry town (see Table 8 (b) for gross input of industry).

Breaking the monotony of the textile manufacture, however, is the existence of several service industries such as construction, printing, weaving, furniture and motor vehicle repairs.

Recently a new industrial estate has been prepared at Kaduna North. But to enhance the development of industries other areas, both for large scale and small scale industrial activities, must be developed.

FIG 4

METROPOLITAN KANO COMMERCIL and INDUSTRIAL AREAS

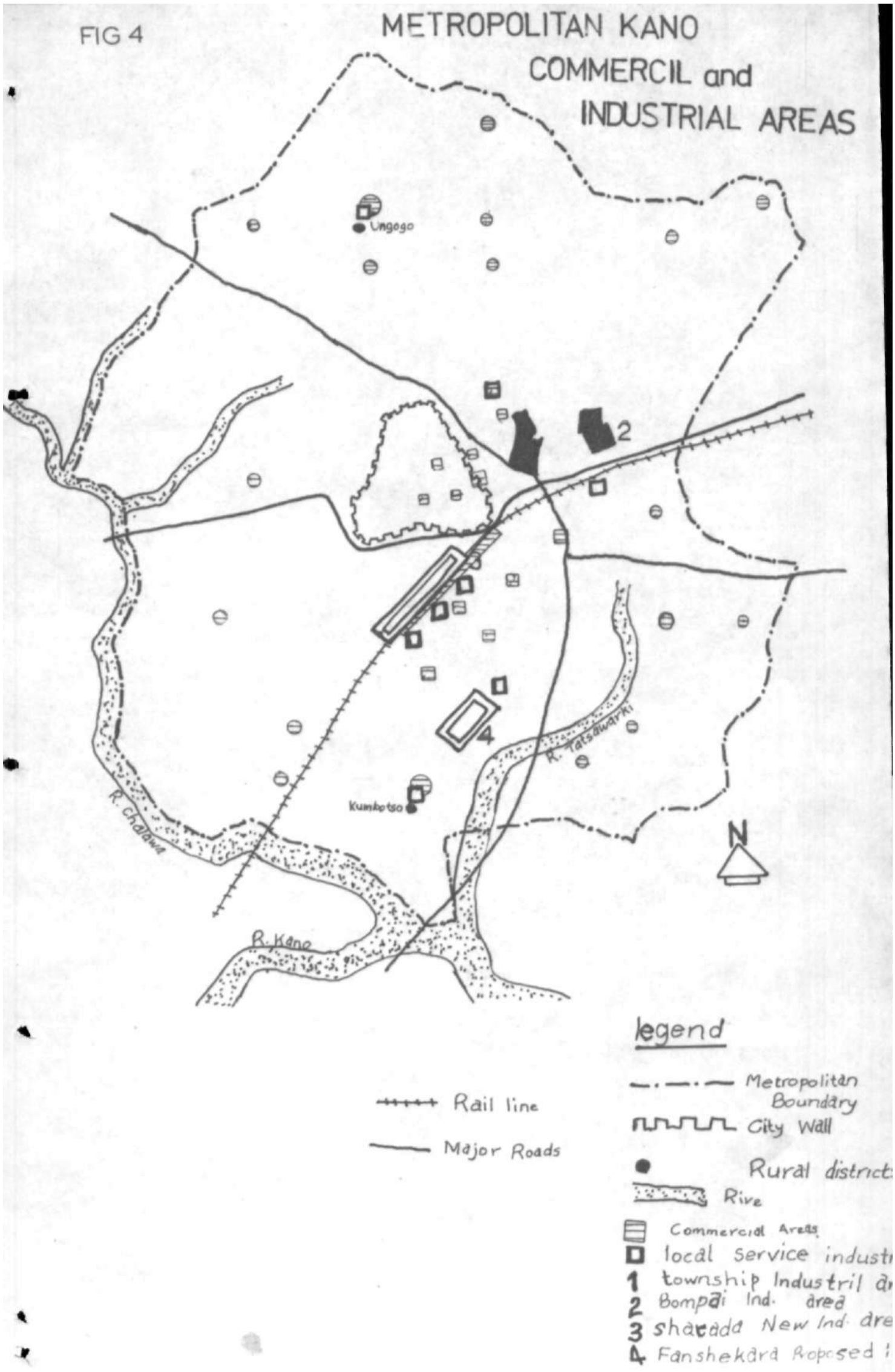


FIG 5

)USTRIAL and COMMERCIAL AREAS
NA CAPITAL TERRITORY

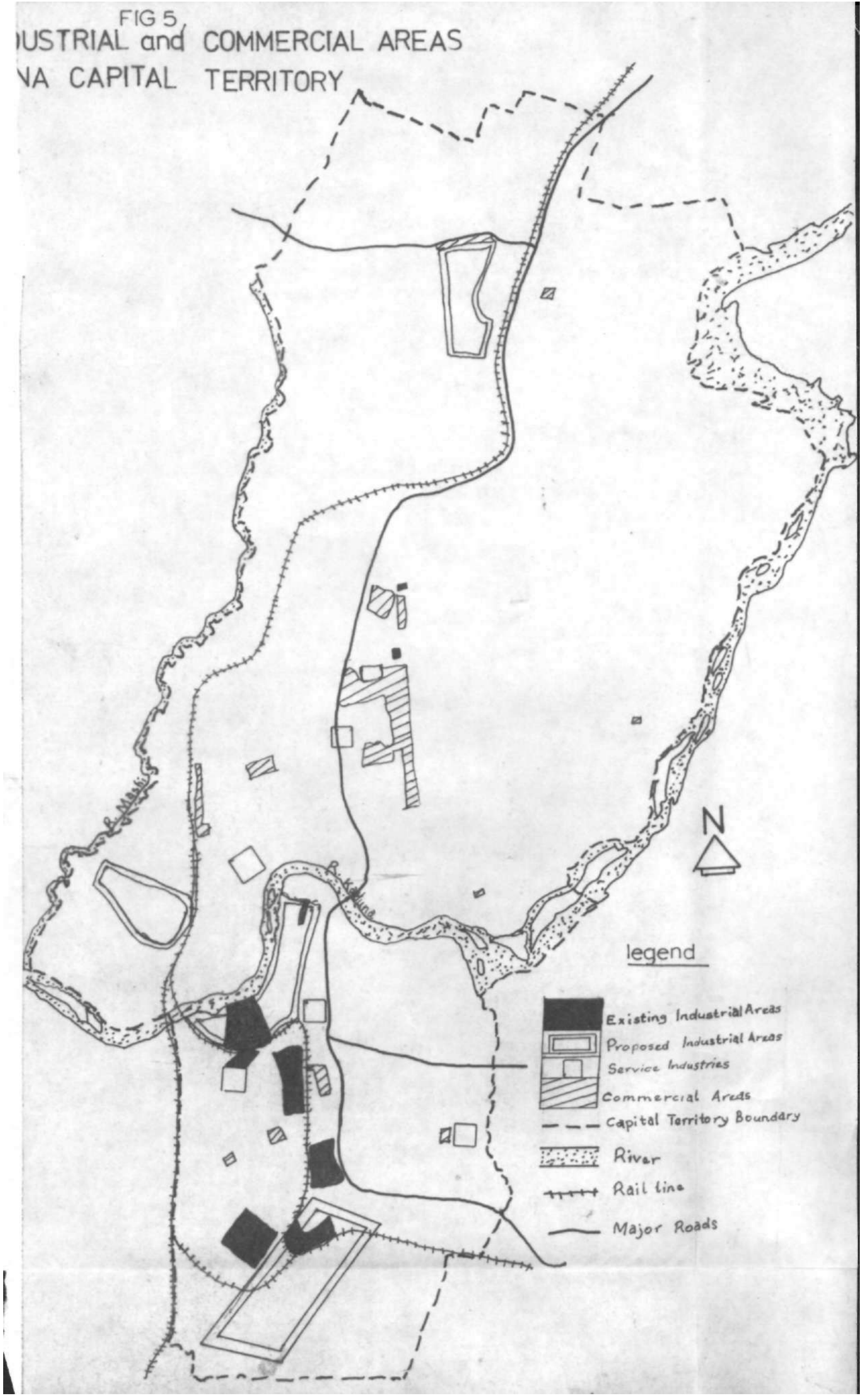


TABLE 8 (a)

GROSS OUTPUT BY MAJOR MANUFACTURING INDUSTRIES IN KANO - 1968

INDUSTRY (a)	Sales of Product	Contract work done	Miscellaneous receipts	Resales	Value of Assets Produced for self	Total	Add/Subtract Value	Gross Products
All Industries' 68	21,194634	81,308	422458	3118324	18780	24835314	535641	24299673
All Industries' 69 (1-11)	30593783	79992	193803	1791472	464513	33123562	2046316	35139018
1. Vegetable and Annimal oils and fat	15638634	33905	110250	1656273	459897	17900959	857971	18738930
2. Coca, chocolate & Sugar confects.	1937665	-	-	-	-	1937665	32896	1904769
3. Spinning, weaving and Finiting Texs	4342399	-	-	-	4616	4347015	40415	4387430
4. Soap, perfumes and other Toilet preparations	1039803	-	-	-	-	1039803	53061	1092864
5. Misc. Chemical products.	525567	-	-	41498	-	567065	16952	584017
6. Tennaries and Leather Finishing	2149393	-	-	29058	-	2178451	36508	2214959
7. Foot Wear	537342	-	-	-	-	537342	1027280	1564622

...../2.

	INDUSTRY (a)	Sales of Product	Contract Work done	Miscellaneous receipts	Resales	Value of Assets Produced for self	Total	Add/Subtract Value	Gross Products
	Fur								
8.	Furniture and Fixtures except metal Furniture	170732	-	-	-	-	170732	2190	172922
9.	Metal Furniture and Fixtures	1313676	-	10778	4000	-	1328453	21039	1349492
10.	Fabricated and Structural Metal Products	1334700	37000	550	55000	-	1427250	100176	1527426
11.	Other Manufacturing Industries	1603872	9087	72225	3643	-	1688827	3262	1692089

NB. (a) Motor Vehicle repair companies were excuded

(b) Industry groups with less than 3 than 3 establishments reporting, e.g. Abbatoir, Beer and stout, were included under other manufacturing Industries.

SOURCE: Kano State Statistical Year Book - 1970

TABLE 8 (b)

GROSS OUT-PUT OF MAJOR MANUFACTURING ESTABLISHMENT, 1965 - 1970 IN KADUNA

Industries	1965	1966	1967	1968	1969	1970
Food Manufact.	3,864	4,636	5,158	10,713	12,158	13,436
Tex & Cotton Ginneries	9,776	13,334	18,739	23,510	35,011	42,761
Furniture and Metal Products	114	55	43	74	406	103
Paper Products, Printing & Pub.,	191	661	583	519	884	1,032
Motor Veh. Repairs and Sales	1.311	2,032	2,434	2,026	3,066	*
Motor Vechicle	17	20	21	38	52	*
Others	831	1,211	838	1,000	1,003	1,412

NB. * Excluded from the analysis of the Year 1970

SOURCE: North Central State of Nigeria Statistical Year Book - 1971

In addition to the more formal industrial development, the City, Sabon Gari and Fagge have scattered small craft and local Industries.

1.5.0 NEED FOR COMPREHENSIVE URBAN ADMINISTRATION

INTRODUCTION

For centuries there was great need for very close proximity of living and working conditions due to security it enhanced and the lack of faster transport system. The abolition of tribal waffare and slave raiding and the availability of vehicular transport have necessarily called for a change of attitude in our traditional, mainly pedestrian pattern of settlements. In addition the number of new settlers and activities into these towns bring new requests for urban realignment and provision of services that are beyond the competency of the traditional system of administration.

1.5.1 TOWNS AND INHABITANTS

There is no need to question the special cultural assets or the greater Northern cities of Kano and Kaduna; or the range of their economic opportunities; or the undoubted attraction of big-city life to innumerable numbers of migrants. It is enough to note that the massive social problems associated with unrestricted urban growth are on the whole increasing. It is of course true that urbanisation and sub-urbanisation, when achieved through good transportation systems, can and has overcome some of the evels of urban squalor and residential congestion associated with sheer compression of living space as originally emphasised by Sir Ebenezer Howard.

A comprehensive urban plan aims at preventing, or at least reducing considerably, the grave problems of traffic congestion, air and water pollution, rising crime rates, political as well as social anomie or violence, and deteriorating or frequently disrupted public services which are particularly associated with massive and unrestrained urbanisation. It would be naive to urgue that all these evels are simply consequences of big cities, and perhaps truer to see them as the outcome of modern social systems and cultures; yet undoubtedly the big city appears to accentuate and develop these social problems in their most pathological form. These problems are likely to spring up bitter prices which may be too costly to the society as a whole. In Africa and infact in all the developing regions of the world, the price may be in form of unemployment or underemployment. The modernised sector of the economy employs a very small proportion of the total labour force. This situation is accentuated by an exceptional surplus of labour in agriculture, dramatic improvements in motality rates through modern health controls, and very high levels of capitalisation per worker in those sectors covered by modern technology. Such are the causes of the transfer of rural enderemployment to an urban setting and the production of squalor, poverty, crime and political revolution on a gigantic scale.

The relevance of urban administration is necessarily the ability to control and improve the human elements in the urban setting. Yet we cannot by any standard claim a near satisfaction to achieving any aspect of this aim. Our cities are terrifyingly over-crowded, lacking in services, plagued with slums and choked by garbage and grime.

The urgency for dealing with urban problems comes about due to the fact that the comtemporary pace of urbanisation is faster that at any other period in history. While the sizes of both population and physical developments are speeding up to the maximum, efforts to overcome them and their consequences seems unequal to match the situation. A recent United Nations publication estimates that in the developing countries, by the end of the 1970s, agglomerated population i.e. population in localities of 20,000 inhabitant or more, will have increased by 229 million people (see "Growth of the Worlds Urban Rural Population, 1920 - 2000" Un No.E69). During the decade 1950 - 60 the agglomerated population in the World as a whole inreased at an average annual rate of 3.6%, while in developing countries alone, the agglomerated population has reached an average of 5.1%. In effect, the agglomerated population in the developing countries has more than quadrupled in the past forty years, and it is expected to increase from 310 million in 1960 to 1,436 million in the year 2,000 when one third of the total population may be agglomerated.

Rapid growth in urban opulation in the developing countries is as a result both of high natural increase in the urban areas and of rural-urban migration which is as a result of the high natural increase, which cannot be accommodated in the rural areas.

TABLE 9

KANO METROPOLITAN POPULATION FIGURES - BY DISTRICTS
1952, 1963 & 1964 - 1974

In Thousand (000)

	CENSUS	ESTIMATES (a)											
	1952	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974
1. Kano City	39.0	147.6	151.3	155.1	158.9	162.9	167.0	171.2	175.4	179.8	184.3	188.9	193.7
2. Waje	34.2	147.8	151.5	155.5	159.3	163.2	167.3	171.5	175.5	180.1	184.6	189.2	194.0
3. Ungogo	59.0	87.7	89.9	92.2	94.5	96.8	99.2	101.7	104.3	106.9	109.6	112.3	115.1
4. Kumbotso	52.9	84.4	86.5	88.7	90.9	93.2	95.5	97.9	100.4	102.9	105.4	108.1	110.8
T O T A L:	239.1	467.6	479.3	491.2	503.5	516.1	529.0	542.2	555.8	569.7	583.9	594.5	613.5

NB. (a) Increase rate of 2.5% was used in estimation.

SOURCE: Kano State Statistical Year Book - 1970.

1.5.2. THE GROWTH OF KANO AND KADUNA

At Independence the cities of Kano and Kaduna have already proved to be the fastest growing urban centres in the Northern Region both in size and population. Reasons that could be attributed to this development were that Kano had for centuries proved to be most promising commercial centre of the region while Kaduna has, since it's founding, the administrative centre of the whole region. Added to these were the development of other employment opportunities in both towns.

By the year 1960 the urban Kano included only the City, Waje and the Township, and these neighbourhood areas had been conspicuously seperated by widely situated buffer lands. Of these vacant lands only the Kofar Mata ground is left with only limited interferance, and this is solely because the stretch of land in this zone seperating the City and the neighbourhood area of Fegge has been used as Id-prayer ground for the Muslims, and it would be suicidal for any authority to try to interfere with the land.

Other areas had been annexed by the Urban sprawl within the past decade and these villages used to be small settlements under the jurisdiction of the two rural districts, Ungogo and Kumbotso, and to a smaller extent certain villages belong to the districts of dawakin Tofa and Gezawa.

In the Local Government reform which started in Kano State at the end of 1968 due regard was given as to the demarcation of the Metropolitan Administrative Area which would appreciably be constituted as a form of urban government. Such rural districts like Kumbotso and Ungogo, a large portion of which could easily be overtaken by the expansion of the urban activities, were brought under the same Administrative Area Jurisdiction with the urban area. One can clearly identify the effects of State creation which has made Kano the Administrative centre of the state in addition to it's already ever expanding economic activities. Vast areas of land, especially on the North-Eastern, Eastern and South-Eastern parts of the Metropolitan Area, which were just recently fertile farmlands and werethus termed rural have now been turned into residential, commercial or industrial uses. The trend of development could have

worsened the situationsave for the timely creation of a Planning Authority in 1969 which is aimed at controlling the lighting-speed development.

I have mentioned in Chapter one the state of population density within the Metropolitan Kano which is some what the highest in the whole Federation. The population size in the metropolie is everyday increasing at a fantastic rate, but with the existing situation it is extremely impossible to give a correct estimation of themigration or death or bith rates. However, Table 9 will show clearly the trend of population growth the Metropolitan Area.

The rate of population increase within the last couple of years has been extremely great due to the effects of drought which affected several West African countries including Nigeria. In the past a great number of migrant labour both from within the country and outside it, particularly from Niger Republic, used to come to Kano at various seasons. But these were usually young males who would leave their families at home while they come to Kano for a few months to earn an extral income. But since the farm crops have failed the trend now is that fleets of people with their families migrate in thousands to the urban areas adding a great burden to the already worsening situation.

As a result, there is an extensive pressure over the housing condition, aggravating the slum and squalor, and bringing unemployment and underemployment to unbearable levels.

Like the situation in Kano, Kaduna is by no means a better-off place. Before the promulgation of the Capital Territory Law Kaduna was a district of the Zaria Emirate and was thus controlled by an authority fifty miles away. Even though the cantonment established by Lugard in 1900 and the establishment of the Township in 1917 made Kaduna an orderly growing town, the whole non-European areas were reverted to the administration of the Native Authority a few years later thus pushing the town back to the same situation as in other traditional towns.

During the decade 1956 - 1966, Kaduna witnessed a factor of uncontrolled physical development. Unauthorised village formations started to spring up at the areas such as Abakpa, Kakuri and near the Ministers' quarters. Several other settlements, such as Unguwar Shanu, Barnawa, Badarawa, Unguwa Rufawa, Unguwar Kanawa and Kawo, developed and merged with the township.

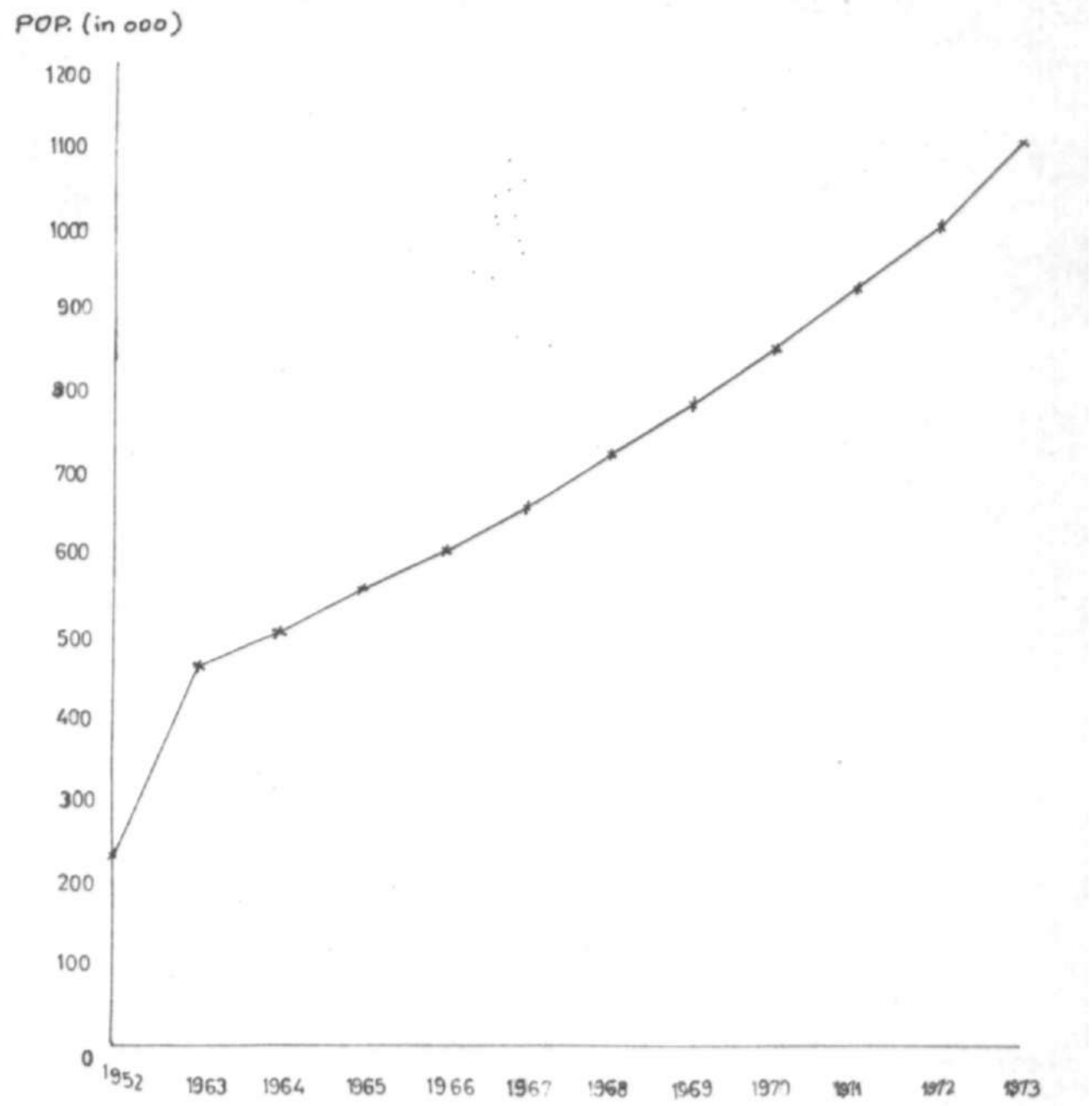
The trend of population growth in Kaduna is much indentical to that of Kano. Kaduna been the administrative and political centre of the vast nothern region had attracted a great number of population due to the opportunites it offered. Between 1956 to 1968 however the unemployment figures of Kaduna virtually remained the same. But in 1968 and possibly in 1969 the figure rose considerably as the town lost it's monopoly as the administrative centre of the whole North..... though it still remained at the centre of the North Central State Administration. This also caused the increased rate of the population to drop but by a very negligible number.

The development of large industries, and to some extent commerce, has attracted a large number of migrants into Kaduna. Table 10 clearly stipulates the rapid population increase of the Kaduna Capital Territory, though the estimates for 1971 - 1973 have certaintly been proved a gross underestimation by the current migration rates due to drought.

FIG 6

POPULATION INCREASE

KANO



1.5.3 PROVISION AND USE OF URBAN SERVICES

Most of the usual urban public services in Nigeria, and especially in the Northern States, can by law be provided by any of the tiers of government that are situated within the jurisdiction of a particular urban centre. However, certain government agencies are more capable to deal with particular problems than others; but it is a tradition that each of the agencies participates at one level or the other. In Section two of this Chapter I intend to show the extent of Jurisdiction and functions of each of the agencies involved in providing most of the services within the Metropolitan Areas of Kano and Kaduna. Here I will concentrate in indicating the major services and the habit of the inhabitants in utilising them.

Both in my introduction and in this chapter I have briefly mentioned the types of services the rulers of the great northern cities used to provide to their subjects before the coming of the British rule. I have also mentioned the attempts to reform both the taxation system and the services provided when the British Administration was established. Through the course of time the list of services provided in both Kano and Kaduna have

lengthened and new services are being added to the list almost every year.

In both Kano and Kaduna land tenure law has bested powers of land in the people while the Governor is constitutionally the guardian of the people on land rights. To ensure controlled development of land therefore land registrations in both the Central Government and the Local agencies register lands on the basis of certificates of occupancy. While previously the majority of land development had been on unprepared land it has now become a trend that a large size.....of land would be prepared and provided with good roads and drainage at the public agencies' expence while the pieces of land are granted to individuals at the cost of only registration fees which are usually very minimal. These site and services schemes do greatly help the town inhabitants to utilise the plots for housing or for commercial or industrial buildings depending upon the purpose of allocation. Evidences have, however, shown that many of the individuals allocated such lands have sold the plots to other people either because they had no resources to develop them or due to the strict building regulations in such areas which are not the same as in other parts of the town. Moreover, in

certain circumstances, few individuals are allocated a number of plots each while the needy majority are not given consideration. As a result only the few well-to-do individuals down pieces of plots in these areas while the majority remain in high rented but poor conditioned houses.

All the tiers of governments in both Kano and North Central State provide health services to their populations, and the degree to which such services are provided depends largely on the level of resources of the agencies. Curative facilities, though inadequate are provided in a more specialised form in Kano and Kaduna urban centres than in any other urban areas within their respective States. Larger hospitals and clinics with competent specialists are normally provided in both cities. Moreover, smaller clinics and health centres are scattered in most areas of the two cities to treat minor ailments. Much more care is also given to the two urban centres in the field of preventive medicine and sanitary supervision. But though the curative hospitals and clinics are fully subscribed by the inhabitants it is always a tug-of-war to get the people observe the sanitation values put out by the preventive units, particularly when there is no sign of any pedimics.

Educationally, the North in particular the four most northerly States, are the most backward in Federation. Noreworthy, however is that the standard of education in both Kano and Kaduna are considerably higher than those of any other areas within the State. This is partly because the cities, especially the Administrative centres of the States, have larger collections of people who understand the benefits of education. While enrolments into primary schools in these urban centres are done with conventional scrutiny in rural areas some parents have to be forced by the authorities before they could allow their children to attend the school.

Other educational facilities such as adult education and library service have so are not been given any special attention by any of the agencies in both towns. So far besides the State libraries (in Kaduna Northern Nigeria Library) there are a couple of library services provided mainly by the foreign embassies.

The Governments and other public bodies have so far shown keen interest in providing essential public services which are usually non-profit making by nature and so do not attract substantial private investment. Such services as

street cleaning and refuse disposal; fire fighting services; roads, drains and street lights, parks and gardens and other recreational facilities; keeping of law and order; and several other services are given ample attention by the public agencies in both Kano and Kaduna. It is however not enough for the agencies to provide such services without taking into cinsideration the knowledge and enthusiams of the people who are supposed to benefit from these services, a large number of whom do not even appreciate the value of the Services provided. The efforts to provide the urban services will therefore constitute to wastage unless the public agencies take a vigorous step to institute and enforce regulations on the use of such services.

1.6.0 LEVELS AND STRUCTURES OF EXISTING AGENCIES:

There are three types of public agencies indulged one way or another in providing urban services in both Kano and Kaduna and they include:-

(a) Government Ministries;

(b) Local Government Bodies;

(c) Statutory Authorities.

TABLE URBAN ADMINISTRATIVE AGENCIES AND THEIR NATURE IN KANO & KADUNA.

Nature of Agency	METROPOLITAN KANO	METROPOLITAN KADUNA
STATE GOVERNMENT MINISTRIES	1. Ministry of Works & S. 2. Ministry of Soc.Welfare 3. Ministry of Cooperatives forestry & Community Development 4. Military Governor's Office Home Affairs Division	1. Ministry of Lands and Survey. 2. Ministry of Health & Social Welfare 3. Ministry of Works & Housing 4. Ministry of Trade & Industry 5. Bureau for Rural Dev.
LOCAL GOVERNMENT BODIES	1. Kano Local Govt.Authority 2. Township Authority 3. Metropolitan Administrative Area Council 4. District Councils	1. Kaduna Local Authority. 2. District Councils
STATUTORY BODIES	1. Metropolitan Kano Planning and Development Board 2. Kano State Transport Corpogration	1. Kaduna Capital Devt Board 2. North Central State Water Board 3. New Nigerian Devt. Corporation.

N.B. Other Agencies with no proposals specifically for the Urban Arears are not included.

In both the States the government ministries have jurisdictions all over their respective states, but some of them have plan particularly drawn up for the administrative capitals of the States. Some of the Local Government bodies and the Statutory Corporations also have their jurisdictions covering wider areas thanthe distictively demarcated Metropolitan jurisdictions, but they have specific plans for the urban area in which their headquarters is established. It is therefore my intention to cover these agencies which either have their jurisdiction confined to the two metropolis or have specific plans for development in them. Table 11 and Appendix 1 clearly indentify such agencies according to the functions they perform in running the two urban centres.

I have deliberately encluded all non-State or Local agencies due to the fact that such agencies have their decision making body situated elsewhere, far away from the State headquarter. Agencies such as the National Electric Power Authority, the Nigerian Railway Corporation, the Nigerian Airways and Nigerian Building Society have their jusriddictions covering the whole Federation of Nigeria and have their loyalties with their head offices in Lagos.

The Government Ministries function as direct arms of government administration. Usually the policies decided at the Executive Council of the State are passed down to the Ministerial level for execution, and it is up to the ministries concerned to find out ways and means of executing the policies. The Executive Council is thus the co-ordinating body of the Government activities.

Finances of the Government Ministries are made out of the general pool of government annual budgets and checks and balances are made through both the Government Audit. The staff of the Government Ministries are recruited and disciplined by one body, the Public Service Commission, while the day-to-day duties of the officers are controlled by the individual ministries. Thus there is a general horizontal and vertical inflow and out-flow of information between the various government ministries.

Each of the Local Government agencies functions in a much similar manner as in the Government, with the departments that supervise the day-to-day activities, and the council which draws up final decision recommendations for the approval of the commissioner in charge of Local Government.

tiers as existing in Kano are all merged in one authority, the Administrator, who is working as a Local Authority.

The Statutory Authorities in both urban areas work in virtually the same manner. Each of the corporations has a board of Directors, a Chairman and a Chief Executive: with the finances and staff directly controlled by the Chief Executive who is in turn responsible to the Chairman and the Board.

CHAPTER 2.00 EVOLUTION OF URBAN ADMINISTRATION IN KANO AND KADUNA

2.1.0. The Early Administration

The British Administrators who imposed themselves as the rulers of Nigeria realised that there was a well established system of administration in the country, particularly in the Northern part where for over a century the area was administered with fair efficiency and effectiveness. The machineries for law and order and for taxation were quite elaborate. In this process, the development of alternative institutions based on the European models was found to be irrelevant.

The aim of building on previously independent units, the N.A.s, meant that the "Local government" function which they were to assume would in the case of large units, mean their modernisation as quasi-National Governments under the general umbrella of the Colonial (i.e. Nigerian) Government. The end product would logically have been a congeries of nearly independent states - a Nigerian Federation of Native Authorities.

The disparity between the units in scale, resources, and degrees of contact with external influences would have made such a structure virtually unworkable, and equally impossible the development of large territorial governments as purely local government bodies within a national framework.

The duties of the Colonial Government were directed by the regional Sub-governments under the control of the Lieutenant-Governor who delegated most of his powers to the Provincial Chief Executives, the Residents down to the local level of the central Government administration the District/Divisional Officer (D.O) had occupied the scene. At first the man subsequently styled D.O. was called an *Assistant President*. Right down to the advent of independence the D.O. felt himself to be not the local representative of the Crown, or the Colonial Government, but of the Resident. By the 1930s most Residents saw their outstation DOs, face to face every month for detailed discussion, and the D.O. of the Head quarters almost daily. Contant between the Resident and the Regional Headquarters at Kaduna was however, very much less frequent.

The Resident was virtually the principal power behind the Emirs and Councillors, working as a rule through the D.O.s. The role of the latter, during the period 1945 - 1965 was, as Mr. Olatunji Oyinloye in "the changing Role of the D.O. in Northern Nigeria 1945 - 65", more concerned with maintenance of law and Order, treasury supervision, etc. However, the D.O. remained a jack-of-all-trades as he was concerned with the supervision, and at various time the direction, of duties of a minor local character. Roads and buildings, cattle rearing dams and other developmental activities were part of his concern. During the depression of the 1930s when money was scarce and resources were limited, the N.As. took over functions previously carried out by Government Departments but which were subjected to economy cuts, and such works were set in motion by the D.O.s.

Thus the theory of the system prior to self Government was the Resident as the indirect ruler, assisted by the D.Os, the later, with their assistants, guiding and assisting the N.As and being considerably involved in minor development work at

local level, as well as having their functions in seeing that routine administration was carried out reasonably adequately and that law and order was maintained. In-direct rule then meant that the N.As were the main instruments of Government; Government departments as well as Provincial Administration being largely concerned with reinforcing and directing the N.As.

As independence approached, several changes took place but much remained unchanged. Infact until the arrival of the Military Government, indirect rule applied, not to a less extent, but in some ways to a greater one.

The inquest of the whole situation therefore shows the N.A. as the main governing body in both Urban and rural areas. In Kano like in any other traditional towns in the North, the N.A. was providing and maintaining most of the Urban Services with only grants and supervision coming from the Government. However, in the Township area of Kano and in the Kaduna Capital Territory the situation was a bit different. Here the whole affair of the authorities were controlled by Government officers, and their activities remained of purely urban nature.

Changes in Urban Administration began to come by when in 1962 most of the Urban Water supply schemes were taken over by the Ministry of Works. Other services were proving too complicated technically to the N.As and the Central Government had gone in and taken them over. As Political control was established, field officers became, not so much as representatives, but as delegates. Residual powers of discretion and initiative began to disappear. Headquarters became large and there were more people at the centre issuing instructions to those in the field.

The implication now becomes that LGA/ LAs role as the organs of government in the Northern States is fast declining and it appears that the centre does not seem to realise this fact. Or it is deliberately, but surely dangerously, refusing to give it the proper consideration. Though to an increasing

extent the Local authorities are becoming regarded as Local Government; bodies they are hardly local. Their ramification down to village level is fortunately the main factor now that makes them the only real contact between the majority of the population and the public sector, and the biggest tax collecting mechanism in the states.

"2.2.0 THE START OF REALISATION

After the creation of Townships in 1917 various laws were made in an effort to revitalize the conditions of the Urban areas. These include the revocation of the Land and Native Rights Ordinance and its replacement with the Land Tenure Law, the putting up of the public health law and various land development laws that were aimed at bringing to an end the rampages of haphazard building developments and the springing up of noxious activities at inappropriate places. To subsidies the Federal and Regional Laws both the N.As. and Township Authorities made various by-laws to take direct control of certain activities peculiar to their particular areas.

Unconciously, or by design, the Regional Government was giving much more attention to the developments in the Townships leaving the other parts of the towns under direct control of the N.As. More specialised technical staff of the Government were all the times attached to the Township; infact the Townships were run

virtually by the control of Government. The N.As. on the other hand lacked the qualified a staff and other resources while they were subject to structer day-to-day scrutinizing by the staff of the central government, who were in most cases at disagreement with N.As. proposals while they were usually unable to suggest an alternative. To make matters worse for the urban areas, the N.As have been in control of vast areas of which the urban centres were of a minute propotion. This factor devided the attention of the N.As to a greater extent.

The realisation of urban administrative problems began to come by in 1956 when the Regional Government found it necessary to create the Kaduna Capital Territory out of the former Zaria Province and Emirate and made it a purely urban administration. This law was amended on the Kaduna Capital (Amendment) law 1962. All areas under the Kaduna Township, the Kaduna Urban districts, the European and non-European reservations were brought under one unbrella, the Administrator of Kaduna, who assumed the powers of the Resident, the District Officer, the local Authority and the Native Authority.

The Administrator was put under direct responsibility of the Governor-in-Council, while he as the Sole Administrator was advised by an advisory Board and he remained the Chairman of the Board.

In 1956 consideration was given as to the rapid rate of growth of Kano Urban Area and the fact that planning was going to be difficuot because Greater Kano was made up of three parts, the City, The Township and the Surburbs which consisted of Waje area which was over-populated and congested.

In 1959, with the approval of the Regional Minister of Land and Survey a Greater Kano Town Planning Committee was established with a mandate:

"To consider the present basic condition in Greater Kano regarding land use, conditions of all types of buildings, population statistics and the interdependence of the various areas making up the whole area, and to advise the Ministry of Land and Survey on the preparation of a Master overall plan for the development of Greater Kano".

The Committee was representative of the Regional Government and Local Government interests in Kano, and also of public utilities such as ECN, Railways, Posts and Telegraphs and Water Authority. In October 1961 the Government of Northern Nigeria established the Grater Kano Planning Authority under the terms of the Nigerian Town and Country Planning Ordinance, and this Authority was first vested with the duties of providing a Master Plan for the Greater Kano. Under British Technical Assistance, Mr. B. A.W. Trevallion was assigned to conduct the survey and with the help of the planning officer of the Regional Government produce the plan. The reports of the plan, Metropolitan Kano Twenty Year Development Plan 1963 - 1983; which was approved by the Regional Government in 1963, was finally produced in 1966.

Efforts were made helpless when in March 1966 the Greater Kano Planning Authority was would up and it's assets and liabilities transfered to the Regional Government. In realising the real issue involved the winding up notes made by the authority to the Governor had contained

problems and suggestions on which the Regional Government should have taken quick steps to deal with. In the memo the Authority made it clear that:-

> "With the completion of these two main projects, the future of the Authority is in question. A skeleton staff (Secretary - allowance only a clerk, an accountant and messenger) only have been employed since 1964/65 and the Authority could be kept in being on the basis, if there was any intention in the future of expanding it into a body on the lines of the Lagos Executives/Development Board. But ideally, what seems to be required at Kano is not yet another executive body but the consolidation of all local government bodies into one urban authority, with normal exectuive committees: one of which would be a "planning and development committee".

In line with Greater Kano Study a similar study was made for the Kaduna Metropolitan Area and this was undertaken by Max Lock and Partners in 1967. The two plan proposals brought about the establishement of Planning Authorities in both Kano and Kaduna in 1969 and 1972 respectively.

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PHYSICAL PLANNING ADMINISTRATION
UNDER FORMER NORTHERN NIGERIAN GOVERNMENT

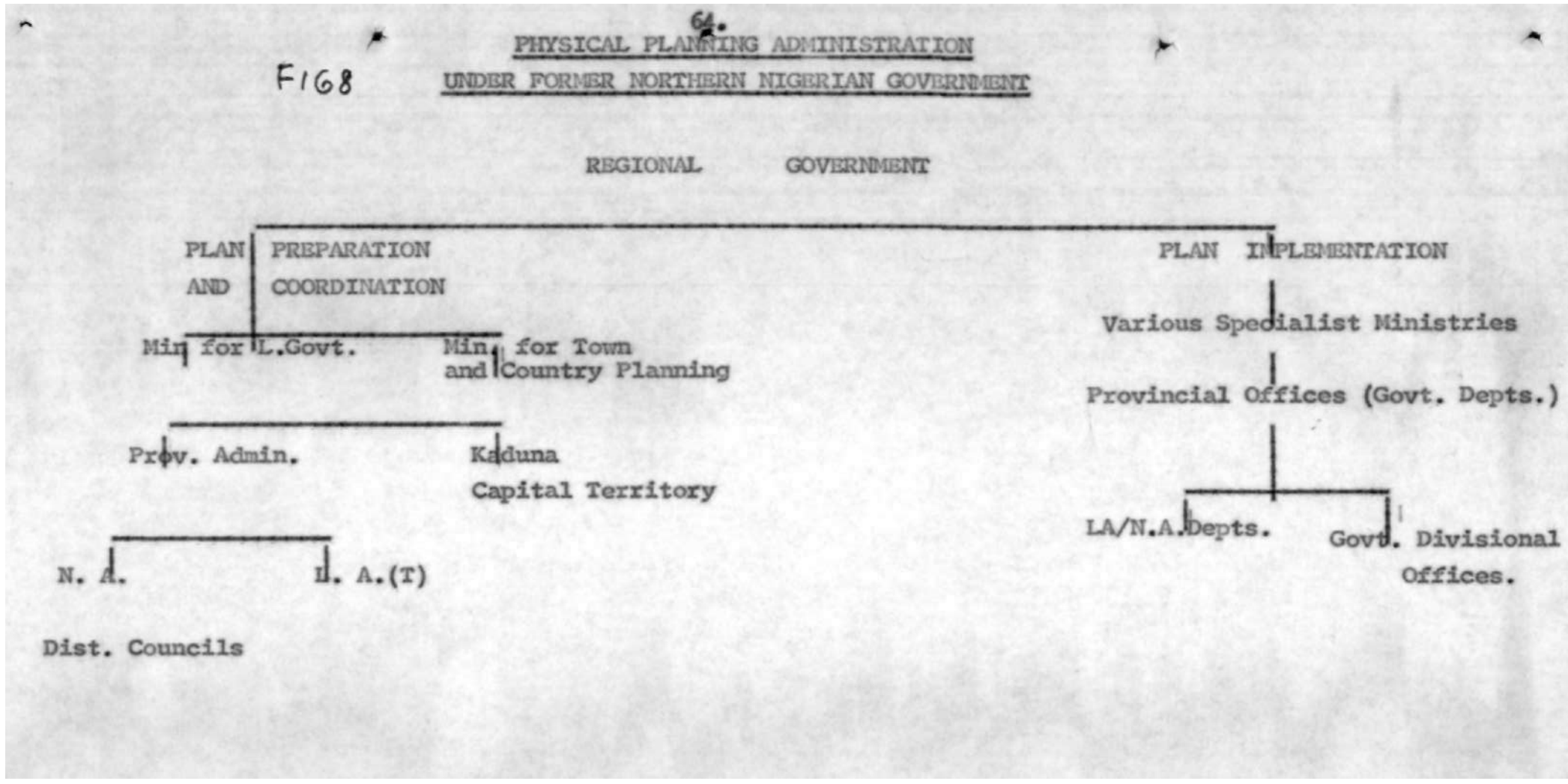
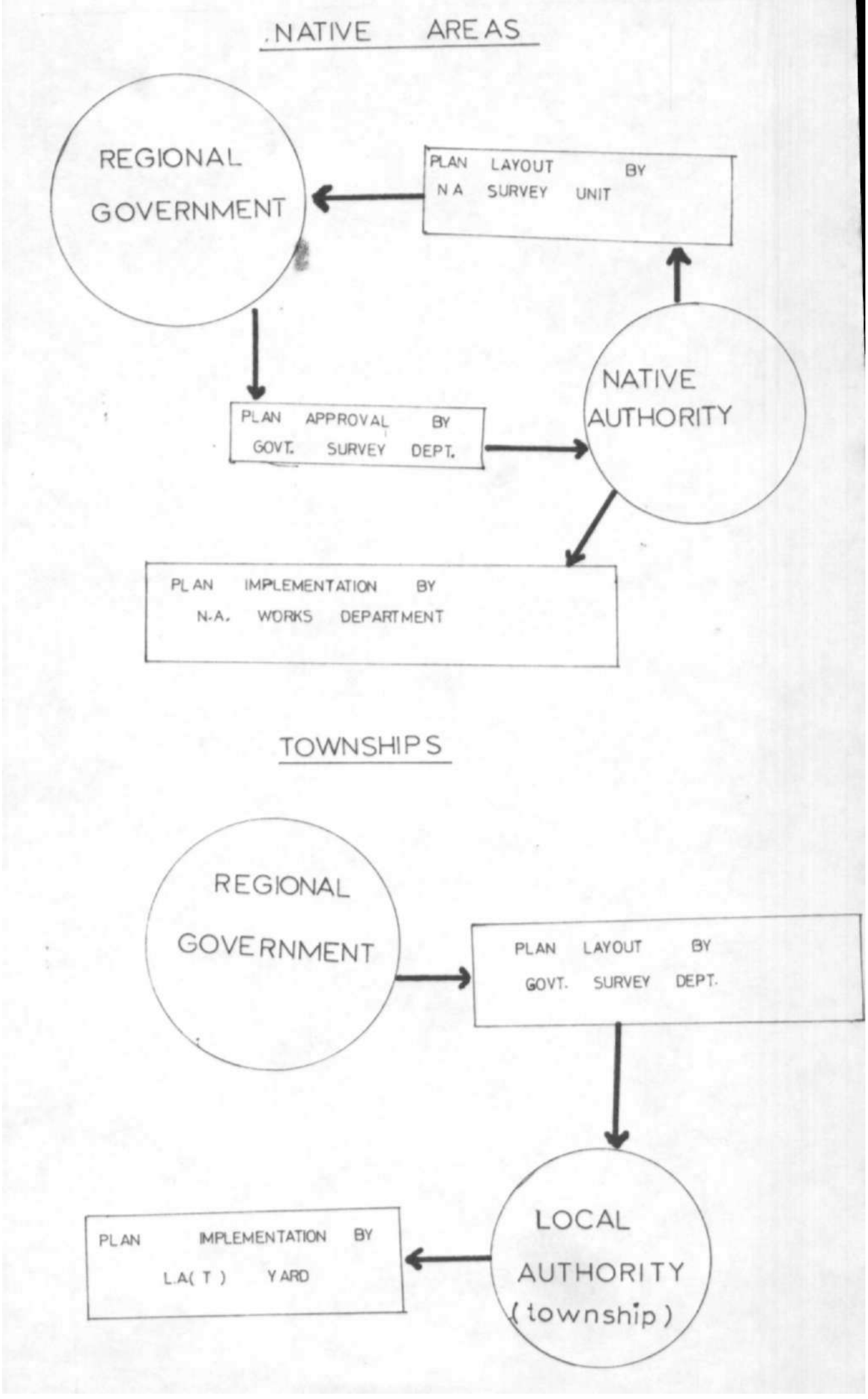


Fig 9 PHYSICAL PLANNING IN NORTHERN NIGERIA



K A N O P L A N

2.2.1. Trevallion Report, the Twenty Year Development Plan, 1963-1983, has been prepared under the auspices of the Greater Kano Planning Authority which had been established by the then Northern Nigerian Government for the purpose. The Plan's major proposal is focused on the expansion of both the existing urban area and the existing rural settlements. However, much has been left out in the plan proposals concerning the three vital points of land tenure, allocation of agency responsibility and urban renewal. I suspect Mr. Trevallion has put too much caution in dealing with such matters viewing the impications focussed by the entrenched traditional system of administration in Kano. This might be confirmed by a forward on the report given by the Emir of Kano in which he said: "whatever decisions may be taken on the recommendations made in this Report, and whatever the difficulties to be encountered in implementing these recommendations, if these are approved by Government,

I am sure that this Report is a most valuable document in itself". From the contents of this paragraph one is bound to have some optimism as to the willingness of the Local Government Authority to co-operate fully in implementing the plan.

One of the attributes of the Report is the focus on Kano's zone of influence which is projected beyond the State limits. Trevallion noticed that "As a significant trade and industrial centre, there is continual movement of transport and goods originating and destinating at Kano throughout Nigeria by rail and road". To plan the Kano Metropolis, therefore, it is imperative to consider the volume of transactions that it attracts which in turn attracts economic activities. In his report therefore, Trevallion has focused greater attention in land use, in general, and in housing, commercial and industrial activities, in transportation and in the provision of urban services in particular.

In his land use recommendations Trevallion has suggested the phasing up of the Twenty Year Development Plan in five-year stages. The report suggestdd that the dirst five years of the plan should be conscentrated in the expansion as "it is here that a more satisfactory environment can be provided at lower costs". Re-development was suggested to be limited to essential projects and priority given to projects which are viable.

The report showns a greater concern on the four different levels of housing within the Metropolitan Area. Because of the unplanned nature of the City the report suggested stoppage of extension within the whole area surrounded by the city wall except in the Gwammaja area which is a wide, flat open ground. In Sabon Gari and Tudun Wada areas which have higher densities of persons per dwelling unit the report suggests, elsewhere near the employment places, for provision of more housing units to augment the

shortage in these areas - categorically the report focusses on the considerably very low density in the Government Reserved Residential Areas and suggests that more housing units should be permitted within the existing plots to reduce the wastage of land. New residential areas have also been suggested along the Kano to Zaria railway line. In the rural settlements the report suggests for the expansion on the form of a medium density sector, the area of a house in the high, medium and low density areas being as follows:-

High density	25ft	x	40ft
Medium density	30ft	x	45ft
Low density	50ft	x	100ft

The non-conformity of trading activities areas in Kano have been observed by the report. This is ipso facto engineered by the greater demands for trading spaces which have outspaced the ability of the authorities to provide such areas in properly planned zones. However, the report recommends the expansion and provision of new commercial and industrial zones of major importance within the whole Metropolis.

For the commercial activities the report suggest the reconstruction of the city and Sabon Gari markets while the minor markets at Rimi, Gwagwarwa and Ja'oji are developed to supplement them. The report also suggests the development of a new wholesale commercial area along the newly recommended industrial area along the Zaria Railway Line.

Since the preparation of the plan and it's consequent approval in 1963 the Greater Kano Planning Authority, which was to be the implementing agency was wound up; and until 1969 when the Metropolitan Kano Planning and Development Board was established, the plan was not put to practice. In this event the first phase of the plan lapsed before it went into operation. With the creation of the Board in 1969 it was charge with the responsibility of planning administration throughout the entire Metropolitan Area.

The Board started with the urgently needed projects required for the development of the Metropolis. Such projects are the development of the first hase of Sharada low affluence industrial area, the Sabon Gari and Gwammaja residential layouts, the Hadejia Road reconstruction and the provision of low cost housing on the Zaria Road. Studies have since been completed for the reconstruction of Kurmi (City) Market and the three major lorry parks andother urban roads. The activities of the Board have as far as possible been put on the lines of the approved reports by Trevallion. But one must expect diversion from the report viewing the lapse of time between the comming out of the report and the beginning of the execution. Such ammendments can be noticed in the locations of certain residential areas in particular.

2.2.2. KADUNA PLAN

Kaduna 1917, 1967, 2017 was prepared by Max Lock and Partners and approved by the Northern Nigerian Government in 1967.

The plan restricts itself to the strict

development of compact urban expansion which Kaduna is ultimately growing into due to the fact that village developments in a form of metropolitan setting is not distinct around Kaduna. It is thought that the few villages that exist within the area of the Capital Territory can be considered as an urban sprawl that have been brought about by circumstances akin to Kaduna itself.

Major recommedations in the report is on the rerouting of roads and railway lines within the Capital Territory. The Zaria/ Ahmadu Bello/Kachia roads is suggested in the report to be re-routed right from the Nigerian Defence Academy to follow estwards of the heavily populated areas, though running between Sabon Gari and Tudun Wada, and join the present road near the Ahmadu Bello Stadium. It is suggested that this new road should take up the hierarchy of the existing roads, while they are given a second grade hierarchy to avoid dangerious traffic conflicts. Also recommended is the construction of two major roads, the present Mando Road

and another road leading northwards of Tudun Wada from the new through-urban highway and both will join, near the proposed Airport, towards Lagos. An ambitious recommendation, however, is based on the re-routing of the railway line which on it's existing track goes along the recommended highway. Figure 8 (b) shows clearly Max Lock's recommendation on the diversion of roads and rail-lines and also proposed Town centre, Industrial layouts and residential expansion.

On the urban administration the report expressed fear as to the capability of the existing administrative set-up to deal effectively and efficiently with the ever increasing problems that are bound to come into Kaduna. To avoid duplication and conflicts in agency responsibilities Max Lock recommends that an immediate legislation should be made to

merge the authority for land allocation, which have been under the Central Governments and the Local Authority in their respective areas, under a single agency while all previous allocations should be deemed to have been made by the new Authority. Another recommendation on the administrative set-up is the creation of a Planning Board by the Government under the Chairmanship of the Administrator with clearly defined functions in controlling the major planning policies within the Capital Territory.

However, Max Lock suggests the extension of the Planning area of Kaduna to at least twelve mile radius. This will give the administration enough scope to control the development in the scattered settlements on the periphary areas.

The major industrial activities in Kaduna are concentrated in Kaduna South which is linked by a lone bridge, for each of the motorway and

and rail-line, with the Northern part across the river. A suggestion has been given in the report for the development of new industrial areas South-West of Tudun-Wada and West of Kawo, and the expansion of the existing industrial area in Kaduna South. With this is also the recommendation of the central Area for the town to be fully developed and expanded.

To relieve the Kachia road of the heavy traffic it carries every day and the possible congestion on the road in future the report suggests the development of four new roads and bridges across river Kaduna. The report also suggests the development of new residential areas west of Mashi river and South east of River Kaduna so as to allow for the redistribution of population to reduce congestion in the present housing areas.

CONCLUSION

Both the Trevallion and Maxlock reports are comprehensive to the extent of revealing the actual problems akin to the two urban centres. Their recommendations are, however, though techically sensible, not practically feasible to their totality. The traditional set-up in Kano, for example, can not make it possible, at least for the meantime, to have uniformity in the land tenure system within the Metropolitan Area. Added to the traditional barrier are the deficiencies in funds and technical know how and also the lack of organizational will to carry out the programmes. In Kaduna, Max Lock recommended the diversion of the railway line from its existing position to a new position westwards and the re-routing of the present carriageway passing through the main centre of the town to another direction westwards. These are ambitious and good intentioned proposals if

due and proper consideration has been given to both the cost and the inter-organizational co-ordination. The cost for each of the road and rail-line are immense considering the fact that none of these ventures can in future pay for itself while the projects could take-up a large percentage of the whole by an organization of the Federal Government which under the prevailing conditions will not incur any burden towards under taking the project. The railway corporation, it should be understood, have got a "blanket approval" over the lands they occupy anywhere in the Federation, just as their counterparts control their lands elsewhere in the developed countries.

2.3.0. NEW STATES BOOM

The creation of States in 1967 has resulted up in the division of the former

Northern Nigeria into six new states. The status of Kano has been lifted up with its new role as the State Capital of Kano State while that of Kaduna has gone a little bit down from its former position as the regional capital to a new role of State Capital for the North Central State. However, Kaduna has remained as the corrdinating centre of the six states, initially as the seat of the Interim Administrative Council and later the Interim Common Services Agency for the six States.. The presence of the State Governments in the two towns has brought a greater central governmental participation in the administration of the two urban centres. Already I have indicated the strong governmental influence in Kaduna especially after 1956 when the Capital Territory was established and the administration of the town was taken out of the books of Zaria Native Authority and Province.

In Kano the existence of the Township has made the influence of the central government felt, even though to a smaller extent than in Kaduna. The new state Governments have considerably much smaller areas to administer and this has perhaps been a factor that makes the governments focus more attention in these cities that was previous not posible. Moreover, the revenues of the new states have become comparatively very much higher than during the former civilian administration. This is largely due to the greater allocations they now get from the Federal funds, and the rapid expansion of industrial and commercial activities.

For the first one year of the States Creations, at least, things remained as they were, in urban administration of the two centres as during the former Northern Nigeria.

The first action of the Military Governments was the attempt to reform the systems of Local Governments, a step which I believe was partly to weaken the powers of the former Native Authorities which were seen to be a threat to the influence of the State Governments, partly to show the might of the Military who were trying to prove their worth as reformers, and to a lesser extent, in most cases, as a means to promote local participation in all the areas of the States, In Kano this resulted in the creation of the Metropolitan Administrative Area Council, the jurisdiction of which encompases the city, Waje, Ungogo and Kumbotso Districts and the township. This Council has been given certain powers and functions which have been taken away from the Local Government Authority, the Township and the District Councils. Unfortunately,

such powers and functions have not been clearly defined and as such there are conflicts and uncertainties as to which agency controls what.

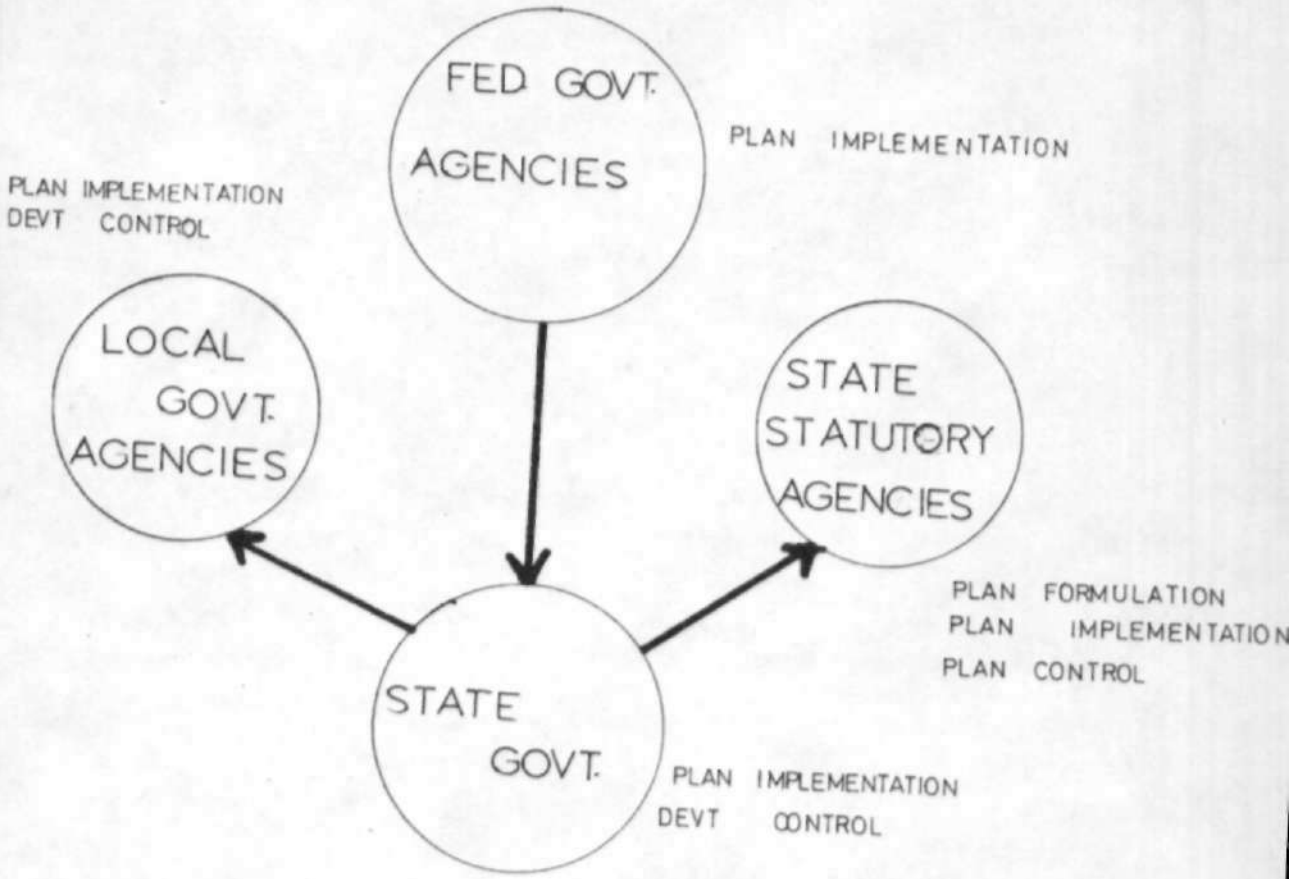
In Kaduna, the North Central State Local Government reforms had not made any major changes in the administration of the Town, which has remained vertually as a Local Authority under the Administrator. The relationship between the Local Agency and the centre remains the same ever since the creation of the two systems.

Since the creation of the new states in 1967 new agencies, either entirely concerned with providing services to the urban areas or having their jurisdictions throughout the states, have been springing up almost every year.

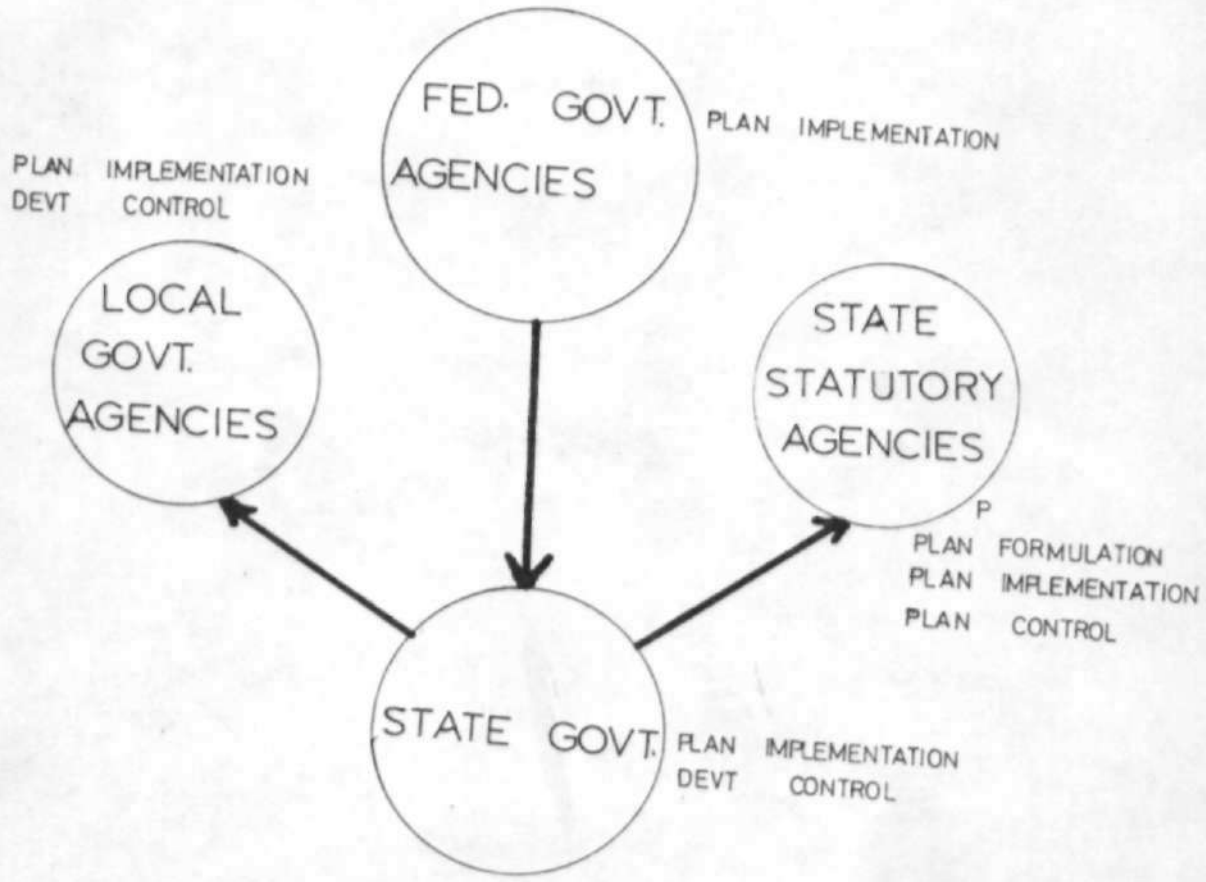
The most important however are the Government Ministries, the Statutory Planning Boards and the Local Government Bodies. In appendix A the duties of such agencies are shown, and this will be reflected clearly in the next chapter. The fundamental point here is that with the coming up of the new States Agency Structures have been made in such a mudled up way that duties and responsibilities have not been clearly defined for each agency. Infact even where an agency holds a certain responsibility there is no clear cut procedure for carrying out such responsiblities. Such examples can be found in Kano where the Ministry of Works and Survey, the agency responsible for the public works at the central level, dones not coordinate in anyway with the Planning Board, which has the responsibility for directing and controlling all physical developments within the Metropolitan area.

Fig 10 URBAN AGENCY STRUCTURES & RESPONSIBILITIES

KANO



KADUNA



CHAPTER 3.00: LAND USE CONTROL IN KANO & KADUNA

I must be borne in mind that both Kano and Kaduna have for over half a century been under the enclaves of the same central government, the Northern Nigeria Government, However, the administration of Kano and Kaduna has all the times been on different lines, as Kano been a traditional town with larger portion of the town been under the control of the Local Council, while Kaduna as a new set up and the seat of the central government was under direct control from the central government.

Under the traditional system the Native Authority, which was virtually the Emir, controlled the land and all developments to be made there upon. Very little attention was given to the health and living condition of the people in such areas. But in the townships, with a small portion of Kano and

almost the whole of Kaduna have been under, the central Government, through the township Authority, an officer posted by the Government, controlled the lands and physical developments, Thus indifferent parts of the towns two different land tenure systems prevail.

3.1.0 COMPARATIVE STUDY

National Planning and Town and Country Planning have been given different scopes in various countries of the World. Invariably, the developed nations have considered the two within the national objective and as inseparable measures of development. However, the developing nations have taken economic planning as a national issue while relegating the physical planning to portions of the country such as big cities and some special areas such as river basin managements and the like. This measure brings about the existence of fragmented agency jurisdictions with little or no coordination and with insufficient and inflexible resources.

It is therefore important to note here certain examples of town and country planning procedures as are maintained in some countries of the world not only for purposes of comparison but also for utilising the good experiences in framing a sound policy for our urban development.

3.1.1 TOWN AND COUNTRY PLANNING IN BRITAIN

Town and country planning in England and Wales is under the Central control of the Ministry of Housing and Local Government. This Ministry is also responsible for housing and a range of Local Government activities.

The Ministers duty is for securing consistency and continuity in framing and executing national policy with respect to the use and development of land throughout England and Wales. The 1962 Town and Country Planning Act is the principle Act governing land use; and under this Act local authorities are required to Sur vey their areas and to prepare development plans for the approval of the Minister.

In Wales the execution of the plan is under the Secretary of State for Wales. In both England and Wales, all development is subject to the permission of the planning authority, which is usually the local authority.

The Ministry undertakes research and offers guidance on planning techniques, principles and standard to the local authorities through memoranda, bulletins and circulars.

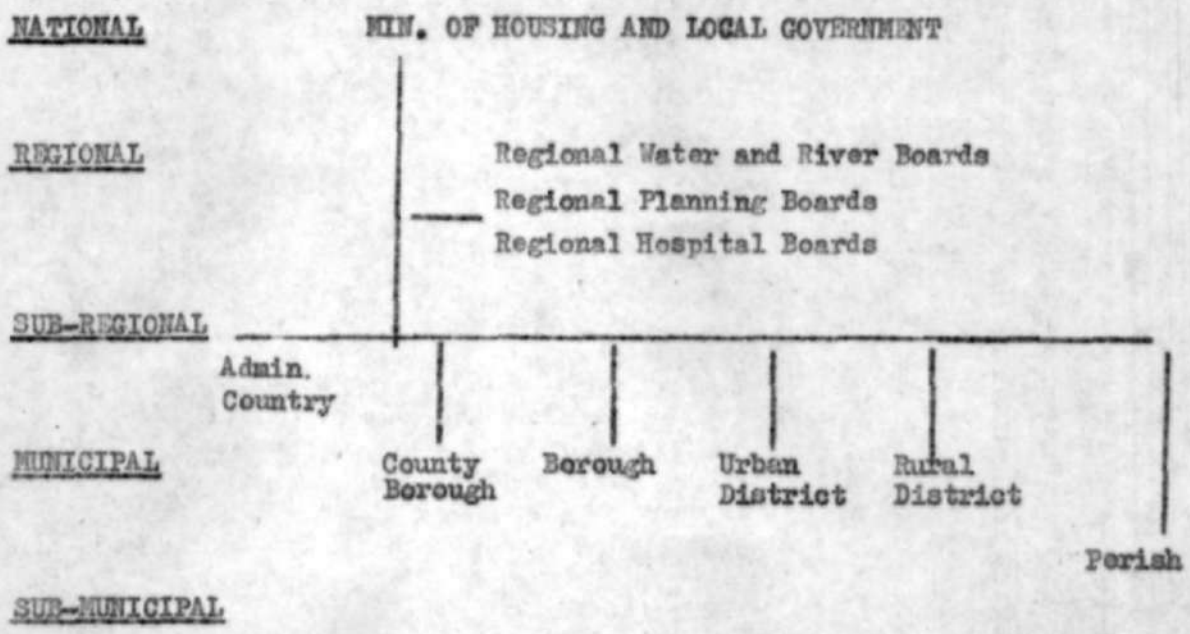
The formation of the Ministry of Transport and of scottish Development Department in 1963 enhanced greater coordination between the planning body and other government departments with complementary responsibilities. An improvement was achieved by the creation of joint Urban Planning Group which is now superseded by an Urban Planning Directorate.

The British system has not made much impact in the national planning on regional basis. The only steps taken so far on this line was the decentralisation of functions of certain Central government departments, and even this lacked the coordination needed for plan integration However, the two main legislations, the Town and Country Planning Act, 1962, and the Control of Office and Industrial Development Act, 1965, have necessitated the channelling of industrial and Commerical locations through the Central government. Hence, industrial development certificates have to be obtained from the Board of Trade for all industrial and Commercial developments.

Figure 11 Shows the administrative Machinery for physical planning and development in Britain.

Fig 11

Administrative Machinery for Planning and Development in Britain.



3.1.2 TOWN AND COUNTRY PLANNING IN FRANCE

At the end of World War II France was virtually an agricultural economy. The formation of the European Economic Community, of which France is founding member, singled out as the only purely agricultural nation of the six. Under this situation France proliferated towards industrialization which in effect caused rural-urban drift of the population.

It was soon realised that the papid urbanization was bringing up problems which required concerted efforts at all government levels operating within the framework of a national urban development policy in solving the problems and eminating growth.

The fragmentation of smaller administrative areas of communes, townships, (France has 35,000 communes) has necessitated the introduction of reforms since these smaller authorities did not cover the population centres and as a result they constituted serious overlappings, for example in Paris and Lyon-Villeur-banne. To make things worst there was no central planning agency in any of t the population centres to coordinate activities of these smaller authorities. Moreover, the Municipalities lacked financal resources and, even at that, the existing finances were inflexible to cope with the increased responsibility forged by urban expansion.

The Fifth National Plan (1966-70) called for the integration of incessant city growth into structural City planning. This would take the form of:

(a) renovation of existing cities;

(b) creation of satellite cities at some distance from the original major cities to provide break in the urban complex between the existing and new urban centres; and

(c) separate the two centres by natural areas of green and woodlands to provide breathing areas.

French town and country planning has thus taken the shape of purely central government duty with cities as regional centres. The public works and land improvement has been broken down on regional basis and all the annual budget funds are regionalized.

The whole country was divided into 15 regional centres and in each centre regional planning is put under the Territorial improvement Delegation (a Central Government Service), and this organization coordinates the works of the various government ministries and prepares a synthesis of their work. This system is intended to decentralize the offices of the central government and deploy employment opportunities to the various growth poles, thus enabling the government to influence city growth including the devolution of functions such as:

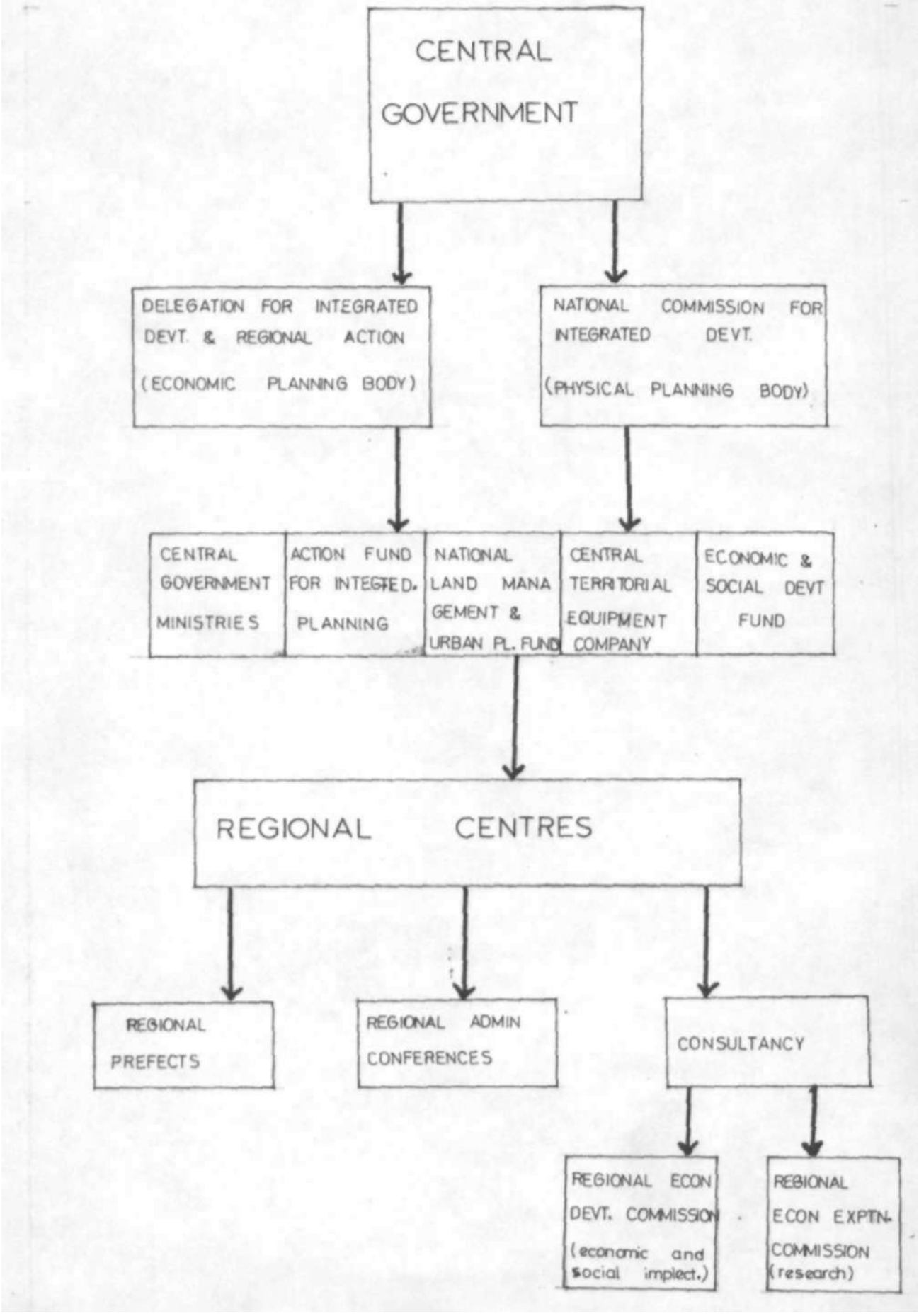
(a) allocation of funds for study and research;

(b) large-scale public works for improvement of infrastructure; and

(c) location of governmental and industrial activities.

In effect the city planning process in France is a national government responsibility rather than a "liaison between municipal authorities and national government". Even at the very local level urban planning is placed under a national government department, the public works Ministry (now known as the Ministry of Equipment). Figure 12 Shows the channel of plan integration and coordination in France.

Fig 12 ADMINISTRATION OF TOWN AND COUNTRY PLANNING IN FRANCE



3.1.3 PHYSICAL PLANNING IN POLAND

Regional Planning has formed the basis of action in Polands Urbanization process, particularly since 1961. The regions - Voivodships - (17 regions and 5 cities with independent planning authorities), have taken into account the formations of the network of towns and the size of towns all over the Country.

At the national level, the Economic Planning Council (commoped of Ministers) sets the broad national Strategies and goals and along the lines of there strategies and goals the Council direct the regional on all economic and social matters, particularly; population growth, migration, degree and type of industrialisation, etc.

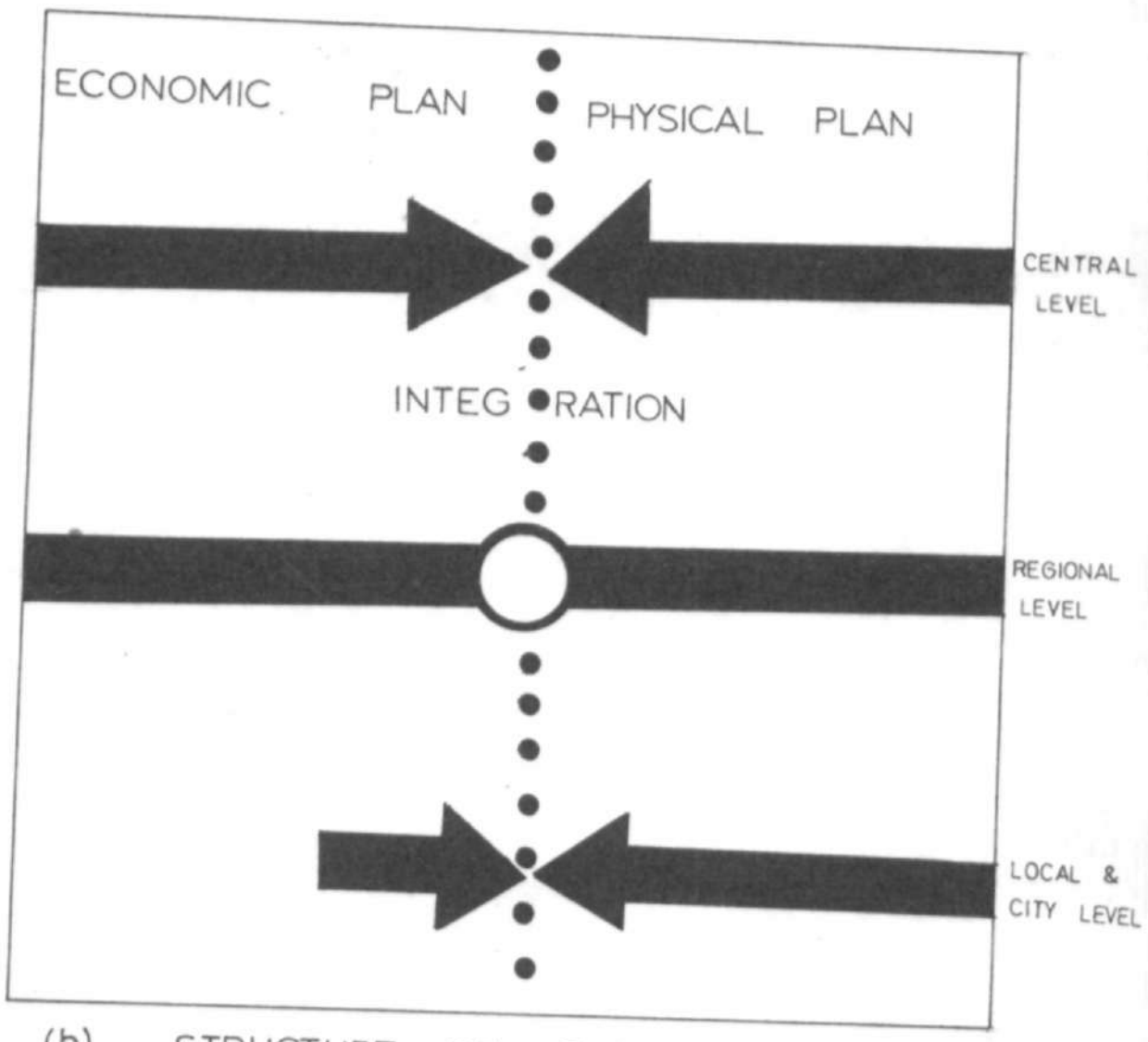
Each of the regions conducts a two year study of all settlements aimed at discovering most urgent economic and social needs and areas of greatest return of investment. On the basis of this study each regions prepares a 20 year plan for its juridiction, and this will cover all regional and local government investment programmes, and this plan will then be converted, by another section of the same regional planning Offices, into a physical comprehensive plan on a scale of 1,200,000.

The regional plan is then ready for approval by a Committee of Technical and Scientific experts. Comments are expected from the lay and elected representatives as well as other interest groups at both the Municipal and regional levels.

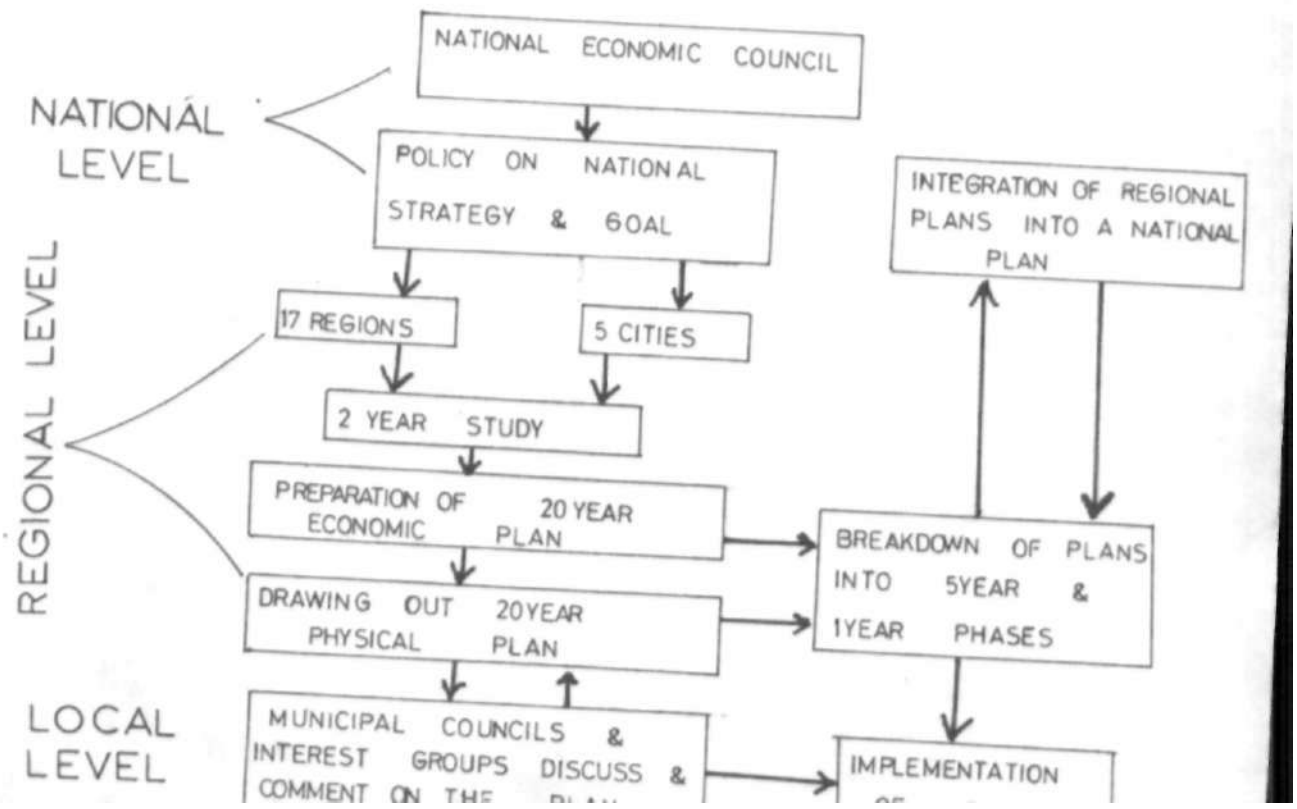
Based on the city and regional plans the national comprehensive plan is then drawn up, considering the national economic directives and their application.

FIG 13

(a) SYSTEMS PLAN IN POLAND



(b) STRUCTURE OF PLANNING ADMINISTRATION IN POLAND



Plan implementation is broken down into medium and short term economic plans for each region covering local government investment at a 5 year and 1 year terms respectively. Success on implementation enables the long term plan to be reviewed every 5 years. Direct implementation is carried out by the Sub-regions and Municipalities.

3.2.0 NATIONAL STRATEGY FOR URBAN DEVELOPMENT POLICY IN NIGERIA.

The idea of comprehensive physical planning in Nigeria has just recently started to make some impact. The 1946 Nigerian Town and Country Planning Ordinance has left the regions with all the powers to plan and implement their physical plans separately while the Federal Government gate attention only to the development of Lagos and certain economic regions. To this effect planning was based only on the development of Sub-regional projects such as the Kianji Dam, Lake Chad Basis and Gongola river projects. Even at the regional level comprehensive planning on the regional basis has not been pursued. Most plans have been carried out for special areas and a few big cities. Only in the Western State has there been an attempt to produce a plan for the whole politico - administrative area.

It has just recently been announced by the Federal Government that a central Ministry for Urban Affairs is to be established. As a first step to establish a national planning body I have some optimism that the Federal Government will develop a greater interest in environmental planning in the near future.

It is however not enough to express this optimism in vacumm.

I feel my suggestions as below will give guidliness in preparing the policy for planning and evelopment of the whole Federation.

(1) Increase of population in our cities is a great factor for the deterioration of these urban centres. If such population concentration in a few centres continues the cities will eventually turn out to be national habilities instead of their role as movers of national development. It requires the full attention of all levels of government, operating within the framework of a national urban development policy in working out and implementing the programmes aimed at solving urban problems and eminating growth.

(2) Urban development policy should be in the view of providing guidelines for planning of a coherent pattern of settlements in terms of population distribution and location of economic activities, and for major physical and social infrastructure. These will take a more cohesive stand if there is an integrated national urban land policy, and a comprehensive system of allocating financial and other resources directed toward the new goals for urban development.

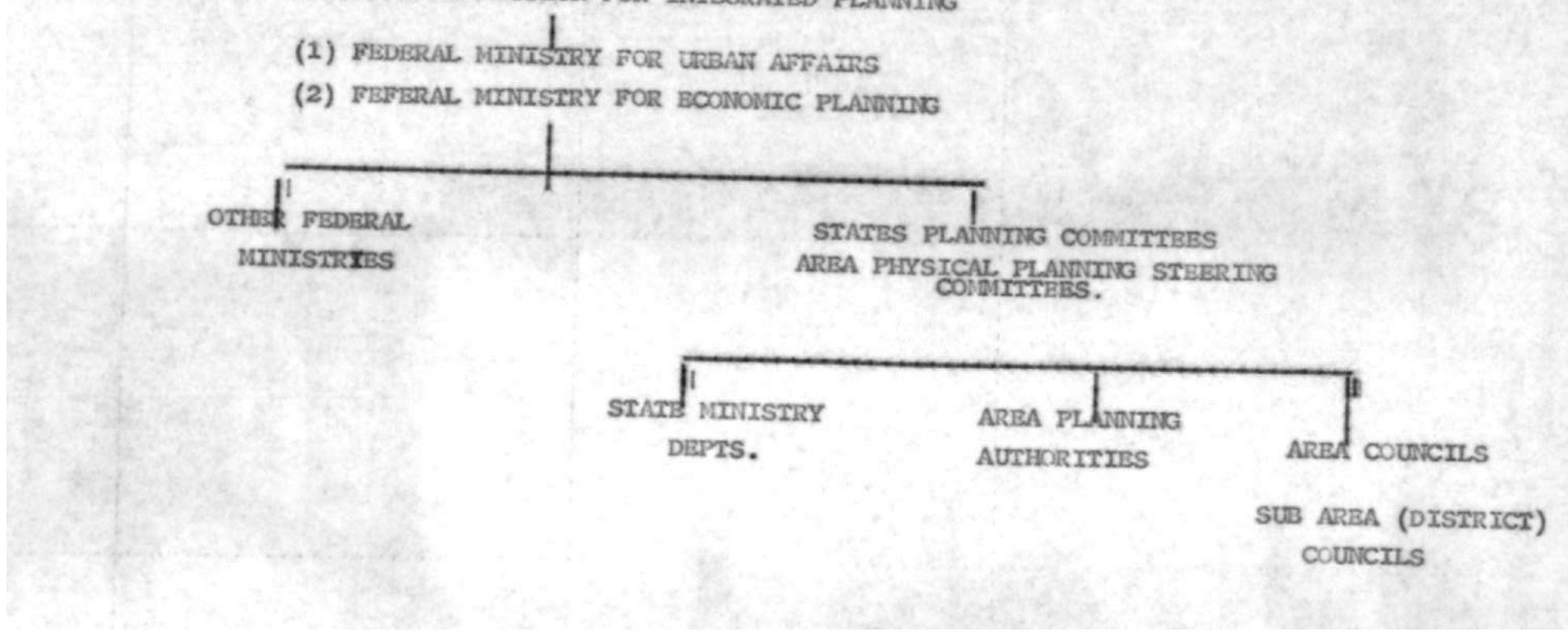
(3) The Federal level of planning will have to be based on long term phases to ensure better distribution of population, resources and economic activities. The Federal Government will have to create growth poles by analysing economic base of all towns and cities on a national context. The plan can then be aimed at improving the economic base and the physical and social environment of the towns and cities so as to attract migrants to them.

(4) There should be appropriate legislative and administrative measures at the national level to ensure an effective and efficient implementation of the programmes.

My contentions as to integrating the two system and bringing all participating agencies together towards solving a common problem is a factor of centralisation of the decision making process at all levels. Figure 13 will make this intention much clearer. At the National level there should be established a National Commission for integrated Planning which should set up the broad national policy and integrate the works of the Federal Ministries responsible for economic and physical planning. At the Regional (State) level there should be a strong committee which should be chaired by the head of the Government to coordinate the plans of the various Sub-regions in the States. At the Sub-regional or area level there should be a steering committee coordinating the works of the various area agencies for development. The implementing bodies at the local level must be the Local Council.

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ADMINISTRATIVE MACHINERY FOR PLANNING IN NIGERIA



There should be an integrated planning agency at the national level with adequate functions and powers to exercise the planning functions both in the fields of socio-economic as well as spatial development. Also at the State and Municipality levels there should be adequate Socio-economic and spatial planning agencies.

The more Senior the level of planning the more important it is to have coordination between socio-economic planning and physical planning. At the National, regional and metropolitan levels, this coordination will be secured either by locating agencies responsible for both types of planning under one policy and decision making agency, or by creating a single agency for handling both kinds of planning. Coordination between planning and implementation can be achieved through capital budgeting, plan and project review, evaluation, and the power to implement development programmes.

There has not been any agency at the Federal level in Nigeria to direct and coordinate urban land policy for the whole country. For this reason there has also not been any attempt to integrate national economic planning and physical planning at any level of the plans. At the regional and Municipal levels, where some attempts have so far been made at setting out urban land policies, efforts have been duplicated through the treatment of economic and physical plans as unrelated entities.

It is therefore obvious to combine the efforts of both sectors of planning processes towards unified goals and objectives at all levels of public policy, at least as they affect land untilization and budgetary process. This will reduce tremendously the waste of resources through separate arrangements and enhance efficiency at all stages of planning process.

3.3.0 DELEGATION OF POWERS UNDER LAND TENURE SYSTEMS.

In the former Norther Nigeria, and in succession in the present Six Norther States, all lands are declared to be native lands the control and disposition of which are in the hands of the Minister responsible for land matters who holds and administers them for the common benefit of the natives. The Land Tenure Law of Northern States recognised and permitted the right of occupancy, that is, a title to the use and occupation of land, which is devided into two categories; statutory and customary. Astatutory right of occupancy is a right granted to a native or non-native under the provisions of section 6 of the Law, being generally granted for a specific number of years. A customary right of occupancy is the title of a native or native community occupying lands in accordance with the rules of native law and custom, and which, therefore, is not limited in time.

Under Section 6 of the Law the Minister is empowered to grant rights of occupancy to natives and to grant easements appurtenant to the same, to demand a rental in exchange for the grant, to revise such rental and to impose a penal rent for breach of any covenant contained in a certificate of occupancy. The Minister has power to impose a penal rent for unlawful alienation by a holder of a right of occupancy, and he may waive wholly or partially and or all of the covenants contained in the grant in special circumstances which make compliance therewith a hardship upon the occupier. He may also extend the time during which such covenants have to be performed.

Restrictions on the Ministers powers of granting rights of occupancy are that in grant in favour of a non-native, in respect of agricultural purposes, is limited to 1,200 acres, and for grazing purposes to 12,500 acres unless the consent of the Governor in Council is sought. Furthermore, the Minister can not grant a Statutory Right of Occupancy to a minor or consent to the assignment or sub-letting of such a right to a minor.

Once the grant has been made it is usual for the Minister to issue a certificate of Occupancy to the holder. Such certificates are also issued to persons already in occupation and to persons entitled to a right of occupancy. If the person to whom the certificate is issued fails to pay for it the Minister may cancel it and in cases where the certificate evidences a fresh grant the Minister may revoke the grant itself in such circumstances. The terms contained in the certificate are enforceable against the holder and his successors in title notwith-standing the fact the holder has not signed it, or, in the case of a company where the consent is evidenced only by the signature of someone purporting to accept on behalf of the company.

The Minister or any public officer duly authorised by him may enter upon the land comprised by any statutory right of occupancy for the purpose of inspecting the land or any improvements thereon at any reasonable hour in the day time. Similarly, any person duly authorised may enter and lay water pipes, sewer or drains on accross, or under the land on behalf of the Government.

The Minister has the power to grant licences to take building materials such as stone, sand or gravel, etc., from any land not the subject of a statutory right of occupancy or of a mining lease under the Minerals or Mineral Oils Ordinance. Such a licence can not be granted for more than 1,200 acres and is subject to such terms and conditions as the Minister may impose, breach of such conditions leading to cancellation of the licence.

The Minister may create public rights of way, where it appears necessary, over any land in accordance with such conditions and limitations as are needed. Compensation is payable in respect of damage to trees, crops or improvements damaged or destroyed by the creation of the right of way. The Minister may also create a public right to take water from any river, lake, stream or water way other than those which have been declearod by Parliament to be a source affecting more than one territory, here also subject to such terms and conditions as he may impose.

The Minister may revoke a right of occupancy for good cause. In the case of a statutory right of occupancy good cause includes breach of any of the Covenants or conditions expressed or implied in the certificate of occupancy and the requirement of the land by the Federal, the State Government, or the local government agency for their respective public purposes, or the requirement of land for mining purposes. In addition the abandonment or non-use of the land for the period of two year is ground enough for the revocation, except where land has been left fallow for such length of time in pursuance of farming.

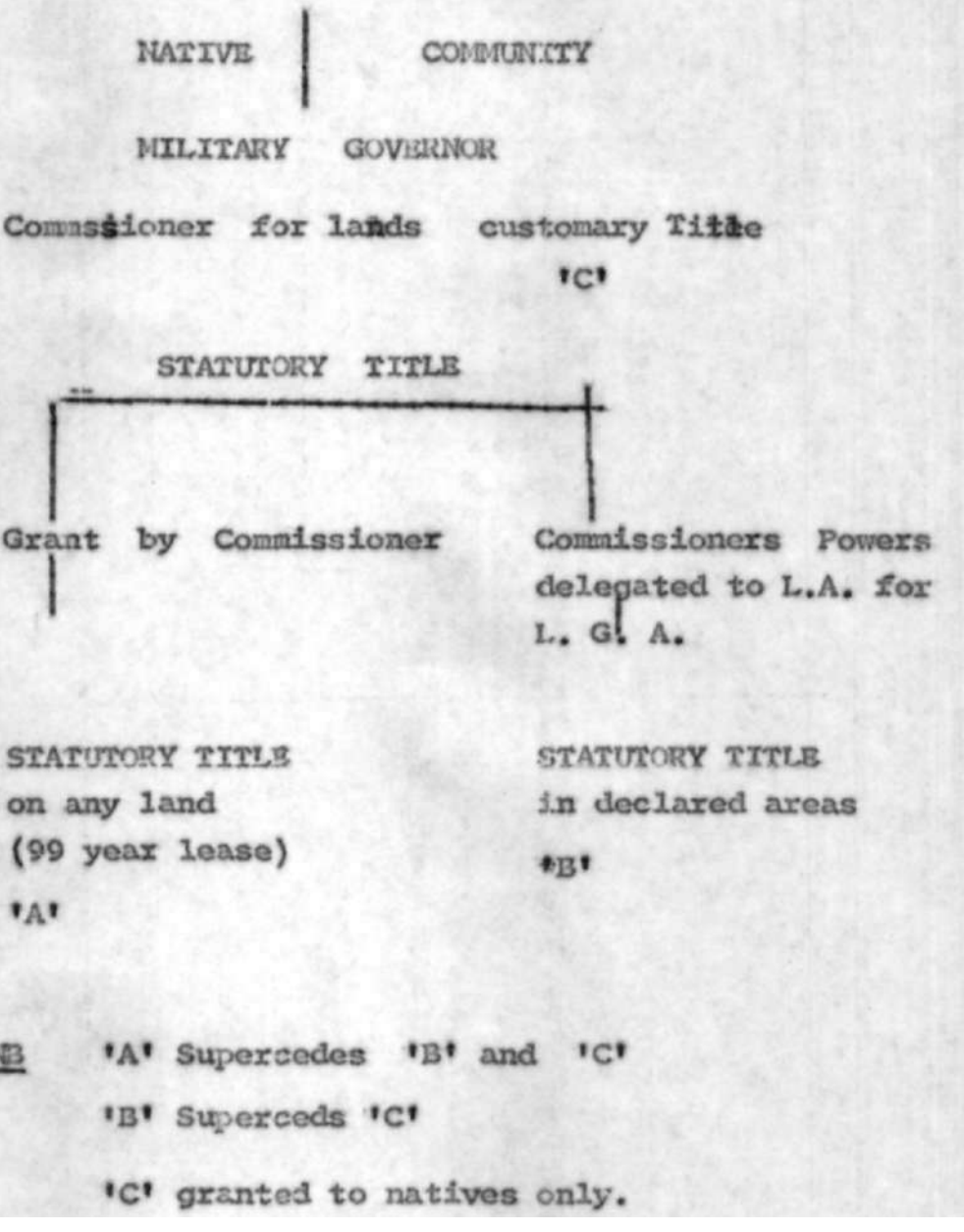
In the case of customary right of occupancy, the right may be revoked for the same public purposes. In addition it may be revoked if the land is required for mining or for the extraction of building materials, or the grant by the Minister of a Statutory right of occupancy. Alienation by a native to a non-native without the consent of the Minister may also result in revocation. Payment of compensation on lands taken over by an agency from individuals depends on the circumstances and also on the improvements put up on the land. In case of a Statutny Right of Occupancy compensation is payable for unexhausted improvements and for disturbance only if the land is required for public purposes. In the case of occupancy compensation is payable if the land is taken for public purposes, for the extraction of building materials and for the grant of a Statutory Right of Occupancy, and in the latter case the compensation is payable by the new holder.

The Land Tenure Law unlike the repealed Land and Native Rights Ordinance, has given legal recognition to the customary land which, however, is still being held by the natives without ady written evidence. Section 5 and 32 have exempted natives from asking the government to consent to their holding. The Law has invalidated any title held by a non-native unless granted by the Government or by an authority having been delegated powers to give such a grant. State Governments are required under section 50 to have regards to native laws and customs when exercising their land powers. Sections 38 and 51 have confirmed the powers e exercised by Native Authorities on customary land.

For our customary land, we have copied from the colonial rulers the system of land administration of their country. In sophisticated Great Britain the concept of land control or land development has an entirely different meaning from what we give it in Nigeria. In England titles are secure and held in private ownship; all land, whether rural or urban, is owned and is physically occupied and developed that there is no need for any direct Government land Administration. The judiciary takes care of any disputes while the Country, City or Town Councils are responsible for physical planning. Where there is administrative involvement in private rights, such as in compulsoty registration, the Government indemnifies the property owner against any loss, error or omission. In the Northern States of Nigeria the nature of holding is different and it must therefore call for different behaviour and treatment of the land. A large percentage of the land is un-occupanied; customary holdings have no security; holders enjoy their supposed perpetual titles so long as they are not taken by the Government or by any person under a statutory right of occupancy. Lugard's Land nationalisation, which he confessed had remained a dead letter so far as the natives were concerned, has up to the present day meant nothing to the peasants because the acquisition of their unprotected land has not prevented them from getting land from the common pool of vast unoccupied land.

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POWERS UNDER LAND TENURE SYSTEMS IN NORTHERN STATES OF NIGERIA.



NB 'A' Supercedes 'B' and 'C'

'B' Supercedes 'C'

'C' granted to natives only.

The day of reckoning and of tribulation will soon come when there will be no land remaining in the common pool to give them, and alas! the experience now mated in the ruban areas is making this effect to be felt already. Customary holdings lose much of their value as they cannot be pledged for substantial loans to effect improvements; they are unrecorded, undefined and cannot by law be registered. They are economically undeveloped and unrecognized despite their massive agricultural and other contributions to the nations economy.

3.4.0 TOWN AND COUNTRY PLANNING PROCEDURE.

The traditional land tenure systems had contained in them certain regulations on town country planning controls. Matters such as markets and traditional outdoor industries were controled by the traditional rulers; and certain regulations concerning neighbourhoods included the rights of individuals to have a passage to their respective homes, the right to have privacy and the rights to have drains out of their homes.

Under the Town and Country Planning Law which was made in 1946 the Minister responsible for the Town and Country Planning was given powers to create a Planning Area in any part of Northern Nigeria and to establish a Planning Authority to take charge of the area, and the Authority should have adequate local representation. The Minister has powers also to appoint a single authority for more than one planning area.

On the other hand the law gives the Governor Power to appoint a Native Authority as a meber of the Planning Authority, and in this case the Native Authority may be represented by any of its members authorised by it to act on its behalf, whereby the Native Authority shall be bound by the acts and decisions of its member so authorised. The Governor may also appoint a native authority as a planning authority.

Where a Planning Authority has been established for specific Planning area (s) it will be expected to produce a planning scheme for the whole or for a part of the planning area, whether there exists any development on it or not. Purpose of the Planning scheme is in controlling the development and use of land comprised in the area to which the scheme applies, and in preserving buildings or other objects of architectural, historic or artistic interest and places of natural interest or beauty and generally in protecting existing amenities whether in urban or rural portions of the area.

When an order declaring a planning area has been published in the gazette, as required in Section 10 (2) of the Law it is thence prohibitive for any person to carry out any new development of land or may construction, demolition, alteration, extension, repair or renewal of any building within the area until the scheme is approved. However, the Governor is empowered by the law to grant approval in respect of any applications for interim development of land, and may even make a general order with respect to such interim development within the planning area.

Furthermore, the Authority may grant permission for an interim development on a written application. In such cases the Authority may give the grant with or without conditions, or may postpone consideration on the ground that the development cannot be carried out immediately, or it may refuse the permission. Aggrieved persons on the decisions of the Authority are allowed to appeal to the Minister within twenty-eight days of the receipt of the Authorities decision or of the date by which the application is deemed to have been refused.

The law provides that a scheme may be made for the re-distribution of lands or for the readjustment of the boundaries and areas of any such lands. It invalidates any existing law relating to development, road construction, or building operations inconsistent with the provisions of a scheme or the application of which would tend to hinder the carrying out of the scheme. The law also gives the authority powers to make orders or adopt supplementary orders proposed by owners of land in the area, as respects any area of the scheme as it finds necessary for carrying out the provisions of the scheme, but such supplementary orders must be approved by t the Minister.

Section 29 of the law has given the Authority Powers on the execution of the scheme which are as follows:-

1. The Authority may at any time:

> remove, pull down, or alter, so as to bring into conformity with the provision of the scheme, any building or other work which does not conform to those provisions, or the removal, demolition or alteration of which is necessary for carrying the scheme into effect or the errection or carrying out of which contravenes any provision of the scheme;

(b) where any building or land is being used in such manner as to contravene any provision of the scheme, prohibit it from being so used;

(c) where any land has been, since the date when the order declaring a planning area under section 10 of the Law has been published, put to any use which contravenes any provision of the scheme, reinstate the land;

(d) execute any work which it is the duty of any person to execute under the scheme in any case where in the opinion of the Authority delay in the execution of the work has occured and the efficient operation of the scheme has been, will or may be thereby prejudiced.

In the preceding subsections of this Section the law makes it necessary, however, for the Authority to give a notice, to the owner and to the occupier of the land, of at least three months in case any building is affedted, and at least one month in the case of other lands. The Authority must not take its threat, unless there is no appeal on the notice to the Minister or the expiry of the date of the notice. When an appeal has been lodged by the owner and/or occupier of the land against the notice of the authority or when such persons have put up claims to the authority for their developments upon the land the Authority will have to postpone its action specified in the notice until the matter is resolved.

When a schem has been prepared and apporved for an area the Authority has the power to acquire any land in that area either by agreement or compulsorily.

Compensation shall be paid for all lands acquired as in the land Tenure Law; and the Authority may charge betterment taxes on all persons whose lands have been up-valued due to the developmental activities carried out by the Authority. However, no compensation is payable to those persons whose lands have been acquired for their contravention of any provision in the scheme.

Notwithstanding the provisions of the law, however, the use of such wideranging powers will depend largely on the prevailing circumstances in the urban area concerned. Since the creation of States both Kano and North Central State Governments have established several new agencies to deal with certain functions within the urban areas of Kano and Kaduna. In most cases such agencies have been given powers to perform certain functions, while the agency which was previously performing such functions is still allowed by law to continue within it. Such actions tended to establish a diarchy stratum both at vertical and horizontal levels of the Authorities, resulting in conflicts between the agencies and to a certain extent the complete neglect of certain duties. Uncertainties arise as to which agency performs what function.

3.5.0. FUNCTIONS OF AGENCIES

Assignment of functions to the varrying Agencies responsible for carrying development activities within the urban setting in both Kano and Kaduna is the main factor of administrative problems. If objectives for establishing an agency, which are usually not defined, are to be achieved at a maximum satisfaction, roles of such agencies must be carefully assessed and

responsibities specifically allocated to each agency to avoid misunderstanding By and large concentration of power at the centre is a source of frustration on the side of the agencies that will hinder the progress of any developmental activity.

The major functions of agencies for urban development in Kano and Kaduna, which I intend to discuss here, concerns the powers of control in physical development, the provision of urban services and functions relating to the various systems of development financing.

3.5.1 ALLOCATION OF RESPONSIBILITIES:

Controlling Physical planning and development in Kano is the responsibility of the Metropolitan Kano Planning and Development Board which has the power for preparing and amending overall master plan for the whole Metropolitan Area. It is also the agency empowered to prepare planning schemes and to approve interim development applications. Here it is meant that for any area of land to be empowered with within any parts of the Metropolitan area the Permission of the Planning and Development Board must be sought. In Kaduna, as in Kano, such powers are vested in the Kaduna Capital Development Board, which is the Planning Authority Established underthe town and country planning law.

Specific layout plans for various purposes are prepared by different bodies in both Kano and Kaduna. In Kano layouts for government housing and office schemes are prepared by the Ministry of Works and Survey, and such layouts are expected to be scrutinized and approved by the Board.

Private developers also prepare layouts for their own purposes and seek the approval of the Board. However for all industrial and commercial layouts and for all residential layouts that are not for the purposes of government staff housing schemes the Metropolitan Board prepares layout for certain purposes, the practice is that the Ministry of Lands and Survey prepares layouts for industrial, commercial purposes as well as for government staff housing areas and residential areas developed by the State Government for the purposes of re-allocation on the basis of certificates of occupancy. But all layouts prepared by the Ministry and by private developers must be approved by the Board.

All physical preparations of lands for which layouts have been prepared; that is the re-surfacing of the ground, the construction of roads and drains, the provision of sewers, light and water, etc. are being undertaken by the Board in each case, except for those lands prepared for government staff housing and office s schemes which are being carried out by the Ministries of Works in each case.

Power to allocate plots of land is a strong function for controlling land development. In both Kano and Kaduna two types of land holding prevail, and this fact has been focussed in part one of this chapter. In Kano the State Government, through the Ministry of Works and Survey, allocates lands under statutory grant in all areas declared by the government to be a government reserved area.

The States Ministry of Works and Survey and the Metropolitan Board in Kano both have powers to construct roads within any parts of the Metropolitan Area, while the Local Government Authority and the Metropolitan Area Council have been empowered to construct roads within the areas which are not graded as trunks A or B. Such road constructions include the constructions of drains and provisions of street lights. In Kaduna the Kaduna Capital Development Board is the only agency empowered to construct and maintain all urban roads, roads drains and street lights within the Kaduna Capital Territory, while the Local Authority takes charge of those rural roads where the effect of Kaduna Capital Development Board has not reached. But the Kaduna Capital Development Board may at any time take over such functions from the Local Authority.

High income housing is provided by the Ministries of Works in both Kano and Kaduna, while the low cost housing are provided by t the Boards.

Urban water supply in Kano is under the auspices of the Ministry of Works and Survery, while rural water supply is provided by the Local Government Authority. In Kaduna the urban water supply is a preserves of the North Central State water Board, and the rural water supply can be provided by either the Local Authority or the Bureau for Rural Development, under the Military Governor's Office.

Sewage disposal is in Kano controlled by the Ministry of Health and Social Welfare, while night soil collection and disposal, an activity confined to Sabon-Gari, is a function of the Waje District Council.

Such areas include the Townships, Comprising of the Low Density housing areas, the Town Centre and the Industrial Estates, and any extentions thereto. The Local Government Authority, on the other hand, allocates plots in all areas other than those declared by the Government to be a government reservation. Presently such areas include the city, waje and greater parts of the rural districts. However, there is currently a proposal by the State Government to take over the allocation and control of all lands within the Metropolitan Planning Area outside the city walls.

In Kaduna the State Government, through the Ministry of Lands and Survey, is responsible for allocating all lands that are declared by the government to fall under government reservations. Area included in this comprise of the Town centre, the industrial areas and the low density housing areas. The Local Authority allocates lands in areas considered to be native areas and which are not annexed by the State Government as part of the government reservations.

Services provided within the urban areas are assigned according to the nature of the agencies. Here I am concentrating on the services provided by the State Agencies, and even then, those that provide specific services for either Kano or Kaduna. Appendix will however give a clear insight of the services provided and those agencies providing them.

In Kaduna the Kaduna Capital Development Board is responsible for refuse collection and disposal and for the control of sewage, while the Local Authority is responsible for night soil collection and disposal. On the other hand the Ministry of Health and Social Welfare provides general hospital and health centres while the Local Authority provides dispensaries. As in Kano the Staff of the Ministry of Health and those of the Local Authority combine their efforts in conducting health education and eradication campaigns.

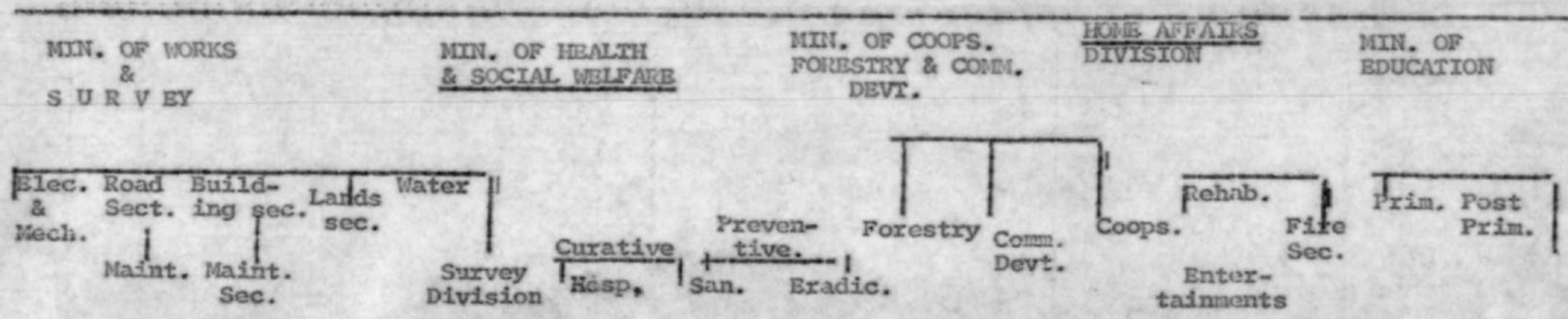
In Kano the provision and maintenance of parks and gardens is partly the function of Local Government Authority, partly it is the function of the Township Authority and partly the Ministry of Forestry, Cooperatives and Community Development. In Kaduna this function is solely assigned to the Kaduna Capital Development Board.

Fire fighting and protection in Kano is under the Home Affairs Division of the Military Governors Office while in Kaduna it is under the K.C.D.B. Similarly provision of transport services in Kaduna is under K.C.D.B. while in Kano it is under the State Transport Corporation.

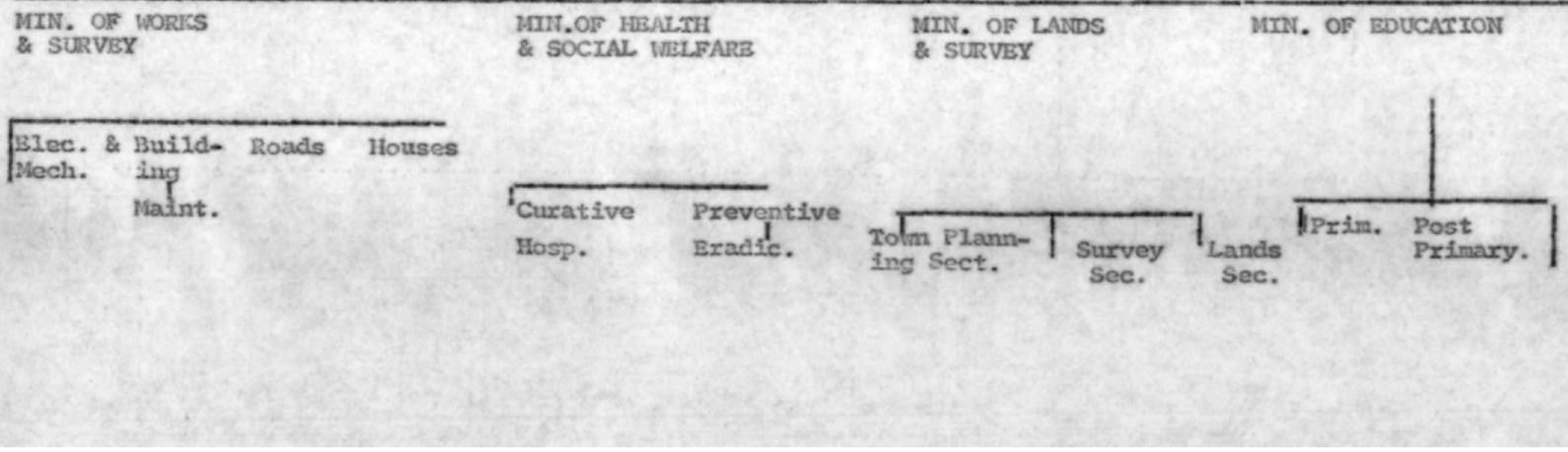
The provisions of services as listed above are by no means exhaustive, however, I have only tried to give out some of the most important ones provided by the agencies. To get a clearer view, as I have already stated above, is to go through Appendix A. (see Plates).

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(a) KANO STATE GOVERNMENT:



(b) NORTH CENTRAL STATE GOVERNMENT
MILITARY GOVERNOR'S OFFICE



3.5.2 PROBLEMS OF IMPLEMENTATION.

On of the most important parts of the Planning Process is the plan implementation which involves a great deal of political, administrative and legal jurisdictions. It is always difficult to achieve full integration between the activities of the various agencies participating in the implementation of development plans due to lack of proper and clear-cut division of power and responsibilities. Moreover lack of finance and competent staff focus clearly on the quality and lack of foresight in the plans and the constant failure and inefficiency in implementing them. Most of the Plans are of course not based on specific goals and objectives, and the use of statistical data has not been known in framing the various programmes and projects of the plans.

Part of the problems of implementation of the plan comes about by the fact that both Kano and Kaduna plans have been prepared years before the actual implementation started. The Kano Plan which was completed in 1962 did not come into operation until late in 1970; while that of Kaduna, prepared in 1967, was not brought up for implementation until 1972. In between these lapsing periods of preparation and implementation there certainly were alot of developments within the two Metropolitan areas which had rendered the plans obsolete. Furthermore the plans were prepared by foreign consultants who packed and left immediately they presented their proposals to the Governments.

Collection and disposal of garbage and street cleaning have been recently transferred from the Local Agencies to the Ministry of Health, while general sanitary inspection still continues under the auspices of the Local Government Authority. Where health education and eradication of disease campaigns are concerned both the Ministry of Healths Inspectors and Local Government Authority's Sanitary Staff work hand in hand.

Sewage disposal is in Kano controlled by the Ministry of Health and Social Welfare, while night soil collection and disposal, an activity confined to Sabon-Gari, is a function of the Waje District Council. Collection and disposal of garbage and street cleaning have been recently transferred from the Local Agencies to the Ministry of Health, while general sanitary inspection still continues under the auspices of the Local Government Authority. W Where health education and eradication of disease campaign are concerned both the Ministry of Healths Inspectors and Local Government Authority's Sanitary Staff work hand in hand.

Both the State Government and Local Government Authority are contributing to the running of an infections disease Hospital situated in the urban area But whereas the States Ministry of Health in providing general hospitals and large health centres, which are considerably expensive ventures, the Local Government Authority provides dispensaries and clinics at local levels.

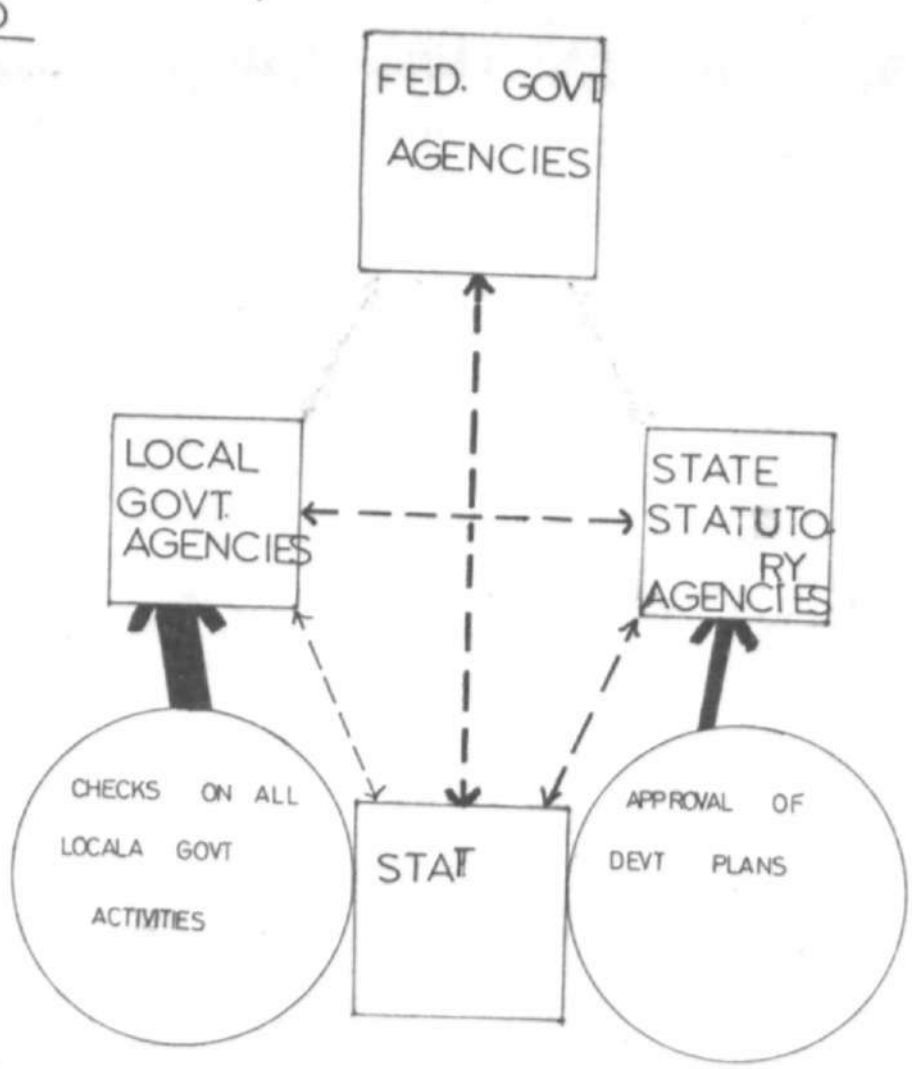
The problem of implementation was not their concern, and the governments did not seek to retain the services of some of their expert staff for the inplementation. Worse still no government staff expected to participate in the implementation was involved in the plan preparation. As such both plans are proving to be failure.

In Kano the layout by the N.A was done by the N.A. survey, unit, a collection of chairman with no formal train. Experience has shown that all the layout plans prepared by this unit did not usually include spaces for public utilifus, such as educational, health and sanitation, and recreation facilities. Moreover, lack of integrity on the part of the survey assistants casted alot of damage on the consistency of the layout plans. Many layouts which gave wide road reservation were at the implementation turned as slums with narrow winding roads just enough to lay drains, and most of the plots put out, which were already only enough for a medium size family, were sub-divided into several small plots. But these sub-divisions were usually not shown on the actual layout plans. An example can be seen in the Gyadi-Gyadi layout where most of the streets measuring 30-40 feet wide on the plan are now narrow winding trenches of only 6-10 feet wide on the site.

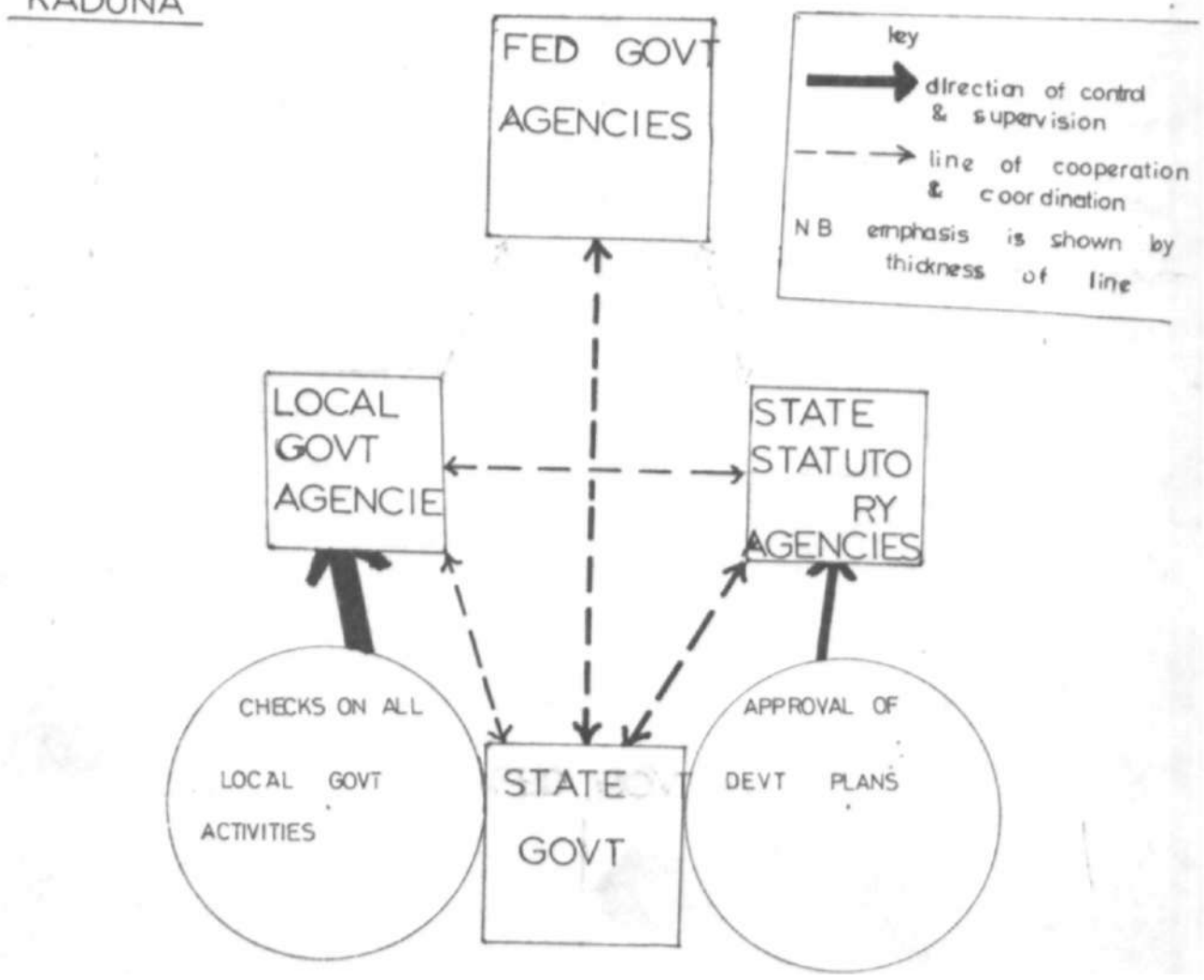
In Kaduna the same system of layout prevailed whereby no layout plans included spaces for either public or private facilities, not even ample open spaces for children's play. However, the experience in Kaduna has not shown any serious encroachments on

Fig 16 LEVEL OF COOPERATION & CO ORDINATION

KANO



KADUNA



Village developments in both Kano and Kaduna have been allowed without proper guidlines or control. Many villages had grown up within the Metropolitan areas, just outside the main urban settlements. In Kano, for example, the Dakata Village developed within a short period of time with the full collaboration of an LGA official, quite outside his official duty, but without the approval of the LGA which was the agency responsible for village establishments; Despite constant reports to the LGA on the encroachments of the village on other uses the LGA had turned a deaf ear on such complaints simply because the official involved in the reported unscrupulous act had very close connection with most LGA top officials. Also in Kaduna, the development of a village slum behind the Ministers quarters did not have the approval of the towns L.A. and yet nothing was done about it due to the fact that most of the settlers had relations among the Ministers.

This clash of authority has happened and is still hapenning in all the urban areas in the Northern States in defiance of the division of power and responsibility which is assumed to have been laid out clearly. Incidents of show of power have all the times rendered the success of plan implementation very hopeless. Elaborate layout plans for a sites and services scheme at Ja'oji, in Kano, have been completed for almost two years now but the implementation of the plan has been delayed through a clash arising from the question as to which agency should be responsible for the allocation of plots.

Each of the clashing agencies is therefore reluctant to provide the funds for undertaking the actual implementation while at the same time the development authority has not been given powers to any source of revenue except from bank loans, which they will have no source of repayment. From this we can identify three main problems. In the first place both the State Government and the LGA have powers of allocation within the same jurisdictional area and as such there is duplication of responsibility. Secondly, the State Government has reserved only to itself the powers to allocate courses of revenue to the lower level agencies and can take away such powers any time it pleases the state government, even without any justification at all, which signifys both too much centralisation of power and authority, and deficiency of funds with the actual implementing agencies.

Over lapping of jurisdictions does not stop at the state level, however. Several other issues had arisen in which some projects had either been delayed or entirely suspended due to lack of compromise between the urban development agencies and the special services agencies of the Federal Government. In Kano, the work on the reconstruction of Hadejia Road started almost six months late due to the adamant refusal of the NNPA and Posts and Telecommunications, both of them agencies of the Federal Government, to relocate their utilities according to the plans agreed upon earlier, despite the fact that they were refunded the cost of relocations almost a year earlier.

In Kaduna the Max Lock recommendation of re-routing the railway line from its present position to some distance westwards in order to avoid the heavily populated areas could have taken place save for the insistance of the Railway Corporation, which has a blanket approved over all the lands it occupies, to reject even the slightest portion of the liability.



PLATE NO 1 Gyadi-Gyadi Housing Estate-Low Cost



The so called low cost housing but mostly occupied by medium income employees.Housing badly designed and not in conformity with the culture of the people for whom it was said to have been provided.



PLATE NO 3 Gyadi-Gyadi residential layout.



PLATE NO 4 Unguwar Ministoci Village

NB. Signs of inconsistency in planning and lack of integrity on the part of Local Authority Staff.



PLATE NO 5 Yelawa Road Kano constructed by the Met.Kano planning and Development Board.Porvision of other utilities such as street light and drainage ingrated in the design and construction.



PLATE NO 6 Lagos-Street Kano Constructed by the Ministry of Works and Survey other utilities absent,and introduced only as an after thought.



PLATE NO 7 Kundila Housing Estate-Kano Built by the Met. Board and taken over by the Kano State Investment Ltd. High rentage prevents occupation by the low income group.



PLATE NO 8 Kaduna Main Market-Reconstruction by KCDB but Administration by the Local Authority.



PLATE NO 9 Yakubu Gowon Square - Kano Childrens Playing equipment provided far away from residential areas.



PLATE NO 10 Yakubu Gowon Square - Public Latrines Misuse of these utilities stupif
Government effort.

CHAPTER 4.00 COMPARING ADMINISTRATIVE AGENCIES IN KANO AND KADUNA

To compare the Urban developmental agencies in Kano and Kaduna we must bear in mind the fact that the two cities have lived under a single regional administration for over half a century. Infact the present overall master plans being followed in both areas were the production of the previous government. Also a point of importance is the fact that the system of government and local government administrations have all been inherited from the previous system. It is of course too early at the present stage, only six years after the seperation of the two administrations, to expect any considerable change in how the two systems conduct their public affairs. Ever since the period of the former region, however, the extent of jurisdiction in the two areas had differed.

A more spectacular point of diversion between the systems of administration in the two centres may be found probably in the types of new organisations created since the creation of new states and in the types of functions all the urban agencies perform. My intention therefore is to compare the different levels of public agencies in Kano and Kaduna, and at the end review and compare the relationships between all the levels.

4.1.0 THE GOVERNMENT MINISTRIES

In giving organisational structures for those agencies directly involved in the urban developments among the state ministries in both Kano and Kaduna simple chats as depicted below is necessary:-

From the above chats it will be realised that the duties and responsibilities of the Ministries differ to a certain extent in undertaking urban duties. The Ministry of Works and Surveys in Kano is considered to be a general all rounder on matters affecting public works. Its duties range from development projects to undertaking maintenance activities of all the government buildings, water supply, road and drains construction, control and allocation of lands and survey works. Its jurisdiction as a Ministry covers all parts of the state. Its counterpart ministry in Kaduna concentrates only in housing provisions as far as the Kaduna Capital area is concerned. Control and allocation of lands and survey works are dealt with by the Ministry of Lands and survey.

Similarly, the Ministry of Health and Social Welfare in Kano is in charge of all health matters; provision and control of hospitals and health centres, refuse sewer collection and disposal and street cleaning, and prevention of disease. In Kaduna the Ministry of Health and Social Welfare provides hospitals and health centres, and participates in the protection of diseases, but all matters affecting refuse collection and disposal are not within its functions.

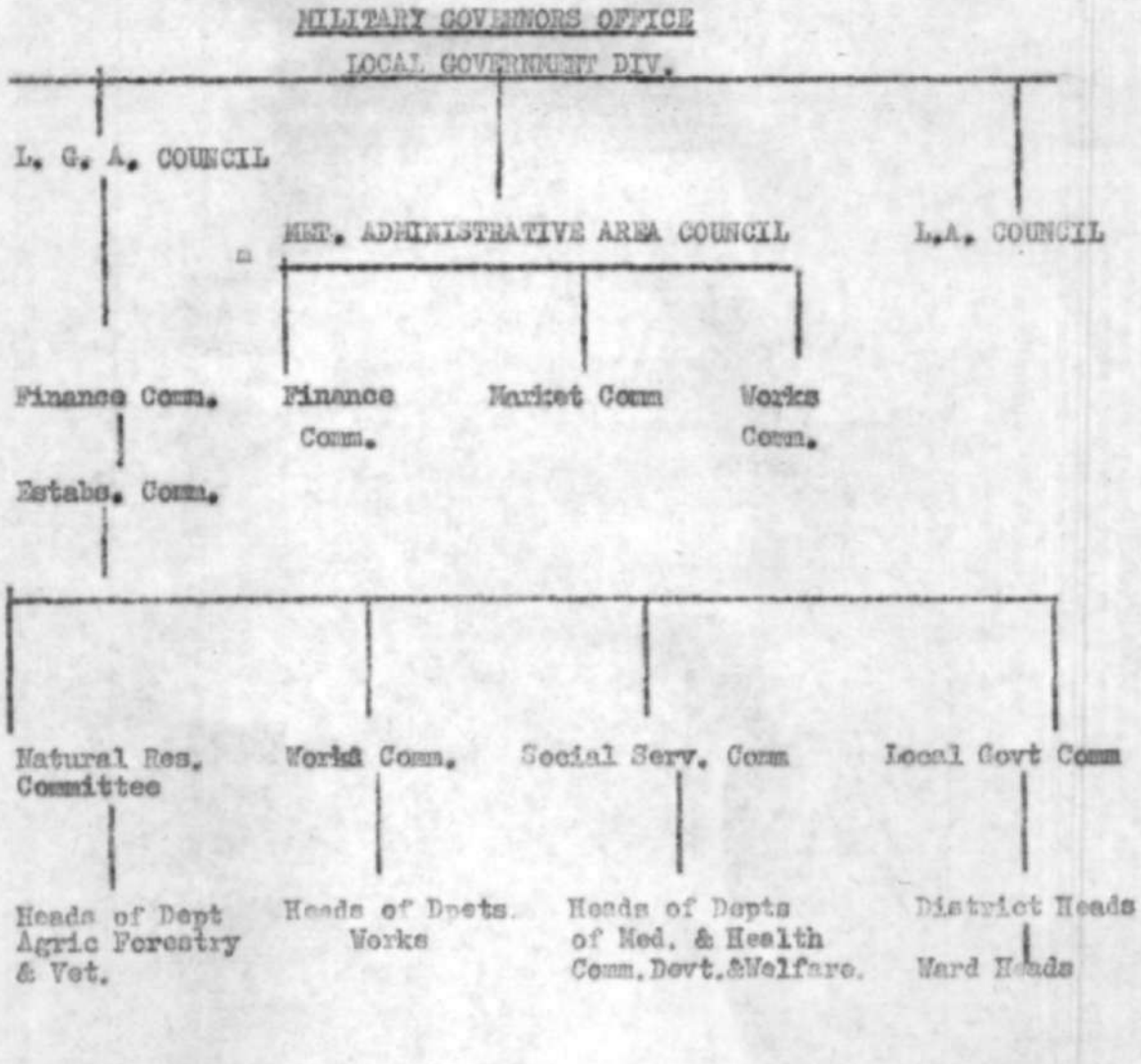
Parks and gardens is a disguised responsibility of the Ministry for Forestry in Kano. It is disguised because there is as yet no clear cut identification to this effect and the fact remains that directives as to who should do what and when comes only from the Military Governor, though the maintenance continues to be undertaken by the Ministry of Forestry.

Provision of Fire Services in Kano is under the Home Affairs Division of the Military Governor's Office. It should be realised here that most of these services provided by the Ministries have just recently been taken over from the Local bodies. The major health services, especially environmental sanitation, the parks and garden and the fire services were established and maintained by the two local government bodies the Local Government Authority and Township. Instead of concentrating on giving guidance and supervision therefore the Ministries in both Kano and Kaduna are tending to pinch up all the purely local activities from the Local agencies. This tendency is becoming more rampant in Kano than in Kaduna. But the danger here is that while the local agencies are much more inward looking and concentrate on urban problems the Ministries which have to give equal attention to all the other parts of the State to see to their equal developments in all their duties. Confusions often arises as to what are the actual priorities in the governments programmes.

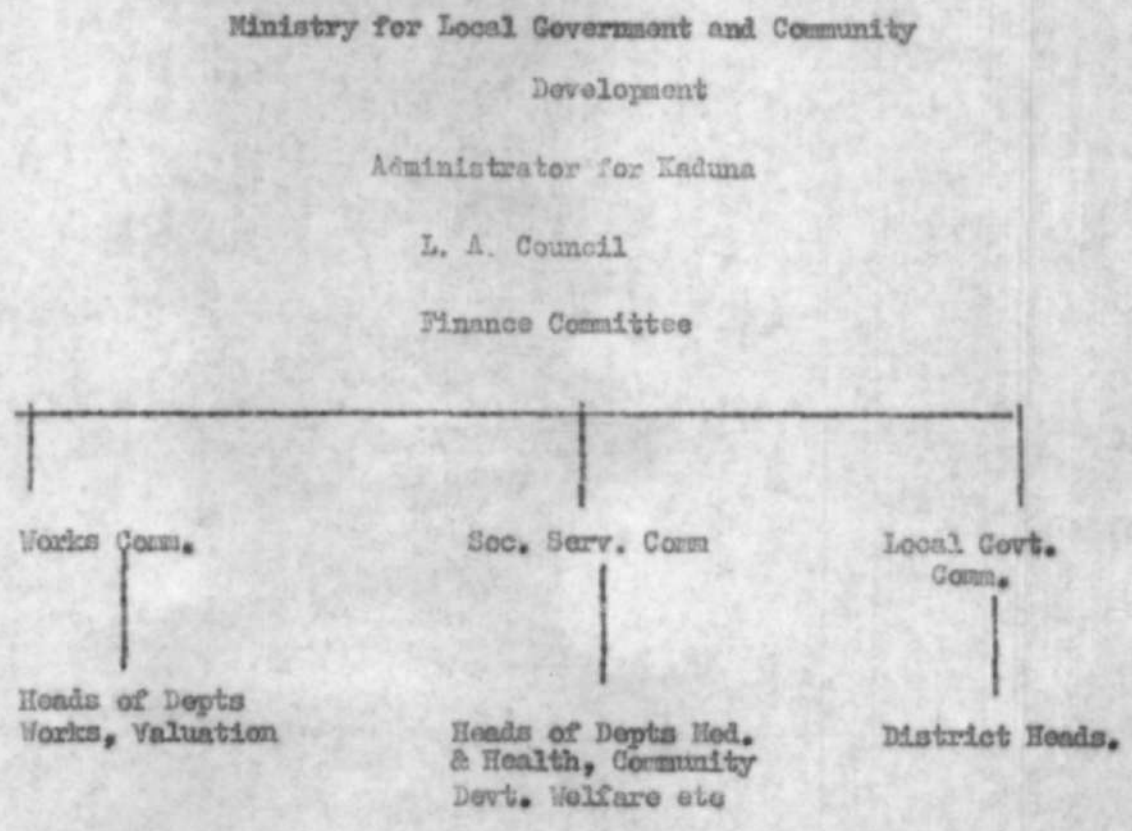
4.2.0 LOCAL GOVERNMENT BODIES

Below are the organization chats for Local Government bodies in Kano and Kaduna urban areas:-

FIG 17 (a) K A N O



(b) KADUNA



The fundamental point in comparing local government agencies in Kano and Kaduna urban areas is the realisation of the fact that there is no single authority in Kano that can claim to control the lion-share of urban administrations while on the other hand the Kaduna Local Authority is purely an urban agency.

The Local Government Authority in Kano has its activities covering a far wider area than the Metropolitan region and all its programmes are pllaned on the emirate wide basis. On the other hand, the Metropolitan Administrative Area Council which is the only agency with an overall Metropolitan outlook, is by no means an agency capable of undertaking any responsibilities of urban programmes.

Since its inauguration at the end of 1968 the Council has remained just a meeting point of market stalls distributors, and no more. It has no established office, no staff, and maintains only 10% of the local revenues. Its role and functions have not been defined from that of the Local Government or the Township, yet it is only answerable to the Local Government Division in the same way as the Local Government Authority and the Township.

The Township authority which used to be the local agency for the whole township area is fast loosing its grips on its area. Most of its functions such as refuse collection and disposal, sewage control have gone to Ministry of Health and construction and maintenance of urban roads to the Ministry of Works and Survey. It now remains as a Revenue collection agency with little or no developmental functions remaining under its controls. To avoid this redundancy I feel all the other minor functions still retained by this agency should be transferred a well meaning body and let this agency fold up.

The Local Government system in the Metropolitan area of Kano is in fact very confusing. A purely local agency on a two tier basis will be best for the Metropolis instead of the central government taking over activities which are purely of urban and local nature.

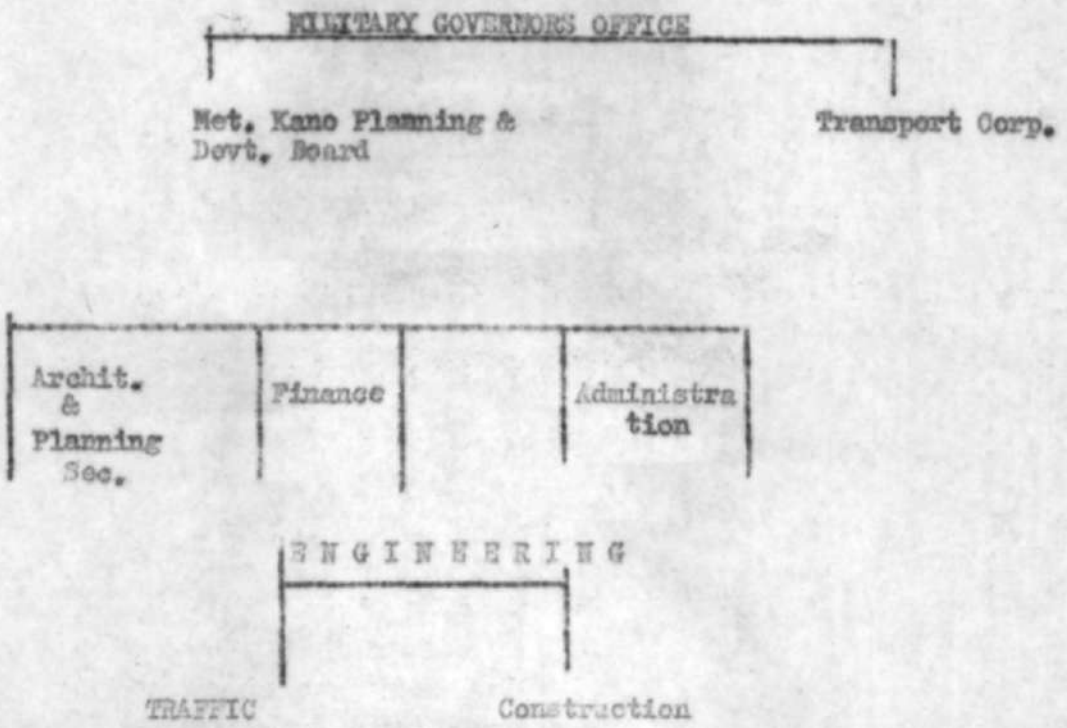
In Kaduna the local authority council was only inaugurated on 6th March 1974 and its functions and responsibilities have not yet been stated.

However, since 1956 a body of Local Authority was formed to cater f for the urban administration, and the whole control was put under the Administrator. A point here is that unlike in the Local Government Authority in Kano the Administrator and almost all the heads of departments in the Local Authority of Kaduna have all the times been central Government Staff, and in essence they pay their allegiance to their respective Ministries. Even with the inauguration of the Local Authority the situation remains the same. While the Administrator still functions as the Chief Executive the Secretary to the Council holds two conflicting responsibilities; as the secretary to the Local Authority council who should abide by the decisions of the council and also depend it, and as the Local Government Officer supervising the workings of the Local Authority on behalf of the Ministry for Local Government.

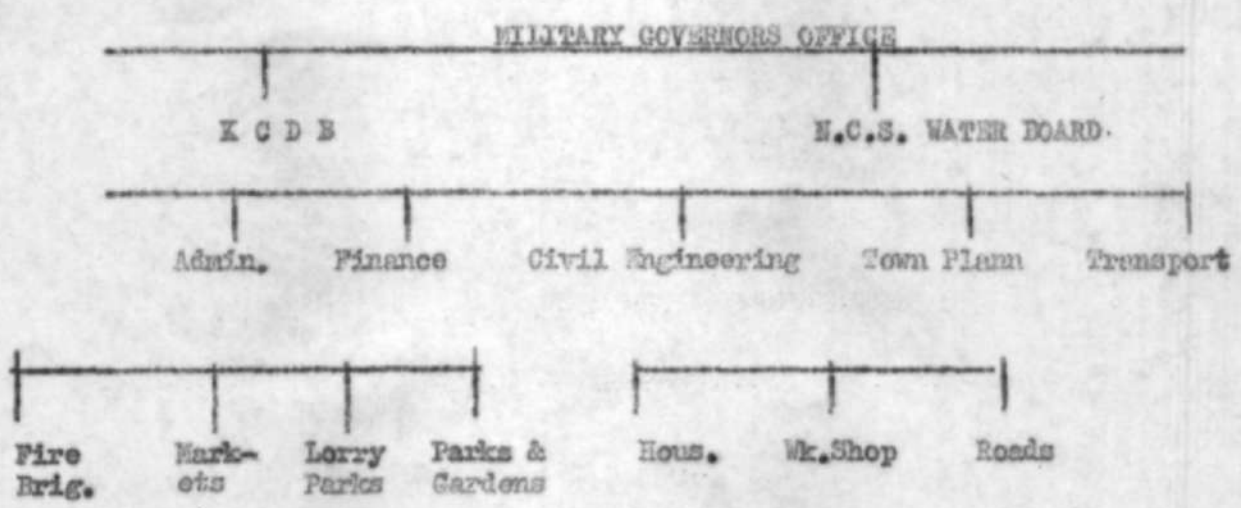
4.3.0 THE STATUTORY AUTHORITIES

There are two main Statutory agencies in Kano and Kaduna concerned in urban developments basic to the two cities. This excludes the Federal Statutory bodies such as the National Electric Power Authority, the Post and Telegraphs Department, the Nigerian Railway Corporation and the Nigerian Airways Corporation. The following chats will depict clearly the similarities and difference in the nature of the statutory bodies in Kano and Kaduna:-

FIG 18 (a) KANO



(b) KADUNA



Both the Planning Boards, M.K.P. & D.B. and K.C.D.B (in Kano and Kaduna respectively), are the administrative agencies responsible for urban planning and development control. However, while these agencies have similarities in both their roles and functions they differ in certain respects, particularly in the types and number of services they provide to their respective urban centres. While in Kano the Board concentrates its activities in capital planning and development, such as the preparation of master plans, the preparation of plots, construction of houses, road and drainage, and the provision of street lights; the Kaduna Capital Development Board is involved in providing day to day services in Kaduna urban centre. The K.C.D.B. is responsible for providing fire services, maintenance of roads drains and street lights, refuse collection and disposal, provision and maintenance of parks and gardens, and running of transpot services in addition to its capital projects. The M.K.P. & D.B. in Kano and the K.C.D.B. in Kaduna are taking over reconstruction of the main markets and lorry parks within their areas, and it is proposed that both will retain the administration of these ventures until they recover the cost of reconstruction when they may be taken back by the Local Government bodies which are controlling them at present.

Transport services in Kano is being run by the Kano State Transport Corporation, which in Kaduna is being provided by the K.C.D.B. In Kaduna the North Central State Water Board is responsible for providing piped borne water to all areas, and the rural water supply remains under the Local Authority.

It appears from the profile of agency comparisons that, though the creation of new agencies to take up certain functions and the transfer of functions from one agency to another may be in the good intention of promoting efficiency in the services provided, the nature of most of these agencies are in consequence instilling uncertainty in the decision making process of each of the agencies as to its exact responsibilities. This situation leads to concentration of power at the centre as all doubts and conflicts will have to be referred to the highest authority for clarification or settlement.

4.4.0 RELATIONSHIPS BETWEEN AGENCIES

Efficiency and good government can only come by if there is cordial relationship and effective coordination between the different agencies concerned with the planning and execution of various public programmes. Commenting on the aspects of local central relationships in the United State, Senator Muskie reviews the "all too familiar scene of many governments and many programmes at different levels of government with complex overlapping and lack of coordination". He suggests that "States have critical role in shaping the basic public organizations in urban areas and in financing, or under financing, urban programmes". Indeed the State Governments must deal more aggresively with urban problems if the crises that exists now in Kano and Kaduna is to be resolved.

Local governments are nowhere in the two urban areas autonomous. Nor are the development agencies, which are the statutory bodies, which ultimately depend upon central fiscal decisions.

In both Kano and Kaduna the decision making process for both the local councils and the specialised authorities are inter-governmental, and any one major developmental project requires a series of formal decisions at several levels, encountering several sources of veto. The evaluation of urban planning administration must analyse the matrix of power and communications within this intergovernmental structure if it is to reduce the potential stalemate. Dichotomy and tension between tiers of administration increase this potential for stalemate. This example is best reflected in Kano where their are too many local agencies which it is difficult to identify their levels of authority and responsibility. This results in disenchantment and suspision not only between the various local agencies but also between them and the State Government and between them and the specialised agencies. What complicates the situation is that the powers of the local agencies are vaguely or even ill-difined. Where certain powers are stated in full infact they are usually stupified by actual policies.

The situation in Kaduna is somewhat different. The Local Authority still remains in actual form as part of the governmental department. Infact where ever the situation arises in which the urban administrators are appointed by the central government either directly or otherwise, the relations between the local authority and higher levels of government are apt to be adversely affected. In any case, resentments on the part of a local authority is to be expected in so far as funds and approvals from a higher tier are required for the carrying out of activities.

With the rapid progress of urbanization in Kano and Kaduna, urban services in each of these centres require an area wide focus, demanding a redefination of jurisdictional boundaries. Since governmental agencies usu-ally operate at various levels, the changes arising from urbanization may bring about interagency competition and conflict. It is therefore imperative that ways and means for achieving coordination and cooperation are quickly sought to make sure that agency efforts are coordinated for common purpose.

CHAPTER 5.00: IDENTIFICATION OF CONSTRAINTS.

(5.1.0 PROJECTION OF URBAN PROBLEMS

The theme of this chapter is the identification of Urban Administrative problems on which the whole study is based. Though this study remains more or less comparative, I, however, intend to analyse certain administrative problems now existing in the system of municipal administration in the two cities.

In a Survey of this nature it is always obvious to encounter lack of cooperation from the respondents, who are necessarily the top officials of the agencies, especially when questions tend to enquire certain policy matters which are considered strictly confidential. Nevertheless, the whole survey exercise was a success, though I met with some resistance especially in Kano.

5.1.1 POPULATION.

Population figures of the 1952 and 1958 Censuses and the estimation of the subsequent years based on a 2.5 percent increase per year (factor increase as maintained by the United Nations) have shown an impressive gradual rise in population of both Kano and Kaduna for the last two decades. But this may be misleading viewing the fact that recent developments; such as the effect of the drought in the Northern States, the rapid economic expansion of the two cities and the influx of greater numbers of school leavers into the two cities have rendered the majority of forecasts faulty.

The population of Kano has increased by one hundred per cent between 1952 to 1963 from 239 thousand to 468 thousand, and that of Kaduna has increased by about two hundred per cent during the same period from about 43 thousand to over 150 thousand. These changes will give a clear indication of a rapid urbanization being experienced by the two cities.

Although no statistical records of either birth and death rates or immigration are kept in both Kano and Kaduna understandable that the rate of population growth in both cities and their metropolitan districts is immense particularly during the last two decades. (See Tables 9 and 10).

TABLE 10

POPULATION OF KADUNA TOWNSHIP 1931, 1952, 1963 and 1971 - 1973

Figures in (000)

	Census			Estimates		
Sex 6	1973	1952	1963	1971	1972	1973
Male	6	4	58			
Female	4	2	62			
Total	10	6 (B)	150 (C)	183	188	193

NB (B) Decrease due to reorganization of Township Township Ordinance

(C) Figures for the Kaduna Capital Territory created in 1956.

SOURCE: North Central State of Nigeria Statistical Year Book - 1971.

This is expected to increase yet to a higher rate at least in the near future considering the prevailing forces. The Provision of amenities in the urban areas, the ever growing numbers of School leavers who could only turn to the cities for employment opportunities, and the current drought scourge on most of the Northern Parts of the Country are clear indications to make one expect of a higher rate of immigrations from the rural into the urban areas, especially into Kano and Kaduna which give the highest opportunity expectations among the urban areas of the Northern States.

Records of the Federal Ministry of labours un-employment figures have remained at considerably low and stable states in both Kano and Kaduna. The 1963 and 1971 figures for Kaduna, for example, have been 1,154 and 1,867 respectively. However, comparing the monthly unemployment averages of Kano and Kaduna shows a much lower figure for Kano. I am however sceptical of the accuracy of both figures given taking into consideration that the Ministry has only records of those unemployed who register in the offices of the Ministry seeking for employment. A large number of the unemployed do not even know of the existence of the Ministry of Labour. In the absence of complete records, however, graphs 3 (a) and (b) reveal the very low and stable level of unemployment.

With the increasing rate of population growth in the two urban areas there is always an increase of problems. A great number of immigrants into the two cities are young school leavers who are usually unskilled, but who expect a heaven of the city life.

Because they are unskilled they can not be absorbed easily into the employment sectors of the city thus the expectations and hopes of those who remain unemployed for some time are shattered and they constitute a danger in the socio-political stability of the cities. Similarly, as the populations of the two cities expand every day, the social services provided by the public agencies decline all the times. Housing shortages, shortage of water supply, shortage of food, and traffic congestion produce slums and squalor; and the two cities are fast running into pitiful situations and delapidation.

5.1.2 LAND USE.

In a note of advise, the first Chief Executive Officer of the Metropolitan Kano Planning and Development Board, suggested the integration of certain principles on the amendment of sections 12 to 26 of the Town and Country Planning Law of Northern States. He maintained that "it must be ensured that the new provisions can in practice be enforced. For example it will be extremely difficult to enforce provisions which prohibit the sale of farm land for building purposes unless the Government is prepared to pay a rate of compensation comparable to market value of land and unless also the process of allocating land are liberalized. As long as the farm owner feels secure that he will get value for his land even if Government acquires that land he will have no urge to sell the land to the person who offers him a price generally prevailing in the market.

Similarly as long as a prospective house builder is confident that he will get a fair deal whenever he applies for a plot and that building plots are not the preserve of the rich and influencial persons, such prospective builder will have no reason to resort to paying for prices for pieces of land divided up into plots by farm owners."

From the above quotation one is bound to realise certain entrenched problems in land use and land tenure in the Northern States particularly in the urban areas where land value is considerably high. Several contradictions exist in both the land tenure law and the town and country planning law that powers and responsibilities are wrongly interpreted with deliberate intentions to cheat and misgovernment on the parts of the Authorities against the local populations.

Land economics believe that demand for public action to direct land use practices seldom arises as long as there is a sufficient supply of land to cater for the need of prospective users, but that, with growing population and competition for land resources and with rising demand for land products the situation may soon be reversed. Land administrators believe that they can exert more influence over the uses made of land resources when they are held in public rather than in private ownership.

Already the two urban areas of Kano and Kaduna are fully occupied and land has become a scarce commodity. Considering the area of unoccupied land in these two cities some thirty years ago and the high rate of population increase, one realises that land scarcity is being gradually felt in the sub-urban districts surrounding the urban centres.

over half are predominantly farmers by occupation such action will lead to multiple unemployment constituting a mence in the urban se setting.

The systemso of land allocation, both Statutory and Customary, have been turned as the most lucrative business by those in the position to allocate. The procedure for Statutory land registeration in both Kano and Kaduna has all the times remained the same. There are two systems of granting the certificates of occupancy by the Governments in both cases. The first systems is a grant of the certificate to those property owners who apply to the commiccioner of lands for the same. The procedure here is simple. Firstly, at the receipt of the formal application the lands registry will write to the Local Authority, or the Administrator as the case may be, giving particulars of the applicant and the land in question a and requesting the Local Authority to ascertain whether the person is the customary holder of the land. On receiving the reply from the Local Authority the lands registry will then start processing the application by sending it to the Planning Board for comments. Eventually the survey section of the Ministry is asked to survey the land and all the reports and comments are forwarded to the Commissioner with a recommendation for approval and signature.

The second system is a grant of certificate through new allocations. Also here the procedure is the same in both Kano and Kaduna. The applicant presents his application to the Lands Section of the Ministry, either with indication on a particular piece of land at a specific area or leaving the application open.

The Lands Office will then request the Survey unit to confirm the location and size of the site, and the application is sent to the Planning Board for comments. When this procedure is completed the application is passed to the commissioner for grant approval after which the Survey Unit is asked to beacon the piece of land and prepare a proper site plan for it.

In both cases the applicant has to pay a deposit before the application is put under process. The deposits differ in the type of use to be put on the land as follows:-

(a) For residential purposes - ₦50 : 00
(b) For Trading purposes - ₦100 : 00
(c) For Industrial purposes - ₦150 : 00

When the grant is disapproved the deposit is refunded back to the applicant. But if the grant is approved the applicant will then make up the balance, depending on the size of the plot capital investment to be put up on the land, and the type of use; of the following fees:-

(a) Survey fees
(b) Rent (annual charge)
(c) Preparation of Certificate of Occupancy Fee
(d) Registration of Certificate of Occupancy Fee
(e) Compensation on the land.

We have to bear in mind that all the new allocations concern lands previously held by customary title the acquisition of which will entitle the previous holders of a migre compensation rate for the disturbance caused them by off-rooting them from the lands they might have been holding through generations. Evidences have shown that almost none of the statutory allocations have been given to t the original holders of the lands, except where the original holder is an influencial person.

Obtaining land through statutory application is becoming extremely difficult in the urban areas, especially to the poor, uninfluencial citizens. Going through the records of the Government land Officers one will find that a large number of applications have remained for one or even two years without getting any consideration. In fact in Kaduna where most applicants have the hope of obtaining the grant, the length of time is considered as only normal administative red tape. In Kano the situation is worse. For example from April 1968 untill December 1973 over 1,400 applications have been processed by the Lands Office while a far greater number await the approval of those processed before they are put on the line. Of those processed only about five per cent have been rejected while over 600 are still awaiting approval. Some of them have infact been processed for over five years.

Neither in Kano nor in Kaduna does any committee exist to consider applications on merits of need and other exigencies to ensure rationality. Circuits of rights of occupancy are usually done arbitrarily and with pure disregard to land use principles. Lands in the Bompai Industrial Estate in Kano, which is an exclusively Industrial zone, have been used side by side for industrial as well as residential uses despite the fact that such plots have been allocated for purely industrial use. Similarly lands are allocated for industrial or commercial uses in purely residential zones; and advices to avoid this dangerous misuse are often neglected, and even considered as means to usurp powers of allocation.

Recently still, all applications for customary title for those pieces of land which have not been properly and physically laid out must be sent by the L.G.A. to the Planning Board for its consideration on Town Planning aspects of the land with regards to the overall Metropolitan Plan. Such recommendations given by the Board are binding on the L.G.A. on approving or disapproving.

In Kaduna where there exists no traditional ruling class and where the Local Authority Council has just recently been innaugurated the Administrator a State Government administrative Officer, is still conducting the businesses of the Local Authority. Applications for Customary Title within the Capital Territory is sent to the Administrator's Office where they are processed and sent to the Planning Board for consideration. The Administrator then gives the final approval on the grant based on the recommendations of the Board.

Because of the lack of liberalization in the systems of land allocation in both Kano and Kaduna problems arise leading to discontent and litigations. Cases of sales of farm lands for building residential houses are becoming more and more rampant, especially in Kano Metropolitan Area where almost all the land area was held by families and individuals on customary holdings. This is purely due to the fact that the farmers always believe, and they are justified to do so, that their houses and farmlands will eventually be taken over by the Government on payment of extremely meagre compensation while there are people all around ready to pay very high prices for such lands.

Cases have been found in certain areas where farmers have resold their farmlands even after the lands have already been acquired by the Government and compensation paid. This situation is not very common in Kaduna because the surrounding open lands have not been held by any natives and they have thus been under the control of the Local Authority. Much of it can be occupied by the Governments Statutory title without inflicting any damge to the original holders.

The problems in land use in both Kano and Kaduna can be identified in the following points:-

1. The existence of two systems of land holding are condusing and undesirable, considering the economic structure of the two urban areas. Land is fast becoming a scarce commodity and only a few people appreciate the rotten state of our land tenure systems, which are "unguidedly changing, like amoeba, on the dictates of prevailing socio-economic wind". The customary land holding r remains unregistered, unrecognized and insecure. Holders of customary titles can not obtain substantial loans on guatantee based on such lands since titles can at any time be revoked for reallocation to certain other persons on Statutory Right or for Public purposes while the compensation can not cover the loans.
2. There is need to educate the masses on their personal rights to their lands. The laws are usually written in English which is spoken by less than five per cent of the population and yet all are expected to know and obey the law and to depend their rights accordingly. It is the lawyers contention that "ignorance is not excuse" in the eyes of the law. However, lawyers themselves sometimes find it difficult to interprete their own technical language. It is, therefore, the responsibility of the Governments to see to it that laws are understood, accepted and supported by the public. Al law is a complete nonsence if it is too ambiguous to be understood or if those for whom it is made are not aware of its existence.

3. The system of compulsorily acquiring land has all the times been the greatest threat to the peasants livelihood. Most important of this is the extremely low rate of compensation paid and the fact that no alternative land is offered to the customary holder. Many families have been put out of their live-long job and becomes very difficult, if not impossible for them to adjust to a new occupation without a ready capital. In Kano for instance, the compensation rate remains at ₦120 per acre of land and this rate has been used since 1946. I learnt that the rate paid in Kano is even higher than in Kaduna. Considering the fact that the value of land has risen several times higher than what used to be (a plot of 70ft by 50ft. at the peripheral area of Kano costs more than ₦1,000 in open market), this amount will turn the Governments as cheats and irresponsive to the welfare of the people for whom the Governments are controlling the lands in trust. The rate of compensation paid by the Governments force the people to resort to selling their farm-lands for subdivision into residential plots which brings administrative difficulties in controlling haphazard developments.

4. System of land allocation are by no means libral and it appears that only few influencial individuals are in a position to get as much land as they want. As a result disenchantment is growing in the minds of the public over the question of land allocation. While the rich and influencial few can obtain vast land areas at give away fees the poor has to get his at the expensive market price, if he can afford it of course.

Considering the four problems above, which by no means cover the entire land use problems in the urban area of Kano and Kaduna.

I will suggest re-organisation of the systems as in following:-

1. Throughout the Metropolitan region, and infact in the neighbouring Districts also, the two land tenure systems must be made uniform. In this sence all customary holdings should be considered as Statutory holdings and their present holders should be granted Government Rights of Occupancy.

Difficulties that may arise on the question of land acquisition for public purposes can be overcome by instituting a clause in the law giving the Government the Right to acquire such lands if and when necessary. Also sales of land by individuals must be made subject to Government Approval. However, the present legislation to the effect that use of land can not be changed until and unless the Planning Boards approval is sought should be enforced.

2. In the light of prevailing situations where the majority of the people are ignorant of the law the governments should launch a vigorous campaign to educate the people on what are their rights and what is expected of them on land matters· especially on the provisions of the statutory land tenure systems.

3. On the acquisition of land by the public agencies for their respective public purposes the governments should pay compensation equivalent to the market value of the land. Such compensation should therefore be subject to negotiation between the holder and the agency putting into consideration the value of developments on the lands, the location, and the disturbance caused.

4. Land allocation must be liberalised in all areas considering the use and the value of the land. All applications must be considered on their own merits not on the applicants social position. To this effect a committee should be formed and named Metropolitan Land Committee. Membership to this Committee must comprise the Commissioner for Lands as the Chairman, the District Heads, the Divisional Officer or Administrator, and certain number of public representatives. Some members to the committee may be the land (Estate) Officer of the Government, and representative of the Planning Board.

5.1.3 H O U S I N G.

In neither Kano nor Kaduna does housing shortage pose a very great threat. In the least no slums of unbearable conditions have developed and infact shanty towns as the known in other parts of West Africa have not come into existence. However, considerable caution must be taken to guide against such developments.

Fig 20 REASONS OF FAILURE IN STATE GOVTS' HOUSING SCHEMES



But these are beyond the reach of the low income earners since they can not afford the heavy rent levied on such houses. Even the Government, in its staff housing schemes gives more attention to the most senior, high income officers while little or no consideration is given to the intermediate and junior staff. On the same line the private corporations provide housing for only their top-most employees and the rest are left to seek for their own accommodation elsewhere.

The public corporations which are the only agencies providing housing for the general use of all low income groups have so far provided negligible number of houses in the form of Housing Estates due to shortage of finances. Even where the few Estates have been developed they have either been let out at exhorbitant rents, such as the new Zaria Road Estate in Kano, or exclusively given to certain groups of persons such as Ja'afaru Estate in Kaduna which has been given out to the Army.

The Federal Government has recently commisssioned the construction of 4,000 residential houses for low and medium income groups in each of the twelve states of the Federation, and the majority of the houses in Kano and North Central States are expected to be built in Kano and Kaduna respectively. This will certainly minimise the housing shortage in the two urban areas.

5.1.4 T R A F F I C.

Traffic proble is not yet a common phenomenon of either Kano or Kaduna as it is Lagos and Ibadan. This may be attributed partly due to improved road and existence of alternative routes and partly due to relatively smaller number of vehicles in both cities. However, the ecperiences on Hadejia Road and City Road in Kano, and Ahmadu Bello and Kachia Roads in Kaduna could be a sign of future traffic developments.

Inspite of the reconstruction of the important roads passing through the main centres of the towns it is necessary to consider the provision of ring roads so as to divert the heavy vehiclear movements from going through the centre. In Kaduna, especially more roads and bridges must be constructed to link the Southern to the Northern parts of the town.

The main problems on our urban roads are the existence of push carts and animals which menance the roads and cause traffic jam and in some cases accidents. Stricter control measures must be sought on the movements of push trucks on the urban roads partly by providing segregated routes for them and partly by restricting their movements into the urban centres. Animals, which are usually left uncontrolled, must be cleared out of the town centres completely by imposing stringent regulatory measures which must be enforced at all costs.

Lack of adequate parking spaces, especially in the town centres constitute traffic hazards. At markets and near large department stores there is severe inadequacy of vehicular parking spaces which forces motorists to park along the streets thus causing obstruction to traffic movements. It could be more adviseable if the present central lorry parks could be moved out of the town centres and the space vacated be used for general parking purposes.

5.1.5 OTHER AMENITIES.

The provision of a large number of other public utilities needs our attention here. Things like health, water and sewage, fire fighting and transport facilities are sectors which urban public authorities must give proper attention and due care to.

Considering the large sizes of populations of both Kano and Kaduna the existence of only two public general hospitals (ie. hospitals attending to all types of ailments and where qualitified medical practitioners are provided) looks ridiculous and unfare, especially as specialist hospitals and clinics are not many. A large number of clinics and small dispensaries need to be provided at every neighbourhood area to supplement the hospitals and reduce the sufferings and distress on the side of the patients.

Previously when the refuse collection and disposal exercises were under the control of the Local Government Bodies, no areas of either Kano or Kaduna were segregated against. Today one needs to drive round the two towns and a distict difference will be seen between the Township areas and the so-called native settlements, as far as street cleaning and general refuse collection and disposal are concerned. Already citizens in these areas have begun the feeling of neglect by the government to provide such services. This is also true in the control of all health personnel in running the day-to-day health services while the high density residential areas witness health activities only on the outbreak of an epidemic.

Recently the health authorities in both Kano and Kaduna have indulged in a campaign to eradicate the use of bucket latrines within the entire urban ares.

Instead encouragements are given on the use of pit latrines, and, where-ever possible, the use of septic tanks. Experiments are in the process as to the feasibility of providing sewage system in both towns.

Urban water supply has been fairly adequately catered for in both Kano and Kaduna. Here too more special attention is being given to the low density residential areas, industrial and commercial areas at the expense of the majority of the urban populations living in the high density areas.

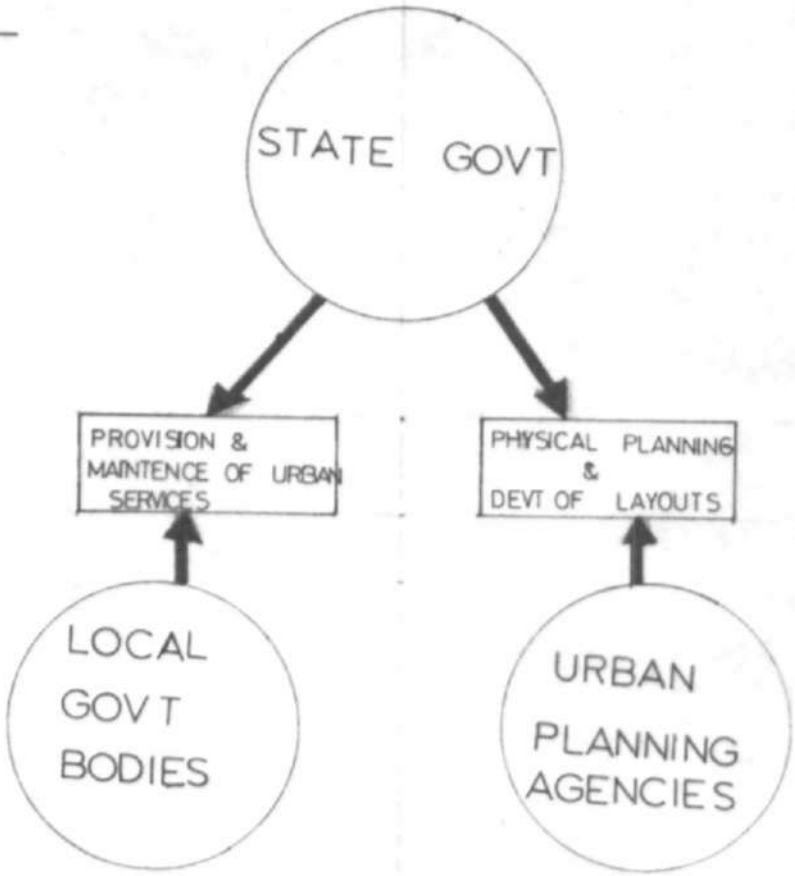
5.2.0 DUTY Vs. STATUS OF AGENCIES.

In his review of the problems involved in providing urban services within the Metropolitan area of Kano Professor H. Green reiterates that "The involvement in Metropolitan development varies from agency to agency and the magnitude of involvement may be less important than the nature of the involvement". He gives an example that "the National Electric Power Authority, the Post and Telecommunications, the Nigeria Railway Corporation and the Nigeria Airways, may have far greater impact on the future shape of the Metropolis than all the other agencies concerned. Yet, on the day-to-day basis, these agencies are not heavily involved in local affairs."

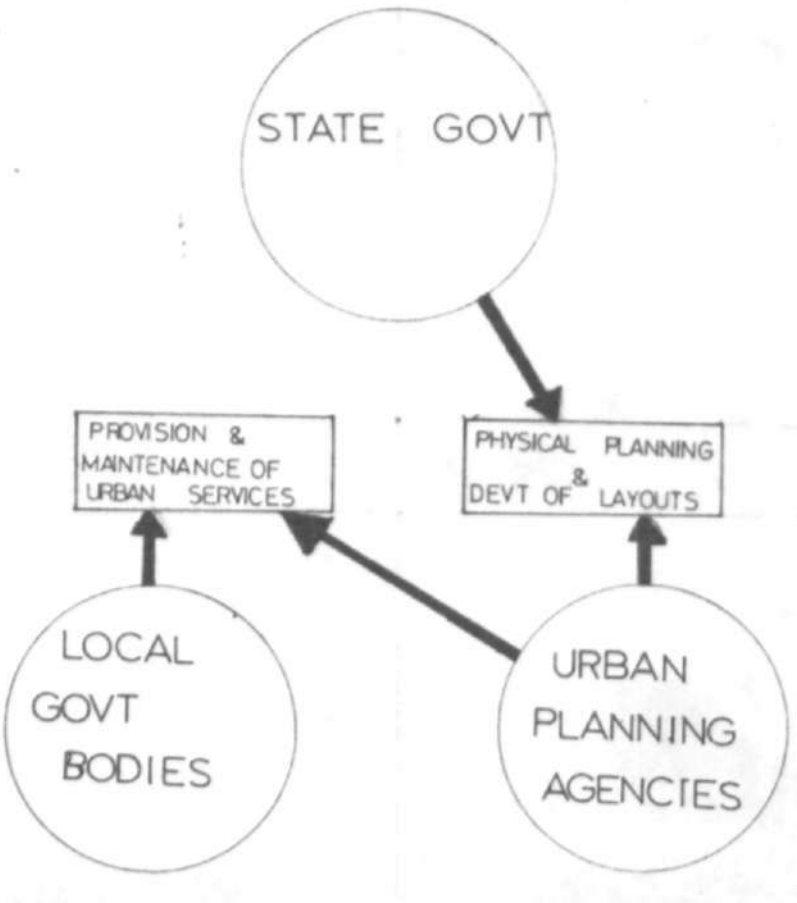
The work of government is divided among agencies with specialised functions, frequently operating at various governmental levels and within different geographical boundaries. But the extent of functional specialisation and jurisdictional varification depend on the size of the city and the complesity of its administration. If urbanisation progresses rapidly, urban services often require an area wide focus, demanding a redefinition of jurisdictional boundaries.

Fig 20 DUPLICATION OF AGENCY RESPONSIBILITIES

KANO



KADUNA



5.2.1. POWER AND AUTHORITY

At the apex of the planning pyramid is the Ministry of Works and Survey or the Ministry of Lands and Survey (as applied in Kano and Kaduna respectively), in which is rested central and ultimate responsibility for the whole range of functions which affect people living environment, including administration of the Town and Country Planning Law 1946 and the ammendments there to. But the powers of the Ministry as applied in this context concerns the whole of the respective states and not only a restricted Urban or Metropolitan area.

While the state government has uitimate responsibility for planning, and administers the Town and Country Planning Law over the State as a whole, the responsibility for implementing the provision of the Laws on the ground, as it were, rests with those statutory and local authorities which have planning powers rested in them. The provision of the Local Government Reforms of 1968, which are inextricably bound up with the reorganisation of local government, have made it clearly difficult to write with any degree of certainty about the formal authority structure either of planning authorities, or of local government. Infact the whole systems are so intricately interwooven in such a complicating manner to allow for easy assessment of where the actual power rests, whether at the federal state, local or statutory authority when one is to discuss the set up of purely local planning agencies.

Whereas there is clear cut and defined responsibility between the federal and state agencies, and between federal and local or statutory agencies, there are clear indications of over lapping of function and responsibilities between the State and its subordinate agencies. For instance in Kano all the three agency groups indulge in road construction, and two of the agencies have powers in land allocation, health and sanitation and welfare service. In Kaduna land allocation is made by two agencies and so is the provision of welfare services.

The supreme power in both States are with the Military Governors from whom the lines of authority initiate. The State Government Departments are responsible to the Military Governor politically through the Executive Council of which he is the Chairman, and administratively through the Secretary to the Military Governments; the S Statutory agencies are directly responsible to the Military Governor; and the local government agencies are responsible to the State governments department responsible for local administration. In effect all power and authority is vested in the Military Governor and all agencies use his delegated powers in executing their programmes.

5.2.2 RESOURCES AVAILABILITY

Deficiencies in resources are the main factors leading to various to various short-coming and failures in executing developmental programmes, especially in developing countries like Nigeria. Three main types of resources are discussed here, namely; finance, manpower and materials.

FINANCE

In order to establish the relationships between the various levels of agencies involved in Urban planning and development in both Kano and Kaduna I have collected information on the sources of revenue and the types of expenditure control for each of the agencies I have studied. From the information I have collected it appears that almost all the levels of government follow a similar and ideatical budgeting policy. The State Ministries derive their revenue from the general annual estimates of the government expenditure not necessarily directly acruing from physical Planning sources. The bulk of the government revenue is derived from the Federal Government while some minor sources are the income tax, the judiciary fines and charges, and a number of certain feel and charges.

There are three types of expenditure control over all government Ministries and these are the Ministarial or Departmental control exercised by the Officer controlling the vote in the Ministry or Department: Control exerted by the Ministry of Finance whereby expenditure above a certain limit has to be approved by the Permanent Secretary Ministry of Finance, and also by the Treasury whereby all transaction on finance in the Ministries are being conducted by the Staff of the treasury and the sub-treasurer has to ascertain the genuinty of vouchers before passing them; and control by the Audit Department the Staff of which are empoered to go through all document partaining to financial or Store transaction.

The Local Authorities get the most stringent checks of all agencies In the first instance their revenue sources have to be approved by the State governments while their expenditure are controlled by various government departments at various levels.

The major sources of revenue to the local authorities are the Community tax and per capital cattle tax. These taxes are central government taxes divided at source with the local authorities. The Central government share before the 1968 reforms stood at 12%, but it was since increased to 15% in Kano State and 20% in North Central State. The local authorities also act as collectors both of personal (income) tax directly assessed by the State Governments Revenue Division, and the P.A.Y.E. deductions from the salaries of the local authority staff of which 20% of the collections is retained by the local authorities.

Local Taxes are raised for special purposes, but these are still of minor importance. But government grants provide support to both recwount and capital expenditure, though only in education does services remain dependent on grant aid. Most grants are of a percentage type relating to the salaries of trained staff, those on education and forestry are calculated on a unit basis.

Revenue arising directly from local authority services, fees and licences and the profits of Commercial undertakings and special services are of minor importance. Most of the revenue sources which are under the powers of the local authorities are either under ex-ploited or completely unexploited and virtually no efforts are being put either by the local authorities or by the central government to introduce measures of exploiting such revenue sources.

Control over local authority expenditure is being done both internally, such as the case of the government Ministries, or externally from the central government. The government department in charge of local administration and the state governments audit department also put up regular checks on the local authority treasury and departmental finances. Where expenditure concerns finance given by the state government as grants-in-aid the on-the-spot state government representative is empowered to supervise such disbursements.

The Statutory authorities in Kano get different treatment from their counterparts in Kaduna as far as finances are concerned. The Metropolitan Kano Planning and Development Board is virtually dependent on government grant, the last which was made in 1970 for the Four Year Development Plan. Much of its activities have, especialily in the last one year or so, depended on loans from the Commercial banks. The other source of revenue which is of extreme minor importance is derived from rents on the house in the Old Housing estate inherited from the N.N.D.C. in 1970.

The other statutory agency providing urban services is the Kano State Transport Corporation, and its revenue sources are the transport fares and the government grants.

Both agencies in Kano have fairly autonomous expenditure controls. Infact the Planning Board has its finance section completely independent of the government treasury and auditing is done by private audit company.

In Kaduna the KCDB is up to the time of getting my information considered as semi-autonomous government department though it keeps and controls its own revenue and expenditure. Much of its revenue comes from the annual government estimates and these are given as grants to the Board. In addition the KCDB had revenue shares from the Kaduna local authority revenues and has bulk grants from other Ministries such as Lands and Survey and Trade and Industry for development of layouts within Kaduna Capital Territory. Furthermore the KCDB collects rents on its property lent to private companies as offices, and conducts transport services for which it gets the fares.

The North Central State Water Board is in charge of providing pipe borne water in the Capital Territory and gets revenue from the charge on all the Water Supplied. Moreover the Board gets much of its revenue from the government grants.

Like in Kano the Statutory authorities in Kaduna have fairly independant means of expenditure control except that the Government audit Department makes annual audit checks on their finances. This I understand is only a temporary measure before the Boards are in full swing to be able to pay for private auditors.

Based on the information collected and general knowledge there are alot of areas of conflict and duplication in the systems of finances between the various agencies, and this is due largely to lack of coordintion and integration of the budgeting system of the different levels of governments. This problem is more rampant in Kano where so many agencies engage in similar urban activities while none of them is clear on its own area of responsibility.

An illustration of one example may clearify this view. In the urban roads and streets construction, for example, all the levels of governments, ie the State Government, the Metropolitan Kano Planning and Development Board and the three local government bodies, are empowered to provide the utility and each one of them prepares its own estimates, based on no specific information in most cases. Each of the agencies estimates is completely independent of all other agencies estimates, and in such a situation incidences may occure whereby a number of agencies may each make seperate provision for the construction or maintenance of a certain road not knowing that other agencies have also made the same provision.

There is stagnation on the parts of purely Metropolitan agencies the Metropolitan Administrative Area Council and the Metropolitan Kano Planning and Development Board, because of their lack of independent revenue sources. They depend mostly on grants from other levels of government and infact much of such grants are either delayed or are not paid at all. Most of the grants previously paid to the LGA for its services have also been stopped completely. Infact, at the monent only the education grants goes to the local government bodies from the State Government. Most of the revenue sources of the local authorities have been either taken over by the State governments or transfered to statutory authorities. For example in Kano the market and lorry parks fees have been taken over from the LGA and transfered to the Metropolitan Area Council, while in Kaduna the main market and Lagos Road lorry parks which yield a lot of revenue to the local authority have been transfered to the Kaduna Capital Development Board.

It appears instead of becoming more stronger and capable financially to shoulder the increasing responsibilities the local authorities in both Kanos and Kaduna are dividling and becoming more and more incapacitated. While the local authorities are expected to keep up with their traditional roles their finances always decreasing, and the state governments are not putting any efforts to come to their aid. Poor local authorities, like poor peoples, are likely to get poorer if lift to their own resources. They need help if they are to overcome their disabilities and realise their potentialities for useful services.

MANPOWER

Lack of administrative, managerial and technical staff are common problems of all levels of governments concerned with planning and development of both Kano and Kadunn. Infact it is here where some measure of integration is found between the levels of government, probably due to the necessity posed by the situation.

Almost none of the agencies for urban development in either Kano or Kaduna has enough qualified administrative and technical staff to tun its urban administrative programmes effectively. Taking an example of the agencies responsible for comprehensive on secterial planning in both towns we shall notice a grave deficiency of qualified planners and administrators in all of them. In the Ministries responsible for physical planning none of them has yet a qualified urban and regional planner in their Town Planning Section.

Coming to the Planning and Development Boards responsible for preparing and reviewing Comprehensive physical plans of the Metropolitan areas we shall see that while in Kano there are only two planners both of whom are expatriates, with little or no knowledge of local problems, in Kaduna the KCDB has just recently employed its first planner, also an expatriate.

Little or no effort is being taken to train planners in both States as can be seen from their programmes. Each of the two agencies in Kano has one of its staff undergoing a planning course, while in Kaduna only the Ministry of Lands and Survey has one of its staff undergoing a similar course.

It has been a long adapted tradition for the central governments to second some of its officers to lower level agencies, and because of lack of funds and other reasons most of these agencies have continuously relied on the goodwill of the central governments for their higher level staff. In Kaduna for example, the Administrator, who is the Chief Executive of the Kaduna Local Authority, and all the heads of the authorities departments are seconded from the Governments Ministries. Also in both the Kano Metropolitan and Kaduna Capital Planning Boards most of the higher level staff are on secondment from the State Governments.

EQUIPMENT AND MATERIALS

The State government Ministries, the local authorities and the specialised statutory agencies are insufficiently equipt with the necessary equipment and materials for implementing their developmental project.

Even where there are the bulk equipment and materials they are usually not the proper types that can be used for such purposes. Lack of the proper type of Materials and equipment plays a greater role in hindering the implementation of projects and programmes in both Kano and Kaduna. In refuse collection and disposal, for e example, problems arise, where this basic sevice has been transfered from the local government bodies to the Ministry of Health in Kano and to Kaduna Capital Development Board in Kaduna, as these, agencies lack the necessary machinery and equipment for undertaking the services effectively. As a result only certain areas of the urban areas are being cared for while the bulk of the job in other areas is left undone.

5.2.3 PROBLEMS AND ASSUMPTIONS

Throught the survey I have come across a multiple of problems the set up of urban administrative agencies responsible for planning and development. However, there are five basic ones which qualify for mention here.

Too much Centralisation

Under subsection one of the this section I have mentioned the powers and authority of each level of government in both urban areas. However, the situation in Kaduna is much more in harmony with good urban administration than it is in Kano. In Kano most of the Urban utilities and services such as road and street construction and maintenance, refuse collection and disposal and general sanitation, water supply, fire fighting services and various other services are being undertaken by the Central Government.

In Kaduna on the other hand the central government has established specialised agencies to deal with these programmes.

Whereas in Kano the working of the local government bodies and the Statutory authorities have to get the central governments approval, in Kaduna the situation is different. The KCDB and Water Board and the Kaduna Local Authority have ample autonomy in the planning and execution of the programmes under their control and jurisdiction with lax supervision on the Local Authority activities.

Multiplicity of Agencies

There are multiple numbers of agencies in both Kano and Kaduna engaged in undertaking one function or another in the development of the urban areas. Mention must be made of the Federal Government agencies such as the NEPA, P and T, Nigerian Railways, Nigerian Airway and Nigerian Police each of which holds a monopoly in providing certain services all over the Federation of which the too urban areas are inclusive.

The state agencies responsible for planning and execution of urban programmes and projects are the state government Ministries, the specialised statutory agencies and the local government bodies. Neither in Kano nor in Kaduna does there exist a single agency with over all power and authority to plan and execute all the necessary urban programmes itself alone. At each level of the government there are a number of agencies which provide urban services or participate in the urban planning and development in one way or the other.

Appendix a gives the number of agencies participating in urban programmes in both Kano and Kaduna.

In a paper on Metropolitan Cities in India presented at a Seminer on Municipal Government held at Punjob University, India, Professor L.R. Vagale attributes one of the administrative problems which afflict Metropolitan cities to the multiplicity of local bodies which have overlapping powers, functions and jurisdictions." The corporation is not devoted solely to urban developmental programmes but instead indulges itself to conventional functions such as maintenance of public utilities and municipal services and providing health facilities at the local level, which are more appropriate to the duties of the local government bodies. To put it in Professor H. Greens words, the two urban areas can best be described as "multi-jurisdictional systems that are beset by the worse manifestation of bureaucratic organisation: extreme formalism and excessive legalism which produces as condition of organizational inflexibility that is counter productive to planning and programming for the entire area."

Lack of Coordinasion of Activities

The need for coordination and cooperation to combine government activities is a purposeful manner. Planning is very unpopular all over the World. And this unpopularity of the planning activities is with the general public as well as with all those public agencies which have to seek for guidance in all their physical developmental efforts.

With the multiplicity of functions and jurisdictions of the urban administrative agencies does, neither in Kano nor in Kaduna, call for any strict coordination of activities that are necessary in avoiding conflict and duplication of effort in their various programmes.

An analysis of table 12 points out one of the critical problems of government in the Metropolitan regions of Kano and Kaduna - the fragmentation of responsibilities among agencies of varying jurisdictions. This, to quote Professor H. Green, "reflects the influence of the theory of industrial organization that is increasingly less appropriate for local government anywhere in the world. Based on the information collection there doen't seem to be any significant overlapping in each of the utilities and services provided. However, though data or any information has been collection on the relative quality of the activities of the agencies there are ample reasons to believe that in the whole very little coordination takes place between the various levels of the governments either on the horizontal or vertical basis. An illustration is given in two schematic diagrames below to clarify this point.

Coordination between state and local agencies is much more achieved in Kaduna than in Kano as we can see from (2) above. One example can be given here in Kano the State Government Ministries do not usually consult the Metropolitan planning authority when embanking in physical development anywhere within the planning area, and this can be seen where the Ministry of Works and Surveys embarked on the construction of a new road from the Zaria road leading to the Zoo when the Metropolitan Planning Board came to know of the

scheme only when the customary land holders came to lodge their complaints against the project; while in Kaduna all physical developments plans have to be approved by the Capital Development Board and this can be seen where all applications from the Ministries and other bodies for planning and building permissions have to be approved by the Board.

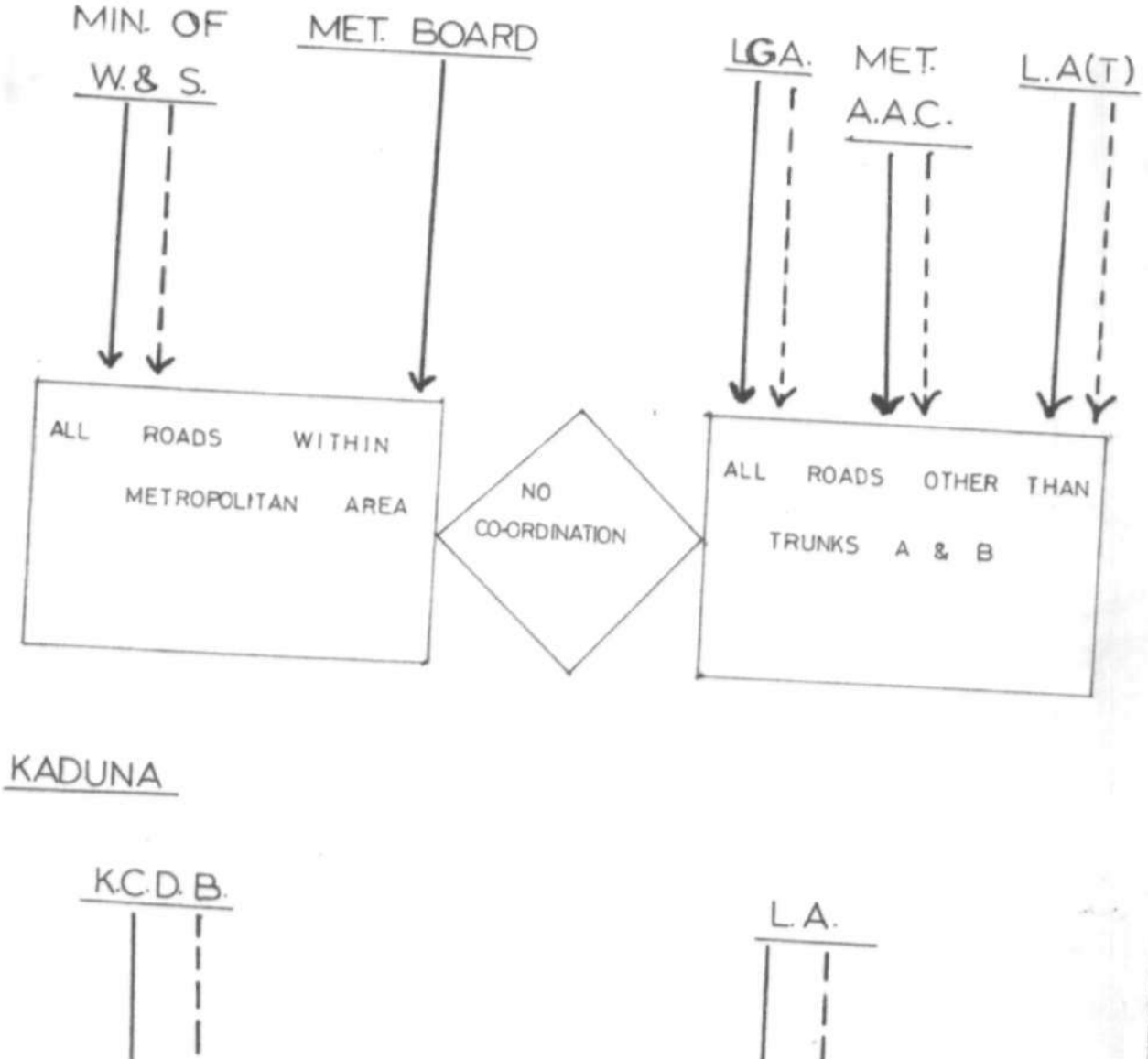
On the other hand there is virtually no coordination between the state and local agencies on the hand and the Federal agencies on the other. Also here two examples can be given where such lack of coordination and cooperation occured. In Kano the Kadejia Road reconstruction project affected three of the Federal agencies, namely NEPA, P and T, and Railways. Whereby these agencies were consulted for their cooperation and coordination of activities at least twelve months before the contruct on the construction was signed and payment of their claims made, they showed total neglect and lack of cooperation that caused a few months delay in the progress of the job. In Kaduna, the Max Lock group of Consultants recommended, in their comprehensive plan for the town, the shifting of the railway line passing through the main artery of the town and moving it for some distance out of the populated area. But the Railways authorities have since refused to cooperate in executing the venture by demanding an exhorbitant compensation.

In general there are no formal means of achieving proper coordination in the activities of the different levels of agencies either in Kano or Kaduna.

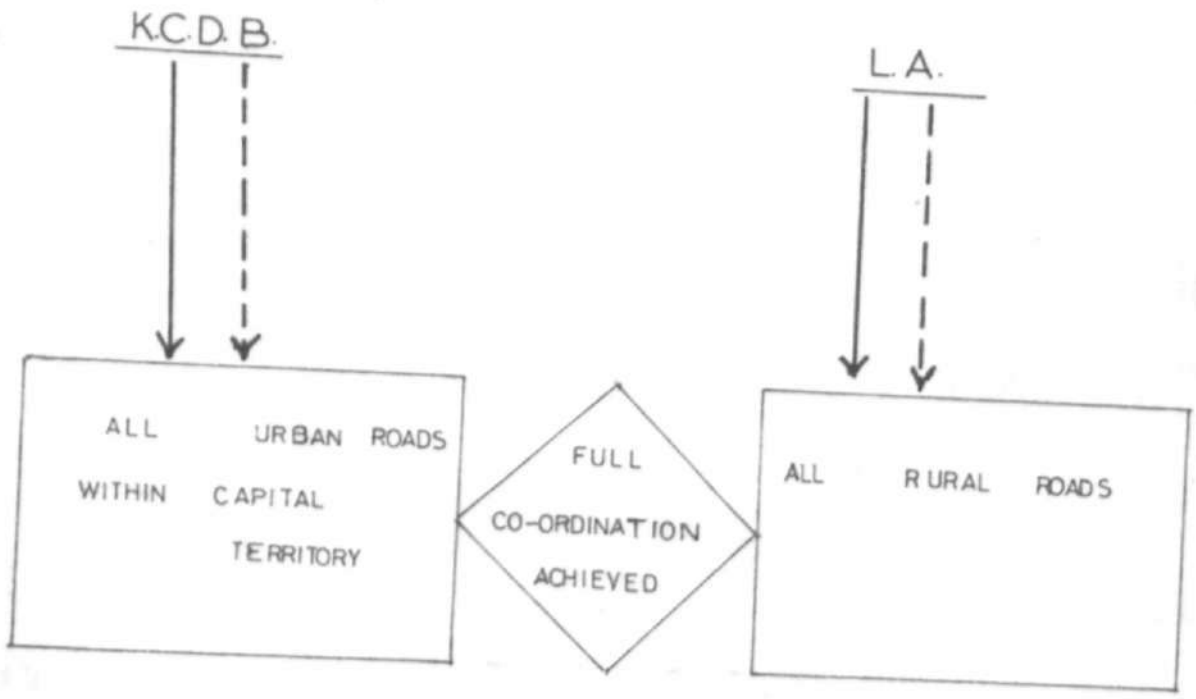
Fig 22 PROVISION & MAINTENANCE OF URBAN UTILITIES & SERVICES

(A) ROAD, DRAINAGE & STR LIGHT

KANO



KADUNA



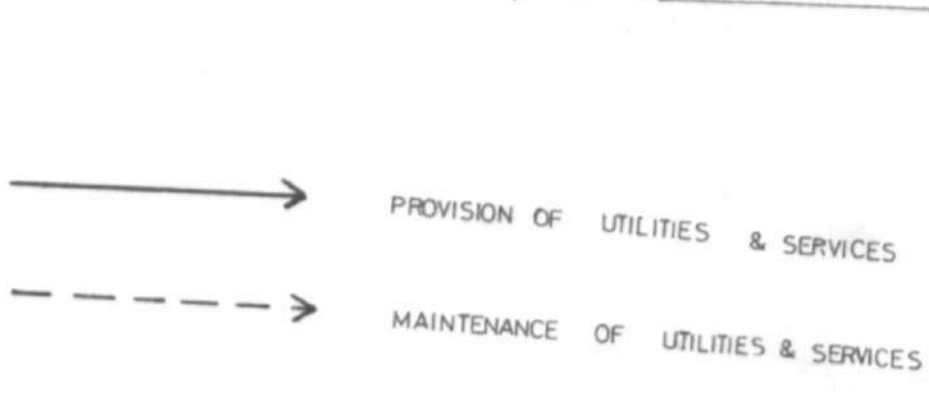
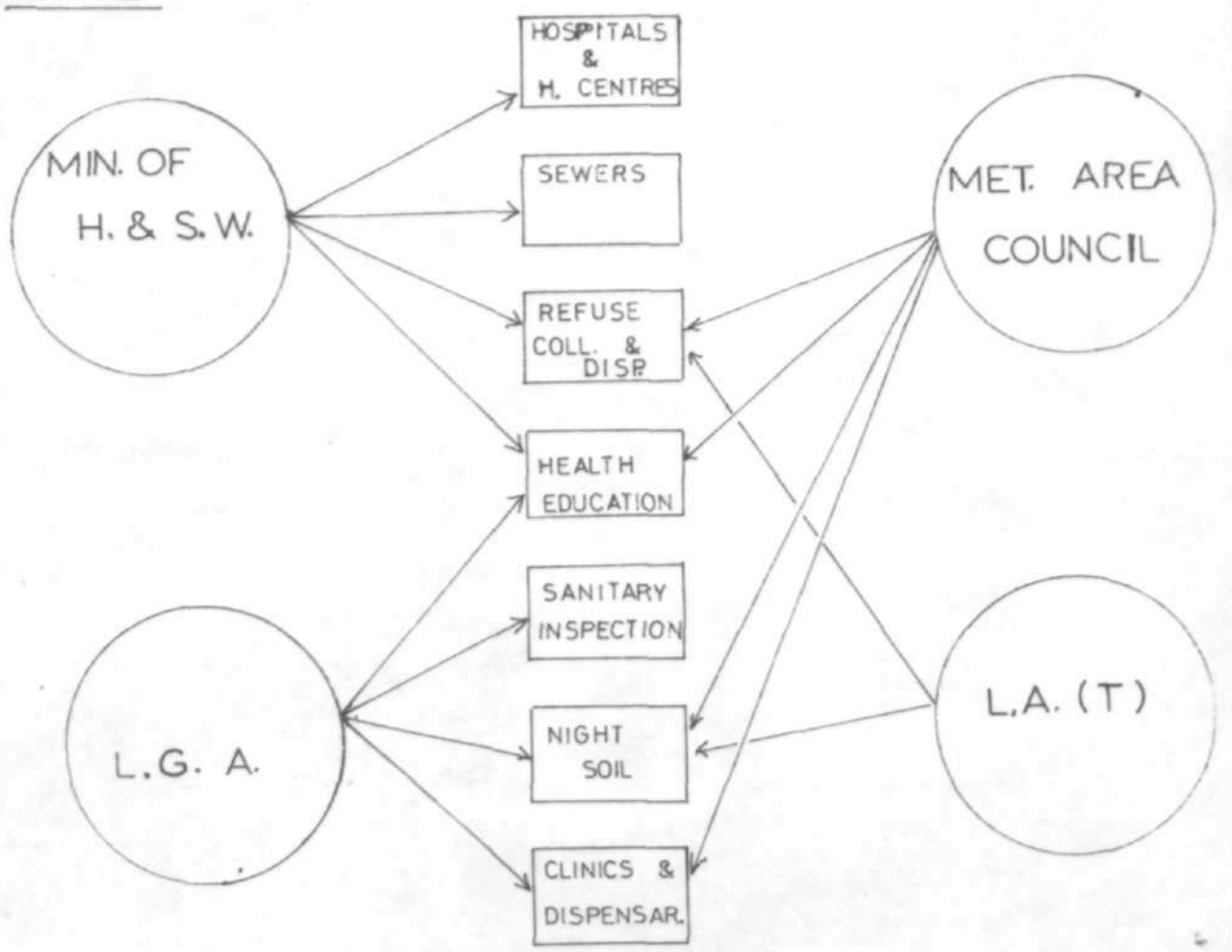


Fig 23 PROVISION & MAINTENANCE OF URBAN UTILITIES & SERVICES

(B) HEALTH & SANITATION

KANO



KADUNA

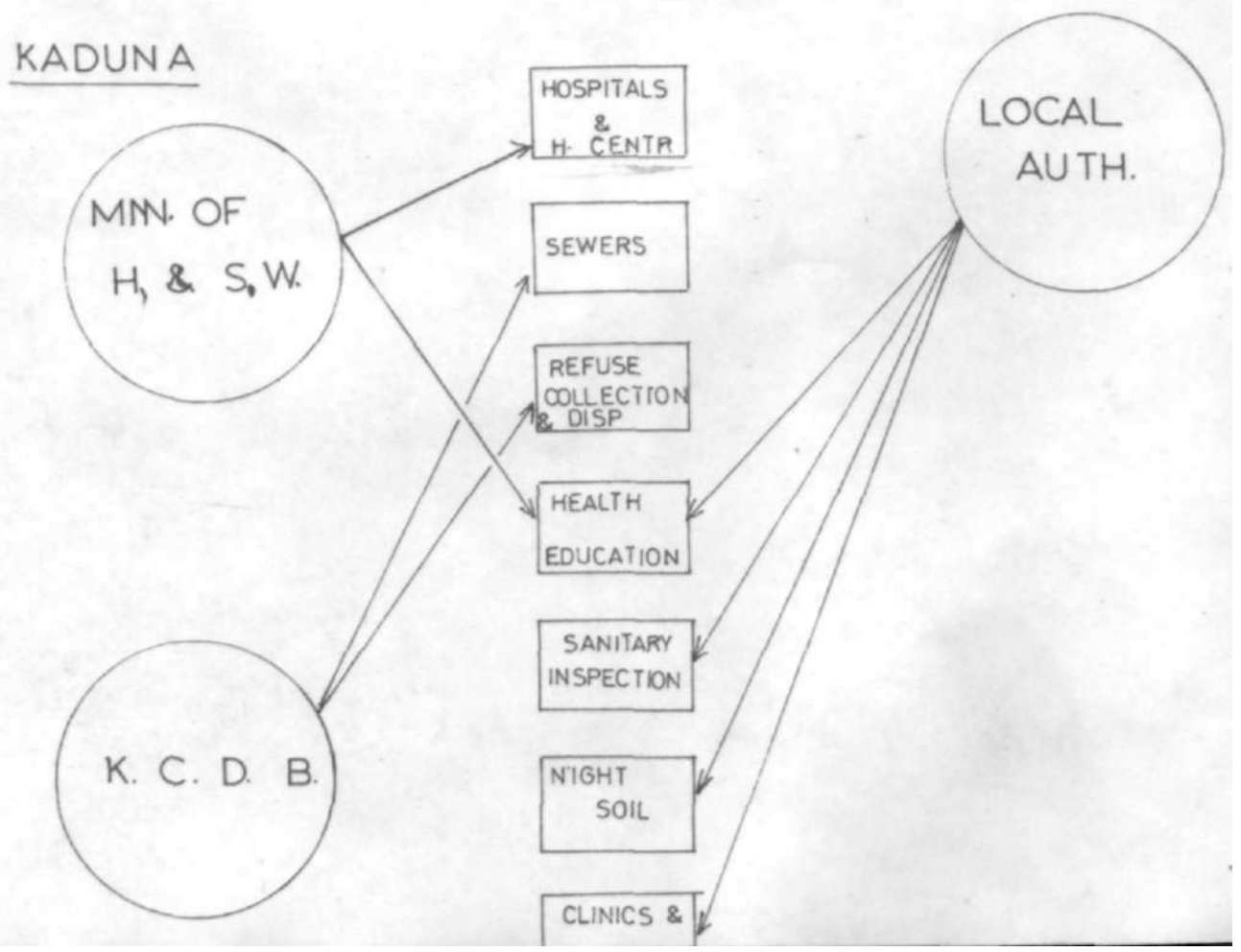
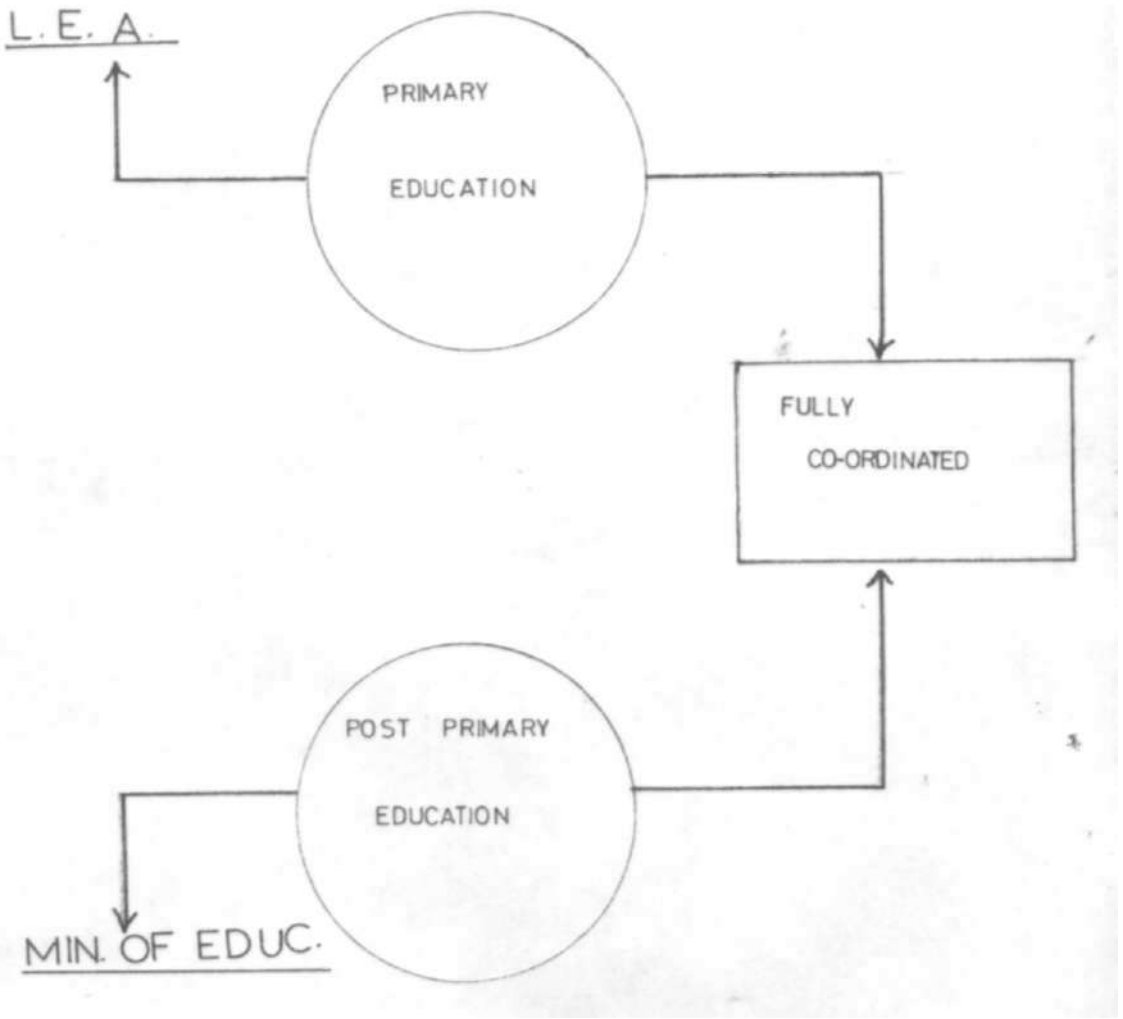


Fig 24

PROVISION & MAITENANCE OF URBAN UTILITIES & SERVICES

(C) EDUCATION

KANO & KADUNA



Moreover, my information does not review any significant coordination patterns in any other service or functional areas. Thus there are no instrumentalities for coordinating functional planning and decision - making in most service areas affecting the entire urban regions.

Deficiency of Finance and Qualified Staff

In a developing nation like Nigeria where every public agency is struggling for survival it is usual that the stronger gets the lionshare in the distribution of resources and responsibilities, it is therefore common to find that higher level agencies continuously grip sources of lucrative revenue and more qualified staff leaving the weaker lower level agenceis in serious chaos. Even in urban areas where it deems more appropriate to assign local responsibilities are taken agencies, such responsibilities are taken over by the central agencies and with them are the revenues derived from the staff being used for such duties.

Worse of all situation is developing where most of the help used to be given to the local authorities in terms of grants in aid are no longer given to them, while other sources of revenue left to them are economically and politically not viable to be pursued.

Conditions of services in the Government departments are far better than in the local agencies, as such most of the better staff proper of join the services of the government than the local agencies.

Moreover the local authorities are reluctant to train their staff because once such staff obtain higher qualifications they leave the services of the local authorities and join agencies who offer better conditions of service.

Legislative Inadequacy

The most disturbing situation in the existence of urban administrative agencies for development is the unclear position of the division of power and responsibilities among the multiple number of agencies. The non-conformity of urban agency jurisdictions and the frequent overlapping of function performed by different agencies is a matter of great concern in both the urban areas.

As we can see from table 12 above and the Appendix there are at least fortern agencies in Kano and twelve agencies in Kaduna engaged in one aspect of physical planning and development on the other. In Kano there exist three local government bodies within the Metropolitan area each of which is independent of the others and is answerable direct to the state Government. In Kaduna one is confused in trying to identify which is more a local body between the local Authority and the Kaduna Capital Development Board.

Financially and otherwise there does not seem to be a clear-cut relationship between the tiers of government and between agencies of equal status, such as the local government agencies in Kano, and the whole initrative rests with the central governments to direct at will as to which agency enjoy what benefit.

Often, responsibilities are assigned to an agnecy which have never been in the agencies Schedules and it is left to find out ways and mean of undertaking such responsibilities, in which case it has to abandon or suspend some of its already sched led programmes in order to do the wishes of the "boss".

Although the generality of the citizenry are always told that the government is their governament and that all the public utility provision are for their own welfare, it is often found that public programmes are pllaned and executed with little knowledge and participation of the citizens involved. Membership of most influencial agencies does not include representatives of the general public who will affect or will be affected by the programmes to be carried out.

My final chapter will include proposals of the types of legislation for both cities.

5.2.4 PRESENTATION OF ANALYSIS

Based on the information collected I envisage certain basic problems which may cripple the whole urban systems unless some swift reorganization measures are taken that are capable remedying the grim situation. Analysing the existing basic information I find it necessary to give a project of their consequent results as well. This survey, however, does not include the Federal agenceis the jurisdiction and functions of which are clearly defined, though these is general dissaticfaction on the coordination between their activities and those of the other agencies.

Nature of the agencies participating in the urban administration for development range from state government Ministries Local government bodies to statutory bodies established for special purposes. In Kano there are five state government Ministries, three local government bodies and two statutory agencies; while in Kaduna there are four state government Ministries, one local government body and two statutory agencies. Considering the jurisdiction of the agencies in Kano there are six agencies with state wide jurisdiction, one covering Kano emirate, two at the Metropolitan area level and five at district level. In Kaduna there are five agencies of state wide jurisdiction two at Metropolitan level and five at district level.

There is one agency each engaged in preparing and review of comprehensive development plan, two agencies each on preparing section programme plans, one agency each responsible for issuing planning permission, two agencies each engaged in preparing and developing layouts, and two agencies each responsible for allocation of land under the land tenure system. For checking applications for building permission there are three agencies in Kano and four in Kaduna, while inspection of the buildings while under construction is the duty of three agencies in Kano and two in Kaduna.

There are three agencies responsible for providing housing in Kano while inK Kaduna only two agencies are concerned. For construction of roads and drains and provision of street lights five agencies are responsible in Kano and two in Kaduna.

There are anumber of minor sources which are not of great importance.

The sources of revenue of the local government agencies varry in some respects between Kano and Kaduna. In Kano the local government sources of revenue and the poll tax and cattle tax (which contribute over 65% of total revenue of the agencies except the Township Authority), the grants in aid from the State government (which is at present mainly, or even solely an education), and revenues d derived from fees on Markets and lorry parks. The Township, however collects revenues from entertainment tax on cinemas and drinking houses, and from rates levied on special services provided in the area.

In Kaduan the Local Authority, the sole local government body for the Capital Territory, derives its revenues from grants in aid, which is the main source of finance and from other sources such as the poll tax, cattle tax, entertainment tax, land rents and rates, and from market and lorry park fees.

The statutory planning and development agencies derive their revenues mainly from State Government allocations both as bulk grants and as grants for special purposes. However a large percentage of their revenues come from loans from banks and other finance institutions. Another source of revenue for these statutory agencies is rents collected from property let out to the public and organisations.

The other specialised statutory agencies, Transport Corporation in Kano and Water Board in Kaduna, derive their revenues mainly from charges on the special services they provide. Other sources are government grants and loans from finance institutions.

The types of responsibilities and the revenues of the agencies are so much varied that I have to group them in sihilar categories in this analysis with the view that it will not affect the clearity of the information given. From the above analysis I am of the opinion that project of the basic problems that can arise from the various relationship should be given and recommendations for harmonising the systen can be given in the next chapter based on the analysis.

(a) The size and number of agency jurisdictions and the powers rested in them are too in appropriate for urban developments in cities characterised by rapid and uncontrolled growth of population and industrial activities such as Kano and Kaduna. The problem in both urban arears are the complerity of agency jurisdictions and the lack of legal identifitation of powers and responsibilities. In neither Kano no Kaduna does a single agency exist with overal powers to direct developmental activities. This puts the two in a confused administrative situation of efforts and rivalry between the various agencies.

(b) Legislative provisions in both Kano and Kaduna are more or less systems of enforcement of control on land use and development which are detrimental to the promotion of economic growth. Emphasis is given to development control and building line regulations which brings developments to a stand still. There is need for rapid implementation of programmes and projects and these are usually hindered through strict and unreasionable control measures.

(c) Allocation of resources between various agencies are unclear and unjustifyable. More often than not finances and staffing of the public agencies are under strict control at the centre and there is usually no justification as to the procedure followed in allocating certain resources to certain agencies since need and responsibilities are not the basis of such allocations.

Following the above deficiencies therefore I intend to recommend in the next chapter the type of planning agency, the legislative powers to be allocated to each agency, the functions of the agency and its relation with other agencies and the public.

CHAPTER 6.00 STRATEGY FOR ESTABLISHING A PLANNING AGENCY FOR KANO AND KADUNA

Formulation and implementation of urban development plans involve a number of responsible agencies and persons. They also involve legal, organizational, training and financial aspects. The multiplicity of urban agencies responsible for urban development and the inadequancy of legislative provisions results in well-conceived plans to go astray and the final results are usually short of expectation. Institution are created in such a pattern that genrates competition and rivary between heads of departments of varying agencies, and as a result implementation is relarded. It is essential, therefore, urban development agencies be sub-jected to unified administrative and technical control and they be answerable to the same decision - making authority.

The ultimate objective in reorganising urban administration geared towards development is for the situation to be ideal enough to instill harmony in the urban planning process. We are aware that planning is a continuous process going through plan formulation, plan implementation and plan review and evaluation. Planning therefore does not stop from implementation. It entails processes such as defining the "objectives of a plan and its precise targets, determining the available resources (financial technical and administrative), undertaking surveys and research on the basis of data collection and analysis, and finally, preparing the draft plans";

then the identification of programme stage through translating and breaking down adopted plans into identifiable programmes and projects for execution;

and lastly the implementation of the programmes and projects to which should be allocated resources and provide ways and means for coordinating the activities of the various agencies.

The whole planning process should be assigned to an appropriate agency which should hold the entire responsibility for the overall plan, while it may delegate one or more agencies under its charge to undertake certain detailed plans on various sectors.

6.1.0. CHOICE OF PLANNING AGENCY

Because of the deeply rooted tradition in Kano as devoid from Kaduna and because of the unnecessary delay and consequent jealousy and waste of resources that may occur in trying to use drastic reform measures, the systems of administrative set-up and nature of agencies in the two urban centres must be made different, at least as an interim measure. Each system must however be capable of promoting efficiency and effectiveness. It must enhance understanding and full cooperation between the various agencies engaged in the planning process. In effect it must be an ideal type of urban administration that will promote growth.

Although I have above hinted that the structure of urban agencies in Kano should be different from that in Kaduna . I however intend to recommend a single central planning agency and a single central local government agency for each of the urban areas.

K A N O

To a very greater extent than expected urban planning and development will in a short span of time reach a stage of confusion if the present state of affair is maintained.

The Kano urban area is fast delapidating into a mass that only as comprehensive and sophisticated urban administrative system can control the situation.

The present State whereby the whole power and authority rests at the top and where mushroom agencies have been created with no defined power and responsibility is in fact most unsuited for a fast growing community such as Kano. This does not mean that the State Government must completely abandon its participation in the planning and development processes. The State Government should be the overall controller in the planning activities in the whole State while at the same time giving full support to the area planning authorities and the local government bodies.

The Local Planning agency in Kano should be the Metropolitan Kano Planning and Development Board or a Similar body established by the State Government. This Agency should have full powers and responsibility for all the Planning activities in the whole Metropolitan area, including the comprehensive and sector development plans. It should be the sole authority that can traslate stages of development leading to the integration of urban development policy with the overall economic social and physical policy at all governmental levels that will eventually lead to constructive planning of a "Coherent pattern of settlements in terms of distribution of population and location of economic activities." It is this Agency which should determine the direction and pattern of urban activity.

We must realise and accept the facts that the indulgence of the State Government directly in the urban plan, which results in "Mis-planning", is a strong source of lack of coordination and complete disintegration of urban development in Kano. It is an open secret that State government Ministries and certain individuals in high government position indulgein arbitrarily taking certain action that usually destroy the patterns of either the whole comprehensive development plan or a sector development plan.

On the otherhand there are three main local government agencies within Kano Metropolitan area alone, with overlapping jurisdictions and responsibilities. Worse still, none of the local government bodies has the resource capability and sufficient integrity necessary to confront the ever increasing problems forged by the urban industrial society. Since they lack managerial and technical personnel necessary for such actions it is unlikely for them to cope with the situation themselves alone no matter what is their financial standard. With the present attitude of employing or promoting to higher levels of the local government services mainly on nepotistic lines, and with the existing condition of service of local government employees, it is very unlike that such agencies can and will cope fully with the problems confronting the urban area. By and large local government are more appropriately suited to enforcement of control measures rather than to the promotion of economic growth.

From the above statements and from personal knowledge therefore neither the State Government Ministry, which has a Statewide jurisdiction, nor the local government bodies can successfully take the overall responsibility for physical planning at the Metropolitan level. Incidently also the LGA, which is the better organized agency of all the local government bodies, has its jurisdiction all over the Emirate which is over five-eighths of the whole state.

Ultimately, therefore, the only body that has a central position to cope with the planning problems of the Metropolitan area must be a specialised statutory agency which, given the necessary powers and authority, can coordinate and direct all planning activities in the area. The state government should be occupied in preparing comprehensive plans for the whole state and coordinating the activities of the different area planning authorities. The local government agencies should be concerned with the implementation of programmes and projects particularly provision of basic urban services and the day-to-day administration, of land uses such as sub-division regulations and building control.

To get an orderly administration in the provision and maintenance of Urban services it is essential that concrete reorgainzation is made in the local government system in the Metropolitan area. The present three local government bodies holding almost equal powers and responsibilities, but with overlapping jurisdiction springs up potential stalemate, and this Stalemate is increased by the dichotomy and tension between the independent tiers of local administration.

Thus there is always a reluctance by the State Government to assist the local administrative agencies or to assign clear cut functions and responsibilities to them.

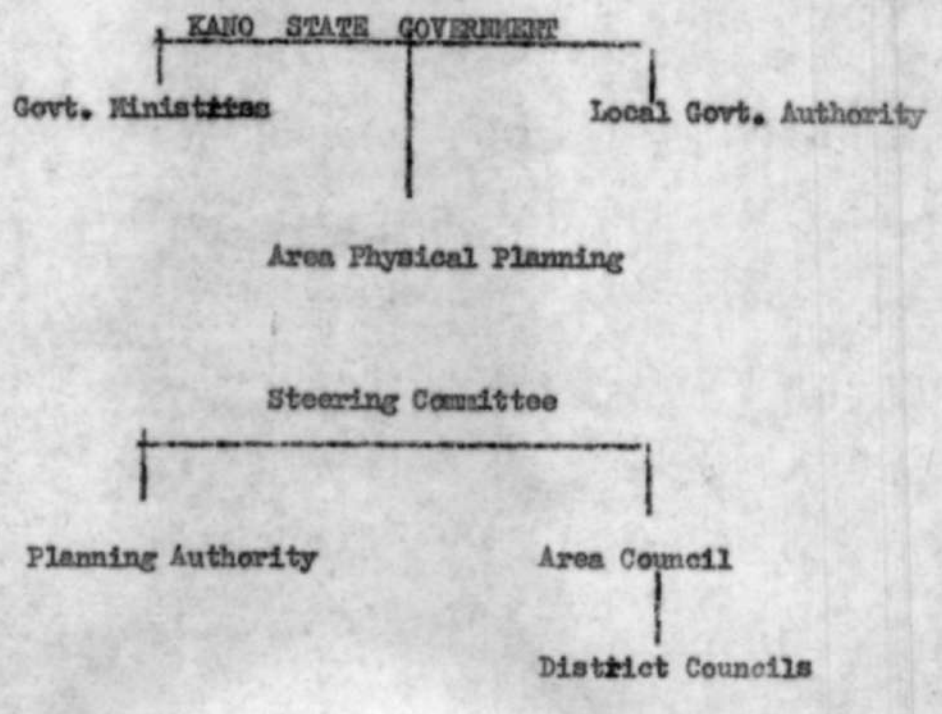
To clear such confusive situations it is necessary re have a single upper tier local authority which should have its jurisdiction all over the Metropolitan area, but not beyond it. There may then be one or two lower tiers, directly answerable to the upper tier, to which the upper tier could delegate part of its powers and responsibilities to facilitate smooth administration.

Considering the local government set-up in Kano, and in other larger traditional emirates, it will be unthinkable to cut place the Local Government Authority from the urban administration completely. In this context the LGA could be placed on overall supervision and coordination of the councils activities all over the emirate. Thus the area Councils can play the role of subordinate Councils with only on little bit more autonomy to direct their activities effectively

A steering Committee representative of the State Government the Planning Agency and the area Council can be formed with ample powers to review all areas of conflict between the various agency levels and to bring conformity on every disagreements. The Committee should also be the go between the State Government and the Metropolitan agencies whereby all recommendations new laws and regulations, or amendments thereto should go through the committee, and at the same time all government aid is sought and received through it.

Below is a chat showing the recommended agency structure within the Metropolitan area.

FIG 25



KADUNA

The position of the Administrative set-up in Kaduna, unlike that in Kano, has all the times been of an Urban setting, with the Local Authority having its jurisdiction encompassing the whole Capital Territory. Indeed all the previous central government administrations, and infact the present state Government , treat the Capital Territory as a single entity with a more modern local administration and a special aid system.

The Kaduna Local Authority established since 1956 has since been under the sole control of the Administrator. But in February 27th 1974 a new Local Authority Council was inaugurated and it is hoped that the new council will take over all the L.A. duties from the Administrator.

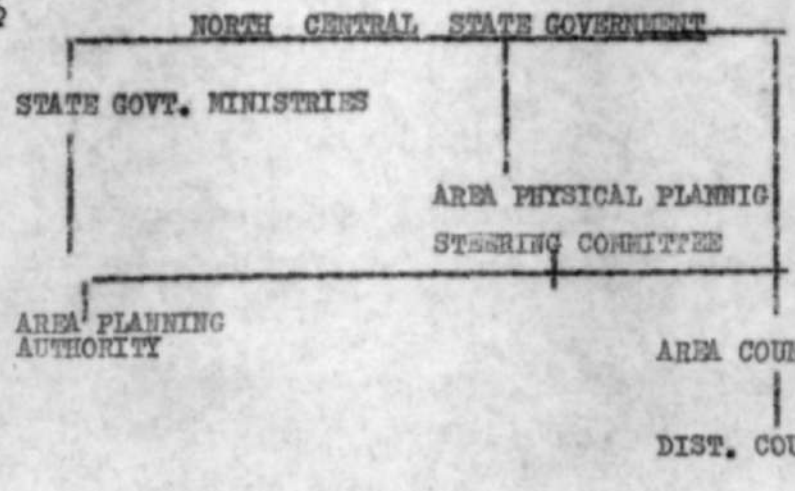
Five districts have been established covering the whole area of the capital Territory but these remain as grerified wards, at least until they are fully organized to be able to take up more function other than tax collection.

This shows the basic difference between urban administrative system in Kano and Kaduna. At least the Local Authority in Kaduna being the only upper limit agency of local administration within the whole Metropolis, can form the Metropolitan council with full p powers of the local authority. Whereby in Kano the area Council is Sub-ordinate to the LGA, the LA in Kaduna is also the Metropolitan Council.

Apart from the above difference the same systems will apply in both Kano and Kaduna. The Planning Authority in Kaduna could still be the Kaduna Capital Development Board and it should be, like that in Kano, the sole agency responsible for all planning activities in the Metropolitan Area.

There should be the Metropolitan Steering Committee, composed of membership from the State Government, the Planning Authority and the AreaCouncil. This Committee should have its major duty in clearifying areas of differences and conflict between agencies.

FIG 25



6.2.0 POWERS AND FUNCTIONS OF THE AGENCY.

"Administration is usually regarded as a process of decision making, and various agencies and departments are assigned different roles such as formulation of plans, legislation, budgeting, financing execution, control and review. It is here that agencies from various levels of government are involved and problems are posed with respect to vertical and inter-governmental coordination. Considering these basic facts it is therefore necessary to establish a concrete policy on legislation and allocate specific functions to specific agencies, always avoiding overlapping which may bring further trouble.

6.2.1. LEGISLATIVE POWERS

The existing planning authorities in both Kano and Kaduna derive their powers under the provisions of Town and Country Planning Law, 1946. This law is considered to be out of date and it "proves to be too cumbersome for the efficient preparation and execution" of urban plans under the prevailing conditions. It is therefore considered that the Law must be reviewed in toto, giving relevant to modern urban planning administration. Such provisions must also include definite and specific allocations of powers and responsibilities, and the methods and means of undertaking the Planning process. A suggestion is made here as to areas of confusion and conflict that need proper attention in the review of the legislation.

(a) The jurisdiction of the Agency must be made to cover all areas expected to be reached-by urban development by a reasonably projected time, and this area can from time to time be extended as the need arises. However activities of the agency must be confined to the Metropolitan area to avoid overstretching of efforts and conflict with agencies outside the Metropolis.

There must not be any other agency, besides the Planning Authority, exercising the whole or part of the planning powers accept by a delegation from the Planning Authority.

(b) Functions and role of the Planning Authority, and infact of all other agencies, must be clearly defined, and powers and means of undertaking such functions and role must be clearly set-out. The development plans must be given legal standing that and developments in the Metropolitan area, whether private or public, must be made to abide by and conform to the basic guidlines of the plan. Planning as a continuous process needs constant reviews and modifications, and this should be included in the powers and functions of the Planning authority. Any proposed development must therefore have to be cleared by the agency in order to have an orderly form of development, and in discharging responsibility the Authority is obliged to give due and proper consideration to the contents of any relevant land development plan.

(c) Coordination and Cooperation between the different levels of agencies participating in urban planning and development is difficult to come by in this part of the world. Coordination is usually mistaken as subordination and this is a very great resisting factor to development. The new legislation must fully provide lines of smopth coordination between the activities of various administrative units. The Planning authority must possess adequate, but not insensurate, exercise of power of control and sanctions and the necessary financial resources to undertake plan formulation and direct developments. Lines of communication between the planning agency and the implementing agencies must be clearly put out in a simple form to avoid bottle neck.

(d) The traditional system of land holding in which land was held by a lineage or some individuals social group, either presided over by a petty chief, or a group of elders while their rights were only that of occupation and not of ownership is aimed at protecting the peasant cultivator, and his traditional social pattern.

But with the changes in the economic pattern this system has proved to be unprogressive and some reorganisation needs to be done to suit the modern economic and social changes.

Considering the rapid developments in Land matters particularly in the urban areas, a new legislation is necessary to replace the Land Tenure Law and the Town and Country Planning Law on matters concerning land holdings. Litigations arising from land matters could be prevented if the Governments reviewed their attitudes towards customary land and introduced a simple system of land registeration, easily comprehensible to the land holders. There appears to be three alternative approaches here:

(i) The first may be directed towards the amandinent of the Land Tenure Law. Section 6 (2) which contains provisions for agriculture and grazing has to be either deleted and the powers to grant leases under section 6 (1) (a) restricted to Government layouts only or be made more effective and compulsorily applicable to customary holding; or

(ii) effort be made at publicising the provisions of section 10 (i) (b) which allows the Governments to grant certificates in evidence of customary titles. But this does not give the Governments direct control over all land in their respective areas and will not effectively raise the status of customary holdings unless the powers in sections 38 and 49 of the Native Authority Law (Cap 77) and sections 5, 32 and 51 of the Land Tenure Law, (Cap 59) are all vested, without delegation, in the officer responsible for land matters; or

(iii) a fresh legislation be enacted for the registration of customary titles. The provisions of the existing laws and regulations are not suitable for the application to customary lands.

Regulations made under the Native Authority Law, especially those under sections 38 and 49, byt which customary land and customs could be codified by statute and under the Land Tenure Law, have little legal effect since they are exempted from registration. That is why the few influencial natives, who can afford heavy capital outlay, cannot rely on unregistered and undefined customary titles and prefer to obtain leases from Governments for better protection and security.

Reforms in land policy must also include provisions for urban development which provides for "easy acquisition of public land, for taxation of landowners in furtherence of a definite land policy and for control of land use according to adopted plans".

6.2.2. MANIFEST FUNCTIONS

The Planning Authority should be responsible for the Metropolitan Development Plan and it should be the Metropolitan agency that gives directions and deals with planning applications which are of major importance in the Planning of the Metropolitan area.

The Metropolitan Planning Authority should be responsible for the construction, improvement, maintenance and lighting of Metropolitan roads. These may include the outer ring roads and roads that pass through and connect major neighbourhood centres. They may also include all major roads leading out of the Metropolitan area to other major urban centres, and all roads in the commercial and industrial districts

The Metropolitan Planning Authority should be responsible for traffic Management all over the Metropolitan area.

The Metropolitan Councils could be made area planning agencies and could be responsible for the preperation of sector plans especially in light activity areas such as light industrial and commercial layouts and residental layouts such as for site and sevices schemes. However, they must produce their development plands within the framework of the strategic Metropolitan Area Development Plans to the Authorities for proper scruting. The Councils could be the agencies receiving all planning applications and could deals with all those which are not reserved for the Authorities decisions.

While the Planning Authorities remain the sole agencies responsible for all roads within the Metropolitan areas, the Metropolitan councils could be delegated with the construction improvement, maintenance and lighting of all roads other than Metropolitan and trunk roads. They should also be responsible for providing on and off street parking spaces along all roads and activity places under their jurisdiction.

Under the Metropolitan Planning Authorities guidance the Councils could provide new homes and carry out improvement of schemes and slum clearance. They could also provide parks and open spaces in small neighbourhood units.

The Metropolitan Councils could be responsible for all refuse collection and local drainage and sewage other than main sewers.

While the distribution of water supply for all uses should be the responsibility of the Councils, the provision of dams and the treatment of water and provision of central reservoirs must be under a central agency for proper coordination.

The Metropolitan Councils could be responsible for issuing all licences other than Motor vehicle and drivers licences. They could also be responsible for a varisty of other services, such as education (both primary and post primary), welfare, animal control, control of vermin and pests and infections deseases, food and drugs, inspection of premises for health and overcrowding, personal health services, general sanitation and street cleansing, markets and lorry parks, slaughter houses, swimming baths and washhouses, public libraris, childrens services, and so on.

6.2.4. RESOVRCES

Much of the courses of staguation in the implementation of development plans is inadequate and unspecified resource allocation. Resources may include land, finance and budgeting, and personnel. Much more stress will have to be laid on the positive aspects of implementation, such as the development and improvement of the environment, financial programming and capital budgeting, and the availability of trained and competent personnel with the knowledge in the applicability of a number of new tools and techniques.

The supply of ample land for development must be guaranteed all over the Metropolitan area through the use of compulsory purchase powers at reasonable costs, while at the same time liberalism must be introduced in the allocation of land to call for the full cooperation of the urban masses. Proper policy must be laid down covering all land development throughout the Metropolitan area, and this policy must be binding on all individuals and organization.

Urban Planning Agencies should have clearly assigned powers in the field of capital projects and programming. They should be allowed to encourage or discourage certain developments in particular areas of the Metroplolitan zones by the use of budgetary procedures. The sources of financing for the programmes and projects must be clearly laid out, and all necessary legal and administrative support must be made available to them in theis respect.

It is unfortunate that none of the levels of public agencies can vouch of having enough competent staff to undertake its programmes and projects successfully. A training and employment policy must be laid down by the State Governments, and all encouragements must be given by the State Governments to achieve this objective.

6.3.0. RELATIONS WITH OTHER BODIES

To maintain a satisfactory relationship between governmental units, a well-developed communication system between the various agencies is essential. To borrow Sir John Wringly's words, "consultation does not imply the necessity for agreement, but the free and frank discussion which it involves often increases the area

of agreement and in any case promotes a better mutual understanding of problems and points of view.

Inspite of the provisions of opportunities for day-to-day consultation and cooperation between the various agencies involved with urban planning and development, problem and misunderstandings might from time to time arise which may hamper the progress of the programmes and projects. There has to be created a central form of discussions and general Communication at which mutual agreements can be reached. This I intend to call the Metropolitan steering Committee which should be representative of the State Government, the Metropolitan Council and the Metropolitan Planning Authority. Each of these leves of authority must be represented by it hightest policy making representatives in cluding the administrative and technical personnel.

The Committee should be responsible for studing any areas of differences and trying to resolve them. It should be the go between the State Governments and the Metropolitan or review of legislations and requesting aid from the Governmentments, while at the same time defining areas of responsibilities between the Planning Authority and the Councils.

6.4.0 RELATIONS WITH THE PUBLIC

Citizen participation in decision making, on what is to be done in their community and how it is to be done, may be viewed as both a right and a duty.

Since the citizens are the ultimate beneficiaries of development, their interest and participation in the setting and attaining development objectives must be secured. If properly organized and conducted, such participation can contribute considerably to the execution and ultimate success of plans and projects for urban development.

Several channels of citizens prticipation should be open at all levels of governmental activities. There should be both the direct and indirect methods of public participation in the decision making process. By direct participation I mean that the general public should be represented in all the councils of the agencies in the state. The indirect participation can be explained as the processes by which the general public could voice their views and grievences.

The Government must provide sufficient media of information through the radio and television, newspapers and other publications, and other traditional media in order to make sure that all policies of the various levels of government are understood and accepted by the general citizenry. The general public must also be fully informed of ways and means of channelling their grievences a feed-back to all the governmental programmes and projects. It is with this that we can be sure of the success of our programmes.

6.5.0 DEVELOPMENT CONTROL

Increasing population and continuing high level of urbanisation are making increasing demands on urban land.

This fact is adduced by the increasing cases of litigation on land and the constant conversion of farms lands into plots for residential purposes. The declarations of Planning Areas and the subsequent presentation of schemes have not yet successfully prevented these current problems.

Though availability of land does not forge a great problem in both Kano and Kaduna, these Metropolitan centres still face urban problems. Both cities are in serious decaying conditions of unchecked and rapid growth, massive urbanization due largely to rural-urban migration, traffic congestion, sub-standard housing, slum condition, etc. All these are indications of deteriating of physical and social environment in these urban centres. To remedy these problems, therefore, a number of suggestions are necessary.

(a) System of land acquisition must be made to include all land enclosed within the Metropolitan area no matter who holds the land or under what tenure the land is held. This will prevent speculation all over the area. Moreover, it is with great urgency that compensation on acquisition of land should be made at the same level and all land holdings to have similar security.

(b) The existing Town and Counctry Planning Law needs review. It must take cognisance of the proper powers and authority to be assigned to the planning agencies. At the same time proper and constructive ordinances must be established. These may include the zoning regulations, building bye-laws and sub-division regulations. The provision of all such laws and regulations must not be left to set themselve to work - they must be fully enforced.

(c) The implementing agencies must put more efforts to provide ample and well-prepared plots for all uses to avoid acute shortage that may lead to speculations and litigation.

(d) Land allocation principles must be made more equitable and liberalized. The allocating agency must make sure that the "have nots" are given consideration first before the "haves". Land must not be collected in the hands of a few opportunists.

(e) The implementaing agencies should as early as possible study and determine all areas that have or are moving towards terrible delapidation. Early consideration must be given to redeveloping all areas in sub-standard conditions. These could be done by Stages depending on the availability of resources both for the expansion and renewal. Nevertheless urgent freference must be given to areas running into physical and social delay.

CONCLUSION

From the foregoing chapters it is easy to come up with three main ideas, namely, the uncontrolled growth of the urban areas, the administrative inadequacy and the legal complexity. The problems of urban administration have been both old and new merged together.

The problem of urban administration in the traditional towns of Northern Nigeria has been largely the making of the traditional authorities in an effort to maintain the statusquo added to the I dont care attitude of the colonial administrations who, though they realised the problems and had ample powers to implement reforms, had not the will to do so. We have seen how the British administrators put a concern on urban reform only as it affected the lives of their fellow countrymen who wanted at least the provision of standard urban services. Taking over power at independence the politicians were in less stronger position to institute any measure meaningful reform. By-and-large the politicians were in most cases products of the Native Authorities and most of them were looking forward to the date when they would secure higher traditional positions to go back to.

The Military took over power at a time when the N.A. was still the stronghold of the local community life. Though local administrative reforms were started immediately the Military came to power, the strength and capacity of the N.A.s were shattered rather than re-integrated and reorganized to be able to provide more meaningful modernized services.

Most of the reforms were halfhearted and they did not contain clearly identified policies and objectives. As I see it, therefore, the state governments have now proved unwilling or incapable of implementing the promised reforms. The result is a hitch-hack of blunders at which the governments, now realising their inaptitude to institute the proper types of reforms in the local government system, have reverted to forming multiple numbers of quasi-governmental organizations with no clear cut functions and objectives. Since the State governments are incapable of instituting the reforms from within the local government system the trend has turned to instituting a confusion from without.

In many countries in the world, especially in France, Britain and some other developed nations, urban and regional planning is the exclusive function of the central government, the only differences being in the devolution of authority within levels of government. In Nigeria the case is somewhat different. The centre, except in the recent months, has not shown been interest in the development of urban areas and this has remain under the prelude of the States.

The incapacity of the local government bodies to provide effectively and efficiently even the traditional basic urban services calls for any new functions, such as urban planning, which require sophisticated resource availability, to be linered for a while at least until well intentioned and comprehensive reforms are carried out.

Efforts must be directed at training the needed high level and medium grade manpower, and at reorganizing the legal, political, s social and administrative machinery so as to provide for concrete planning preparation and implementation in future.

In assigning function to urban agencies for planning should be that those function to be performed by each agency are as far as possible self-contained without overlapping or duplication.

APPENDIX
FUNCTIONS OF AGENCIES

No.	FUNCTIONS	KANO AGENCIES	KADUNA AGENCIES	REMARKS
1.	Preparation of Comprehensive Plan	1. Metropolitan Kano Planning & Development Board	1. Kaduna Capital Development Board	—
2.	Preparing Housing Layouts ALSO IMPLEMENTATION	1. Met. Kano Planning & Dev Board. 2. Ministry of Works & Survey	1, Kaduna Capital Dev Board 2. Min of Works & Housing 3. Min of Lands & Survey 4. New Nigerian Dev.Corp.	In Kaduna all plan proposal must be approved by the KCD and the site agreed upon. I Kano plan proposals only shown to MKP&DB but site ch en unilaterily by Ministry of Works
3.	Preparing Industrial Layouts ALSO IMPLEMENTATION	1. Met Kano Plg & Dev.Board	1. Kaduna Capital Dev. Board	In Kaduna Min of Trade and Industry initiates the need and Min of Lands & Surv.sug gests while KCDB approves. In Kano Met Board prepares on basis of Development Pla
4.	Preparation and implementation of Commercial layouts	1. Met Kano Plg & Dev Board	1. Kaduna Capital Dev Board	As in (3) above in both cases.
5.	Granting of Certificate of Occupany	1. Ministry of Works & Survey 2. Kano Local Gövt Authority.	1. Ministry of land & Survey 2. Kaduna Local Authority	In Kano Min.of Works allocates in areas of GRA, comm cial and Industrial areas.O recent there is a move thou not stil put to practice th State Govt will in future b responsible for allocation all land out side the city while LGA will be confined to giving C of D on lands within the city and outside Met Area only. In Kaduna, the Administrator has been sole authority responsible for granting C of D in Loca Authority areas.

No.	FUNCTIONS	KANO AGENCIES	KADUNA AGENCIES	REMARKS
6	Planning Permission	1. Met Kano Planning & Dev Board	1. Kaduna Capital Dev Board	In both cases applications for planning permission are sent to the approving agency through the allocation agency as appropriate. However In Kano the Govt Ministries do not usually seek approval of Metropolitan Board on activities affecting their official ministerial projects.
7	Building Control	1. Met Kano Plg & Dev Board 2. Min of Health & Social Welfare	1. Min of works and Housing 2. Kaduna Local Authority 3. Min of Health & Social Welfare	In both cases, Min of Health deal with matters affecting health regulations (Ventilation, density, etc.) while other agencies are concerned with building line regulations and structures & also ratio of built-up area of house. In Kaduna LA is responsible for it's own area.
8.	Refuse Disposal & Street cleaning	1. Min of Health & Social Welfare	1. Kaduna Capital Dev Board	Both only recently transfered. In Kano refuse disposal used to be under LGA & Township Authority respectively while in Kaduna it was under Local Authority
9	Conservancy	1. Min of Health & Social Welfare 2. Waje District Council	1. Kaduna Local Authority 2. Kaduna Capital Dev Board	In Kaduna where conservancy concerns water closet system KCDB is responsinle but where it is in nitesoil disposal LA is responsible. In Kano Nitesoil disposal (affecting only S/Gari) is done by Waje Dist. Council
10.	Water Supply	1. Min of works & Survey 2. Local Govt Authority	1. North Central State Water Board 2. Bureau for Rural Dev. 3. Kaduna Local Authority	In both case pipe borne wate is provided by the Min of works or the water Board, as appropriate, while wells are being provided by LGA in Kano and the LA & Bureau of Rural Dev. in Kaduna.

No.	FUNCTIONS	KANO AGENCIES	KADUNA AGENCIES	REMARKS
11.	Road, Drainage & Street lights construction	1. Met Kano Plan.& Dev Board 2. Min of Works and Survey 3. Local Govt Authority 4. Met Admin Area Council 5. District Councils	1.Kaduna Capital Dv. Board 2.Kaduna Local Authority	In Kaduna all roads except rural roads are under the KCDB.In Kano there is no division of function on road construction between Min.of works & Survey and Metropolitan Boar & none between them & Local Government bodies.
12.	Maintenance of roads, drainage & street lights	1. Min of works & Survey 2. Local Govt Authority 3. Met.Admin Area Council 4. District Councils	1.Kaduna Cap.Dev Board 2.Kaduna Local Authority	Both cases are the same as in (11) above.
13.	Provision & Control of Markets	1. Met Admin Area Council	1.Kaduna Local Authority	Both cases the planning Boards have planned, or even started as in case of Kaduna, the reconstruction of mai markets (kurmi in Kano & Main in Kaduna) & both will retain them at least until the reconstruction cost is recovered
14.	Provision & Control of Lorry Parks	1. District Administration	1.Local Authority	In Kano the 3 main parks are being replanned by the Met.Board & will be in same situation as for Kurmi Market. In Kaduna the Lagos Road park is being reconstructed & thus taken over by KCDB
15.	Provision of water selling points & public bath houses	1. District Councils	1.North Central State Water Board	
16.	Provision of Hospitals & Health Centres	1. Min of Health & Social welfare	1.Min of Health & Social Welfare	

No.	FUNCTIONS	KANO AGENCIES	KADUNA AGENCIES	REMARKS
17.	Provision of Clinics & Dispensaries	1. Min of Health & Social Welfare 2. Local Govt Authority	1. Kaduna Local Authority	
18.	Primary Education	1. Local Education Authority	1. Local Education Authority	
19.	Adult Education	1. Min of Education 2. Met. Admin Area 3. Local Gov.Authority	1. Min of Education 2. Local Authority	
20.	Post Primary Education	1. Min of Education	1. Min of Education	In both cases post primary education is only catared for by the Min of Education until such a time when the local Education Authorities arecconsidered capable enough to take over
21.	Recreational Facilities	1. Min of Health & S. Welfare	1. Min of Health & S. Welfare	In both cases institutional facilities are provided for by the body controlling the institution (such as school games, club games etc). However a substantial grant is being given for that by the Min of H & S W through theSports Counci. The Sports Councils are responsible to the ministry for all recreational activites activities in in the State
22.	Sanitary Inspection & Bradication Campaigns	1. Local Govt Authority 2. Min of Health & S.W	1. Local Authority 2. Min of Health & S.W.	The Local Govt.units are engaged in inspecting all activity areas in Local Govt jurisdictional areas and enforcing sanitary measures particularly on food supplies, domestic refuse disposal & positions of wells & latrines for domestic uses.The Govt & local Govt inspectors coordinates in vaccinations & health education campaigns especially at an outbreak of epidemics.

No.	FUNCTIONS	KANO AGENCIES	KADUNA AGENCIES	R E MARKS
23.	Control of Leprosy, provision of lunatic Asylums & Community care.	1. local Govt Authority 2. Min of Health & S.W.	1. Local Authority 2. Min of Health & S.W.	Both Leprosy control and provision of Lunatic Asylums are provided only by the local Govt.Units,while both levels of Govt. in each case indulges in providing services for community care in form of family planning & home mangement.
24.	Blind workshops, Remand Homes, Children care and Old peoples homes	1. Local Govt.Authority 2. Min of Health & S.W. 3. Home Affairs Division	1. Local Authority 2. Min of Health & S.W. 3. Home Affairs Division	At the moment the local authorities have shown a far more keen interest in providing these services. However, in Kano the Min of Health & Social Welfare have since established a Children's home, while in Kaduna the Ministry has established a Blind workshop. The home Affairs Division in both cases have shown great interest in the Remand Homes for juveniles
25.	Registration of Births and Deaths	1. Min of Health & S.W. 2. District Councils	1. Min of Health & S.W. 2. Local Authority	The registration is usually confined to births except where a death occurs in a hospital or in a suspected criminal cause whereby the authorities (Hospital or police respectively) keep the records. Even birth registration is not universal and it is done only when the parents wish and apply for theregistration.

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