# An Exploratory Study of Factors Responsible For Ineffectiveness of Development Control - Case Study Lagos

$M_0Sc_0$ (U.R.P) Thesis

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# CERTIFICATE

This is to Certify that this Thesis has been submitted as partial fulfilment of the award of the Degree of Masters of Science, Urban and Regional Planning.

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# D E D I C A T I O N.

This work is dedicated to the memory of my beloved niece - Late Oluyemisi Olarewaju who was painfully missed one month before the completion of this thesis.

## A C K N O W L E D G E M E N T.

The successful completion of this study has been due ~~to~~ mostly to the outstanding help and cooperation received from many people and institutions too numerous to be acknowledged individually. It is therefore, with pleasure that I acknowledge the contributions made by all.

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## CHAPTER ONE.

### 1.0 INTRODUCTION.

Generally, a town or city has a tendency to experience growth either in its population, volume of activities or in its physical extent. This growth is not a disadvantage, rather it can be a benefit to its inhabitants especially if the growth is planned and regulated.

Where developments in a city are allowed to take place without some measure of control the urban environment can sprawl and the settlement pattern can be distorted. The impact is not on the environment alone; the quality of life and the level of living are likely to decline.

Before this critical stage is reached, the rational step to take is to prepare development plans or schemes for the city. Such a development plan which would guide and regulate the city's growth can be implemented in two ways - through private and government actions. Government actions can be either legal or non-legal measures. The legal measures directed towards the implementation of the development plan is often known as 'development control'.

The principal objective of development control is to ensure that prospective developers of land in a city ( or town) carry out their developments according to laid down regulations. This is to ensure that all proposed buildings have a minimum number of facilities, services and utilities; that they are structurally

LOCATION OF THE STUDY AREA IN NIGERIA

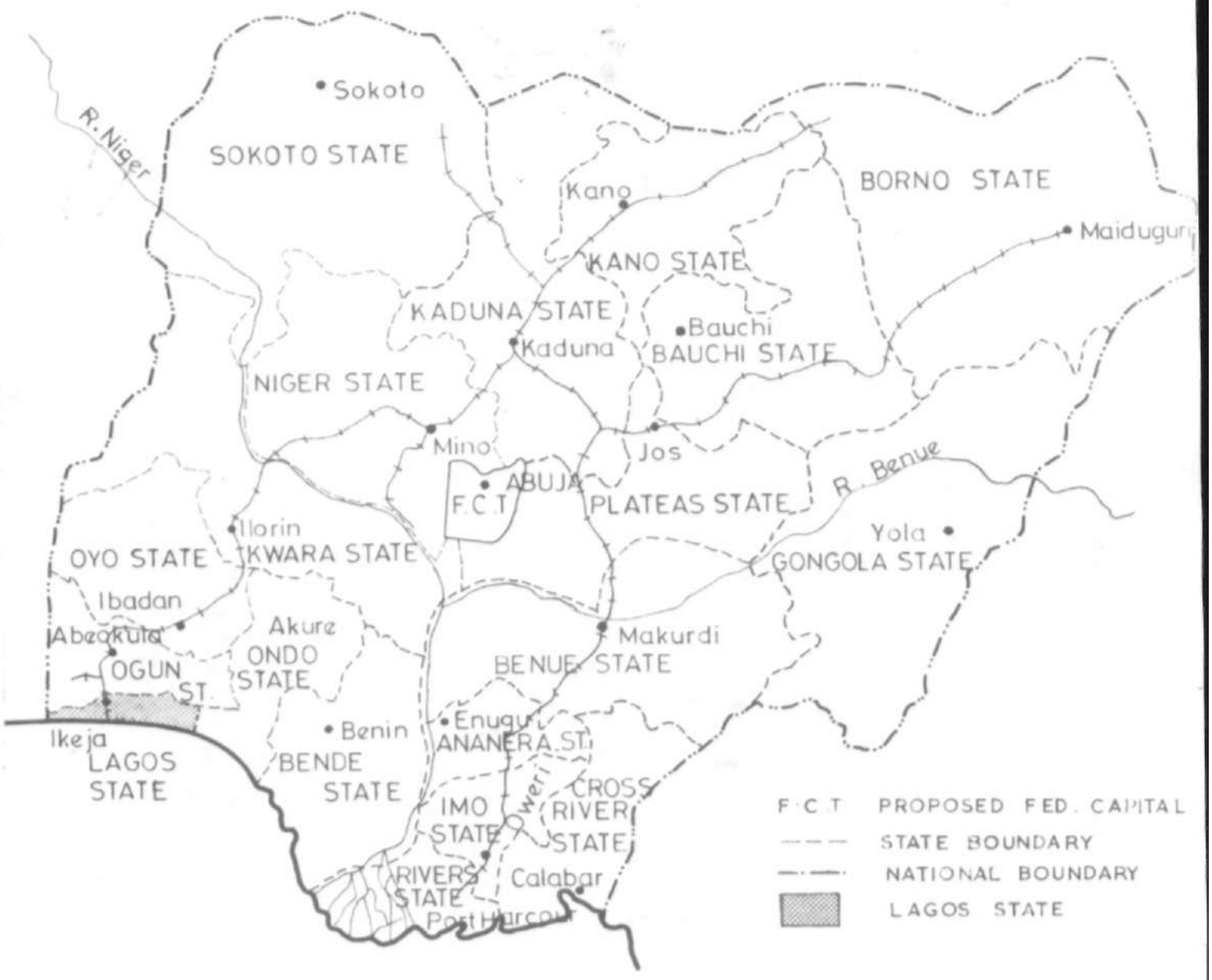



FIG 1.0

SOURCE - Dept of Planning A.B.U ZARIA 1978

sound and are properly sited with sufficient light, ventilation, and access. A beautiful and satisfying environment - the ultimate goal of development control - can be achieved when the height, bulk, use, character, and appearance of buildings are regulated.

However, development controls, like many other regulations made to improve the welfare of the people, are often abused, contravened and thus reduced to an ineffective exercise. In a situation of ineffective development control, the level of compliance is generally low and the results or achievements very little. The break down of control is neither in the best interest of the people, the community they live in nor that of planning as an activity of which development control is an implementation process. Therefore, a study that seeks to explore the causes of ineffectiveness of development control should be considered a problem of planning that is worthy of being studied.

The study of the factors responsible for the ineffectiveness of development control has a role to play in development planning especially in Nigeria. Nigerian towns and cities are growing fast and there is a good indication that the growth may likely continue for many years to come. Whereas the rate of urbanisation in Africa was 3.5 per cent in 1970, it was 25 per cent in Nigeria.[1]

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1. Vagale, L. (1976): 'Metropolitan Cities of Africa: The Challenge and Opportunity for Planning and Development.' - Course Paper No. 10. Polytechnic, Ibadan, Nigeria, p. 9.

This growth must be planned in order to sustain a viable base and orderly urban outlook for these towns and cities.

In anticipation of the need for planning the growth of these cities efforts have been made and are being made to prepare Master Plans for a number of these towns and cities. The Master Plans usually contain proposals and guidelines on how the development of the towns and cities should be patterned especially the uses to which urban land can be put, the distribution of population vis-a-vis the employment centres in the towns.

Master Plans can only succeed to the extent that they are implemented accordingly. Since development control is its implementation process a study of what can render that control ineffective should play a vital role in planning for Nigerian towns and cities.

The case selected for this study is Metropolitan Lagos, the capital of Nigeria (Figs 1.02,1.1). The reason for selecting Lagos is that as the 'primate city' of Nigeria and the country's 'window to the outside world'[2], its urban development problems cannot but be a challenge to planning and planners. Important among the problems of Lagos are - "environmental deterioration, housing shortage, insufficiency or lack of infrastructures (water, power, sewage, drainage, health and educational facilites), traffic congestion and long journey to work, extensive unplaned and uncontrolled construction."[3]

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2. Ibid, p. 13.

3. Master Plan Unit (1976) - " Characteristics and Problems of Urbanization in Lagos.", Lagos State Secretariat, Ikeja, Nigeria, pp. 3-4.

One of the efforts being made to solve the problems of Lagos is the preparation of a Master Plan for the City. This Master Plan is expected to be completed by 1980. If it is accepted that the Master Plan would require an effective development control machinery as one of its implementation processes, then a study of the factors that are responsible for the ineffectiveness of the existing development control in Lagos is highly justified.

1.10 Aims of the Study are:-

(a) To show that development control in Lagos is ineffective;

(b) To explore the factors that are responsible for the ineffectiveness;

(c) To suggest proposals for the re-planning and upgrading of areas in Lagos that have experienced ineffectiveness of development control.

(d) To suggest proposals for the achievement of effective control of developments in Metropolitan Lagos.

1.2 Methodology:

The method of investigating the problem under study is through a survey that involves a fieldwork. As a first step, four sprawling sub-urban areas of Lagos - KETU, AMUKOKO (APAPA), ILASAMAJA, and OWORONSOKI (Fig. 1.1) were selected and surveyed by means of formal interview. In each of these settlements twenty-five (25) house-owners were randomly selected and interviewed.

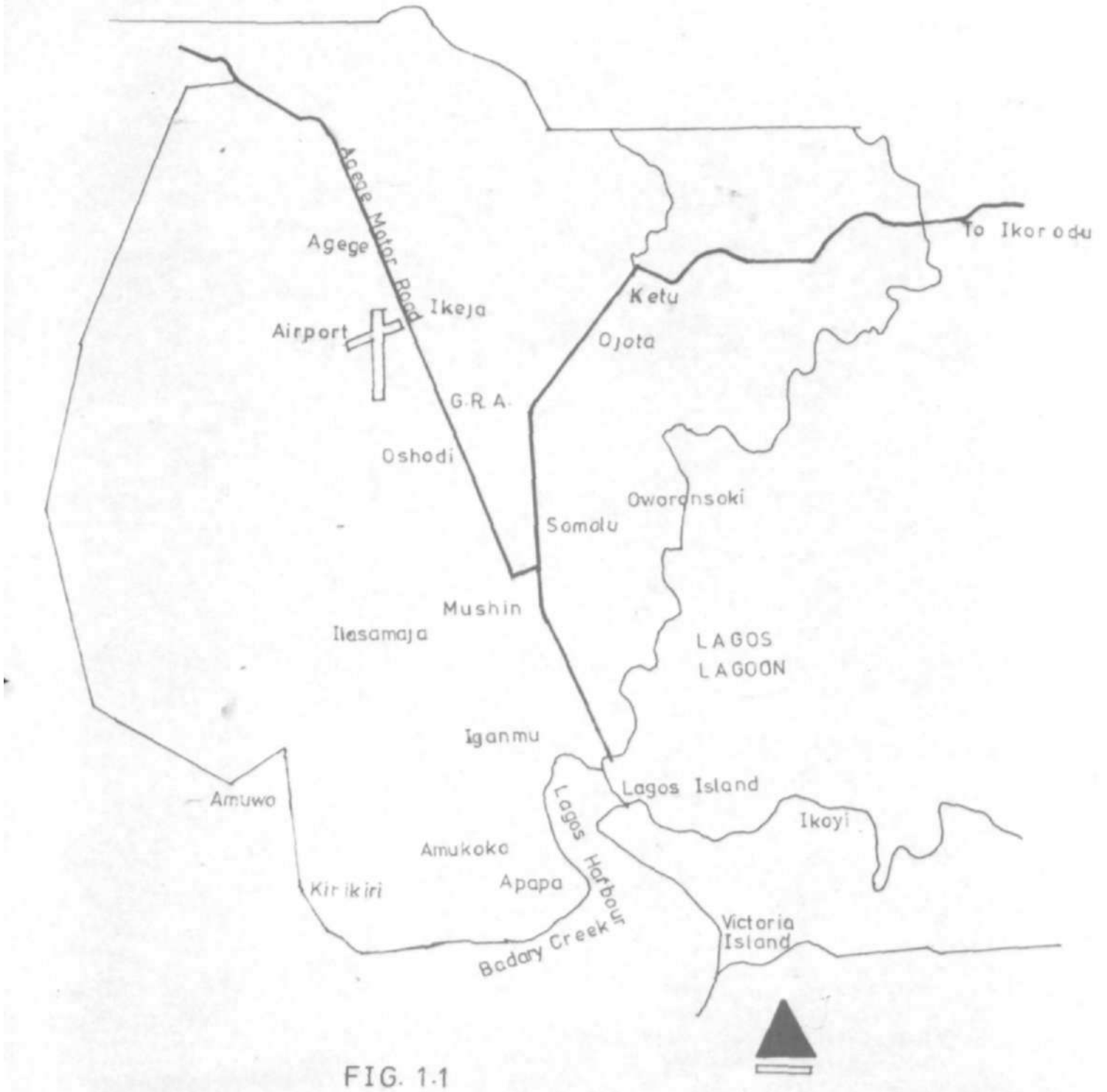



FIG. 1.1

LAGOS METROPOLITAN AREA- STUDY AREA

Following from the step above, ten members of staff (professional and technical) of the Physical Planning, Development Control Division, and the Master Plan Unit of the Lagos State Ministry of Works and Planning were asked to rank the factors which they believed were responsible for the ineffectiveness of control in Lagos.

Furthermore, a physical survey of one of the sub-urban settlements in Lagos (KETU) was carried out. With the aid of a map (scale 1:1250) showing the buildings and structures as they were in 1976, it was possible to sample. Four large grids out of twelve were randomly selected using 'Fisher and Yates Statistical Table 8c, 3rd Edition of 1948.' The two hundred and sixteen structures contained in the four grids were surveyed against five regulated development control subjects (set-back, coverage, access, parking, and air space standards). This was done to be able to appraise the nature and degree of contraventions of development control in a Lagos sub-urb. This method was complemented with a reconnaissance survey of the existing infrastructures in KETU.

## CHAPTER TWO.

## URBAN DEVELOPMENT CONTROLS.

Cities can be either a priceless asset or a liability to the nation all depending on their attributes. The city that exhibits good attributes is always a rare possession of mankind. One of the good attributes of a city is accessibility. A planned and controlled city hardly experiences traffic congestion and impaired movements of people and goods because adequate provisions would have been made for transportation facilities and compliance with parking and setback requirements ensured. With good accessibiltiy, the city is assured of viable economic base and social contacts which are healthy to nation building.

Another good attribute of the city is attractiveness. An attractive city reflects good planning - beautiful layout and orderly arrangements of its elements (the roads,and streets, the buildings, the trees, etc.) - and effective development control. Apart from boosting the city's economy through tourism it also shapes the aesthetic taste of the inhabitants. If the physical environment of the city "is harmonious and beautiful, it gives ... a sense of satisfaction and pleasure and it initiates ~~him~~ creative ability. If it is ugly, chaotic, it releases the worst social instincts"[1]. A satisfied and creative citizen is a positive contributor to national development and greatness.

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1. Juchnowic, S. (1976): 'Urban Aesthetics - The Basic Elements Of Spatial Composition', Course Paper No. 4., Department of Planning, A.B.U., Zaria,,p. 1.

A good city must have the quality of economy. The cost of urban management can be high or low depending on the level of the city's planning and state of its development control. A city that experiences 'sprawl and leap-frogging' in its development pattern would surely have increased cost of management due to unplanned and unco-ordinated extension of facilities, services and utilities. An attribute of economy shown at different urban management levels can always reflect positively in the nation's growth and social progress.

However, the contributions which the city makes to the nation's development through the attributes discussed above cannot materialise with insufficient development control. This is why it is necessary to give priority to development control while planning for growth and development of cities.

2.1 Definition of Terms:

2,11 'Development':

The term 'development', as defined in Part III of the British Town and Country Planning Acts of 1947 means-

> 'the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of buildings or other land'2.

Futher clarifications under subsections (3) and (4) of section 12 show that the following do not represent 'development' and there are:

- normal building maintenance and internal alterations,

2. Town and Country Planning Act, 1947, Section 12 (2).

- maintenance ofpublic utilities, agricultural and forestry activities.

However, the displaying of advertisements on a building is 'development'.

The second definition of 'development' is that provided by the Lagos Town and Country Planning Law of 1972 which states that:-

> "development is any building or re-building operations and any use of land or any building thereon for a purpose which is different from the purpose for which the land or re-building was last being used"3.

This definition is the same as the one in the Nigerian Town and Country Planning Ordinance, 1946.

2.12 'Development Control':

'Development Control' is another expression that has been variously defined. Two of these attempts would suffice for this study and the first is that presented by the Ibadan Area Planning Authority which observes that:-

> "Development Control is a function through which individual development within a locality is regulated to fit properly into the framework of a development plan...4.

As far as the Authority is concerned, 'Development Control' is an 'implementation process of a development plan'.

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3. Lagos State Official Gazette No. 41, vol. 8, October, 1972.

4. W. Nigeria Cooperative Press: "Ibadan Area Planning Authority, '1958 - 19738", Ibadan, Nigeria, p. 9.

This view of control is further clarified by Her Majesty's Standard Organization (HMSO) when it states that:-

> "Development Control is the process by which a Planning Authority exercises its statutory duty to control all development in accordance with the provisions of the development plan..."5.

Further explanation by the HMSO shows that -

> "The control is enabled by virtue of the obligation upon all developers to seek planning consent for new development".

From these two definitions, there is no doubt that all that Development Control seeks to achieve is to complement the planning process to achive an afficient and healthy environment conducivie to living, working and recreating. Of significance in the HMSO's definition is the assumption that compliance with control regulations is almost a civic responsibility that must be performed by all developers and land owners.

2.13 'Ineffectiveness of Development Control':

'Ineffectiveness' of development control is a situation where full compliance with the development control regulations is lacking. There are many such regulations - too numerous to include in a study of this type. However, for our purpose we will concentrate on zoning ordinances, subdivision regulations, and building bye-laws.

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5. HMSO (1964), Traffic in Towns, London, p. 220.

2.14 Factors of Ineffectiveness of Development Control:

The factors responsible for ineffectiveness of Development Control Administration in Lagos are as follows:

(a) Defective Planning Legislation.

(b) Inefficient Development Control Organizational Structure and Operation.

(c) Poor public attitude towards Development Control.

2.20 Typology of Development Control:

There are three types of controls commonly in use in Lagos. These are zoning ordinances, sub-division regulations, and building bye-laws.

2.21 Zoning Ordinances:

Zoning is a conventional tool for prescribing how each parcel of land in a community may be used. Most zoning ordinances cover at least four subjects:

Use -

The ordinances designate 'permitted uses' or activities in an urban area. The main land uses are residential, commercial, industrial public and semi-public, and recreational. These uses can be put into categories and sub-categories, e.g. residential use can be of one family detached or semi detached, rooming apartments, and duplex.

Population Density-

Zoning ordinances also limit population density by setting a minimum required size for each lot or alternatively, by limiting the number of families per unit area. Hence, certain areas of the city are usually designated ' low' and 'medium' density residential uses while others are 'high density'.

Building Bulk -

The bulk of buildings permitted in an area is regulated by making it obgligatory for developers to provide yards along their lot boundaries, and by limiting the height of the building and the proportion of the lot area that may be covered by buildings.

Other Subjects -

Many ordinances give consideration to off-street parking for certain uses in the city, and regulate minimum house-size, landscaping, appearance of building and view protection.

2.22 Sub-division Regulations:

These govern the process by which lots are created out of larger tracts of land and they regulate three subjects, viz:

- site design and relationships.
- allocation of facilities, services and utilities;

- general design standards.

In site- design, the regulations ensure that sub-division relates well to its surroundings. As a rule, sub-division must be consistent with the comprehensive plan for the area. In addition, the regulations assure that the sub-division itself fits well into its own site so that nothing can impair its functions. The width of streets, length of blocks, size of lots are among the regulated subjects.

The regulations limit the minimum number and provided in a sub-division, e.g. schools, hospitals, or clinics, police post, post offices, fire services, etc. They also define the criteria[6] for the preparation of a sub-division, e.g. the sub-division layout must be prepared having regard, among others, to:

(a) the topography and physical condition of the land;

(b) the nature of the soil;

(c) the danger of flooding, subsidence and erosion;

(d) the surface drainage;

(e) convenience of access .....

2.23 Building Bye-laws:

These bye-laws are usually passed to achieve the following objectives:-

(i) to meet minimum planning standards through proper design;

(ii) to achieve some degree of aesthetics; and

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6. Vagale, L.R. (1969) - "Regulations Controlling The Sub-division of Land" Ibadan, Nigeria.

(iii) to fulfill zoning and sub-division goals.

According to the U.N. Department of Economic and Social Affairs, building bye-laws are enforced through the following measures:-[7]

(a) dosnsity and height zoning;

(b) siting of building in accordance with stipulated floor-seape ratios;

(c) minimum plot sizes for various types of construction;

(d) design standards that meet minimum space standard;

(e) special regulations governing the construction of temporary structures;

(f) design standards that ensure good sanitation and sewerage;

(g) types and quality of building materials;

(h) alignment of access roads; and

(i) sub-division regulations.

In Nigeria, at least two of these measures are known to be currently not being applied. One of these is (e) above. A glance at the regulations in Nigeria especially Lagos would reveal that there are no regulations that govern the construction of temporary structures. Where temporary structures are permitted, it is strictly on the initative of the officer giving such permits. Another observation is that the 'types and quality of building materials' are not under the regulated subjects in Lagos.

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7. U.N. Department of Economic and Social Affairs - Urban Land Policies and Land Use Control Measure, Vol. 1, New York, 1973, p. 45.

## CHAPTER THREE.

## PLANNING LEGISLATIONS.

Planning legislations are made to provide the basis for the administration of development control. They normally define the techniques of contolling developments in a town or city. Because of this fundamental importance a test of the ineffectiveness of development control in a city like Lagos must involve an examination of the legislations that provide the basis for such control.

### 3.0 The Town and Country Planning Law, 1972:

The Lagos Town and Country Planning Law of 1972 was captioned as "a Law to provide for the control of town and country planning activities throughout the Lagos State and for purposes connected with it". This means that it takes precedence over all other laws existing before its formulation. The law was though gazetted in 1973, it was yet "deemed to have come into force on the 1st day of April, 1972." This shows that it is retro-active in nature.

The law declares Lagos State (including Metropolitan Lagos) as a "Planning Area" where "Development of all Land Areas" must be controlled. Apart from establishing that the responsibility of controlling development activities in Lagos is vested in the Lagos State Ministry of Works and Planning it also declarea that unauthorised development of control is an offence punishable on conviction by a fine of one thousand naira and possible demolition of the structures.

3.1 Public Information:

However, a critical examination of the 1972 Law has shown that it does not possess adequate and vital ingredients that can ensure the effectivenss of development control in Metropolitan Lagos. First, it relies solely on the "Lagos State Official Gazette" as a medium of disseminating information on development control matters. In view of the fact that official gazettes have very limited circulation the technique provided for informing the public is inadequate and cannot achieve the objective of keeping the public informed (except the few ones who perchance come across some copies) on matters affecting development control in Lagos. When the public at large have limited knowledge of the provisions of the law, their compliance with the law cannot be guarantteed and the control of development as specified in the Legislation becomes ineffective.

3.2 Guidelines for Public Right and Interest:

Another contribution of the 1972 Lagos Town and Country Planning Law to the present ineffectiveness of development control is that it is deficient in laying down appropriate guidelines for protecting the rights and interests of the members of the public in the control of development in Metropolitan Lagos. Throughout its eight sections no povision exists to specify in the rights and the roles of the public (particularly the developers) in the administration of development control.

All that the Law seems to be concerned with is the reinforcement of the control powers of the authority. For instance, the law empowers the Ministry to "make provisions for any matter" regarding the control of development in Metropolitan Lagos. The Law does not even make it mandatory on the Ministry to publicise its development control activities; it only states that "the State Commissioner may publish ..." (section 5) the activities that might interest the public. The law has thus under-estimated the quality and the types of roles which the public should play in ensuring the effectiveness of development control. It has assumed that once the authority is given the power to approve or reject plan proposals made by the public and the power to demolish their buildings which contravened the set down regulations all is well with development control matters.

This stand of the planning legislation in Lagos has contributed to the narrow conception by the Development Control Authority of its roles and duties. Once the Law is culpably silent on such issues as public enlightenment, public involvement and participation and also their rights to appeal against any decision that aggrieves them over development control matters, the authority has been given a lee-way to administer development control the way it pleases even when it is to the detriment of the interest of the people and of the effectivenss of development control.

An aggrieved perons is most often a desperate person especially where he is uncertain that his grievances will be looked into and resolved. It is also equally true that in the administration of control there is the probability of the authority making wrong decisions on the applications made by the public. The absence of a clause establishing an institution or person to perform mediatory role in the process of development control is not very helpful to the administration of effective development control. In the absence of such a clause, some people who felt unable to understand why certain decisions were taken against them usually took laws into their hands and rendered development control ineffective.

3.3 List of Permitted Development Activities:

Another short-coming of the Planning Law in Lagos is that it gives a broad definition of 'development' without providing adequate list of land development activities that can be carried out by the public without any reference to or quick clearance by the Development Control Authority. For example, it defines 'development' as -

> "any building or re-building operations and any use of the land or any building thereon for a purpose which is different from the purpose for which theland or building was last being used ..." (section 8).

The only activity permitted by the Legislation as not involving development is in respect of agricultural practice. Other development activities like minor

improvements or alterations on an existing building particularly those that do not materially affect the appearance of the building are left out of the list.

The result of this omission is that the authority is over-burdened with the responsibility of accepting and processing of minor development proposals that could have been permitted 'prima facie' had the law been explicit on them. Evidences abound in the Contravention and Demolition Section of the Development Control Division in Lagos where Site Inspectors recorded as contravention of the Law an activity involving changing a small window with larger one to increase the inflow of air and light. The lack of the list of operations not involving development has meant an unnecessary dissipation of resources of the Control Authority and has resulted in slow operation of the authority. The consequence has been ineffectiveness of development control.

The foregoing review has shown that the defects of the planning legislation in Lagos is one factor that is responsible for the ineffectiveness of development control Its failure to consider the place of the public in the administration of development control and its lapses in providing a handy list of what operations do not need control are the essential contributions of the Lagos Planning Law to the ineffectiveness of development control in Metropolitan Lagos.

## CHAPTER FOUR.

## ORGANIZATIONAL STRUCTURE AND OPERATION OF DEVELOPMENT CONTROL ADMINISTRATION IN LAGOS.

The administrative set-up for development controls in Lagos is of great importance. The Planning Legislation that contains guidelines on the technique of controlling development is a legal document that requires a machinery to enforce its provisions. However, in a situation where the structure and operation of a development control division are not properly organised the result is always ineffectiveness of control.

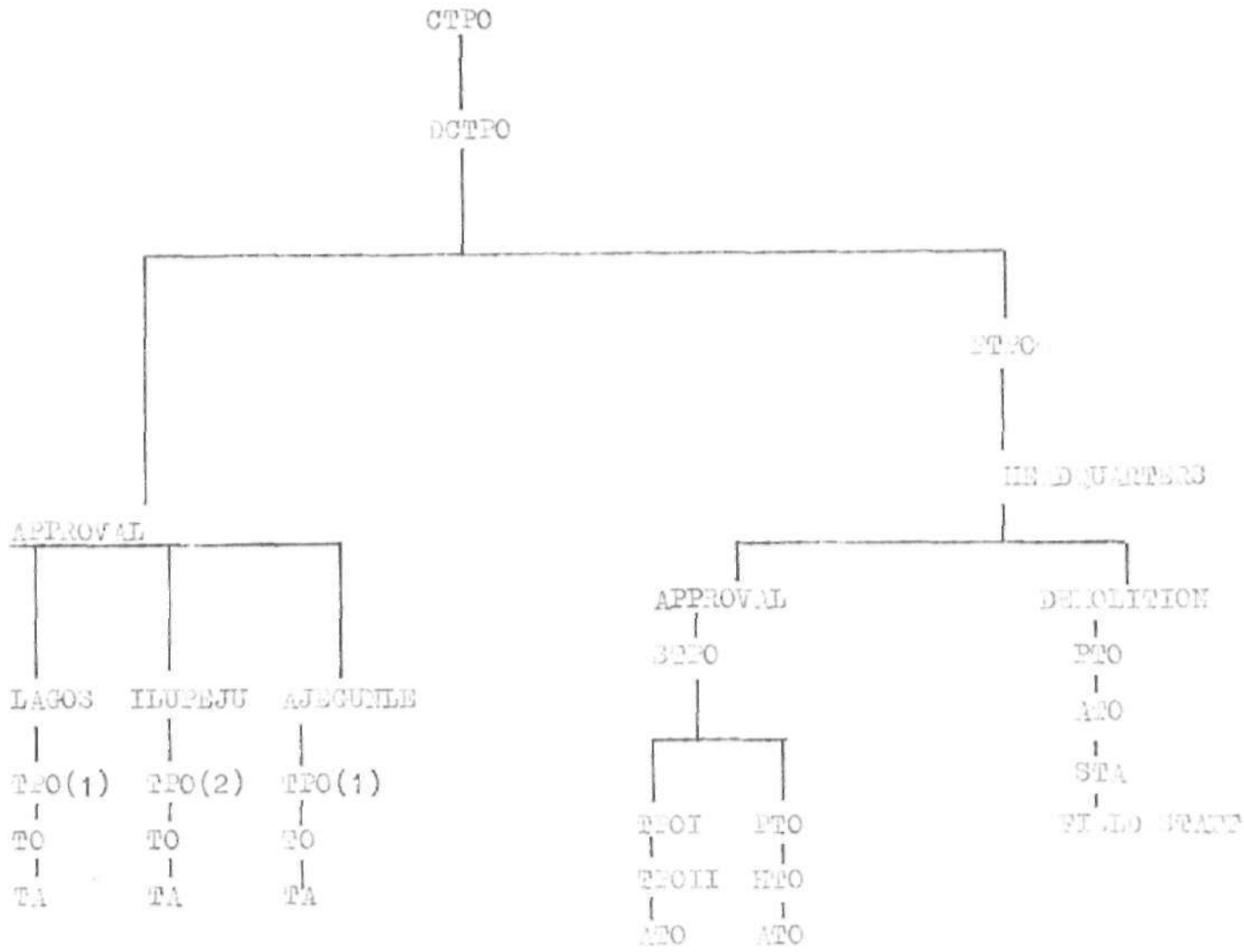
### 4.0 Organizational Structure in Lagos:

The responsibility for Planning and Control of Development activities in Lagos is put on the Lagos State Ministry of Works and Planning. The Ministry is organised on Division basis and the three Divisions that handle Planning and Control are Development Control Division, the Physical Division, and the Master Plan Project Unit. Out of these, the enforcement of development control regulations is essentially done by the Physical Planning and Development Control Divisions.

The processing and approval of sub-division plans submitted to the Ministry by the members of the public are carried out in the Physical Planning Division. The Development Control Division processes and approves building plans in addition to detecting and removing (demolishing) unauthorised developments. The structure of both Divisions is such that the processing and approval of both the sub-division plans and the building plans

DEVELOPMENT CONTROL DIVISION: ORGANIZATIONAL CHART

FIG. 4.0.




KEY

| | | |
|---|---|---|
| CTPO | - | CHIEF TOWN PLANNING OFFICER |
| DCTPO | - | DEPUTY CHIEF TOWN PLANNING OFFICER |
| PTPO | - | PRINCIPAL TOWN PLANNING OFFICER |
| STPO | - | SENIOR TOWN PLANNING OFFICER |
| TPO | - | TOWN PLANNING OFFICER |
| PTO | - | PRINCIPAL TECHNICAL OFFICER |
| HTO | - | HIGHER TECHNICAL OFFICER |
| T.O. | - | TECHNICAL OFFICER |
| STA | - | SENIOR TECHNICAL ASSISTANT |
| TA | - | TECHNICAL ASSISTANT |

DEVELOPMENT CONTROL DIVISION: ORGANIZATIONAL CHART

are carried out in different locations in Lagos. The Building Plan Approval Offices in Lagos are located in Lagos Island, Ajegunle, Apapa, and Ilupeju (both on the Mainland) where as the subdivision plans are processed at the Lagos State Secretariat.

The relationship between the two plans is such that the ideal situation is for both of them to be processed simutaneously in the same office under one Division. One condition for approving a building plan in Lagos is that the plot of land in respect of which the plan is made should be part of an approved layout. Since the structures under which both plans are processed are different, coordination of activities is always the problem. The problem that arises from this type of organization is that many building plans are submitted but not processed because they are part of sub-division plans under processing or 'abandoned' at the Physical Planning Division of the Ministry. Through these uncoordinated and decentralised structures the performance of one of the key departments for administering development control starts breaking down as a result.

Another weakness in the organizational structure of development control in Lagos is that of the separation of the Building Plan and the Contravention and Demolition Sections of the Development Control Division (see Fig. 4.0). Both Sections have different locations in Metropolitan area - the Building Plan Section has

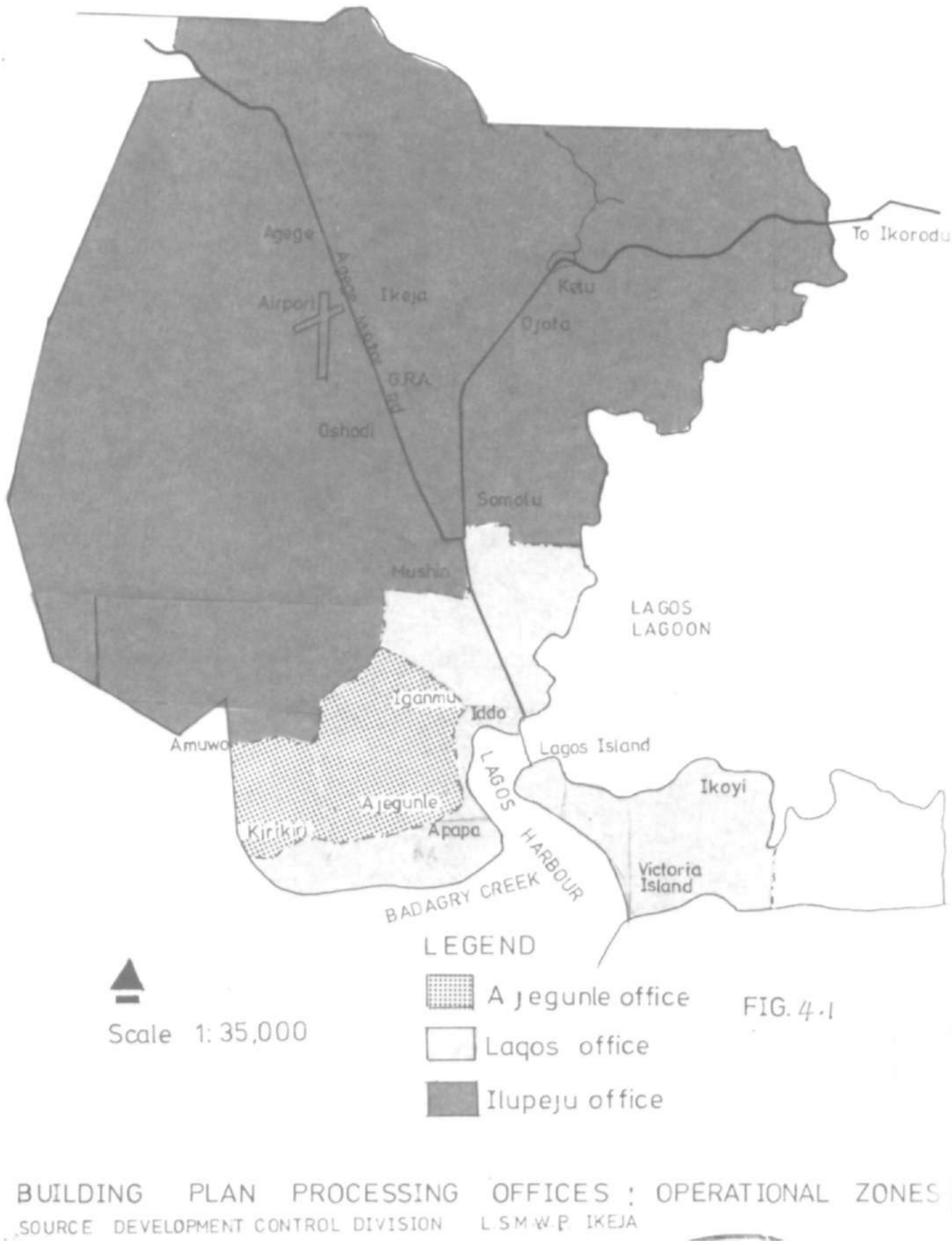



FIG. 4.1

BUILDING PLAN PROCESSING OFFICES : OPERATIONAL ZONES

SOURCE DEVELOPMENT CONTROL DIVISION L.S.M.W.P. IKEJA

offices outside the headquarters while the operational base of the Demolition Section is at the headquarters. The control of each of the sections as well as the deployment of their staffs are structured differently. The problem of this sort of organization is that the activities of the two sections are hardly co-ordinated to ensure effective administration of development control. Whereas both sections have fieldstaffs, there is no cooperation between the two leaving the sections in water-tight compartments.

If the two Sections are fused together and administered as one Section, the new Section can have a pool of fieldstaffs which can be deployed flexibly as the situation demands. However, as the organizational structure is at present inter-Section cooperation is lacking and development control is the worse for it.

The deployment of the Town Planning Officers in charge of granting approval to building plan proposals made by the members of the public is another factor which is responsible for ineffectiveness of development control. There were at the time of survey three offices under the Building Plan Section - Ilupeju Ajegunle and Lagos Island. Ilupeju Office which always received the largest number of building plan proposals among the three (Table 4.0) had two officers while the two other offices had one officer each. One problem with this deployment is that the allocation of operational zones (Fig. 4.1) was not considered fully. Much of the performance of Ilupeju Office (Fig 4.6) is due to its too large operational

zone.

TABLE 4.0.

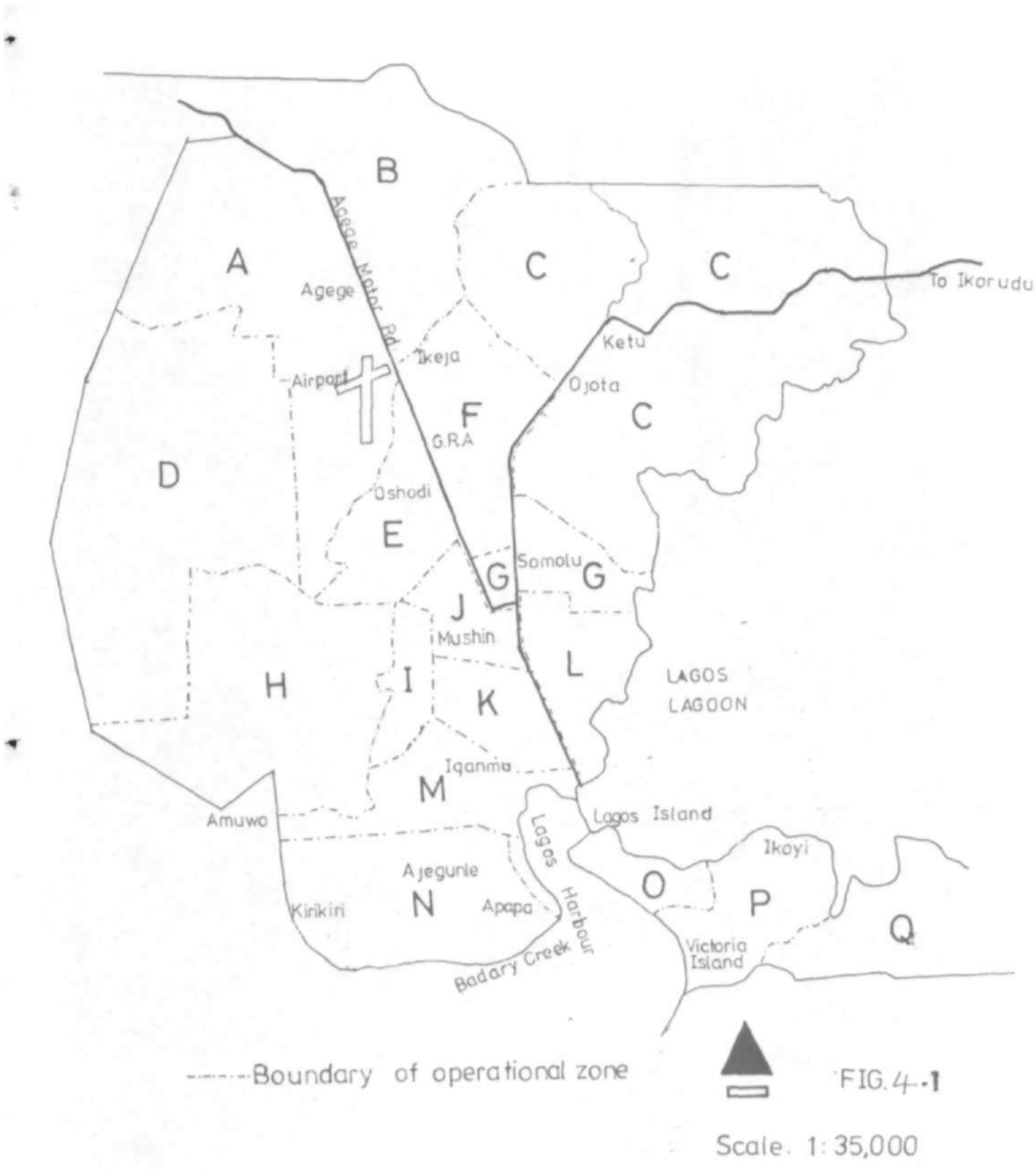
RETURNS OF BUILDING PLANS IN METROPOLITAN LAGOS,
(March - December, 1977).

| OFFICES | PLANS RECEIVED | % OF TOTAL | PLANS APPROVED | % OF TOTAL |
|---|---|---|---|---|
| Ilupeju | 5,851 | 82.2 | 3,820 | 76.5 |
| Ajegunle | 493 | 6.9 | 247 | 4.9 |
| Lagos | 775 | 10.9 | 926 | 18.6 |
| TOTAL | 7,119 | 100.0 | 4,993 | 100.0 |

Source: Development Control Division, Ikeja.

The problem with this deployment was that owing to shortage of town planning officers, one of the two planning officers at Ilupeju was also the officer approving building plans submitted at Ikorodu and Epe (more than 50 km away from Lagos). This means that on some days of the week the officer must leave Lagos to process the plans in these two towns. Also, the officer incharge of Ajegunle office was also in charge of approving plans at Badagry town (about 60 kn away). The effect of the shortage of staff and the nature of deployment of the available staff often reduced the performances of these officers. The ultimate result is the ineffectiveness of development control administration.

The quality and quantity of the Building Site Inspectors employed by the Division to detect and record




CONTRAVENTION & DEMOLITION SECTION : OPERATIONAL ZONES

cases of contravention (ie illegal structures) is another aspect of organizational structure of development control administration in Lagos. The efficiency of detection and recording of cases of contravention depends to a large extent on the quantity and quality of the Site Inspectors. However, since 1976 when the Lagos Technical College which was training the Site Inspectors was closed down by the Lagos State Government the other sources of recruiting the Inspectors have not been provided or found. Invariably the Development Control Division has since 1976 been forced to rely on the dwindling number of Inspectors on its staff roll. At the time of survey there were only fourteen Inspectors - a number that was inadequate to 'police' the Metropolitan area of Lagos (Fig. 4.2).

The quality of the few Inspectors working for the Division was also affected by the lack of re-training programmes for them because the Ministry had no Town Planning Institute and did not make arrangement with any Technical Institution to re-train on an in-service basis the Site Imspectors. Such a training programme, if it existed could have boosted the morale of the Inspectors apart from Increasing their technique. However, since this is virtually lacking the morale of the Inspectors is low and their productivity is dwindling (Fig, 4.3). This situation is conducive to ineffectiveness of development control administration.

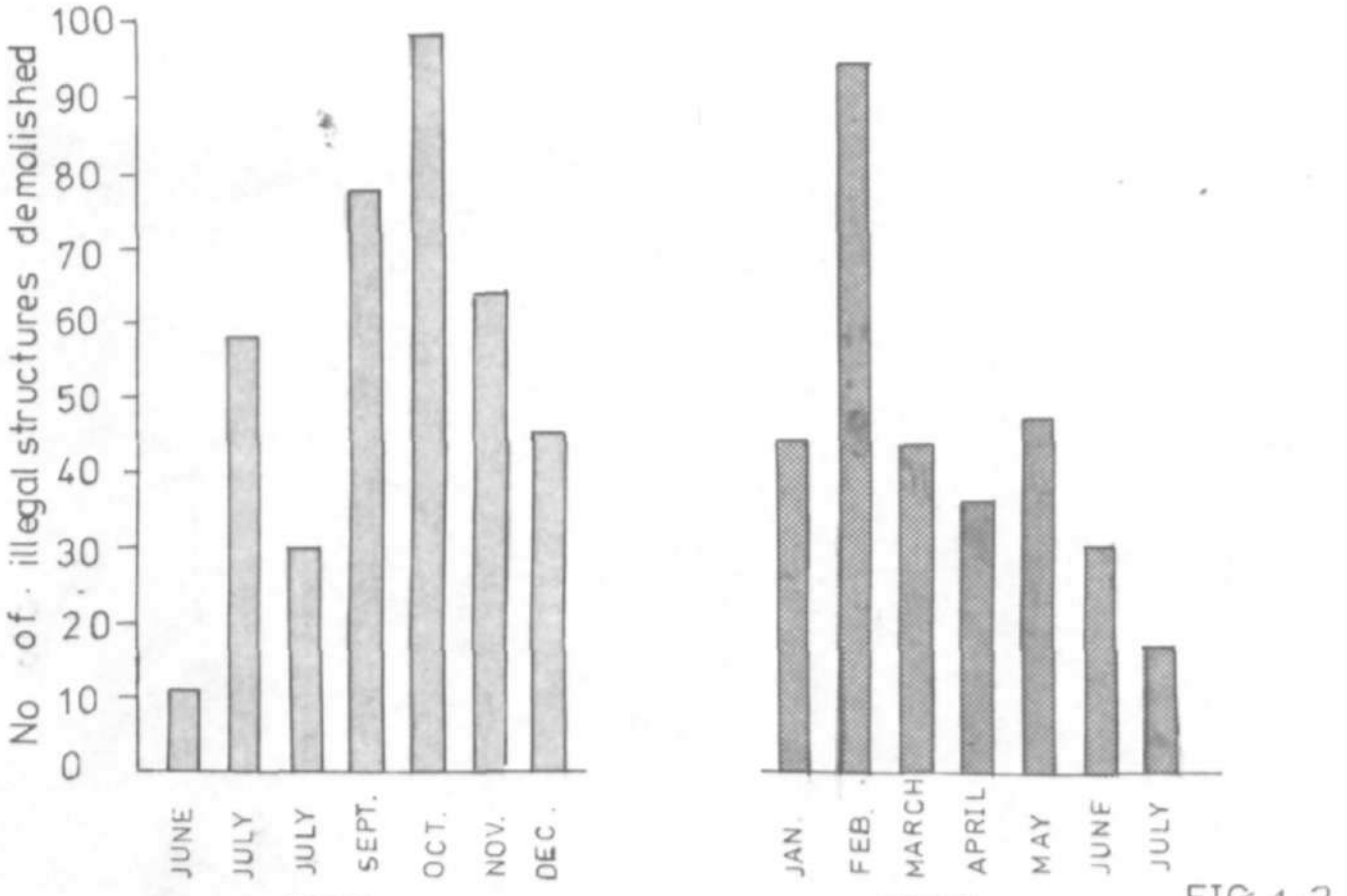
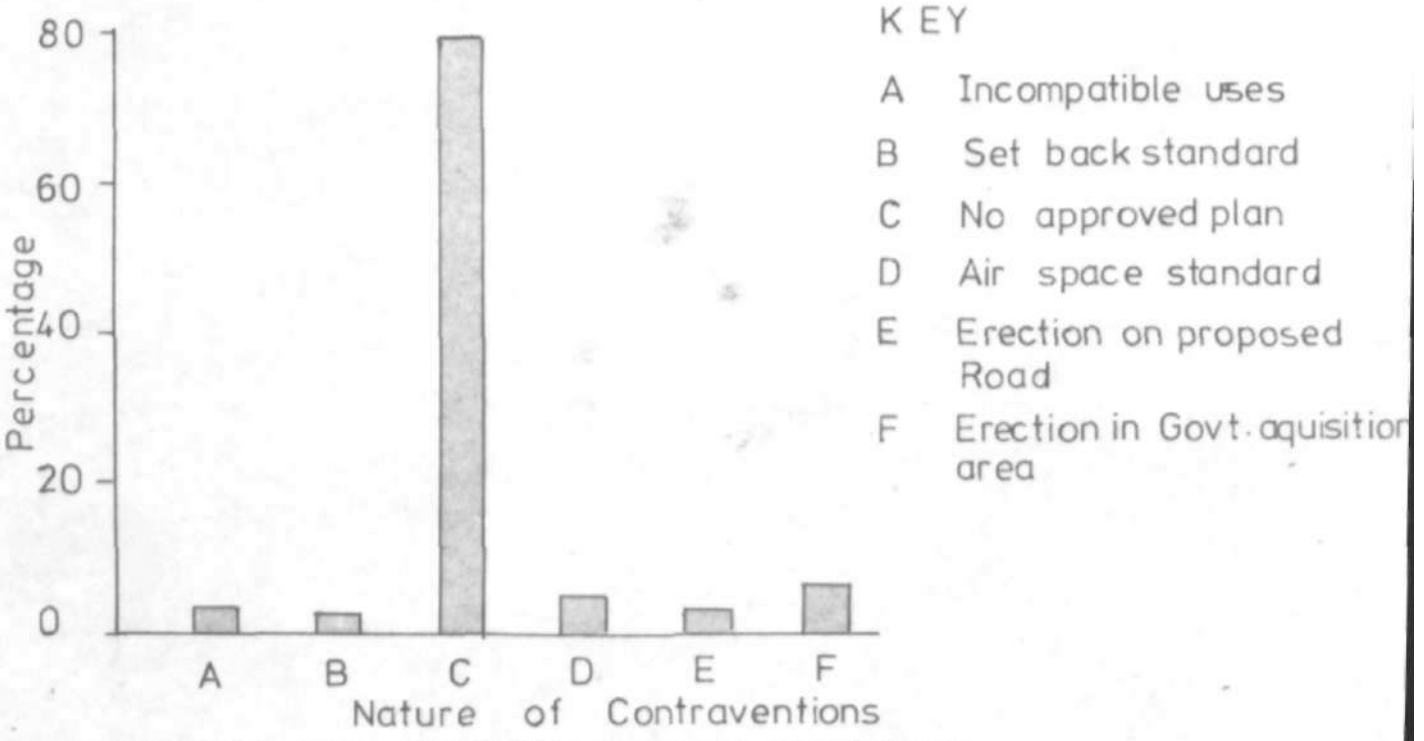



FIG. 4·2

RETURNS OF DEMOLITION OF ILLEGAL STRUCTURES IN LAGOS 1976 - 1977




NATURE OF CONTRAVENTIONS DETECTED BETWEEN 1976 & 1977 IN LAGOS

FIG. 4·2b

SOURCE: Register of contraventions Development Control Division Lagos State Secretariat Ikeja

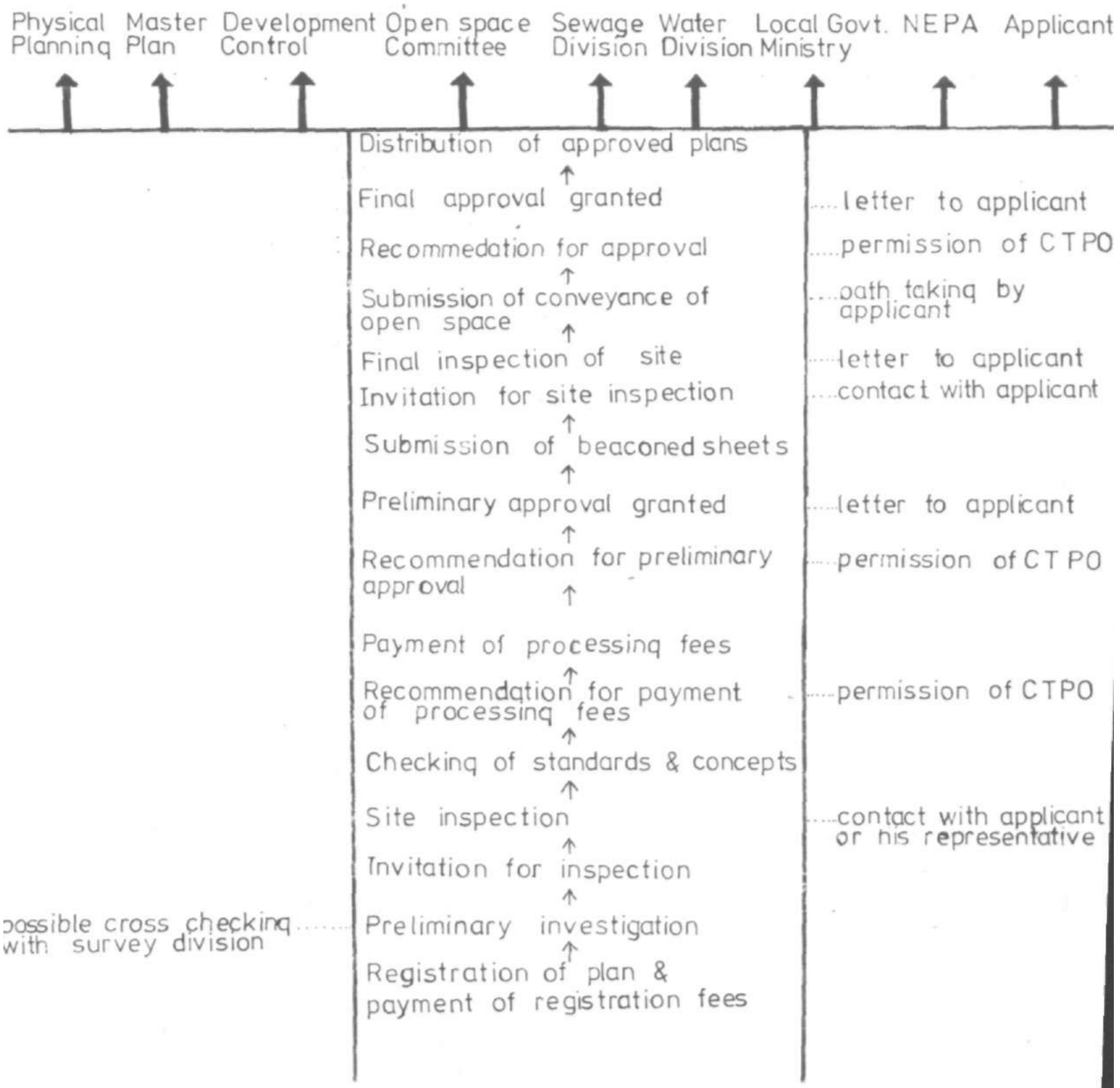
4.1 Organizational Operation in Lagos:

The three main operations are the processing of plans, (building plan and sub-division) detection and demolition of illegal structures. The organization for the processing of sub-division plans in the Physical Planning Division is shown in Fig. 4.4. A critical consideration of the stages of processing of a sub-division plan would show that no emphasis was given to seeking of planning information by the prospective applicants. The processing is begun straight off with registration of pan and payment of registration. This organization is not ideal for it can slow down the pace of processing. A plan prepared and submitted after a pre-planning information facilitates processing and granting of approval. The absence of this among the stages is responsible for the high incidence of 'abandoned' plans which could not be processed further because they were at variance with the standards required by the Physical Planning Division.

Another observation is that in the processing of sub-division plans, the officer is usually not given a free hand but he has to seek clearance from the boss from time to time. In the processing of building plans too it has been observed that the processing is normally prolonged as a result of seeking clearance from 'above' (Fig. 4.5). The problem of organization of operation for development control in Lagos was due to the unwillingness of the senior officers - usually the Head of Division to

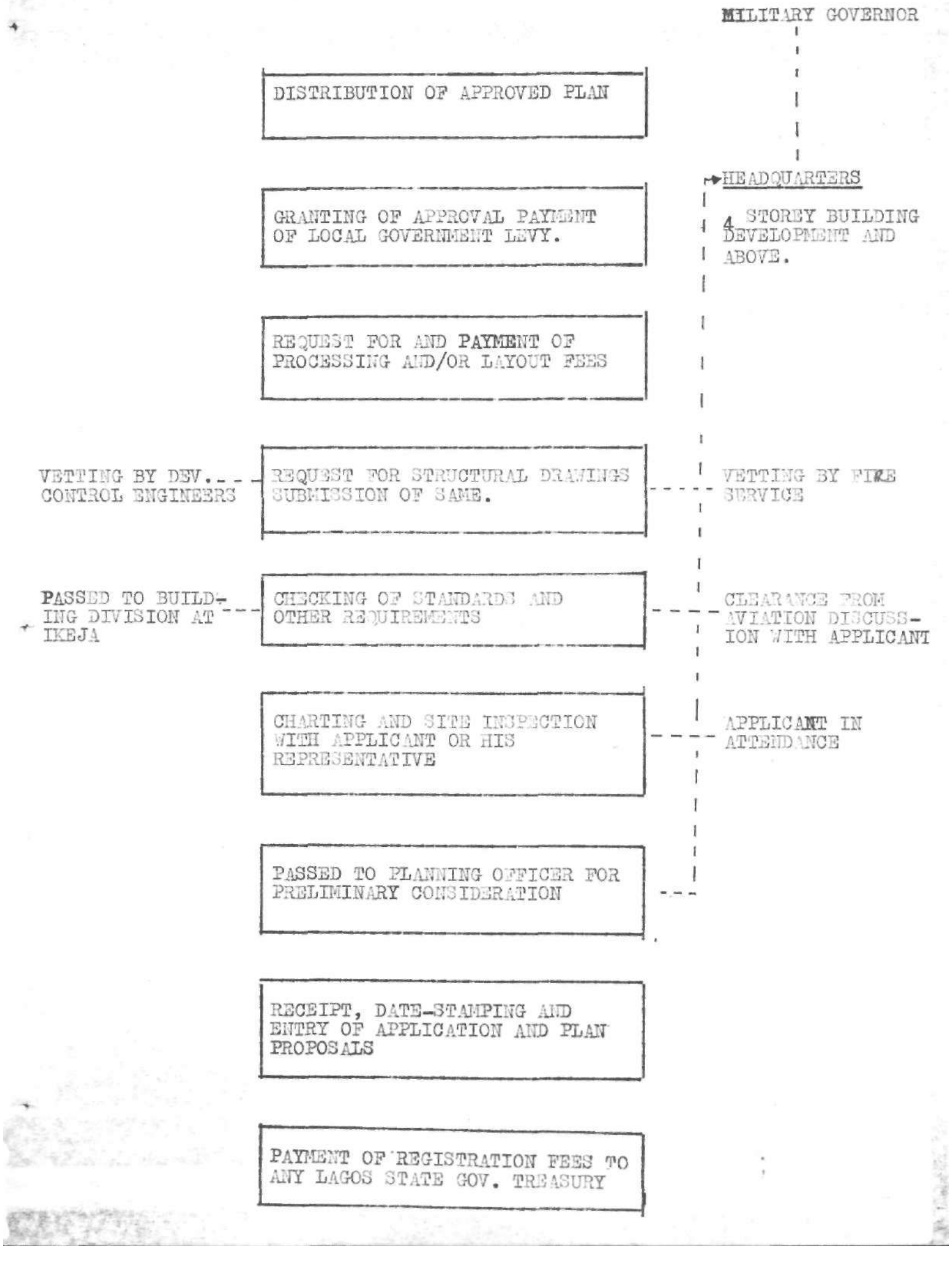
FIG. 4.3

# SUB-DIVISION PLAN : PROCESSING STAGES



BUILDING PLAN: EXISTING PROCESSING STAGES.

FIG. 4.5.



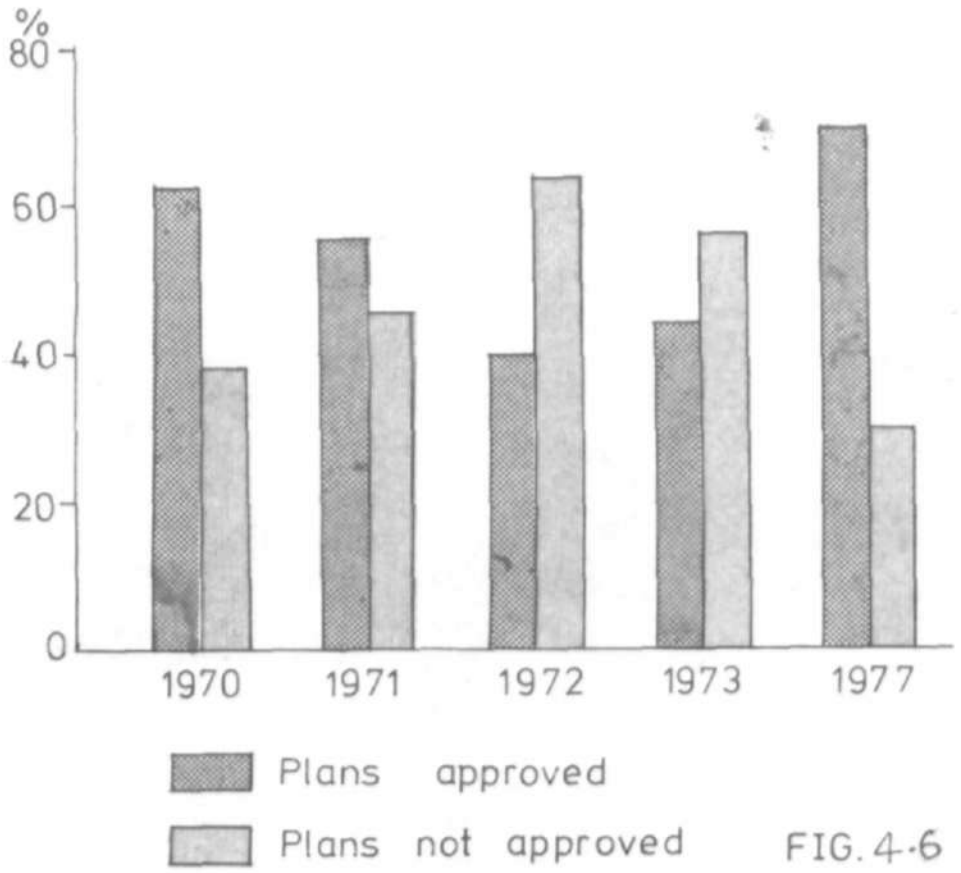



FIG. 4·6

RETURNS OF BUILDING PLANS IN ILUPEJU OFFICE

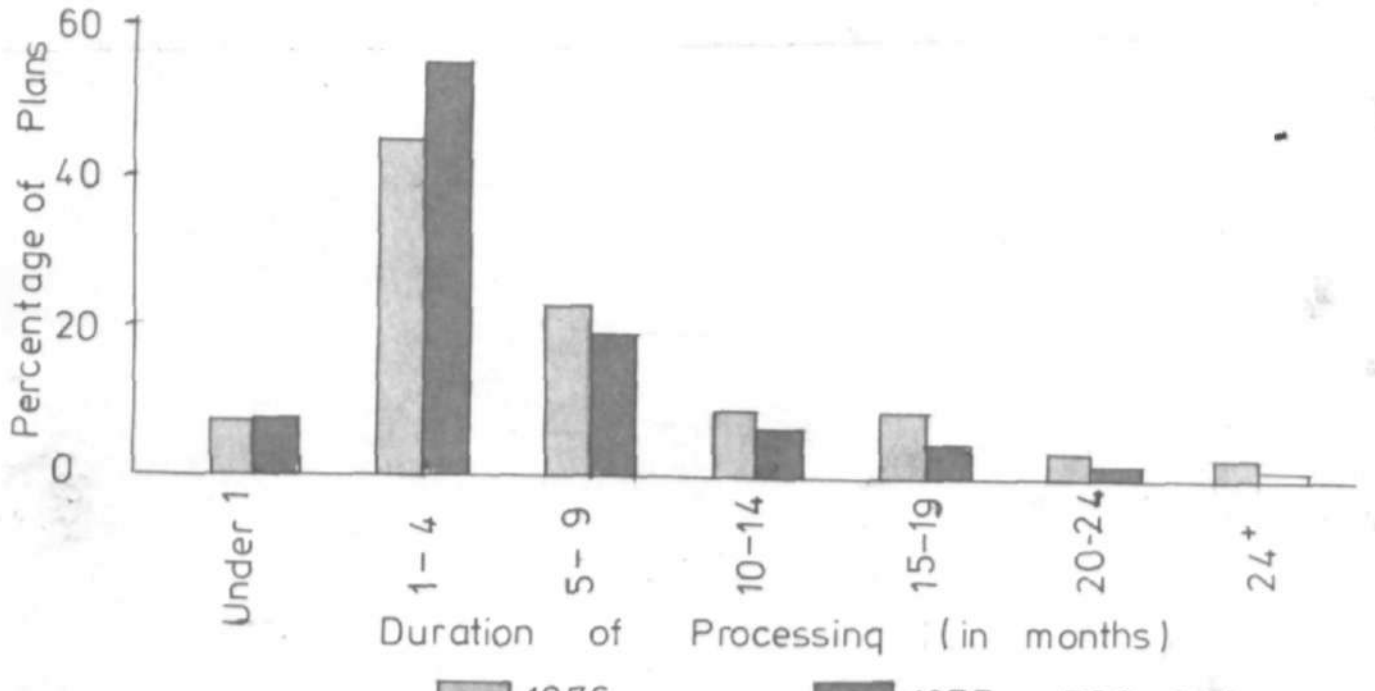



FIG. 4·5

RETURNS OF DURATION OF PROCESSING OF APPROVED PLANS AT ILUPEJU OFFICE S(Sept - Oct 1976 & 1977)

delegate some of their administrative powers to their immediate junior officers. The effect of this unorganized operation on the output of a typical Building Plan Approval Office is clearly demonstrated by the finding that only 9 per cent of the plans submitted in 1976 to Ilupeju Office were approved within one month of their submission by the developers (Fig. 4.6). And in 1977 as many as 57 per cent of the building plans received in that office were processed for approval for upwards of four months. If according to Dr. Akinyemi[1] the processing of an average building plan should not take more than one week then it could be seen that the un-impressive returns of processing of plans at one of the offices (Fig. 4.7) must directly be a reflection of the inadequate organizational operation of development control in Lagos.

The operation of the Contravention and Demolition Section is another example where unnecessary 'bureaucracy' is allowed to impede the achievement of effective and speedy control of development in Lagos. For instance it is an established rule that no demolition of unauthorised structure can take place without the stages in Fig. 4.8 are gone through methodically. The stages are so many due to unnecessary hierarchies that by the time the stages are completed the unauthorised developments detected at their early stages would have been completed. Even when such structures

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1. F.O. Akinyemi - (1974) "Planning Agencies and Development Control In Nigeria" - Paper at the 5th Conference of the NITP (Enugu), p. 11.

# PROCESSES FOR DEMOLITION OF ILLEGAL STRUCTURES

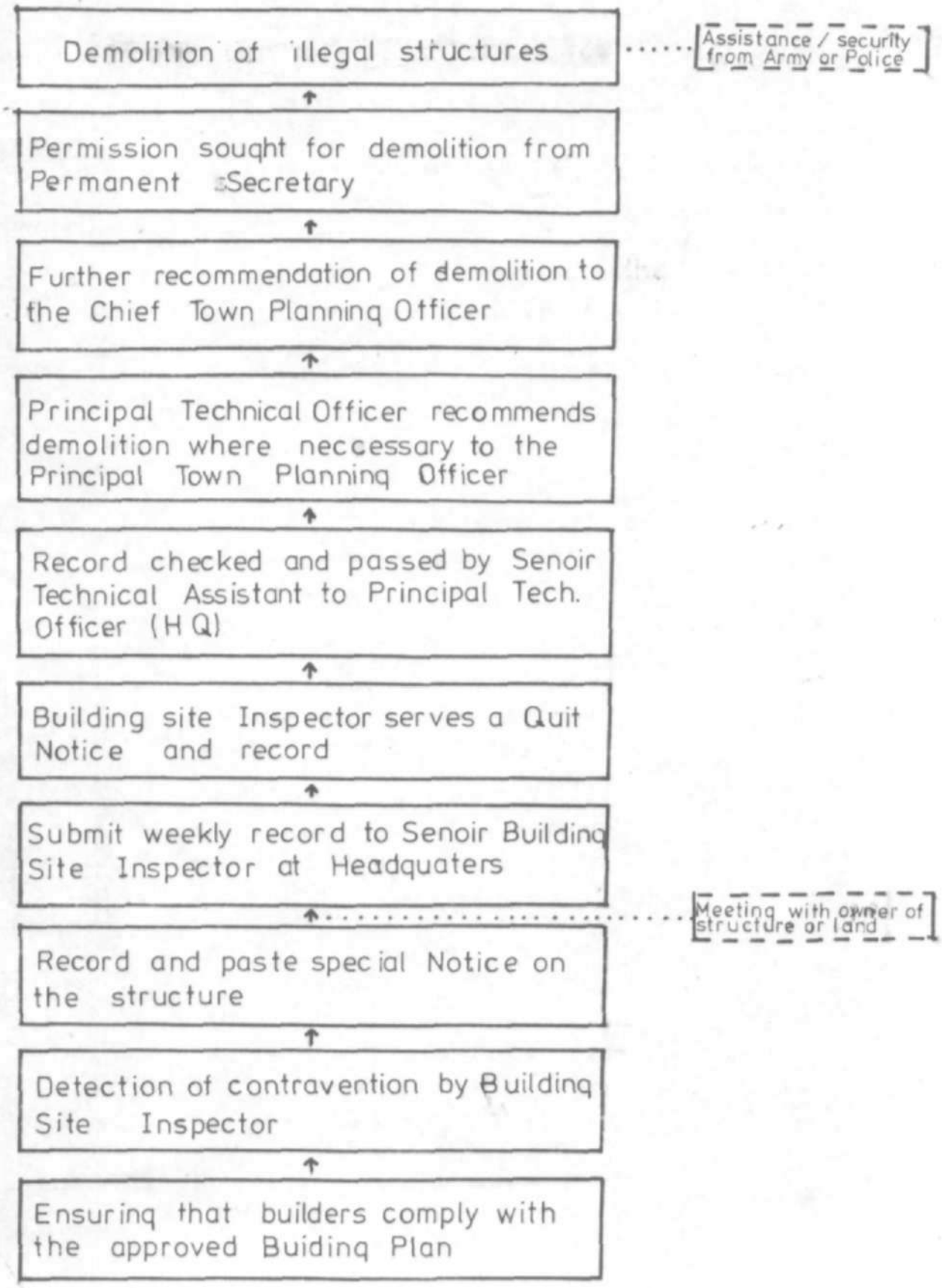



FIG. 4.7

TABLE 4.1 .

RETURNS ON CONTRAVENTION AT IKEJA DIVISION.

| MONTH AND YEAR | NO. OF BUILDINGS DEMOLISH-D | NO. OF SHEDS DEMOLISHED | NO. OF DAYS OUT ON DEMOLITION. |
|---|---|---|---|
| September 1972 | 39 | 94 | 12 days |
| October 1972 | 52 | 68 | 16 days |
| November 1972 | 38 | 39 | 11 days |
| December 1972 | 16 | 12 | 8 days |
| January 1973 | 62 | 93 | 20 days |
| February 1973 | 88 | 39 | 19 days |
| March 1973 | 18 | 3 | 3 days |
| April 1973 | 35 | 14 | 6 days |
| May 1973 | Armed Escort - Not Available | | |
| June 1973 | 54 | 49 | 17 days |
| July 1973 | 53 | 135 | 21 days |
| August 1973 | 23 | 50 | 8 days |
| September 1973 | 10 | 3 | 4 days |
| October 1973 | 9 | 10 | 9 days |
| November 1973 | 3 | 23 | 5 days |
| December 1973 | 9 | 57 | 4 days |

Source: Development Control Division, L.S.M.W., Secretariat, Ikeja Lagos.

No provision exists in the organization of the Section's operation for a permanent armed escort (say a 'company' of soldiers or policemen ) to facilitate quick demolition and enhance effective control of development.

are eventually demolished without obstruction (and there were few cases of this) the cost of demolition would have increased. The result of this bureaucracy is the ineffectiveness of development control.

A final observation on the organization for demolishing structures built without approval is that the demolitions of illegal structures can hardly be carried out in Lagos without the assistance of the Army or the Nigeria Police personnel. The reason for the assistance is to neutralise the obstruction of the uncooperative developers. Unfortunately, the returns on structures demolished are on the downward trend and the general performance of the section has not been impressive. because their operation is made to depend on the availability of armed escort. (Table 4.1).

## CHAPTER FIVE.

## PUBLIC ACTION/IN-ACTION AND DEVELOPMENT CONTROL IN LAGOS.

The role played by the public (developers and non-developers) in ensuring effectiveness of development control cannot be gainsaid. As prospective developers they can influence the adminstration of development control through what they do or what they fail to do (i.e their actions and in-actions). A good discussion of the influence of the public on development control can be discussed under the following:

### 5.0 Public Awareness:

This factor manifests in various forms. In a survey of house-owners in the sub-urban areas of Lagos it was found that as many as 91 percent of them bought their plots of land ever before the sub-division plans of the areas were approved by the Ministry. This is not illegal but it is not beneficial to the achievement of effective development control. At the time the plots were bought the plans made in respect of any of the plots could not be approved by the Ministry because approval could only be given to building plans that related to an approved sub-division plan. Unaware of this regulation 97 per cent of the house-owners in the four suburbs prepared plans for their plots but only 62 per cent of the plans were submitted to the Building Plan Office for approval and not unexpectedly only 41.7 percent of the plans were

eventually approved (Others were un-approvable.). Yet all the plots were developed. This proves that lack of public awareness is an important factor for ineffectiveness of development control in Lagos.

5.1 Public Participation:

Detection of illegal structures is not much different from the detection of other crimes in the society. But in Lagos, whereas some members of the public often cooperated often times with the law-enforcement agencies to detect and eliminate crimes like theft, murder, arson, etc. it was not so in the detection of contraventions. It was alleged by sources in the Contravention and Demolition Section of the Development Control Division that one obstacle to their operation was that certain members of the public who were not even the prospective developers often aided and abetted contravention of control regulations by obstructing either the Site Inspectors or the Demolition Gang.

This allegation was most likely to be true because no organ of government existed and no machinery for encouraging public participation in the detection and removal of unauthorised structures was found to exist in the survey of organizational structure of either the Ministry of Works and Planning or the Development Control agencies. And in fact if public participation had existed in Lagos its impact would have been felt for there would have been no need to rely heavily on the

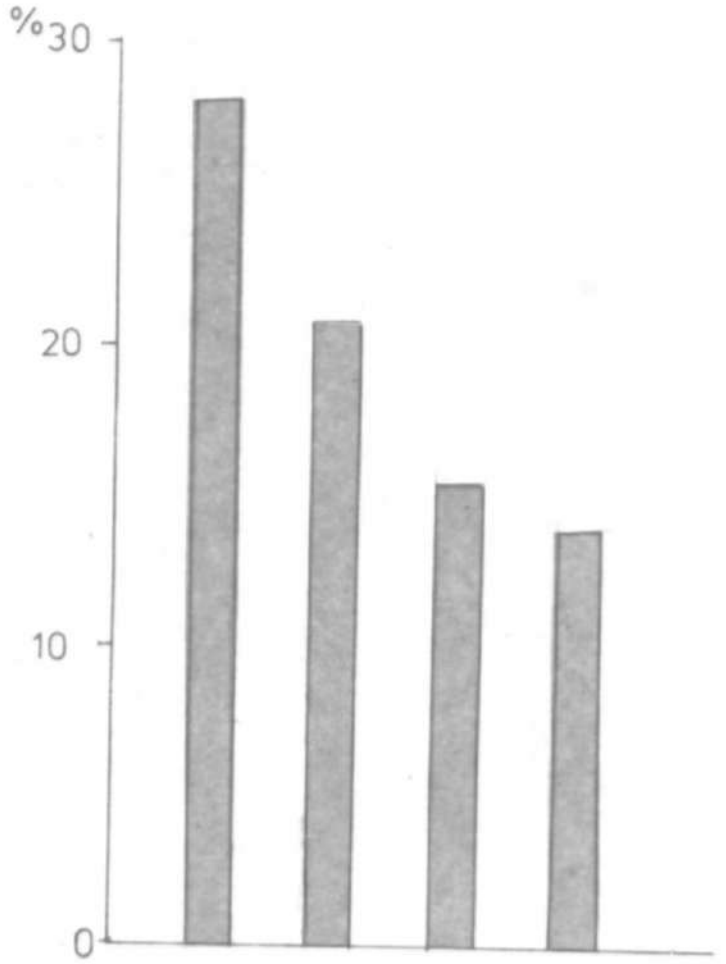
Army and the Police for reinforcement during a demolition operation (Fig. 4.8).

5.2 Public Attitude:

In a situation of low level of public awareness and inadequate public participation it is not difficult to predict what the public attitude to the development control matters would be. The development of all the buildings and structures in Ketu without a single approved building plan[1] is a direct result of poor and uncooperative public attitude toward development control. If about 2,000 buildings estimated[2] to be in Ketu (a suburb of Lagos) could be developed despite the existence of the Demolition Section in the Ministry of Works and Planning then the administration of development control is ineffective. And one of the principal causes must be the deliberate uncooperative attitude of the prospective developers.

Ketu was part of the area (about 2,920 hectares) acquired in 1973 by the Lagos State Government for planning purpose. However, out of fear that if the acquisition was allowed the compensation to be paid by the government to the land-owners in Ketu would be lower than they expected, a large tract of the land was laid out into plots and sold out to buyers (members of the public) who could take the risk[3]. According to

1. Source: Development Control Division.
2. Master Plan: (1977) - 'Report on Qualitative Land use Survey for Lagos', Secretariat, Ikeja, p. 2 Appendix.
3. Information collected during an informal interview with the traditional head of Ketu.




A Buildings that contravened more than three regulations
B ,, ,, ,, three ,,
C ,, ,, ,, two ,,
D ,, ,, ,, one ,,

FIG. 5.1

DEGREE OF CONTRAVENTION OF REGULATIONS IN KETU

the Oba (traditional chief) of Ketu one important condition of purchase of the plots was a guaranttee by the buyer to start on immediate development - i.e without obtaining the Ministry's approval.

The result of the attitude of the house-owners in Ketu was a contravention of the development control regulations (Fig. 5.0). The consequence to planning was the over-representation of some land uses while others were not well represented (Table 5.0). This shows lack of planning and effective control.

TABLE 5.0

LAND - USES IN KETU[4].

| USE | AREA IN HECT | % OF TOTAL | EXPECTED[5] AREA | %OF TOTAL |
|---|---|---|---|---|
| Residential | 219 | 64.4 | 120 | 50.0 |
| Industry | 58 | 17.1 | 30.6 | 8.0 |
| Transportation | 32 | 9.4 | 58 | 17.0 |
| Instituional | 23 | 6.8 | 41 | 15.0 |
| Commercial | 8 | 2.4 | 10.2 | 3.0 |
| Open Space | - | - | 20.4 | 6.0 |
| TOTAL | 340 | 100.00 | 260.2 | 8.0 |

4. Master Plan Project Unit, 'Report on Qualitative Land Use Survey for Lagos' p. 2.

5. Technical College Ibadan, 'Manual of Space Standards', Ibadan, p. 9.

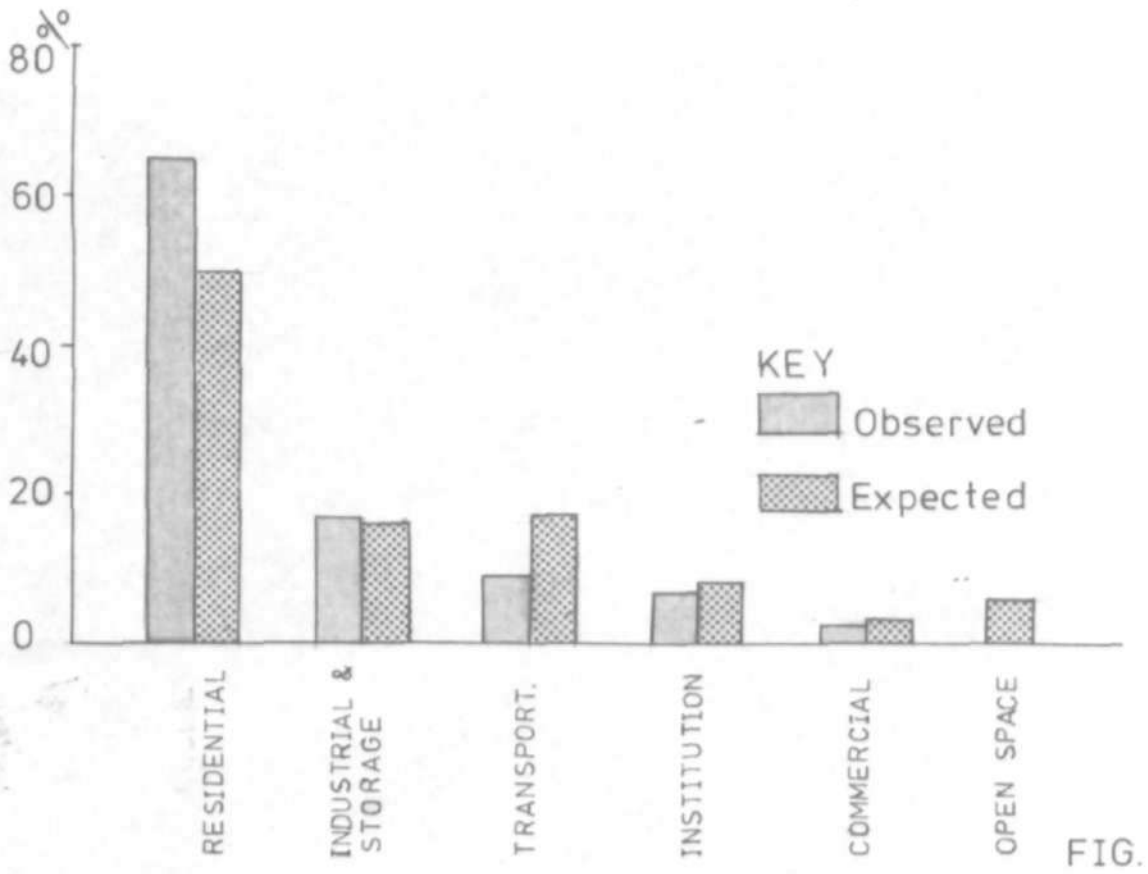



FIG. 5·1

LAND-USE ANALYSIS OF KETU OBSERVED Vs EXPECTED

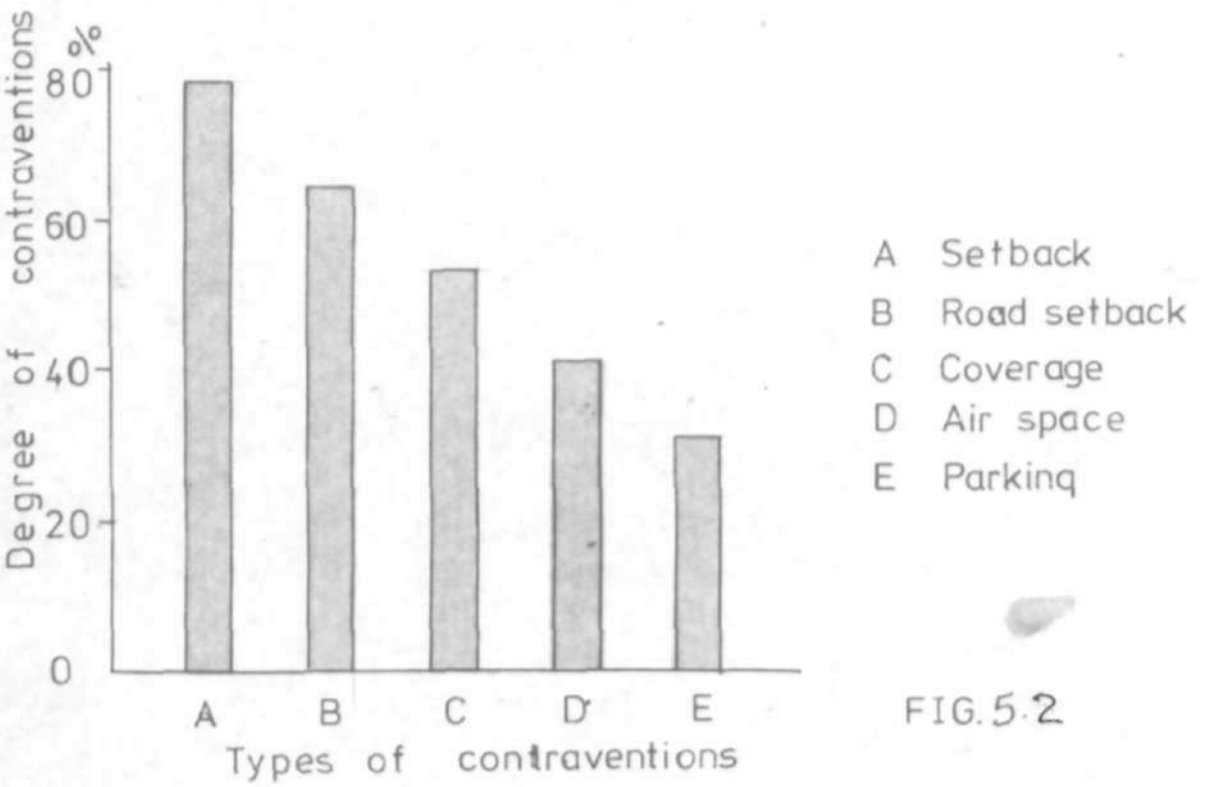
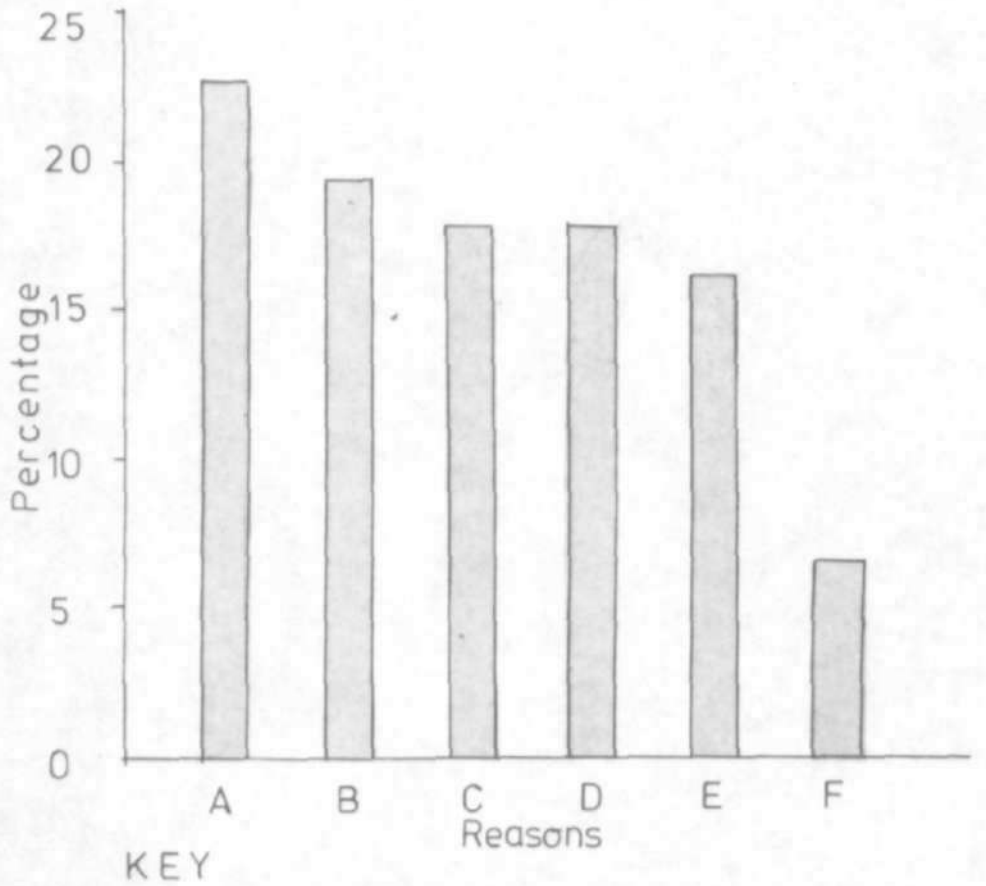



FIG. 5·2

TYPES OF CONTRAVENTIONS IN KETU

FIG. 5.3




KEY

A- None of my friends/neighbours did and yet they erected their buildings

B To avoid long delay and trouble in processing of Plan

C Keen desire to develop the plot to scare away rivals

D Submission of plan delayed till the excision of plot from Government acquisition area

E To avoid demolition of structure that might be erected on the plot

F No authority demanded the plan

REASONS FOR NON-SUBMISSION OF BUILDING PLANS PREPARED BY HOUSE-OWNERS TO THE MINISTRY

If the people of Ketu had not contravened development control regulations the situation depicted on Figs 5.1 and 5.2 would not have arisen and development control administration in Lagos would have been better than it was at the time of the survey.

The uncooperative attitude of the public with development control administration was also attested to by the reasons given by some of the house-owners in the four suburbs of Lagos covered during the survey. Viewed deeply most of the reasons given by the house-owners (Fig. 5.4) had relevance to the factor of public attitude to development. One of the reasons for not seeking the Ministry's approval for their building plans was that they wanted to avoid a situation whereby the structures they intended to erect on the plots would not be detected during the various stages of processing (Fig. 4.5 ). of the plans. This indicates that their actions that contravened the regulation of development control was deliberate. This is inimical to orderly control of developments in Metropolitan Lagos.

The foregoing has shown that apart from factors of legislations and defective organizational structure public attitude also has its contribution to the ineffectiveness of development control administration. If development control is ineffective, the impact on the environment especially its misuse (Tab. 5.0) can always be felt. In a situation of ineffectiveness none of the parties

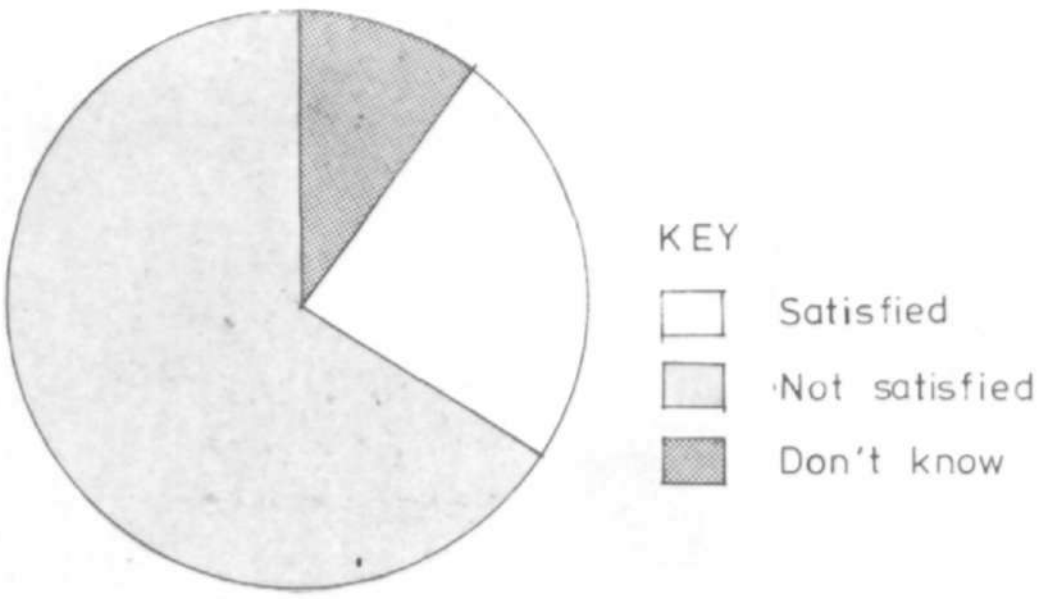



FIG 5.6

LEVEL OF SATISFACTION WITH THE ENVIRONMENT IN THE SURVEYED SUBURBS OF LAGOS

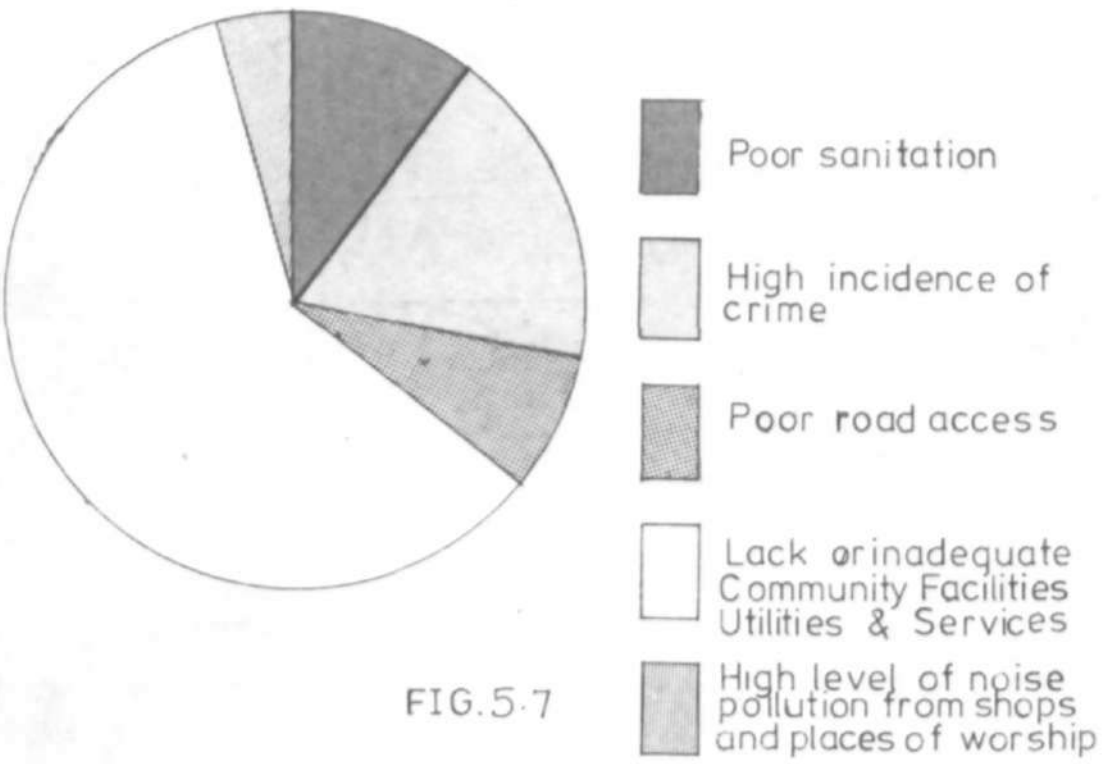



FIG.5.7

REASONS FOR NON-SATISFACTION WITH THE ENVIRONMENT

involved in the development control exercise is satisfied; the administrator (the Ministry) faces an uphill task in enforcing the rules as laid down and majority of the public (the house-owners of an uncontrolled area) become dis-satisfied with the environment (Fig. 5.4) for reasons that are directly related to ineffectiveness of administration of development control (Fig. 5.5).

## CHAPTER SIX.

## SUMMARY OF FACTORS FOR INEFFECTIVENESS OF DEVELOPMENT CONTROL.

Efforts have been made in the previous chapters to show that the administration of development control in Lagos is ineffective. The following is the summary of the factors responsible for the ineffectveness of development control in Lagos. The factors are broadly those pertaining to:-

I. Defective Planning Organization:

The defects in the existing planning legislations in Lagos have been identified as the inability of the 1972 Town and Country Planning Law to give due consideration to the rights and interest of the public especially the way they could be involved in and enlightened on the processes of development control. It is also established that the law has contributed to a state of ineffectiveness through its failure to provide a list of development activities that require no authorisation of the Development Control Division. Arguements have been adduced to the effect that the non-existence of such a list has greatly over-burdened the Development Control Division.

II. Defects in the Organizational Structure and Operation of the Development Control Agencies:

The study has been able to identify the defects in the structure and function of the two Divisions

concerned with controlling developments in Metropolitan Lagos. The defects in the structure have been identified as lack of co-ordination of activities between the Physical Planning and Development Control Divisions, and the detachment and independent operation of the Building Plan and Demolition Sections of the Development Control Division.

Other short-comings are the deployment of the Planning Officers in the Development Control Division to the three offices. It has been argued that the posting out of some of these same officers on some days of the week to approve plans outside Lagos is irregular and contributory to the ineffectiveness of development control. The allocation of zones to each of the offices has been found to be on a disproportionate basis and is inimical to the efficient administration of control.

Facts have also been raised to support the fact that the existing operation of the different Development Control agencies are not well organised to achieve effectiveness of development control. Important among the facts used are the stages of processing of plans and the procedure normally followed in the detection and removal of structures erected without the Ministry's approval.

III. Public Actions and In-actions:

These have been defined as public enlightenment, public participation and public attitude. The study has tried to establish that the inhabitants especially the prospective developers in Lagos are not well educated on the need for control of development as well as the role they should play in the development control process. It is established that the lack of awareness has been responsible for the low level of public participation in the administration of development control in Lagos. Arguments are put up to support the fact that the lack of participation has meant little cooperation with development control officials with the consequence of a heavy work-load for the officials.

Also in the study, the role played by the public through their uncooperative attitudes and deliberate contravening the law and obstructing the development control officials has been highlighted. It has been expressed that such attitudes have led to a large-scale construction of unauthorised structures in Ketu - one of the sub-urban settlements of Lagos.

Finally, it has been concluded that when all the factors identified above operate in concert the result is ineffectiveness of development control. A conclusion is also made that in a situation of ineffective development control arising from these factors, neither the public, the controlofficials can be satisfied nor the environment that bears the brunt can be satisfactory.

## CHAPTER SEVEN.

## CONCLUSIONS AND PROPOSALS.

### 7.0 Conclusions:

The foregoing chapters have established that development control administration in Lagos is ineffective. They have also indentified that the factors responsible are defective planning legislations and poor structure and operation of the organizations charged with development control. Other factors are low level of public enlightemment, inadequate public participation and uncooperative attitude of the members of the public.

A case has been made also for the need to ensure the orderly growth and development of Metropolitan Lagos particularly through the establishment of guidelines that are capable of achieving effectiveness of development control administration in Lagos Metropolis. Such guidelines must include the replanning of uncontrolled areas of Lagos.

### 7.1 Proposals for Re-planning of Uncontrolled Areas: Case of Ketu:

In chapter 5, the development problems of Ketu have been highlighted and discussed. They are essentially those of high residential density, inadequate provision of infrastructural facilities, services and utilities like access roads, health centres, police post, postal agency, schools and colleges, organized markets, water and organised recreation sites.

One of the aims of the re-planning exercise should be to improve the living environment and quality of life of the people in Ketu. As a first step, an effort should be made to re-distribute the existing population. In this way, the high residential density will decrease.

From the findings in chapter 5, (Fig. 5.0) 28% of the buildings contravened four of the 5 regulated subjects - a situation that is not impressive. With an estimate[1] of about 2,000 buildings in Ketu in 1977 560 (28% of 2,000) buildings in Ketu can be taken to have contravened the 4 regulated subjects. These 560 buildings were likely to have been developed on 44.8 hectares of land (i.e, at the rate of 5 buildings per 0.4 hec.). Table 5.0 in chapter 5 shows that the built-up area of Ketu should be 260.2 hectares instead of the existing 340 hectares. The difference between the 'observed' landuses and 'expected' landuses is about 79.0 hectares of land which is enough to resettle those presently living in the buildings that contravened the regulations. It is therefore suggested that a re-shuffle of the existing land-uses should be done in line with the contents of Table 5.0 .

It is also suggested that the government should lift the seeming'embargo' on development of Ketu. The owners of the remaining buildings should be allowed to register their building plans with the Development

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1. Master Plan Project Unit, (1977): "Report on Qualitative Land Use Survey" Lagos State Secretariat, Ikeja, Appendix 2 ,p. 2.

Control Division for granting of approval. The approval can be given with condition that necessary improvements, adjustments and alterations which do not affect the buildings structurally would be done by the owners.

The area allocated for public and semi-public (e.g. schools, health centres, police post, and postal agency) should be surveyed and developed by the various government agencies concerned. Piped water and other utilities should be extended to Ketu to make living more comfortable than it is at present.

Finance:

The re-planning programme must involve some finance. The upgrading and provision of the facilities would cost money. Considering the limitation of government fund, it is suggested that the house-owners of Ketu should be organised into "Landlords Association". A special tenement rate should be paid by every member of the Association to subsidise government effort.

## 7.2 Proposals To Ensure Effectiveness of Development Control In Lagos:

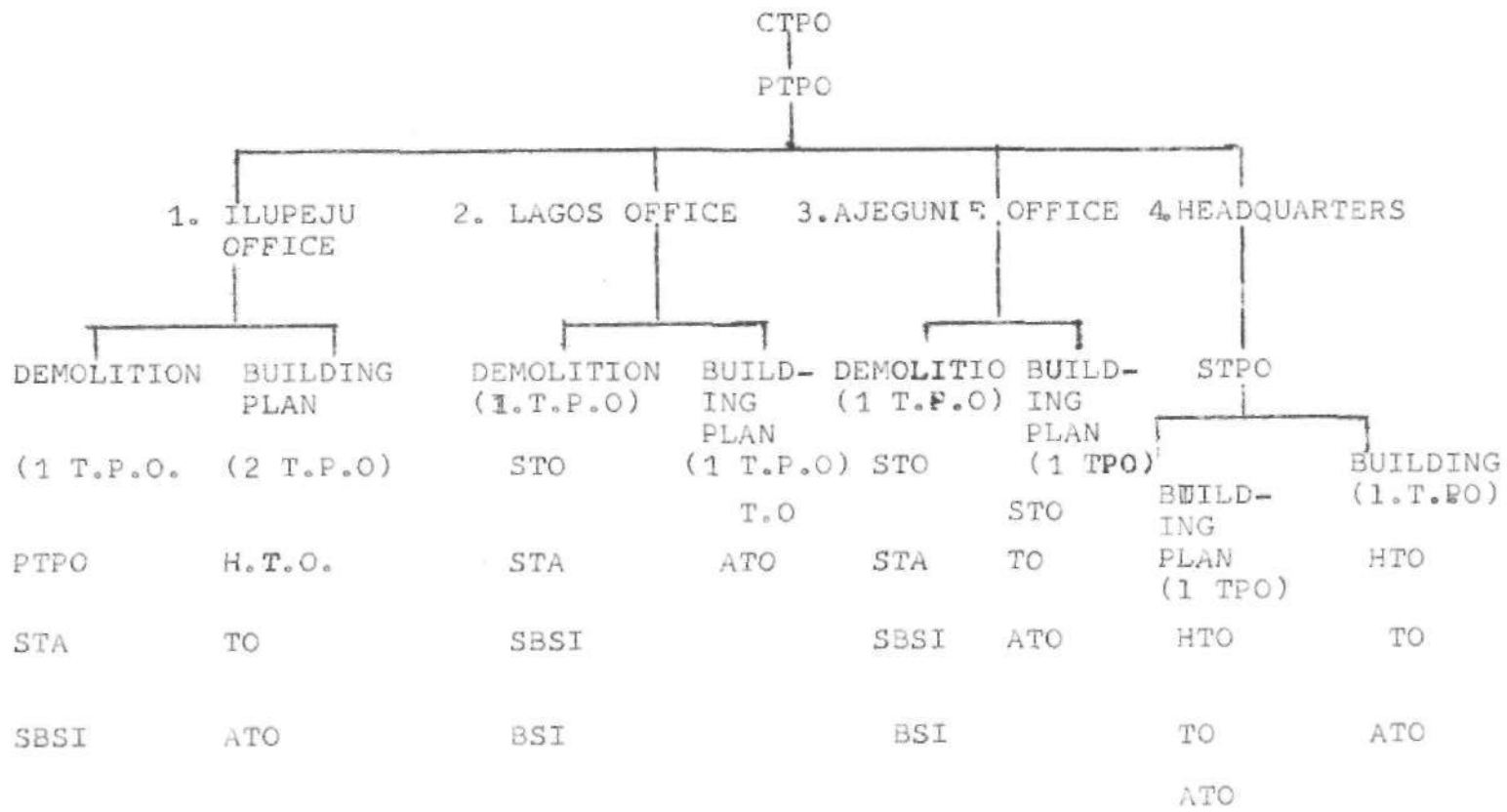
The foregoing chapters have identified the factors that are responsible for the ineffectiveness of development control in Metropolitan Lagos. It is therefore logical to state that the proposals that should be laid down must be capable of enhancing effectiveness of development control by eliminating the factors.

A. Proposals for efficient Development Control Organization:

The existing Development Control Division should be re-organized for efficient control. It is suggested that the 'Contravention and Demolition Section" that hitherto has been a separate section should be merged together with the Building Plan Approval Sections. In effect, each of Ilupeju, Ajegunle, and Lagos Offices should be responsible for detection of contraventions and removal of illegal structures. The new structure of a typical Development Control Division as suggested in this proposal is shown in Fig. 7.0

FIG. 7.0

A SUGGESTED NEW STRUCTURE FOR THE DEVELOPMENT CONTROL DIVISION.




KEYS:

CTPO - Chief Town Planning Officer.

PTPO - Principal Town Planning Officer.

STPO - Senior Principal Town Planning Officer.

TPO - Principal Technical Officer.

STO - Senion Technical Officer.

HTO - Higher Technical Officer.

TO - Technical Officer.

ATO - Assistant Technical Officer.

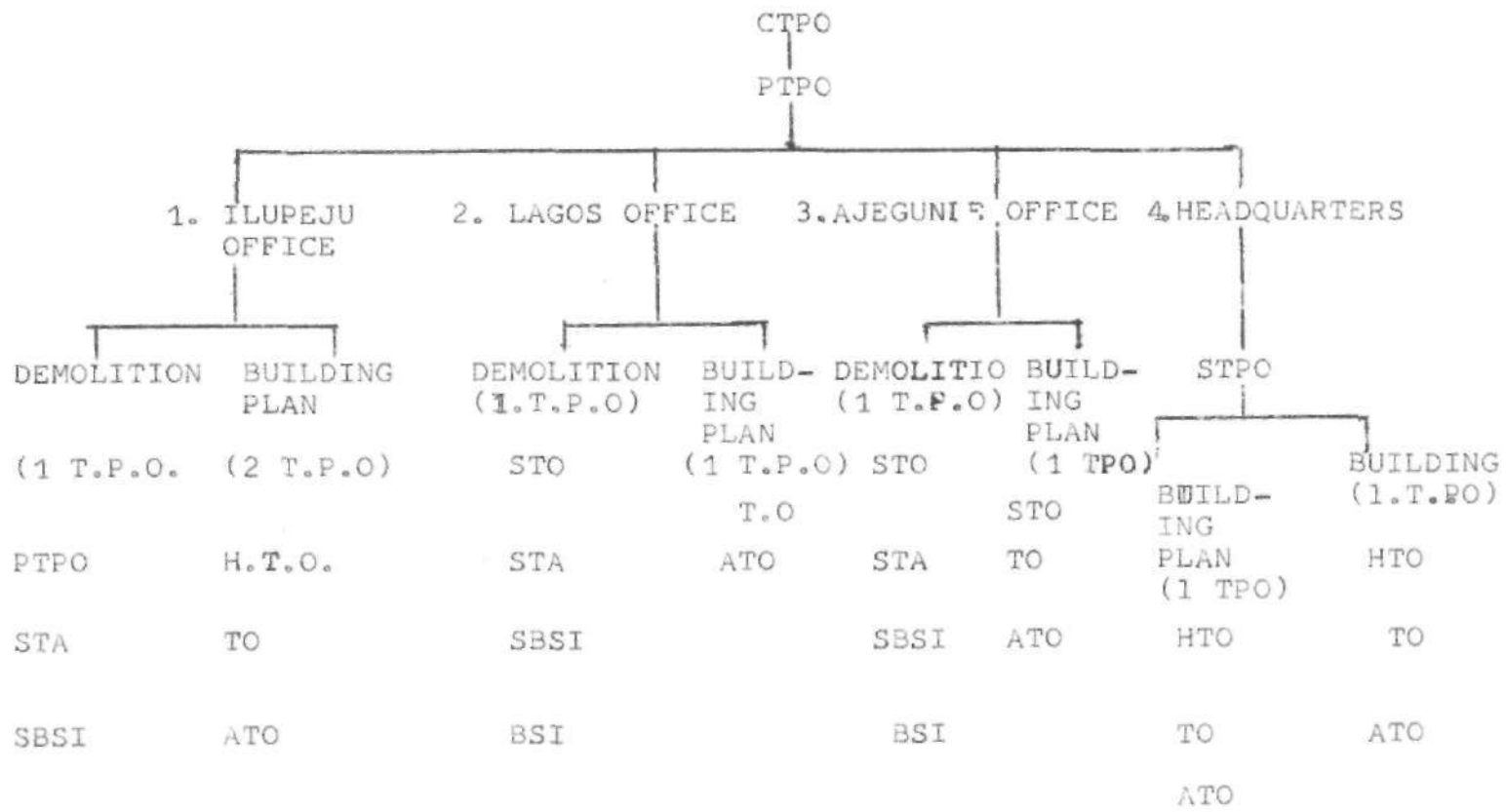
STA - Senior Technical Assistant.

SBSI - Senior Building Site Inspector.

BSI - Building Site Inspector.

FIG. 7.0

A SUGGESTED NEW STRUCTURE FOR THE DEVELOPMENT CONTROL DIVISION.




KEYS:

CTPO - Chief Town Planning Officer.

PTPO - Principal Town Pl nning Officer.

STPO - Senior Principal Town Planning Officer.

TPO - Principal Technical Officer.

STO - Senion Technical Officer.

HTO - Higher Technical Officer.

TO - Technical Officer.

ATO - Assistant Technical Officer.

STA - Senior Technical Assistant.

SBSI - Senior Building Site Inspector.

BSI - Building Site Inspector.

Another proposal that can enhance efficient development control organisation is on the development ~~of development~~ control officers especially the officers approving the building plans. For their efficient performance it is suggested that Lagos Office should have a planning officer, Ilupeju Office - two officers and Ajegunle Office should have one officer. This replaces the existing situation where one of the two officers at Ilupeju Office is also the officer for Ikorodu and Epe Offices. In effect none of the officers in the three offices should operate outside the Metropolitan Lagos. Ikorodu and Epe offices could have an officer resident at Ikorodu.

Since the number of plans submitted and approved at Ajegunle is often smaller than what an average planning officer should process, a reshuffle of the existing areas of operation of the present offices (Fig. 4.1) should be done in such a way that some of the "catchment areas" of the Ilupeju Office would be given to Ajegunle Office. A survey of the receipt of plans by zones based on Fig 4.2 should be capable of solving the problem. of re-distributing the operational zones on a fair basis

In order to increase the quality and quantity of the Building Site Inspectors, a re-training programme should be formulated. The assistance of the Environmental Design Department of the newly established Lagos State College of Science and Technology should be sought to make provision for training and re-training of the Inspectors to increase their output.

B. Proposals for Efficient Operation of the Development Control Division:

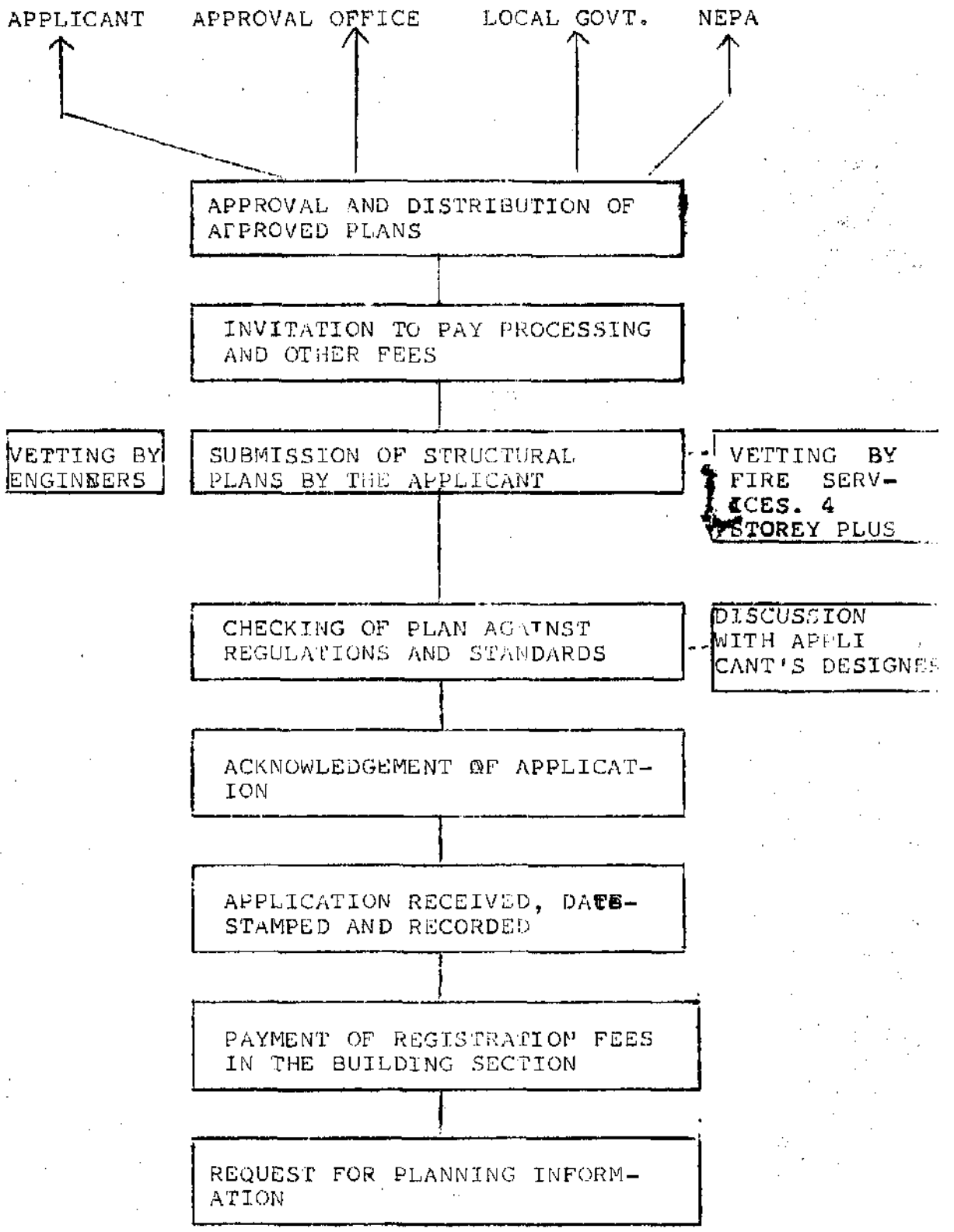
The new structure of the Division (Fig. 7.0 ) shows that the existing stages of processing could be shortened if a full-fedged Building Approval Section is set up at the headquaters to process plans which the offices cannot effectively handle. The location of the office at the headquaters would enable quick consultation not only with the senior officers of the Division but also relevant officers of other Divisions and Ministries. It would also reduce the burden of the officers outside the headquarters. A new processing techmique should be adopted by all the Building Plan Offices (Fig. 7.1). The advantage of this technique is that unnecessary involvement of the public (especially the developers and their relatives) has been eliminated Planning Officers would now discuss matters affecting the plans only with the applicant's designer or planner and such discussion will be purely on matters affecting the plan.

C. Proposals to Enhance more Enlightened Public:

Public involvement and participation are necessary to ensure public confidence in the development control process. In order to achieve the objective of creating a more enlightened public, adequate publicity must be given to the subjects regulated by the Town Planning Law, the stages of processing and generally on the need for development control.

FIG. 7.1

BUILDING PLAN:- A NEW PROCESSING METHOD.



As a first step, five Development Control and Planning Advice Centres should be established in Lagos - one in each of the Local Government Areas. Each Advice Centre should be in the office of the Councillor for Public Works and should disseminate information on development control using various media.

In addition, a formal system of providing information to intending applicants about their plans must be provided in every Building Plan Office. A lot of proposals that are routine and of little general significance could be approved or considered quickly if they are well thought out and well presented through the information system.

D. Proposals on the Planning Legislation:

The existing Planning Legislation should be reviewed with a view to give legal basis for the process of and procedure for public enlightenment, involvement and participation in the development control process. The new legal document should have provisions for the way in which public grievances against any matter relating to development control can be settled.

Further more, the law should define those operations that can be embarked upon by intending developers without reference to the Development Control Division.

E. Other Proposal:

Finally, it is suggested that a review of the proposals already made in this study should be carried out from time to time to ascertain those that would require amendments, or complete rejection in view of changing situation. If these few guidelines are considered it is hoped that development control in Metropolitan Lagos will be more effective than it is at present.

APPENDIX.

Date: ..... Name of Settlement .....

Name of Street/Ward

..... Code .....

INTRODUCTION

This survey of Development Control in Lagos is absolutely a Student's effort to fulfil the requirement for the award of an M.Sc. degree at Ahmadu Bello University, Zaria.

Please, note that the information being sought from you is needed for academic purposes only and all personal views will be treated with infinite confidence.

PERSONAL PARTICULARS

1. Educational Background (a) Illiterate
   (b) Primary
   (c) Secondary
   (d) Post-Secondary
2. Place of Birth (a) Lagos
   (b) Other Nigerians

DEVELOPMENT CONTROL

3. Are you the owner of this building? Yes/No
4. When was this plot purchased? .....(Name years)
5. Was it part of an approved Layout Yes/No
6. Give an estimate of the cost of the building .....(₦ K)
7. How was the construction financed? Personal Savings
   Loans
   Other Sources
8. Did you prepare any plan for this building: Yes/No
9. If no, gove reasons. .....
10. If yes, was the plan submitted to the Planning Authority? Yes/No.
11. If the plan was not submitted, please give reasons:
    .....
12. If the plan was submitted what was the outcome of the plan submitted: Approve.....
    Approved with changes.....
    Rejected .....
    No news about it since .....
13. If not approved what do you think could be the reason?
    1. .....
    2. .....
    3. .....
    4. .....

14. What action(s) did you take as a result?

.....

15. What has been the Authority's attitude to your decision?

16. Do you like the environment in which your building is erected?

17. If no, give reasons: .....

18. Would you comment freely on the attitude of Planning Officials in charge of processing and approval of plans. .....

19. Will you seek planning permission if you intend to embark on any of the following developments:

- erecting a building for residential purpose
- erecting a building for commercial purpose
- erecting a building for hotels, cinema.

20. If you won't, please explain your reasons

.....

.....

Thank you.

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