

University of Lagos, Nigeria

Department of Urban and Regional Planning

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1. Introduction

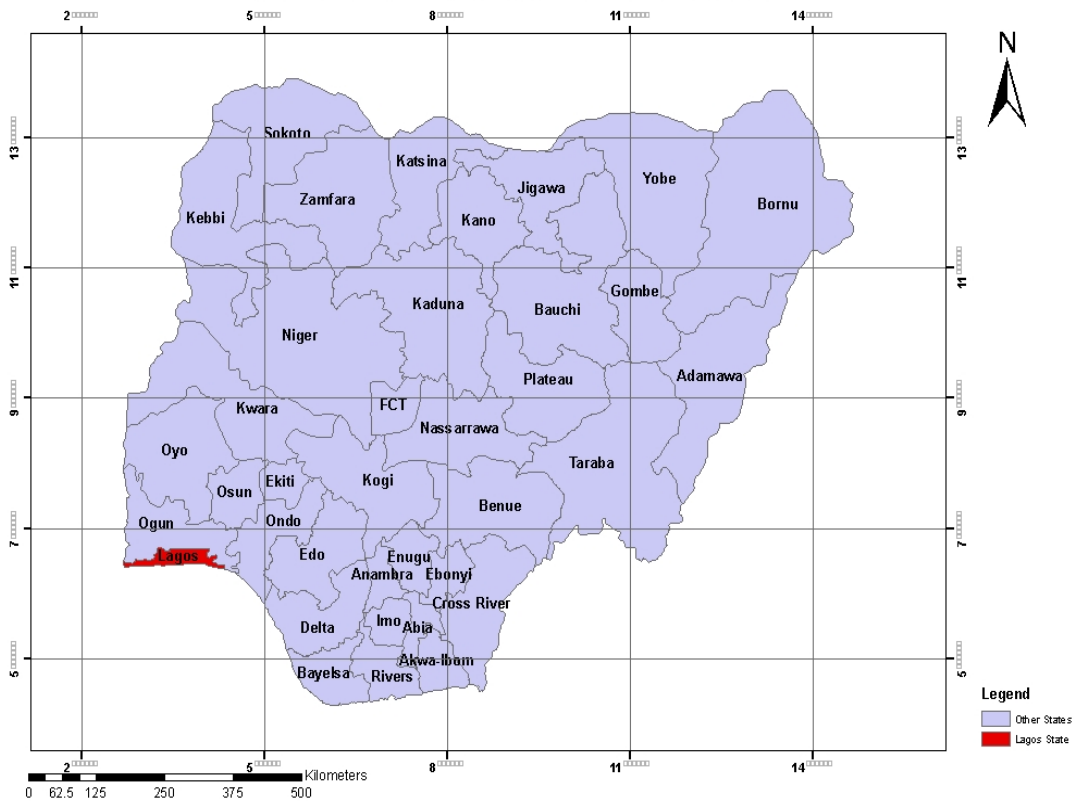
There is a reciprocal relationship between the quality of human resources and the level of development. This particularly holds true with regard to the built environment. One of the human resources requirements for the development of the built environment is the urban planner. This paper discusses the nature of land use development, physical planning administration and education in Lagos, Nigeria.

The paper is divided into four components. Section 2 discusses land use development in Lagos, covering Lagos in its regional context, the evolution of major land uses and the resultant spatial pattern. Land use changes and their implications are assessed, as well as the ethnic and economic profiles of Lagos residents and the effects of these factors on land value. In section 3, aspects of the planning system in Nigeria are considered, including planning administration, the evolution of planning in the country, planning legislation enacted over time, the current planning administration framework and public participation in planning activities. In section 4, planning education in Nigeria is examined in detail. This section covers the evolution of planning education, an overview of the Department of Urban and Regional Planning of the University of Lagos, and challenges facing planning education in Nigeria. The paper concludes with some recommendations relating to the urban land development and planning of Lagos, planning administration in Lagos, and planning education in Nigeria, specifically the curriculum of the University of Lagos.

2. The regional context and land use development of Lagos

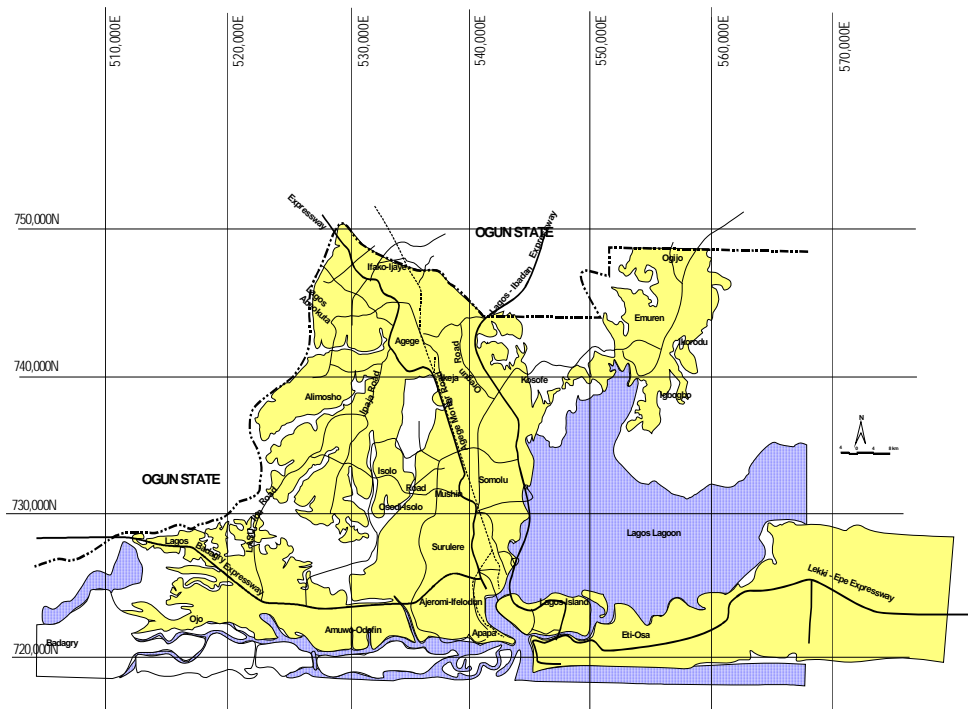
Lagos is located in Lagos State, one of the 36 states that constitute the Federal Republic of Nigeria. Lagos State lies approximately between longitude 2°42'E and 3°42'E, and latitude 6°22'N and 6°52'. The state is located in the south-western part of Nigeria, with its southern boundary formed by about 180 km of Atlantic coastline while the northern and eastern boundaries are formed by Ogun State (Figures 1 and 2). The Republic of Benin forms the western boundary. The state is the smallest state in Nigeria in terms of land area, with an area of about 358 861 hectares (ha) or 3577 km² (Odumosu 1999). This represents only 0.4% of the entire area of Nigeria. This size accommodates about 10% of the entire population of the country of (approximately) 140 million people. The state is also the most urbanised in Nigeria (Ayeni 1979). Only about 5% of the state's total population live in rural areas. This has serious consequences for land use planning in the state, especially in urban areas. It also has great implications for infrastructure such as housing, water supply, storm drainage, roads, electricity, telephone, waste management and for other socio-economic, cultural and administrative issues. Ironically, except for Abuja, Lagos stands out as the best served urban area in terms of infrastructural facilities in Nigeria, yet it is where these facilities are most inadequate due to the high population density. The state is also the most affluent, in spite of its small size.

Figure 1: Map of Nigeria showing Lagos State



Source: Department of Surveying and Geoinformatics, University of Lagos

Figure 2: Map showing Lagos Metropolis



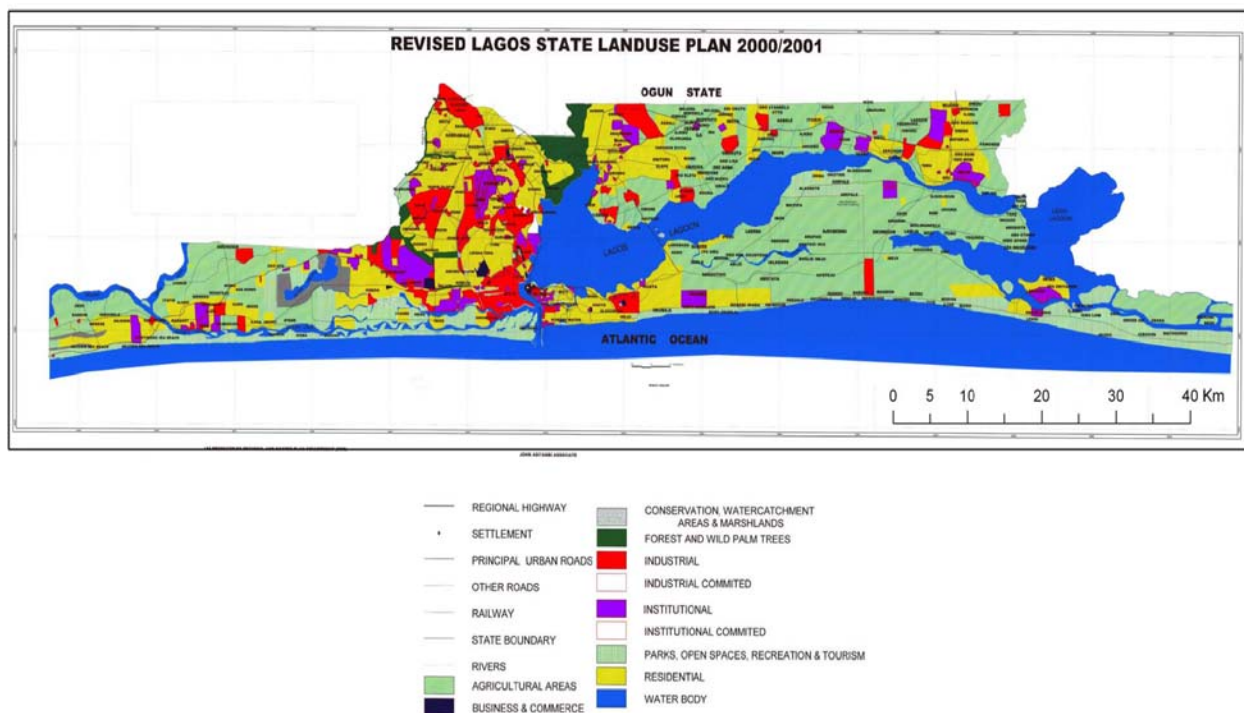
Source: Department of Surveying and GeoInformatics, University of Lagos

Lagos metropolis lies generally on lowlands, with about 18 782 ha of built-up area. The approximate population of this area is more than 15 million people. The projected average population density of the built-up area of Lagos metropolis is about 20 000 people per km², in what is becoming an African Megacity. The two dominant religious groups in Lagos are the Christians, who constitute, about 54.6% of the population, and the Muslims who constitute about 44.3% (Odumosu 1999). The balance of 1.1 % represents the population of other religious groups. Today Lagos plays an influential and central role in Nigeria out of proportion to its land area. The significance of this role is due partly to the city's historical and cultural background and partly to its former role as the seat of national government. It also owes its growth and development to European colonial influence.

2.1 Evolution of major land uses in metropolitan Lagos

According to the Master Plan for Metropolitan Lagos (MPML) the urban land area was approximately 172 km² in 1976 (Lagos State Government 1985). The major part (97.5%) of this land was in the contiguous built-up area, which generally fell within a broad triangle having a base of about 30 km along the Bight of Benin extending from Lekki, Maroko and Ikoyi westwards to Ojo and Ijanikin. The north-south part of the triangle covers a distance of about 26 km from Lagos Island to Alagbado at the southern and northern ends respectively. A detached portion of the Lagos urban development area surrounds Ikorodu. This 2.5% of the total metropolitan area is separated from the contiguous area of the metropolis.

Figure 3: Urban structure plan to the year 2000, Lagos metropolitan area



Source: Lagos State Government 2002

The rest of this section is devoted to an analysis of the development process involved in different types of land use in Lagos. These land uses include residential, commercial, industrial, institutional and special use, open space and recreation, transportation and circulation (Table 1).

The current land use distribution of Lagos shows that residential areas occupy about 9 669 ha (52.1%)

of the total built-up area of the city. The morphology of the traditional core area of Lagos as documented by Ojo (1966) followed the typical Yoruba (south-western) classical town plan which resembles a wheel, the Oba's (king's) palace being the hub, with the spokes consisting of a series of roads radiating out from the palace and linking the town to the centre. During the pre-colonial era land use administration was vested in natural rulers or community heads. They had power to allocate, re-allocate and supervise land use. The traditional core areas mentioned earlier are all characterised by these features.

Table 1: Lagos metropolitan area land use structure, actual (1976) and projected (2008)

Land use classification	Land area occupied (ha)		Percentage of development	
	1976	2008	1976	2008
Residential	8 939	9 669	51.9	52.1
Commercial	821	1 021	4.8	5.5
Industrial	1 444	1 448	8.4	7.8
Institutional and special use	2 366	2 784	13.7	14.0
Open space and recreation	453	520	2.6	2.8
Transportation and circulation	3 205	3 340	18.6	18.0
Total	17 228	18 782	100.0	100.0

Sources: Lagos State Government 1985 Vol. 1: 106 and authors' projection for 2008

The medium-grade residential areas according to Mabogunje's classification (Mabogunje 1968) include the residential areas of Surulere, Yaba, and Ebute-Metta, characterised by gridiron patterns with the houses set within a mosaic of small plots of about 300 m². Most of the buildings in these areas used to be bungalows, but many of them have been pulled down and replaced with multi-storey buildings in response to economic demands. The low-grade residential districts in the inner city are in Ebute-Metta West, Ojuelegba, Obalende and Inner Ikeja. Though these areas were planned, they started out as slum areas which have been reasonably improved. The poorest land grade areas are in Mushin, Somolu, Ajegunle, Ajeromi, Agege and Yaba East. These areas were never planned. The problems of these areas are further compounded by urbanisation, which encouraged individualisation and fragmentation of land leading to increasing housing density. In metropolitan Lagos residential area densities vary widely, from less than 150 persons per ha in Ikoyi to 2 500 persons per ha on North Lagos Island (Oduwaye 2002). In Mushin a figure of 1 500 has been recorded, and about 700 in Agege.

Lagos is not only the leading commercial nerve centre of Nigeria but also that of West Africa. Lagos metropolis has the potential to become the leading African centre of trade. Many areas specifically earmarked in the 1985 MPML for commercial development have not been developed. This has been due to the low level of economic activity in Nigeria generally. Lagos is presently characterised by commercial ribbon street development such that virtually all high-density areas are in a chaotic state, with an indiscriminate mix of commercial, light industry, transport and religious land uses. The phenomenon of chaotic land use mix deserves special attention in any future regional and master plan scheme for Lagos. Also, existing commercial places, especially markets, which fall mainly under local government administration in the city, are being expanded without due compliance with appropriate planning regulations such as car park requirements and set-backs, among others.

Except for the new Ikorodu Industrial Estate, there has been no new industrial estate development in the last two decades, mainly due to the economic downturn in the country and government's lukewarm attitude. Existing industrial premises are characterised by sealed-up factories and factories converted into mere warehouses and into religious worship centres, especially churches. The few operating factories are not functioning at full capacity. The implication of this is that there has not been significant industrial land expansion in the city in recent years.

The education programme of the state government between 1979 and 1983 encouraged the development of physical structures to provide more classrooms, mainly at the primary and secondary school levels. In addition, the liberalisation of education at all levels, whereby the private sector is allowed to establish and manage educational institutions, has increased substantially the land area occupied by educational uses. However, land available for most of the private sector educational institutions comes mainly from the conversion of existing buildings, especially residential structures, for educational uses. Few new buildings are approved and constructed for educational use. Most of the new buildings specifically approved for educational use are on plots earmarked for residential apartments, thus compromising the appropriateness and efficiency of location of educational facilities.

In regard to institutional land use there have been two significant landmark events – the construction of the new Lagos State Secretariat at Alausa and the movement of the nation's capital from Lagos to Abuja. A third significant event was the establishment of the Lagos State University in Ojo, which has had an impact on trip generation and distribution around the Ojo axis. Aside from these three major landmarks of institutional change, Lagos has experienced no other significant institutional land use changes.

Historically, religious places have always been part of residential facilities in the land use structure of Lagos, except for a few religious locations within commercial districts such as Lagos Island and Ikeja. The major and significant phenomenon recorded in this land use class has been tremendous development of religious places in every nook and cranny of the city, especially in built-up residential areas. Churches and mosques are the most prominent features.

The road network in Lagos can be classified into three broad types, namely expressways, major arterial roads and other roads which serve as access and collector roads. Existing express roads are Ikorodu Road, Western Avenue–Agege Motor Road–Abeokuta Express Road and Apapa–Oshodi–Oworonsoki Express Road. The complex network of bridges on the Lagos lagoon connects various parts of the Island to the mainland, with the most important line being Eko Bridge which connects the Apongbon end of the Island to Apapa, Ijora and Surulere. The Carter Bridge links the commercial core of Idumota on the Island to Oyingbo on the mainland with a length of about 1½ km. The Third Mainland Bridge, completed in 1991, is about 10 km long. It is reputed to be the longest bridge in Africa. It links the Oworonsoki end of the mainland to various parts of the Island of Ikoyi, Victoria and Lagos Islands. The Lagos-Ibadan Expressway is on the northern boundary of the metropolis. It serves as the major link for vehicular traffic out of Lagos to other parts of the country. Two airports serve Lagos, Murtala Muhammed Local and International Airports, both of which are located at Ikeja the capital of Lagos State. Also two major seaports serve Lagos. They are the Apapa Wharf and the Tin Can Island Port. They are both linked with the Apapa-Oshodi Expressway.

During the colonial period more attention was devoted to the development of Ikoyi as a garden suburb, coupled with the development of private commercial and club recreational grounds such as the Race Course, now Tafawa Balewa Square, the King George IV Stadium, now Onikan Stadium, the Ikoyi Golf Course and the Government House Garden, the National Stadium and the recently completed Teslim Balogun Stadium at Surulere. A depiction of the colonial landscape of Lagos would not be complete without the mention of the government reservation area (GRA). The principle of the GRA development can best be illustrated by the description given to it by Lord Lugard in 1904 (Falade 1998). According to him, the European Reservation Areas, now known as GRAs, should be developed as a cool fruit and flower garden where one could sit on a shady veranda in the privacy of one's own home. Extensive public open spaces with recreational grounds and sports fields would be near both office and home, reached by shady pathways. The GRAs were the British government's version of the garden city in Nigeria.

After independence in 1960, new landscape features continued to reflect the British style. Many landmarks to commemorate the independence anniversary were built in the form of statues and gardens. The early post-colonial landscape features included the Tinubu Square fountain, the Remembrance Arcade and the Tafawa Balewa Square. The Ibrahim Babangida Boulevard Obelisk was built in 1991. Unfortunately, the modern Nigerian landscape movement started in Lagos, and today it has very little to show in the area of public gardens and parks. Existing parks and open spaces can be found along Lagos Marina, which has been blighted by the construction of hard concrete flyovers. The beaches of Bar Beach, Lekki and Badagry are areas that should be improved. A few recreation grounds and local parks have been developed in recent times by private clubs, social and non-governmental organisations (NGOs) and many private residential estate developers. These renewed efforts should be sustained through sincere government facilitation efforts. There is a renewed effort by the current government to improve the landscape qualities of Lagos, which has commenced with area-wide planting, paving and placement of landmarks and sculptures in strategic locations within the city.

2.2 Environmental, social and ethnic composition challenges in Lagos

Physical and environmental challenges in Lagos can be viewed from socio-economic, physical and environmental perspectives.

Physical and environmental challenges include conflicting land uses such as the infiltration of commercial land use into areas allocated for housing, as is the case in Festac town; complete metamorphosis of residential land use into commercial land use on Allen Avenue and Awolowo roads; poor aesthetics and unsightly cityscapes; high building density and a high rate of building collapse; and invasion of informal shanties into planned areas. Infrastructure problems include narrow and poorly constructed roads, mostly without provision for drainage. Other environmental problems include traffic congestion, pollution (noise, atmospheric and water), flooding and ocean surge etc. These problems are particularly prevalent in areas that are inhabited by the poor. Due to the rapid population expansion and rapid urbanisation being witnessed in the metropolis, more people, especially the poor, inhabit ecologically vulnerable areas such as Ijeh, Amukoko and Makoko amongst others. Atmospheric pollution is high in Olusosun and Ojota; Ajegunle and Orile are prone to flooding; while building collapse is high in Ketu, Ebute Metta, Ajegunle and Orile. Although the Lagos State Public Health by-law recommends a room occupancy rate of 2 persons per room, as at 2004 occupancy rates varied from 1.4 in low-density Apapa to 3.6 in medium-density Surulere and 8.0 in high-density Mushin.

Prevalence of miscreants, crime and juvenile delinquency, ethnic clashes, high population density, political violence, public ignorance and apathy, and environmental health crises are common. All these issues are dominant in the shantytowns. Miscreants are mainly located in the slums of Mushin, Oshodi, Ketu, Onipanu, Yaba, Shita and Isale Eko. Land disputes and extortion, usually accompanied by widespread violence, are quite common among the Omo-Oniles of Ajah and other emerging settlements around the metropolis. Ethnic clashes usually occur in the shantytowns of Idi-Araba and Ladipo-Mushin. Environmental health crises are quite common in low-income areas. High incidences of sexually transmitted diseases were recorded in the low-income settlements of Ipodo-Ikeja and Tolu-Ajogunle (Nwokoro & Okusipe 2002). Political skirmishes are also widespread in low-income areas. Crime is higher in the low-income areas of Agege and Somolu than in the middle- and high-income areas of Surulere, Apapa and Eti Osa.

Environmental management challenges include legislative bottlenecks, technical inadequacies and lack of manpower, lack of public participation and corruption. Furthermore, the loopholes in the Land Use Act of 1978 are yet to be revised, close to three decades later; there is only selective

implementation of the Urban and Regional Planning Land Law (Decree 88) of 1992; and a paucity of qualified officers in the field and the inability of government to remunerate workers adequately contribute to the management problems. Community participation is also not fully implemented. Planning is still basically 'for the people', rather than 'with the people'. There is an overlap of functions and activities at all levels of governments, and consequently friction, conflicts and waste of public funds arise.

Mabogunje (1968) also notes that the diversity of ethnic composition of Lagos favoured massive immigration into the city. Odumosu (1999) notes that of the estimated 9 million population of the city, the Yoruba migrants from south-western Nigeria account for 61.31% while the other ethnic groups in Nigeria constitute 20.96%. In terms of tribal proportions, the Yoruba population can be disaggregated as follows: Egbas 22.62%, Ijebu 33%, Ondo 13.93%, Oyo 15.4% and Ilorin 6.18%. Of the 20.96% of the population made up of non-Yoruba ethnic groups, the Ibos from south-eastern Nigeria constitute 55%, the Edos from the south-middle region constitute 15%, the Ijaws from the south-south constitute 10%, the Hausa-Fulani about 15% and other groups about 10%. Among these ethnic groups are the Isokos, Urhobos, Ukwanis and Igbiras. People from other West African countries such as Ghana, Sierra Leone, Liberia, Benin, Cameroon and from other African countries also reside in Lagos. Citizens of non-African origin, including Russians, Americans, Germans, Japanese, Indians and Lebanese among others, also seek residence in Lagos.

Ethnic enclaves had developed in Lagos prior to national independence in 1960. These areas have retained their identities and have grown to be influential in the structure of the city's politics, religion and social composition. Despite the abundance of town planning laws and land use policies, the city's growth has been heavily influenced by the socio-cultural peculiarities of dominant ethnic enclaves. This is, however, not surprising as it has long been established in urban land use that behaviour-setting has congruent relationships with milieux and human behaviour.

As stated in the MPML (Lagos State Government 1985) and observed in this paper, the spatial pattern within areas predominantly occupied by specific ethnic groups shows that they are located in specific areas in the city. The Egbas are in the northern part of the city; the main reason for this could have been the fact that they originally migrated into Lagos from this direction. The case of the Ijebus is subject to similar explanation. The Hausas are found mostly around the city centre, due probably to the historical fact that the Hausas were predominantly in charge of the central administration of government when Lagos was the seat of government. Thus they are located on Lagos Island (Obalende and Ikoyi) and it is not surprising that they have firm control of tenure around these locations. Their settlement at Itire must have been a result of the resettlement programme which relocated people from Lagos Island to Surulere and Itire. While the people of Yoruba and Ibo stock occupied the Surulere part, the Hausa resettled at Itire.

This scenario, in which people of different socio-cultural backgrounds are living within a metropolis under common planning legislation, poses great planning challenges. The problem is highlighted by the response of respondents whose definition of environmental fit variously expresses psychological satisfaction with their environment in terms of living among their kinsmen. Planning problems are common in the core areas and the high-density neighbourhoods. In the medium- and low-density areas adjustment to common planning control and standards is, by contrast, less problematic because of the relative economic prosperity of residents.

It was also discovered that in some of the core areas and high-density neighbourhoods problems of land title and tenure are evident. Most of those resident in these areas are actually squatters, and they have been settled in these areas for over five decades. Government, being aware of this, is reluctant to provide basic technical and social infrastructure in some of these areas as a way to discourage people from consolidating their false tenure. Therefore many of these areas have deteriorated into terrible

slums and major urban renewal or total clearance might be required. In addition, many of these slums are within water catchments areas. This further complicates development as most of the slum dwellers are unable to muster the resources to develop such difficult terrain to the standard approved by planning law. It is also common knowledge that Nigerians vote along ethnic lines during elections. Political control of Lagos is usually not held by the same political party as at central government level; the government in Lagos is traditionally an opposition government. This has been the situation since independence. The state government is usually reluctant to improve the physical condition of areas inhabited by supporters of the opposition, who are usually of non-Yoruba ethnic dominance. As a result these areas are not usually given fair attention in terms of regularisation of land title and provision of social and technical infrastructure, among other things. These areas are also flashpoints during times of political crisis as they are usually easy to identify. With increasing socio-economic and ethnic mix in the medium- and low-density areas, it is hoped that better understanding will emerge among ethnic groups in the city. This will lead to better understanding of planning problems in these ethnic enclaves as well as greater responsiveness by policy-makers. Such understanding will provide a good platform for pragmatic planning policies.

2.3 Informal sector land use and land values in Lagos

Because of its high urbanisation rates and population density, the poverty level in the Lagos metropolis is quite high. The United Nations Development Programme (UNDP 2003) estimates that 51% of men and 54% of women resident in Lagos live below the poverty line. Lagos is simply the biggest node in the shantytown corridor of 70 million people that stretches from Abidjan to Ibadan: probably the biggest continuous footprint of urban poverty on earth (Davis 2006). The urban poor, who are dominant in Lagos, are transforming the city to meet their needs, often in conflict with official laws and plans. They reside in the slums and squatter settlements scattered around the city and are predominantly engaged in informal economic activities which encompass a wide range of small-scale, largely self-employment activities.

Two analytical techniques were used to analyse the variables influencing land values in Lagos (Oduwaye 2005). They are the Spearman correlation techniques used to analyse the relationships between land value variables i.e. rent, cost of purchase of land and cost of units of residential building. The principal component analytical technique was adopted in the analysis of the factors influencing residential land values in the study area. The responses on the following determinants were used as variables in the analysis: accessibility, transport improvement, quality of neighbourhood, services/facilities and government regulations, rent. The principal component technique was used since it produces components in descending order of importance; therefore its adoption in this study is an aid in reducing the variables to fewer numbers, which account as much as possible for all the variables among the original set of variables.

In order to find the correlation between the variables of residential land values, i.e. rent, cost of purchase of apartments and cost of land, the correlation analysis was employed using the Pearson correlation.

The result of the correlation matrix shows that all the variables have high positive correlation with each other. The correlation of costs of purchase of residential units has the highest association with rent at .937; while the lowest, which is also at a very high level of association (.855), is that between cost of land and cost of purchase of units. The implication of the correlation matrix is that any increase in one variable will also have significant increase effects on other variables.

Table 2 shows the correlation matrix of the linear association between the variables. A coefficient that is ± 0.500 or greater shows a high level of co-variation between the variables involved. Coefficients ranging between $+0.300$ and $+0.400$ show moderate level of correlation, while those between $+0.100$ and ± 0.200 indicate a weak level of correlation. Those lower than $+0.1000$ show little or no linear correlation.

The results obtained in the matrix of correlation presented in Table 2 show that all the variables have

high-degree positive relationships with one another. The score on the relationship between accessibility and transport improvement shows the highest positive association, with a figure of .874. This means that improvement in transportation facilities, especially roads, brings about improved accessibility within Lagos. The relationship between the following components also recorded very high degrees of positive relationship: transport and rent (.732), quality of environment and zoning regulation (.731), and accessibility and rent (.719). The implication of this is that improvement in transportation and accessibility will be expected to bring about higher rents, while improved quality of environment arises as a result of effective implementation of planning regulations, especially zoning regulations. The correlation matrix also revealed that there is a high positive relationship between quality of basic facilities and quality of environment, for which the correlation matrix figure of .695 has been obtained, while the relationship between facilities and zoning recorded .697. This means that the better the facilities provided, the more improved is the quality of the environment, while application of zoning also enhances the effective provisions of basic facilities. Generally the lowest correlation interrelationship figure recorded was .509, which indicates the relationship between facilities and accessibility. This is still within the range of high coefficient level of co-variation. This means that all the factors identified as basic to influencing residential land values have high levels of co-variation relationships.

Table 2: Matrix of correlation of determinants of residential land values, 2008

Variables	Accessibility	Rent/price	Transport improvement	Quality of neighbourhood	Services/facilities	Government regulations (zoning)
Accessibility	1.000					
Rent/price	0.719	1.000				
Transport improvement	0.874	0.732	1.000			
Quality of neighbourhood	0.541	0.572	0.595	1.000		
Services/facilities	0.509	0.594	0.563	0.695	1.000	
Government regulations (zoning)	0.541	0.599	0.557	0.731	0.697	1.000

Source: Computer Output 2008

3. The planning system in Nigeria

Planning efforts in Nigeria pre-date the colonial period and can be classified in the following periods: pre-colonial period (before 1854), colonial period (1854–1960) and post-colonial period (1960–present).

3.1 Pre-colonial period land use development

According to Ojo (1966), in the pre-colonial period the Yoruba classical town plans (in the south-western part of Nigeria) resembled a wheel. The Oba's palace was the hub, the walls were the circumference and the spokes were a series of roads radiating from the palace and linking the town to the centre. Beyond the walls, the landscape was made up of farm plots, first the Oko-Etile or farm of the outskirts, then the Oko-Egan or bush farm, merging with the Oko-Egan of the next town.

The Igbo community in the east is characterised by a series of autonomous villages. At the centre of

each village was a public square or open space. The Igbo settlement pattern depicts an aggressive and highly individualistic form. In the north, in the Islamic communities, domestic privacy was an important aspect of the land use system. The Islamic influence, for example, allows for more than one wife; therefore the need to house one's wives, concubines and children in conformity with the purdah laws led to the acceptance of the courtyard type of housing, as this provides for adequate space for the women to perform their daily chores without violating purdah requirements.

Prior to colonial administration, land use administration was vested in natural rulers or community heads. The Obis, Obas and Emirs in the east, west and northern parts of the country respectively had the legal status of trustee beneficiaries of the land. They had the power to allocate, re-allocate and supervise land use.

3.2 The colonial period (1854–1960)

With the advent of the colonial administration, the traditional land development systems declined drastically. The promulgation in Lagos in 1863 of the Town Improvement Ordinance to control development and urban sanitation further obscured the traditional land use administration system, especially in urban areas. Legal segregation of the European from the African residential areas emerged during this period, with different planning and land use standards that favoured the Europeans.

The 1946 Nigeria Town and Country Planning Ordinance made provision for the planning, improvement and development of different parts of Nigeria through the use of planning schemes. The ordinance was based on the 1932 British Town and Country Planning Act. The 1946 ordinance remained the most comprehensive planning law for more than two decades after independence.

3.3 The post-colonial period (1960–present)

For purposes of land use administration after independence in 1960, various regional governments retained the 1946 Town and Country Planning Ordinance as the Town and Country Planning Law: Chapter 123 of the Laws of Western Nigeria, Chapter 130 of the Laws of Northern Nigeria and Chapter 155 of the Laws of Eastern Nigeria.

The Nigeria Urban and Regional Planning Law Decree No. 88 of 1998 is the only comprehensive planning law covering the whole country since the 1946 Ordinance. The Planning Law outlines the roles of different levels of government, types of physical development plan, development and control mechanisms, land acquisition compensation, rehabilitation, renewal and upgrading, among other matters. Unfortunately its implementation has not commenced. At the federal level the physical planning division of the Federal Ministry of Works and Housing plays a leading role in physical planning. The Federal Environmental Protection Agency also plays a prominent role in environmental matters at federal level. The Federal Ministry formulates broad national policies, and identifies valuable lands such as forest areas, mineral-rich areas, water bodies etc. It coordinates the activities of international development agencies such as the UNDP and forest and wildlife conservation agencies, among others.

At the state level, land is vested in the state government in terms of the 1978 Land Use Decree. Land use administration is more pronounced at state government level, through the various state ministries in charge of physical planning which are involved with detailed examination, evaluation and approval of planning proposals. The state also promotes and maintains data banks, maps and statistics, manpower training, organisation of conferences, seminars, synopses and workshops to maintain dialogue and mutual understanding with individuals, communities, other states and other levels of government involved with land use development matters.

At the local government level the Town Planning Authorities or Boards operate under the state ministries. The functions of the planning authorities include approval of development proposals and identification of areas of natural resources and priorities for planning and development. Their concerns include development of schemes such as city beautification, notary improvement, pedestrian sidewalks, parks and gardens, public recreation centres, standardisation of billboards and erection of street name signposts, among others. The local planning agencies embark on public enlightenment programmes relating to environmental sanitation and beautification through the mass media and through meetings with various economic and social groups. These agencies collaborate with the local government authorities in the area of waste management, provision of public conveniences, markets and other land use activities that are mandatory.

3.4 An overview of the current planning framework in Lagos

The major approach towards land use control in Lagos State has been legislative. The application of legislative instruments as guides to town planning in Lagos State is classified in this paper in terms of colonial and post-independent periods. Prior to these periods, planning was under the control of traditional rulers and chiefs.

Colonial town planning legislation (1854–1960)

The origin of town planning in Lagos can be traced to the colonial period, that is, from 1854 when the British took over the administration of Nigeria. The milestone statement of Sir Richard Burton in 1863 in his book on West Africa, in which he suggested steps to be taken to clear the 'Lagos Stables' and stated that 'the site of Lagos is detestable' constitutes what could be termed the beginning of the first physical plan for Lagos (Burton cited in Aduwo 1999). In 1873, as part of measures to ensure a clean environment in Lagos, the acting Colonial Surveyors gazetted that 'Householders and owners of unoccupied lands throughout the town are requested to keep the streets clean and around their premises, by sweeping them at least once in a week as well as cutting and clearing away bush and grass and removing other sources of nuisance' (Aduwo 1999).

In 1866, Governor Moloney, a botanist, established a Botanical Garden at Ebute Metta. Between 1899 and 1904 a Sanitary Board of Health was established by Governor MacGregor, who was a physician. The board was established to advise the governor on many township improvement schemes. The 1902 Planning Ordinance empowered the governor to declare areas as European Reservations with a Local Board of Health of their own. The Public Health Ordinance was promulgated in 1908 under the Lagos Municipal Board of Health in order to improve environmental health conditions. In 1917, the Township Ordinance No. 29 was promulgated which made Lagos the only first-class city in Nigeria with a Town Council.

The provisions in the 1917 Township Ordinance did not allow for appreciable improvements of the Native Towns. This nonchalant attitude of the colonial government to the planning of Lagos Island and native settlements led to the disaster which preceded the introduction of a planning ordinance to cover the Native Area of Lagos Island. The 1928 ordinance covers only the colony of Lagos. The major task of the Lagos Executive Development Board (LEDB) established by the colonial administration was the vetting and approval of building plans. The board also doubled as a housing authority. It was empowered to undertake comprehensive land use planning, replanning, improvement and general development of Lagos territory.

Post-independence town planning legislation (1960–)

In 1972 the LEDB, which had become defunct when the Ikeja Area Planning Authority was created in 1956 by the Western Nigeria Government, was merged with the Epe Area Planning Authority to form the planning nucleus of the Lagos State Development and Property Corporation (LSDPC). The LSDPC had the power to acquire, develop, hold, sell, lease and let any movable and immovable properties in the state.

Since the creation of Lagos State in 1972, remarkable town planning efforts have been made, particularly in the area of legislation. In 1973 the Lagos State Town and Country Planning Law, Cap. 133 was enacted with the specific aim of assembling existing planning laws under the new Act. These are the Western Regional Law No. 41 of 1969; the Town and Country Planning Amendment Law; the Lagos Local Government Act of 1959–1964 Cap. 77; the Lagos Town Planning (Compensation) Act of 1964; the Lagos Executive Development Board (Power) Act of 1964; the Lagos Town Planning (Miscellaneous Provision) Decree of 1967; the Lagos State Town Planning (Miscellaneous Provision) Decree of 1967; and the Town Planning Authorities (Supervisory Power) Edict of 1971. Since 1972 other town planning laws have been promulgated in Lagos State. These include the Town and Country Planning (Building Plans)

Regulations, LSLN No. 15 of 1982; the Guidelines for Approval of Layout, LSLN No. 6 of 1983; the Town and Country Planning Edict of 1985; and the Town and Country Planning (Building Plan) Regulations of 1986. All the laws listed above had various degrees of success and failure. It was with the aim of improving on this past planning legislation that the 1998 Lagos State Urban and Regional Planning Edict No. 2 was formulated in order to incorporate and correct problems identified in the previous legislation. It is also significant that the Lagos 1998 Planning Edict itself was derived from the Nigerian Urban and Regional Planning Law Decree No. 88 of 1992, which is the only comprehensive law covering the whole country since the 1946 Town and Country Planning Law. The most significant feature of the 1992 law is that it provides for a federal planning framework, by recognising the three tiers of government (local, state and federal) as the basis of physical planning. The 1992 law empowers each level of government with specific planning responsibilities.

Despite the laudable efforts of the Lagos State 1998 planning law, and the commencement of its implementation which started more than a decade ago, there are many emerging problems. Some of these problems, identified in the process of implementing the Lagos 1998 Planning Edict, are associated with the systematic development of an innovative idea; yet some are self-inflicted human problems created by the administrators and implementers of the laws. These problems include the need for the implementation of the 1992 planning law at federal level, frequent dissolution of the board at state level and at local level, lack of full autonomy of the Local Planning Authority (LPA), the need to establish necessary departments at LPA level, the inability of the LPAs to implement enforcement orders, lack of adequate working tools and a need for staff retraining. Other problems identified are inter-departmental conflicts, lopsided revenue-sharing formulae, and the need to expand the area of operational coverage of LPAs, as well as unethical composition of LPA board membership.

Perhaps due to these inadequacies, a new law, the Lagos State Official Law No. 9 of 2005, has been enacted for the 'Administration of Physical Planning, Urban and Regional Development, Establishment and Functions of Physical Planning and Development Agencies' in Lagos State. It is assumed that the promoters of the law base its emergence on the improvement of previous planning laws in Lagos State, especially the 1998 Lagos State Urban and Regional Planning Edict. It is too early to comment on the likely problems that will emerge in the course of implementation of this new law, but it appears that the intention of the law to centralise planning power within the Ministry is against both the spirit of a democratic system and the concept of bringing planning close to the local level and the community.

Major highlights of the new 2005 Lagos State Planning Law are the following:

- The law makes provision for the creation of an authority made up of the following: the Lagos State Physical Planning and Development Authority; the Lagos Urban Renewal Authority; and any other agency as may be established.
- The Lagos State Physical Planning and Urban Development Authority shall be responsible for all physical planning and urban development in Lagos State.
- The Lagos State Ministry of Physical Planning and Urban Development shall, when required, delegate to the Authority specific responsibilities and functions related to implementation.
- The Ministry shall be responsible for preparation and approval of the following hierarchies of plans: regional, sub-regional, master and urban centre plans.
- The Ministry shall provide technical assistance to all government ministries and agencies on physical planning matters.
- The Lagos State Physical Planning and Urban Development Authority shall be responsible for: processing and issuance of all building development permits and ensuring compliance; with the express approval of the Governor acting through the Commissioner, establishing District Town

Planning Offices; establishing Local Planning Offices (LPO) at local government levels, also acting through the Commissioner and with the cooperation of the Local Government Councils. The LPOs are to refer any plan prepared by them to the Ministry for the purpose of obtaining the approval of the Commissioner.

- The Lagos State Urban Renewal Authority shall identify, prepare and implement areas approved for upgrading and redevelopment. It shall hold, administer and maintain government-acquired properties within redevelopment or renewal project areas.
- The Ministry shall have powers to regulate the operations, and the Authority.
- The Development Authority shall have powers to exercise operational control and supervision over its Constituent District Town Planning Offices and Local Planning Offices.
- Every physical planning agency in Lagos State shall, with the approval of the Commissioner, set up programmes for the preparation and review of development plans.
- For the purpose of preparing development plans, the Ministry or the Authority shall from time to time invite relevant stakeholders, including Ministry/Agencies, NGOs, professional bodies and individuals to consider any matter relating to physical planning and urban development.
- A draft development plan shall be made available for public inspection for a period of 28 days. Such plan(s) shall be advertised in at least two daily newspapers and the public is allowed to raise objections/offer comments on the plan(s).

3.5 Planning administration in Lagos State

Between 1979 and 2008, physical planning in Lagos has been organised and implemented under various government structures, as shown in Table 3.

Table 3: Structure of town planning in Lagos State, 1979–2008

S/No.	Placement	Years	Units	Parastatals
1.	Ministry of Housing and Surveying	1979–1984	Physical planning and duties Development control Master plan project unit	
2.	Ministry of Economic Planning and Land Matters	1979–1984	Town Planning Directorate Urban and Regional Division Development control Master Plan Project Development planning	Special Technical Committee, New Towns Development Authority (NTDA)
3.	Department of the Environment	1985–1986	Town Planning Directorate Urban and regional planning. Development control	NTDA
4.	Department of the Environment and Physical Planning (Governor's Office)	1987–1989	Town Planning Directorate Urban and regional planning Development control Development matters	NTDA

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5.	Ministry of Environment and Physical Planning.	1990–1991	Physical Planning Department Development control Urban renewal development matters	NTDA Urban Renewal Board Town Planning Appeal Committee
6.	Office of the Environment and Physical Planning (Governor’s Office)	1992–1993	Physical Planning Department Development control Urban renewal development matters	NTDA URB Office of Physical Planning (OPP)

7.	Ministry of Environment and Physical Planning	1994–2008	Physical Planning Department Development control Urban renewal development matters	NTDA URB Committee on Illegal Conversion OPP
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Sources: Adeniyi 1998; authors' field work 2008

Current physical planning administrative structure in Lagos

The existing planning administrative structure in Lagos was established under the military regime in 1998, through the Lagos State Urban and Regional Planning Edict 2 of 1997. This administrative structure involves agencies such as the Ministry of Environment and Physical Planning at the state level, the National Urban and Regional Planning Commission at the federal level and the LPA at the local government level. Parastatals such as the Urban Renewal Board and Urban and Regional Planning Board are responsible for carrying out other physical planning functions.

3.6 Public participation in planning in Lagos

The 1992 Urban and Regional Planning Law established the framework for a broad-based multidisciplinary approach to planning and created opportunities for citizen participation in the planning process. To enhance multidisciplinary input in physical development, section 5 of the law states that for the purpose of the initiation, preparation and implementation of the national physical development plans, the federal, state and local planning agencies of the government shall establish and maintain, respectively, a National Urban and Regional Planning Commission, a state Urban and Regional Planning Board in each state and the Federal Capital Territory, Abuja, and a LPA in each of the local government areas. The agency shall, at federal level, comprise the following members: a chairman who shall be a town planner, and one representative of each of the following professions who shall be a registered member of the relevant professional bodies: town planning, architecture, land surveying, law and estate surveying. In addition to the professionals, one representative of each of the following shall be members: the Ministries of Works and Housing, Agriculture, Water Resources and Rural Development, Finance, Commerce and Tourism, Power and Steel, Transport and Communication. In addition the following agencies will have representatives as members: the National Electric Power Authority, Nigerian Telecommunication Plc, one representative of the Nigerian Chamber of Commerce and Industries, Mines and Agriculture, ten representatives of the State of the Federation and the Federal Capital Territory, and an executive director as town planner appointed by the commission who shall be the chief executive of the commission. At the state and local government levels the only major differences in the membership structure of the planning board and authority is that instead of ten representatives of the federation, at the state level this is replaced with five representative of the local government in the state in rotation for the state planning board, and at the LPA level not more than five representatives of the wards in the local government area.

Section 13 of the 1992 law, in the statement of procedure for preparation of national physical development plans, made provision for public involvement in which the commission shall, during the preparation of the national development plan, call for the submission from all relevant government organisations, NGOs and interested members of the public whose contributions will serve as part of the input towards the preparation of a draft plan. Section 15 also allows any member of the public, government agencies and NGOs and professional bodies to submit to the commission a written statement of their objections to anything appearing in the plan during the period of exhibition of the draft plan, stating the nature and reason for the objections and suggesting alterations and amendments to be made to remove the objection. The commission is mandated by section 15(2) of the

law to acknowledge receipt of any objection in writing. All this shows the extent of efforts to ensure citizen participation in the planning process in Nigeria. The place of public participation is further enmeshed in the Nigeria Environment Impact Assessment (EIA) Decree No. 86 of 1992 section 7, which states that before the EIA agency, i.e. the Federal Environment Agency or its state equivalent, gives a decision on an activity for which an EIA has been produced, the agency shall give opportunities to government agencies, members of the public, those in any relevant disciplines and interest groups to make comments on an EIA of the activity.

From the discussion above it can be concluded that substantial efforts have been made by government to enhance the involvement of the public in the planning process. What is presently lacking is public awareness of the existence of these opportunities; there is also an inability on the part of the public to know how to make use of such opportunities.

From the discussion in this section on Lagos land use planning and planning administration, it is apparent that there is a need for responsive and contemporary planning skills and for planners equipped with knowledge of best practices. Towards achieving this end, remarkable efforts have been made from the colonial period to the present time. The next section of the paper focuses on the significant levels of effort made in regard to planning education in Nigeria

4. Planning education in Nigeria

To achieve orderly development of the environment, the need for appropriate and adequate land use planning skills through training is inevitable. This is where appropriate formal training is required. Towards achieving this, planning education in Nigeria has made a series of attempts and has gone through a remarkable historical evolution. Today it will not be an exaggeration to state that it is on the threshold of another phase, as it is now evident that new knowledge and skills are required of the planner to make him or her more relevant to the needs of the environment on the one hand, and to create job opportunities for him- or herself as a professional planner on the other.

4.1 Structure of planning education in Nigeria

The indigenous and early Nigerian planners were trained exclusively overseas. The majority of them were first-degree holders, mainly architects, who later obtained postgraduate qualifications in planning at postgraduate diploma or master's degree level in Britain and the USA and later in Canada and Australia. The locally trained planners started at the sub-professional level at the then Technical College, now the Polytechnic Ibadan in 1961, through a programme aimed at the Intermediate Examination level of the Royal Town Planning Institute (RTPI) in Britain. The Polytechnic Ibadan programme later developed into the Ordinary National Diploma (OND) and the Higher National Diploma (HND) programmes and recently the Postgraduate Diploma, which is a registrable qualification with the Nigerian Institute of Town Planners (NITP). In 1972, Yaba College of Technology in Lagos and the Kaduna Polytechnic joined Ibadan Polytechnic, and since then many polytechnics have established planning programmes; but unlike the first three schools, the others do not have certificates registrable with the professional institute as they do not offer programmes higher than the HND. The Lagos State University recently introduced a Diploma and Postgraduate Diploma programmes in planning but both programmes are not aimed at producing graduates registrable with the NITP; rather, the graduates complete the educational requirements of the NITP through advanced studies at master's degree level.

By the middle of 1972 new schools of planning had emerged in Nigeria, with Ahmadu Bello University, Zaria (ABU) and University of Lagos (UNILAG) postgraduate master's programmes. These schools, probably because they are in the university system, broadened the view and scope of

planning education in the country. The programmes of ABU and UNILAG diligently subscribed to the interdisciplinary approach to planning; thus many courses were offered outside the planning departments in allied disciplines.

In 1981, the University of Ibadan master's planning programme emerged in response to a growing social consciousness and advances in methods of studying the issues posed by the environment. The Ibadan programme started in the Department of Geography, and appears to have rejected the design approach in favour of a more dynamic and comprehensive, socio-economically oriented approach to training. Other schools such as Obafemi Awolowo University (1977), University of Nigeria (1982), Federal University of Technology Akure (1985) and University of Lagos (1997) appear set to combine the skill of analysis with that of a designer-planner. What is lacking, however, in the entire programme is a focus on the marketing and management of planning products, schemes and establishments. This is an area that all schools will need to include in their curricula. However, some schools have initiated efforts towards this. Recently, the Lagos State University programme and Obafemi Awolowo University have introduced courses in human resource management, computer application, urban management, and financial and management accounting into their curricula.

There are about 20 polytechnics/colleges of technology offering OND and HND courses. Four of them also offer a post-HND diploma in planning. There are about 20 universities currently offering courses in Urban and Regional Planning (URP) at the first-degree (Bachelor of Urban and Regional Planning (BURP)) and/or the master's (Master of Urban and Regional Planning (MURP)) level. Some of them also offer degrees at the PhD level. Table 4 shows the breakdown of programmes offered by these institutions.

Table 4: Urban and Regional Planning programmes offered at Nigerian institutions

Programme	No. of schools	No. accredited by professional bodies
BSc/ BURP/BTech	20	14
MSc/MURP/MTech	12	8
PhD	5	Not required

Regional locational analysis of these schools shows that eight of them are in the south-western part of Nigeria. Seven are in the south-east and five are in the north. These are the three basic areas into which Nigeria can be divided, socio-politically and culturally.

The existence of these programmes indicates government responses to the need for production of appropriate planning manpower in the country. What is lacking is the enrichment of these programmes with the skills required for successful practice. The existing programmes place little emphasis on the reality of practice; they over-emphasise acquiring the basic and traditional planning skills as if these skills are enough for successful practice and professional fulfilment.

From the discussion above, it can be seen that there exist many avenues through which the planner can be trained. This has a relationship with the range of routes an intending planner can take to be fully registered as a chartered planner, and the likelihood of achieving successful practice either in the private or in the public sector.

4.2 Levels of planning education and categories of planners

In Nigeria, planning education is similar to that which obtains in many Commonwealth countries. It is offered at four levels:

1. on-the-job training of technicians;

2. training of sub-professionals and technologists in polytechnics to obtain OND and HND qualifications;
3. training of professional town planners to obtain bachelor's degrees or full professional diplomas from universities or polytechnics accredited by the NITP and the Town Planner Registration Council of Nigeria (TOPREC);
4. complete NITP/TOPREC examination and bridging courses.

To be registered by the NITP and TOPREC, graduates must have studied and received their qualifications at one of the schools accredited by these two bodies. Where a graduate is not from any of the accredited schools, he or she will be expected to write examinations in courses as determined by the contents of the courses he or she has completed at his or her school of graduation. Generally, the growth of NITP membership has been significant since 1977. As at 2007, membership of the profession was about 2 900, with over 600 student members.

Currently, planning job opportunities in Nigeria can be categorised into three major areas, namely the public sector, corporate organisations and the private sector.

4.3 Urban and Regional Planning at the University of Lagos

The Department of Urban and Regional Planning is domiciled in the Faculty of Environmental Science of the University of Lagos. Other departments within the faculty are Architecture, Estate Management, Building and Quantity Surveying. The composition of the faculty engenders use of diverse knowledge and methods from different disciplines to explore and analyse many contemporary issues in environmental studies, in order to understand the interrelationship of people and the built and natural environment. The Department Urban and Regional Planning, then known as the Department of City and Regional Planning, was first established in the 1980/81 academic year. The department was later merged with the Department of Architecture. It re-emerged as an autonomous department during the 1997/98 academic year. The postgraduate programmes commenced in the 2003/04 academic year.

Vision, mission and objectives

The vision of the department is stated as follows:

To train and produce world class professional town planners, equipped with requisite knowledge and skills to solve contemporary planning and development problems; and who are ethically upright and excellent in character and service to humanity. (University of Lagos 2003)

The department's mission is:

To further the practice and theoretical development of Urban and Regional Planning by providing a conducive teaching, learning and development environment where staff and students can interact and compete effectively with their counterparts both nationally and internationally in terms of intellectual and professional competence. (University of Lagos 2003)

The programme's objectives are:

1. To encourage the advancement of learning and to hold out to all qualified persons, without distinction of race, creed, sex and political conviction, the opportunity to acquire higher education in the field of Urban and Regional Planning.
2. To provide courses of instruction and other facilities for the pursuit of research and learning in Urban and Regional Planning and to make these facilities available in proper

terms to such persons as are equipped to benefit from them.

3. To encourage, promote and conduct research in Urban and Regional Planning and disseminate information to advance planning education and practice.
4. To uphold academic freedom in terms of teaching fields, curricula and research.
5. To undertake any other co-curricular activities necessary for the department, and by extension, the University of Lagos, to achieve excellence. (University of Lagos 2003)

4.4 Concept and technical thrust of the department

The major manifestation of economic, socio-political and technological decisions and actions is physical, therefore the thrust of the department is primarily to respond to the physical planning and development issues inherent in contemporary Nigeria. This consideration is further influenced by the National University Commission's minimum standards for training in urban and regional planning and the NITP and TOPREC guidelines for the accreditation of prospective members.

The department's programmes equip its students with critical reasoning, graphic communication and design skills necessary to:

- offer planning solutions for human settlement problems;
- ensure proper implementation of planning solutions by being able to draw up implementation plans, effectively present such plans to client groups and monitor and review performance of plans in the field; and
- address vital issues in planning and development with the ultimate aim of reducing the existing urban-rural dichotomy.

4.5 Programmes

The department currently runs the following programmes:

1. a five-year Bachelor of Science (BSc) degree in Urban and Regional Planning;
2. a one-year Master of Science (MSc) degree in Urban and Regional Planning;
3. a two-year Professional Master of Urban and Regional Planning degree.

Instruction is by courses, quantified into course units. One course unit is granted for a series of 15 one-hour lectures or tutorials or a series of 15 three-hour laboratories or practical classes or an equivalent combination of these types of instruction. Teaching is by a combination of class contact, studio work, field trips and community studies.

The detailed structure of all three programmes is set out in Tables 5–7 (C = compulsory course; E = elective course).

Table 5: BSc in Urban and Regional Planning

Course code	Course title	Units	Status
100 Level – First semester			
GST 102	Introduction to Logic & Philosophy	2	C
GST 105	Use of English 1	2	C
FES 101	Introduction to Environmental Sciences	2	C
URP 101	Planning Studio 1	3	C
URP 103	History of Urban and Regional Planning 1	2	C
URP 105	Introduction to Urban and Regional Planning 1	2	C
URP 107	Visual and Graphic Communication 1	2	C

URP 111	Quantitative Techniques 1	2	C
ECN 111	Principles of Economics 1	2	C
URP 117	Elements of Design 1	2	C
100 Level – Second semester			
URP 102	Planning Studio 2	3	C
URP 104	History of Urban and Regional Planning 2	2	C
URP 106	Introduction to Urban and Regional Planning 2	2	C
URP 108	Visual and Graphic Communication 2	2	C
URP 110	Computer Basics	2	C
URP 112	Quantitative Techniques 2	2	C
URP 114	Sociology for Planners	2	C
ECN 112	Principles of Economics 2	2	C
200 Level – First semester			
GST 201	General African Studies 1	2	C
URP 201	Planning Studio 3	4	C
URP 203	Introduction to Map Reading and Aerial Photo Interpretation	2	C
URP 205	Principles of Urban and Regional Planning 1	2	C
URP 207	Urban Economics 1	2	C
URP 209	Rural Development Planning	2	C
URP 211	Introduction to Research Methods 1	2	C
URP 213	Traffic and Transportation Planning 1	2	C
SVY 201	Basic Surveying 1	2	C
ESM 211	Introduction to Valuation 1	2	C
200 Level – Second semester			
GST 202	General African studies 2	2	C
URP 202	Planning Studio 4	4	C
URP 204	Natural Resources Management and Environmental Planning	2	C
URP 206	Principles of Urban and Regional Planning 2	2	C
URP 208	Urban Economics 2	2	C
BLD 104	Building Materials and Components	2	C
URP 212	Introduction to Research Methodology 2	2	C
SVY 202	Basic Surveying 2	2	C
ESM 212	Introduction to Valuation 2	2	C
URP 214	Traffic Transportation Planning 2	2	C
300 Level – First semester			
GST 307	Entrepreneurship Studies	2	C
URP 301	Planning Studio 5	4	C
URP 303	Introduction to Landscape Architecture 1	2	C
URP 305	Computer Programming and System Analysis for Planners	2	C
URP 307	Planning Law and Administration	2	C
URP 309	Elements of Urban Design	2	C
URP 311	Planning of Urban Infrastructure	2	C
URP 313	Development Control and Procedure	2	C
URP 317	Public Health Engineering	2	E
URP 319	Highway Engineering	2	E
URP 321	Urban Psychology	2	E

CIL 201	Law of Contract	2	E
300 Level – Second semester			
GST 308	Entrepreneurship Studies 2	2	C
URP 302	Planning Studio 6	4	C
URP 304	Introduction to Landscape Architecture 2	2	C
URP 306	Computer Applications for Planners	2	C
URP 308	Theory of Settlement Patterns	2	C
URP 310	Settlement Restructuring and Upgrading	2	C
URP 312	Housing	2	C
URP 314	Principles of Regional Planning	2	C
PHY 206	Introduction to Philosophy	2	E
URP 320	Applied Urban Design	2	E
URP 330	Resource Analysis	2	E
PPL 305	Law of Tort	2	E
400 Level – First semester			
URP 401	Planning Studio 7	4	C
URP 403	National Development Planning	2	C
URP 405	Spatial Economics and Public Policy	2	C
URP 407	Industrial Development Planning	2	C
URP 409	Management and Planning	2	C
URP 411	Independent Study	2	C
URP 413	Tourism Planning and Development	2	C
URP 421	Environmental Impact Assessment Techniques	2	E
URP 419	Advanced Landscape Design	2	E
URP 417	Advanced Housing Studies	2	E
400 Level – Second semester			
URP 402	Supervised Industrial Works Experience	6	C
500 Level – First semester			
URP 501	Planning Studio 8	4	C
URP 503	Project Planning and Evaluation	2	C
URP 505	Planning Seminar/Dissertation 1	4	C
URP 507	Planning Theory	2	C
URP 509	Advanced Regional Planning	2	E
URP 511	Municipal Finance	2	E
URP 517	Informal Sector and the Urban Economy	2	E
500 Level – Second semester			
URP 502	Dissertation 2	4	C
URP 504	Professional Practice	2	C
URP 506	Planning Seminars	2	C
URP 508	Recreation Planning	2	C
URP 510	Introduction to Operations Research	2	C
URP 512	Planning Control and Settlement of Disputes	2	E
URP 514	Theory and Techniques of Administration and Management	2	E
URP 516	Land Use Management Theory and Practice	2	E
URP 518	Cities of Tomorrow	2	E

URP 520	Pollution Control	2	E
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Table 6: One-year MSc in Urban and Regional Planning

Course code	Course title	Units	Status
800 Level – First semester			
URP 801	Planning Theory	2	C
URP 803	Planning Law and Administration	2	C
URP 805	History of Urban and Regional Planning	2	C
URP 806	Environmental Management and Land Resources	2	C
URP 817	National Development Planning	2	C
URP 819	Planning Ethics and Professional Practice	2	C
URP 821	Planning Studio	2	C
800 Level – Second semester			
URP 802	Research Method	2	C
URP 808	Computer Applications for Planners	2	C
URP 831	Planning Seminar	2	C
URP 899	Dissertation	4	C
URP 812	Landscape Planning and Design	2	E
URP 814	Transportation Planning and Management	2	E
URP 815	Housing Policy and Practice	2	E
URP 828	Municipal Financial Planning	2	E
URP 820	Environmental Impact Assessment in Urban Planning	2	E
URP 824	Cities of Tomorrow	2	E
URP 826	Tourism and Recreation Planning	2	E
URP 830	Industrial Location planning and Design	2	E
URP 832	Rural Settlement and Facilities Planning	2	E
URP 834	Principles and Application of GIS in Urban and Regional Planning	2	E
URP 836	Urban Economics and Management	2	E

Table 7: Professional Master's in Urban and Regional Planning

Course code	Course title	Units	Status
800 Level – First semester			
URP 801	Planning Theory	2	C
URP 803	Planning Law and Administration	2	C
URP 805	History of Urban and Regional Planning	2	C
URP 806	Environmental Management and Land Resources	2	C
URP 807	Quantitative Techniques in Urban and Regional Planning	2	C
URP 809	Principles of Design and Site planning	2	C
URP 811	Urban and Regional Planning Principles and Processes	2	C
800 Level – Second semester			
URP 802	Research Method	2	C
URP 804	Application of Surveying and Geoinformatics to Urban and Regional Planning	2	C
URP 808	Computer Application for Planners	2	C

URP 810	Infrastructure Utility Planning/Environmental Engineering	2	C
URP 812	Landscape Planning and Design	2	C
URP 814	Transportation Planning and Management	2	C
800 Level – Third semester			
URP 817	National Development Planning	2	C
URP 819	Planning Ethics and Professional Practice	2	C
URP 821	Advanced Design Studio	3	C
URP 823	Internship	1	C
URP 831	Planning Seminar	1	C
URP 899	Dissertation	4	C

800 Level – Fourth semester			
URP 815	Housing Policy and Practice	2	C
URP 828	Regional Planning	2	C
URP 820	Municipal Financial Planning	2	E
URP 822	Environmental Impact Assessment in Urban Planning	2	E
URP 824	Cities of Tomorrow	2	E
URP 826	Tourism and Recreation Planning	2	E
URP 830	Industrial Location Planning and Design	2	E
URP 832	Rural Settlement and Facilities Planning	2	E
URP 834	Principles and Application of GIS in Urban and Regional Planning	2	E
URP 836	Urban Economics and Management	2	E

4.6 Admission requirements

Admission requirements for the three programmes offered in the department are as follows:

BSc in Urban and Regional Planning

1. Candidates are required to have at least five credits in the Senior School Certificate Examinations or the West African School Certificate Examinations or their equivalent in English Language, Mathematics, Geography, and any two from Physics, Biology, Chemistry, Economics and Fine Arts or Technical Drawing
2. Admission shall normally be by entrance examinations organised by the Nigerian Joint Admissions Matriculation Board. Subjects should include English Language, Mathematics, Geography/ Economics and any one from Geography, Chemistry, Physics, Economics, Biology and Technical Drawing/Fine Arts.
3. Holders of a National Diploma in Town and Regional Planning or related disciplines, with at least an upper credit (60%), must satisfy the requirements stated in 1 and 2 above to be eligible for admission by direct entry to the second year.
4. Holders of a HND in Town Planning or related disciplines, with at least an upper credit (60%), must satisfy the requirement stated in 1 and 2 above to be eligible for admission by direct entry to the third year.

MSc Degree in Urban and Regional Planning

1. A candidate must be a holder of the first degree of the University of Lagos in Urban and Regional Planning or its equivalent.
2. Holders of the BSc degree in any of the following disciplines are eligible: Architecture, Estate Management, Building, Civil Engineering, Surveying, Landscape Architecture, Geographic Information System, and other related disciplines.

Professional Master's in Urban and Regional Planning

1. A candidate must be a holder of the first degree of the University of Lagos in Urban and Regional Planning or its equivalent.
2. Holders of the BSc degree in any of the following disciplines are eligible: Architecture, Estate Management, Building, Geography and Planning, Sociology, Forestry, Civil Engineering,

Surveying, Law, Demography, Cartography, Science, Landscape Architecture, Geographic Information System and other related disciplines.

3. Holders of a Postgraduate Diploma in Urban and Regional Planning or full professional registration with any of the following are eligible: TOPREC, the Architects Registration Council of Nigeria, and similar registration councils in related disciplines.

4.7 Assessment methods

Students are assessed throughout the semester. At the end of each semester students are examined in each course for which they have registered. Only students with 60% class attendance are eligible for examinations. The final grades obtained by a student in each course shall include both the examination performance and continuous assessment made up of all class work, projects, essays, tests and laboratory exercises. The continuous assessment shall form between 30% and 40% and the examination between 60% and 70% of the final grade in any course. The University of Lagos's approved grade distribution system is given in Table 8. The minimum pass mark in any course is 40%.

Table 8: University of Lagos approved grade distribution system

Marks (%)	Grade	Grade units
70–100	A	5.0
60–69	D	4.0
50–59	C	3.0
45–49	D	2.0
40–44	E	1.0
0–39	F	0.0

4.8 Class sizes

Currently the department has a staff of thirteen, made up of one professor, one associate professor, three senior lecturers, six lecturers and two assistant lecturers. There are also associate lecturers who are specialists in Visual Arts, Surveying and Geoinformatics, Economics and Building.

Since its inception, the department has admitted ten cohorts of students and graduated five cohorts. Table 9 depicts the number of students admitted and graduating, for the period covering the 1997/98–2007/08 academic years. For those yet to graduate, the current class size is given. The current undergraduate student population is 278, while there are 53 graduate students.

Table 9: Students admitted to and graduating from the Department of Urban and Regional Planning, 1997/98–2007/08

Session	Students admitted	Students graduated/ current class size
1997/98	36	23
1998/99	59	36
1999/2000	48	46
2000/01	42	29
2001/02	73	54
2002/03	121	Currently 500 levels – 100
2003/04	37	Currently 400 levels – 41
2004/05	44	Currently 300 levels – 33
2006/07	59	Currently 200 levels – 54

2007/08

50

Currently 100 levels – 50

4.9 Exposure to literature and information technology facilities

The department library has close to 250 volumes. Students have access to the University Library and the MTN Universities Connect Digital Library facilities. In addition, lecturers grant students access to their personal libraries. There are six computer systems in the computer laboratories. Many students own laptop computers and so are digitally compliant. All studios and offices are wired for internet access, while there are wireless connections and a few cybercafés around the campus.

4.10 The current curriculum and curriculum review

The present curriculum is of a high standard; however, there is a need for review to upgrade skills and knowledge to deal with current realities. The department also seeks to continually ensure that the quality of teachers, students and products meets globally acceptable standards. A curriculum review exercise is now under way in order for the department to align itself with the University Strategic Plan, and also because the current curriculum has been in use since inception. There is therefore a need to modify it in order to meet current realities and challenges more effectively, especially in the Lagos area, and in Africa and the developing countries more broadly (see further discussion of this point in section 5.3 below). Lagos serves as the department's urban laboratory for research and design.

Graduates of the department are doing well in the field. A number of them are employed in the Ministry of Physical Planning and Urban Development, while others are engaged in environmental advocacy, estate management, banking, journalism etc. A reasonable proportion of them have gone on to pursue higher degrees across the world, while a few have also indicated interest in careers in academia.

4.11 Professional affiliations

From its inception the department has been accredited by the relevant authorities. We currently enjoy full accreditation by five academic associations from both the Nigerian Universities Commission and TOPREC. All lecturers within the department are fully registered with TOPREC. They are also all active members of the NITP as well as other related professional bodies. The department adopts a friendly 'Town and Gown' culture. Professional planners and executive members of the town planning association are invited periodically to address the students on relevant issues.

Students also serve a six-month internship in various planning and planning-related firms in the fourth year, and this has been of great benefit to them in following career paths in planning. Students are also encouraged to be dynamic in their responses to issues, and have staged university-wide photo exhibitions on various environmental issues. They were able to secure sponsorship from the United Nations Environmental Programme and the Goethe Institute for their efforts.

5. Concluding recommendations

This final section of the paper considers three issues, namely urban land development and planning of Lagos, planning administration in Lagos, and planning education in Nigeria with emphasis on the curriculum of the University of Lagos.

5.1 Urban development and planning in Lagos

The complexities and ambiguities surrounding the mechanisms sustaining Lagos's environment have become more difficult to understand, even for the professionals in environmental planning. The trustee of the environment is the government, of which the executive arm is the most influential. Therefore there is a need for political leaders to develop an interest in, and the will to invest in, environmental planning.

They should view it as very important because problems such as poverty, the value of the national currency, unemployment and political conflict, among others, which are usually of interest to political leaders, cannot be successfully resolved in an unsaved physical environment. Environmental reforms should therefore be consolidated with institutional reforms.

The traditional practice all over the world is that managers of cities i.e. governments, through their various agencies, prepare or fund the preparation of physical development plans like master plans, structure plans, regional plans, local plans, subject plans, etc. Plans at lower levels should be given out to consultants and developers to prepare and implement, with appropriate supervision by government agencies in charge of planning.

The land use structure of Lagos should be re-examined to deal with the issue of informal land use, especially within housing and along highways. The present rigidities and inefficiencies of public land administration have resulted in a situation where a large proportion of the city's population, with limited economic capacity to pay for public housing, has engaged in the development of illegal and informal housing. The present system of public land administration, especially that related to land acquisition, has the negative effect of contributing to land shortages rather than land availability. Planning should be pro-poor, as not planning for the poor in a city inevitably leads them to contravene laws while trying to make shelter or tenure available for themselves.

Institutional land uses in Lagos State, especially within metropolitan Lagos, are now major constraints to traffic flow within the city. Those elements that constitute major bottlenecks to urban traffic interactions are the military barracks. They should be downsized in terms of land area occupied, and in many cases totally removed. Land obtained through this mechanism should be used for residential purposes. While this will provide more housing units at accessible locations, it will also allow improved traffic thoroughfare, thus reducing traffic congestion within the city.

5.2 Planning administration

The Lagos State Urban and Regional Planning Edict No. 2 of 1998 made provision for the establishment of LPAs in all local governments. The LPAs were established and constituted, but unfortunately they have now been made passive with the recent enactment of a new law, the Administration of Physical Planning, Urban and Regional Development in Lagos State Law No. 9 of 2005. The provisions of this new planning law are not appropriate for a system of governance where there exist layers of governance upon which planning administration should be based. The structure of the 1998 planning edict is quite adequate to serve the current needs of physical planning in Lagos.

However, the grey areas of the 1998 law should be resolved. The superimposition or composite put in place in the Lagos State Planning Law No. 7 of 2005 in terms of the roles of the LPA, district offices and the Ministry will not resolve the bottlenecks that exist in the planning administration of Lagos. LPAs should be given full powers and comprehensively set up to oversee all matters relating to land use and development approval within their areas of jurisdictions. Lack of equipment, and of human resources in terms of quantity of planners and quality of knowledge required to cope with emerging requirements for successful public planning practice, are among the problems now manifesting themselves. Generally, since planners are highly trained in the field of management of resources,

especially human resources and industrial relations, they have a critical role to play in planning practice in Lagos as the population is highly polarised in regard to social, economic and cultural composition of the city. To cope with the complexity of these divergent backgrounds will require sound knowledge of human resource management, public relations and industrial relations. Town planners should also realise that this is a political concern, and therefore there is a need to learn how to work with political leaders. This is presently lacking at most planning schools in Nigeria, which have yet to introduce courses to address these needs into their curricula.

It is ironic that the act of physical planning, which has its nucleus in a concern to reconcile land use demand with the primary objective of protecting public interest, is now viewed as an activity expected to generate profit. This appears to contradict a basic principle of planning, which is to guide land use in order to support the efficiency of the urban and rural socio-economic and technical systems. Such an approach is expected to lead invariably to the enhancement of land use and land values. Such enhancement of land use and land values is also expected to lead to increases in betterment and tenement rates and other taxes and rates levied by the government. The present situation, where the operation of the LPA is expected to generate a lot of money through assessment charges, could lead to stunted urban physical growth and improvement and in many cases the development of illegal structures, because if the town planning rates are too high and arbitrary, people are likely to resort to illegal development practices, especially in the urban fringes. There is a need to identify and celebrate best practices in planning. Land information is a critical element required for achieving a sustainable physical environment; therefore there is a need for free access to land information by the public, and for it to be available at the touch of a computer button. This will provide invaluable information to guide individuals, consultants, government and all stakeholders in environmental planning and development. It will also eliminate human problems, especially those related to misinformation, delay and corruption.

The concept of advocacy in planning should be given consideration in physical planning efforts in Lagos, especially through the formation of partnerships by multidisciplinary group such as town planners, architects, surveyors and lawyers coming together to form environmental advocacy groups and consultancies. Advocacy groups should also organise talkshops with interest groups such as market women, the drivers' union and other trade groups, during which people are to be educated about their roles, opportunities and how to contribute to making the environment inhabitable. There is a need to integrate the efforts of theorists, government officials, private practitioners and private managers. These sectors will require a meeting point to enable them to exchange ideas.

The present situation in Lagos is that of physical planning without facts. Planning facts can only be obtained through the acquisition of data. There is a need, therefore, to disaggregate the city into many components of physical planning variables, and consultants and researchers should be commissioned to acquire data on all these variables. The present situation involves planning through intuition and guesswork. The complexity of the Lagos environment can only be resolved through the use of reliable data. The Lagos State Ministry of Physical Planning and related agencies/units responsible for research and development are presently very weak, and in most cases do not exist on the ground. This is one of the major reasons why the physical environment is in such a deplorable state. There is a need for continuous education and capacity-building in these units on contemporary and best practices of physical planning. To achieve this, specific time intervals for retraining of staff should be put in place as part of the requirements for promotion in the civil service. The city is endowed with several higher institutions of learning where programmes in urban and regional planning are offered, such as the University of Lagos, Lagos State University, Yaba College of Technology and Lagos State Polytechnic. These institutions are in a position to draw up tailor-made programmes aimed at achieving or resolving specific planning issues.

The internet has brought many services into the home at the touch of the button. Access to cyberspace will assist planners in making faster and more efficient decisions. This can be achieved through the

e-planning-portal concept. An e-planning programme will assist strategic planning, pre-application information, appeals, enforcements and monitoring. It will also eliminate corruption, as consultants and developers will not need to physically visit planning offices to submit planning applications. The portal can be accessed by all planning agencies and interested members of the public to obtain planning information and development proposals, find out about the status of land in different locations, submit appeals, research details of government policies, and find other relevant information.

5.3 Evaluation of the curriculum of the University of Lagos Urban and Regional Planning Programme

An analysis of the components that make up the BSc programme of the University of Lagos, in which the course content has been classified into eight broad groups, is shown in Table 10.

Table 10: Component analysis of the BSc Urban and Regional Planning programme

Group classification	No. of courses (% of total programme)	Total units (% of total programme)
Theory-based	41 (46.6)	82 (42.20)
Design-based	16 (18.18)	46 (23.71)
Construction-allied	13 (14.77)	26 (13.40)
Analytical and quantitative	4 (4.55)	8 (4.12)
Computer-based	3 (3.41)	6 (3.09)
Research	5 (5.68)	10 (5.15)
General	5 (5.68)	10 (5.15)
Internship	1 (1.14)	6 (3.09)
Total	88	194

Table 10 shows that the University of Lagos programme is broad-based. Theory-based courses account for 46.6% of the total, and include such courses as Introduction to Urban and Regional Planning, Principles of Urban and Regional Planning, Urban Economics, Planning and Management, Regional Planning, Environmental Impact Assessment and Recreational Planning, amongst others. Design-based courses include Planning Studio, Elements of Design, Graphic Communication and Landscape Planning. Others are courses from allied disciplines such as Land Surveying, Law of Tort, Valuation, and Principles of Economics. Analytical and quantitative courses include Operations Research and Quantitative Techniques. Computer-based courses account for 3.09%, while general courses which are university-wide include Entrepreneurship, General African Studies, Logic and Philosophy and use of English. Students proceed on a six-month internship with professionals in the planning field, in either government or the private sector, in order to acquire the requisite industrial work experience before graduation.

The BSc programme is quite intensive and has relatively high studio and design-based content. This is influenced by the fact that the urban laboratory available to the students has many design needs. There is no city with a current physical development plan in Nigeria. Unfortunately the same

programme is relatively weak in research- and quantitative analysis-based courses; thus to be able to prepare plans that can resolve the myriad problems confronting Nigeria a curriculum review is necessary. While the courses offered from allied disciplines appear to be appreciable, there is a need to add more courses, especially those that involve logic and analytical reasoning. The review of the curriculum is also intended to bring the department's programmes up to speed with various issues that are essential for a dynamic field of study like urban and regional planning.

The equipment holdings of the department are quite weak, as many students still prepare and present their design studio projects in manual, hand-drawn form on tracing paper. There is a need to upgrade the department's computer laboratory so that students' access to information technology is enhanced. Equipment that aids presentation and analysis is also unavailable in the department. Items such as digitisers, plotters, scanners and various software packages and other electronic resources need to be acquired. Hard copies of relevant texts such as books, technical reports and maps are also needed to augment the department's library.

The need for exchange between the University of Lagos and other planning schools cannot be over-emphasised, as this will aid cross-fertilisation of ideas, promote skills transfer and lead to greater understanding of the peculiarities of the African environment for both staff and students.

In the area of academic offerings, there is an urgent need to upgrade the curriculum in order to make it responsive to the current needs of the environment. Courses on issues such as disaster management, risk analysis, marketing and facilities management are required to respond to the management demands of the Lagos environment. Furthermore, many areas in Lagos and other pre-colonial urban centres require urban regeneration and adequate planning for the informal economy. The University of Lagos planning programme should expand the scope of courses that specifically address these issues, especially at theoretical and studio levels. In terms of teaching modes, there is a need to introduce the use of flipcharts, overhead projectors, multimedia projectors and public address systems. The department may enter into technical agreements with vendors of multimedia such that after five years of use the old multimedia projectors can be traded in for new ones. The department should embark on internet-hosting of lecture through virtual learning equipment projection for all courses, as is done in many parts of the world.

In conclusion, therefore, it is clear that the curricula of planning programmes at the university are due for review to enable them to provide planning solutions for the diversity of planning problems facing Nigerian cities. There is also a need for collaboration and workshops at the country level between scholars in the planning and environmental sciences, to brainstorm ways in which such solutions can be achieved. The outcome of such workshops will be of immense benefit to the professional institutes and to practitioners.

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