

## **The Local Planning Authorities and the Crisis of Planning Schemes: Lessons from Osun State, Nigeria**

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**Abstract:** Land has been a major pivot of physical development in virtually every parts of the world including Nigeria. This study examines the level of land acquisition by the local planning authorities and examines level of successes, problems and prospect of planning schemes and their physical development. Based on these, a comprehensive study of the existing thirty local government areas in the state was undertaken. A randomly selected number of 150 people residing in the towns where planning schemes are located were interviewed to ascertain their awareness of the planning. Another randomly set of allottees of the schemes were also interviewed to know their general opinion about planning schemes in general. The questionnaire administration was accompanied by site inspection to examine the existing planning schemes in each of the local planning authorities in order to access the level of provision of infrastructure and implementation of the planning schemes. The study identifies, among other problems; political interference in the affairs of the local planning authorities, paucity of data, delayed implementation of planning scheme, staffing problems and lack of autonomy of the planning authorities among others. The study concedes to the fact that the local planning authorities are powerful agents for land acquisition and recommends that they should be treated fairly and encouraged adequately in order to deliver their expected roles and duties to the public.

**Key words:** Land, local planning authorities, infrastructure, crises, planning scheme

### **INTRODUCTION**

The problems of land use, be it residential (housing), agriculture, provision of basic service and industrial development problems among others becomes paramount in both local and in national development policy because of the rapid urban growth and extensive rural development campaigns. In developing countries, Nigeria inclusive, the problems of land accessibility is more urban than rural because of the pressure of population and the concentration of urban activities. In the same way, this problem affects the poor more than the rich because the poor lacks the economic power, among other things, to have access to land. To worsen the situation, the problem defies all laws, edicts and decrees put in place by the successive administration in Nigeria because of the flaws in these laws (Omole, 1999). Successive governments in many parts of developing countries, Nigeria inclusive embrace the concept of the planning scheme as a way of making land available for prospective land developers.

The planning scheme under investigation in this study is that under the administration of the local planning authorities with the primary objectives of acquiring the land, procuring the payment of compen-

sation, subdivide the acquired land and make them available in plots for public use. The main thrust of this study is therefore to access how far the public has benefited from this scheme and also to examine the problems encountered by the planning authorities in discharging this duty.

### **CONCEPT OF PLANNING SCHEME AND ITS HISTORICAL DEVELOPMENT**

The primary argument for planning scheme is that land is not usually available for housing delivery in many parts of developing countries. Governments over the years have come to the realization that if they can get land in large amount for prospective developers, then the problems of housing delivery will be solved. This is the origin of planning scheme (Omole, 1999). Along this line, one can trace the origin of planning scheme in Nigeria to 1924 when a bubonic plague hit the city of Lagos (Ola, 1984). The worst affected areas were the dirty, environmentally degraded neighbourhood of Lagos State. This event in 1929 promoted the establishment of the Executive Development Board (LEDB). The Board was established to undertake town planning scheme in the worst affected areas (Ola, 1984). The LEDB immediately

went into action by demolishing a fifty acre of derelict property in Idimagbolaying it out afresh with good roads and a market. This was followed by the Yaba Estate Scheme (LEDB, 1997). This took nearly a decade to complete. From this lesson, the idea of scheme projects spread to other parts of the country particularly towns like Jos, Calabar, Enugu, Port-Harcourt, Ibadan and this is partially responsible for the development of Government Residential Areas (G.R.As) (Coker, 1958; Ola, 1984).

The concept of planning scheme later received its legal backing in the provision of the Town and Country Planning Law of 1946 which was patterned and tailored after the 1932 British Town and Country Planning Law. The law was originally tagged Nigerian Town and Country Planning Law, Cap 155, No. 4 of 1946. It was from this law that each State in the Federation adopted its own Town and Country Planning Law. That is the reason for the different Caps of the law in different State. This law is basically the same throughout the country. For the sake of clarity, citation for this study would be from Cap 123, the law of Western Region of Nigeria, Law No. 6, of 1978.

The law was the major backing for the preparation of planning scheme in Nigeria and it was the first nationwide planning law in Nigeria (Omole, 1993). Going by the 1946 Town and Country Planning Law, two of its parts were devoted to issues of planning scheme. These are Parts 2 and 3. Some relevant sections read:

A scheme may be made under this law with respect to any land, in any township; native town, village settlement of rural area, whether there are or are not buildings thereon, with the general object of controlling the development and use of land comprised in the area to which the scheme applies, of securing proper sanitary conditions and extending the amenities and of conserving and developing the resources of such area. Part 3, (ii) is important and it reads: Every scheme shall specify and define clearly the area to which it relates and shall include a plan in which shall be shown, the extent of the scheme and such other matters as can conveniently be included therein. (iii) says Every scheme shall contain such provisions as are necessary or expedient for prohibiting or regulating the development and use of land in the area to which the scheme applies generally for carrying out any of the objects for which the scheme is made in particular, for dealing with any of the matters mentioned in the first schedule. (iv) reads A scheme may provide for the redistribution of lands for the readjustment of the boundaries and areas of any such lands. Since 1946 and with the provisions of this law, it has been the responsibility of planning authorities to frame planning schemes by respective Local Planning Authorities in their areas of jurisdiction.

Along this line, the Somolu-Ilupeju Scheme (approval) Order of 1961 defined planning scheme as that plan prepared by the Ikeja Town Planning Authority in duplicate being registered by the Town Planning Division of the Ministry of Land and Housing as T.P.W. Nos. 522,511,471 and signed by the chairman of the authority in duplicate, one of which is deposited at the office of the Ikeja Town Planning Authority, the other at the Ministry of Land and Housing, Town Planning Division Office (Ola, 1984).

Along this line, Moromoke (1997) simply defined planning scheme as that which entails a particular planning authority acquiring land laying it out for prospective developers to buy and develop the plots in a particular local planning area. Similarly, Nze (1986) defined planning scheme as a written statement and layout plan for a given and limited geographical area, comprising all such provision as are necessary or expedient for controlling the development and use of land in the area to which the scheme applies, drawn and approved in accordance with the provision in the Town and Country Planning law.

The definition above takes into consideration planning by the planning authorities for the benefit of the citizenry, particularly at the local setting with the provision of desired environmental amenities. Based on the provision in the planning law, it has since then become the responsibility of the planning authorities to frame planning scheme in their areas of jurisdiction. Going by the new law, that is, the Nigerian Urban and Regional Planning Law, Decree 88 of 1992, it implies in its Part 1 Section 3 a to d that the authority (still referring to the Local Planning Authorities in Physical Planning hierarchy) is to prepare among others; a town plan, a local plan and a subject plan. By this new law, it implies that the preparation of planning scheme is the responsibility of the local planning authorities because planning schemes come under the town plans or local plans as spells out in details by this Decree 88 of 1992 in its Part 1, Section 3.

Nze (1986), IMPA (1988), Ola (1984) and Akure Area Planning Authority AAPA (1990) agreed in their different studies that an approved planning scheme is successful when it is properly designed, implemented, executed and administered to meet its objectives. According to them, these could be achieved when the following items (a-g) below are accomplished strictly in accordance with the provision of the scheme:

- All surveys, particularly parcellation survey must have been completed, such that the boundaries of the scheme and of all plots and service can be easily identified on the site.

- All plots on different land uses be it; residential, commercial etc must have been built according to specifications in the approved scheme.
- All deficiencies in the scheme have been identified in the course of implementation and rectified accordingly.
- Occupants/users habit are in conformity with the approval scheme. There should be on illegal change of use or other structural conversion on site.
- Population density and overcrowding are put under control.
- Security in form of proper provision for safety of life and property is guaranteed.
- All infrastructures in the scheme area have been put in place. These include drains, road, water, electricity and etc. in accordance with provision and design of the scheme.

It is against these yardsticks above that most planning scheme areas in the state are considered (Omole, 1999). Interestingly, there has not been much disagreement in the literature about the objectives of planning schemes. For instance, Ola (1984), Nze (1986), Moromoke (1997), Akinsunola (1998) and Akure Area Planning Authority (AAPA) (1990) all agreed to the objectives of planning scheme as include the following. That planning schemes should:

- Set visible example of positive planning and thus make the public aware of the advantages that a planning authority is capable of setting up a properly planned environment:
- Assist private developer in the provision of housing, by making residential and other plots free of legal and traditional encumbrances which could have been in existing. This guarantees and ensures prospective land developers of unnecessary legal tussles and from investing in disputed lands especially in the light of the turbulent land tenure system, in most developing countries (Omole, 1999). Other objectives include to:
- Create a modern neighbourhood where necessary social and environment facilities are provided in contrast to the existing private layouts and unguided development in towns.
- Provided a wall structured and compact environment different from the surrounding areas in other to discourage 'unscheme' development in the town.
- To make land available at low cost for the prospective developers.
- To generate funds to the purse of the planning authorities and in general, to the local councils purse.

- To discourage piecemeal urban sprawl and unrelated development.
- To provide an opportunity for outsider (non-native) to establish or own their own houses outside their towns.

Looking through the objectives of planning schemes as spelt out above, the achievement of these objectives will surely create good living environment and great cities which urban designers, the planners and entire country would be proud of. With this, one can summarize here that a planning scheme is a creative tools for physical development of towns and cities.

**An overview of the study area:** The study area, Osun State came to being on August 27th 1991 through the 6th year anniversary broadcast of President Ibrahim Babangida (the then head of Federal Republic of Nigeria) The state was one of the 9 new states created in 1991 in Nigeria, others being, Abia, Kebbi, Kogi, Delta, Jigawa, Enugu, Yobe and Taraba. Before this time, the state was part of the old Western Regional and became part of the old Oyo State, before it finally became a state today. Most of the towns and villages in Osun state of today are as old as the country itself (Osun State Publication, 1997). The state capital is Osogbo, which is a local government area on its own. In all, a total of 30 local government council areas constitute the state. The major towns in the state are Ilesha, Ife, Ede and Ejigbo and others. The state has a total land area of 8602 square kilometers and shares boundary with Kwara State in the North, Oyo in the west, Ogun and Ekiti in the south and Ondo state on the East. The National population figure of 1991 put the state population as 2,338,579 which have be projected to the year 2001 as 2807436 (Omole, 2000). The state is blessed with abundance of natural resources such as Gold, Clay, Limestone, Kaolin and Granite. The state (Ogun State experience a tropical climate, while the local vegetation is the lowland rainforest type.

## **MATERIALS AND METHODS**

Many factors determine the successful implementation of planning schemes in different areas in the state. While some planning schemes were successfully implemented, a very large number were far from being successfully. To get at the root of all these, three sets of questionnaires were used for this study. The first set of questionnaire was designed purely to obtain information from the existing thirty local planning authorities in the state on planning scheme matters, number of staff, among other things. This consisted of 25

Table 1: Appraisal of planning schemes in Osun State, Nigeria

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q
Serial no.	Name of local planning authority	Local planning headquarters	Name (S) of planning schemes	Average distance from L.G.A. Hqs	Year of establishment of the schemes	Acquisitions Authorities	Types of land use	Total area of the planning schemes in hectares	Total no. of plots in the schemes	Plot already allocated	Facilities provided in the schemes	Levels of implementation %	Levels of conformity with the original design	Amount Paid For Compensation	Successful planning	No. of schemes
1	Ataku-Mosa East	Iperindo	Ayegbaju	20 kms	1997	L.P.A/ Ministry	Mixed uses	20.025	95	Nil	Nil	20	Not applicable	Not Available		1
2	Ataku mosa west	Osu	1. Imola Schemes 2. Kajola Scheme 3. Osu Scheme 1 4. Osu Scheme II	12 Kms 45 Kms 1 Kms 1 Kms	1997 1952 1991	Do	Mixed land uses	190.47	650	480	Basic facility Basic facility	55	65	Confidential	* 1 In D	4
3.	Ayedade	Gbongan	Akinjola Asa Scheme	2 Kms	1995	Do	Mixed	84.84	449	13	Basic facility	30		Confidential	-	1
4.	Aiyedire	Ile-Ogbo	1. Gbada Plg. Scheme 2. Kuta Plg Scheme 3. Olupona Scheme	1 kms each	1997	Do	Mixed	75.37	Not available	Nil			-	1.5 Million (For Kuta sche only)	-	3
5.	Boluwaduro	Otan-Aye Gbaju	Igbajo Scheme	2 kms	1978	Do	Mixed	25.4	212	85	Basic facility	70	80	30.000	*	1
6.	Boripe	Iragbiji	1. Ayeye Scheme 2. Iree Scheme 3. Ada Scheme 4. Iragbiji Scheme	5 kms	1994 1979 1995 1979	Do	Mixed	412.54 (For all)	750 Ada sch.	500	Basic facility Basic facility	50	60	Under processing	*	4
7.	Ede north	Timi	Surulere Res Scheme	2	1987	Gift	Mixed	87	230	230	facility	75	75	Gift	*	1
8.	Ede south	Akanda	Nil	Nil	Nil	Nil	Nil; Purely residential	Nil	Nil	Nil	Nil	Nil	Nil	Nil	-	0
9.	Ebedore	Awo	Woro Residential Scheme Ejibo Planning	1 Kms	1993	Gift	sche.	23	40	Nil	Nil	30	Not Applicable	Gift	-	1
10.	Ejigbo	Ejigbo	Scheme Parakin-Obalufon Scheme	4 Kms	1983	Do Do	Mixed	84.9	291	291	St All Basic facility	75	90	Available Not available	*	1
11.	Ife Central	Ile-Ife	Scheme	1km	1960	(Oramiyan) L.P.A/	Mixed	11..8	434	434	Basic facility	80	70	Confidential	*	1
12.	Ife-East	Oke-Ogbo	Erinta Scheme 1. Amutedo Scheme	1km	1977 1993	Ministry	Mixed	29.3	263	133	Basic facility Basic facility	52	50 Not	Confidential Under	-	2
13.	Ife_North	Ipetumodu	2. Edu Abon	1km	1996	Do	Mixed	42.60	279	None	facility	30	Applicable	processing	-	2
14.	Ife-South	Ifetedo	1. Olode 2. Ifetedo Ifedayo-Ora scheme	7 kms 2 kms	1995 1995	Do	Mixed	78.38	282 431	Only at olode for staff only	Basic facility	50	49 Not applicable	Under processing Not available		2
15.	Ifedayo	Oke-Ila	1. Ikirun scheme	1	-	Do	Mixed	10	-	-		10	applicable	available	-	1
									210		Ikirun road Dagbolu	70	60	Under		

Table 1: Continue

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q
Serial no.	Name of local planning authority	Local planning headquarters	Name (S) of planning schemes	Average distance from L.G.A. Hqs	Year of establishment of the schemes	Acquisitions Authorities	Types of land use	Total area of the planning schemes in hectares	Total no. of plots in the schemes	Plot already allocated	Facilities provided in the schemes	Levels of implementation %	Levels of conformity with the original design	Amount Paid For Compensation	Successful planning	No. of schemes
16.	Ifelodun	Ikirun	2. Dagbolu	5 Km	-	Do	Mixed	209	609	90	road Basic	30	36	processing	*	2
17.	Ila	Ila- Orogun	Alapata	1.2 Kms	1979	Do	Mixed Resid- ential	161.5	620	120	facility Secondary school	30	50	82,243.97	-	1
18.	Ilesa East	Iyemogun	Sabo scheme	km	1978	Do	Mixed	2.2	48	48	school	75	80	Confidential	*	1
19.	Ilesa West	Ilesa	1. Iwlg Scheme I 2. Iwlg Scheme II Awesin devel. scheme erin-osun	2 Kms	1960 1974	L.P.A/ ministry	Mixed	159.05 202.35	576 1,073	576 496	Pry scheme Pry school	80	60 70 Not applicable	Confidential Not available	*1	2
20.	Irepodun	Ilobu	1. Ikiri Dev. sche 2. Orisumbare plank market sche	15kms	1979	Do	Mixed	42.3	62	Nil	school	50	applicable	available	-	1
21.	Irewole	Ikire	1. Ikiri Dev. sche 2. Orisumbare plank market sche Isokan plank market scheme	1 km 1 km	1982	Do	Mixed	391.075 (For All)	Not available	Not available	Basic facility	-	-	Confidential Not available	-	2
22.	Isokan	Apomu	Alawe-Odori scheme	-	-	L.P.A/ ministry	-	-	-	-	Basic facility	20	applicable	available	-	1
23.	Iwo	Iwo	Esa-Odo development sche	2.5 Kms	1978	L.P.A/ ministry	Mixed	32.6	73	73	facility	50	70	Confidential	*	1
24.	Obokun	Ibokun	1. Oyan 2. Okuku	15 Kms 6 kms 1 km	1979	L.P.A/ ministry	Mixed	37.4	352	36	facility	30	applicable	N660.000	-	1
25.	Odo-Otin	Okuku	3. Iwase	3 kms	1988	L.P.A/ ministry	Resid- ential	16	280	280	Electricity and road	70	80	Under processing	*1	3
26.	Ola-Oluwa	Bode-Osi	Bode Osi and 8 others	1 Km	From 1991 to 1993	Do	Mixed Resid- ential	138.68 (For All)	at beacon stage	20	Basic facility	30	Not applicable Not applicable	Confidential Confidential	-	9
27.	Olorunda	Igbona	Laro Timehin	5 Kms	1992	Do	Mixed	56.33	276	Nil	-	20	applicable	Confidential	*	1
28.	Osoybo	Osoybo	Osun-Osoybo sche Owena planning scheme	2 Kms	1982	Do L.P.A/ ministry	Mixed	82.4	650	570	Pry School	70	70 Not applicable	Confidential Under processing	*	1
29.	Oriade	Ijebu-Ijesa	1. Asa Plg sche	6.0 Kms	1997 1979	L.P.A/ ministry	Mixed	37	-	-	-	20	applicable	processing	-	1
30.	Orolu	Ifon-Osun	2. Ooye Plg sche	1 Km	1986 2,272,24 4.90	Gift	Mixed	11.7	54	54	facility	75	70	Gift	*1	2
	2794.707	8826	4703		4.90	*14	53									

Source: Compilation of authors' field work 2005, Basic planning scheme facilities guild for Table 1 Colum "L", For Column L in Table 1, i. Opening- up of roads (Untarred), ii. Primary school, iii. Secondary school, iv. Open/organized open space, v. Post-office, vi. Clinic, vii. Police post, viii. Buffer zone, ix. Market and shopping mall, x. Community center, xi. Place of worship, xii. Recreation hall /community hall, xiii. Tarred road, xiv. Electricity, xv. Telephone services, xvi. Lockup shops, xvii. Cemetery, xviii. incinerator

Table 2: Response on the awareness of planning schemes in Osun State

Response	Outcome	(%)
Lack of awareness of planning scheme	111	74.00
Awareness of planning scheme	39	26.00
Total	150	100.00

Source: Authors field work. 1999

Table 3: Staff strength of planning authorities in Osun State

Names of local governments	1	2	3	4	5	6	7	8	9	10	11	Total
Atakumosa east	1	1	2	-	-	1	-	2	-	-	1	8
Atakumosa west	1	1	1	-	1	1	-	2	-	-	2	9
Ayedade	3	2	2	-	1	2	1	-	-	1	-	12
Ayedire	1	1	1	-	-	2	-	-	-	-	1	6
Boluwad uro	5	1	1	1	-	2	-	-	-	-	-	12
Ede North	2	2	2	1	1	1	1	-	-	-	2	12
Ede South	2	1	1	1	-	1	1	-	-	-	1	8
Egbedore	1	3	3	1	4	1	1	-	1	-	1	15
Ejigbo	2	5	1	2	1	2	1	-	1	-	2	17
Ife Central	1	2	2	1	3	1	-	-	-	-	2	12
Ife-East	1	3	2	1	1	3	1	-	1	4	2	19
Ife-North	1	2	4	-	2	1	1	-	-	-	1	12
Ife-South	1	2	3	1	1	2	2	1	1	-	1	15
Ife-South	1	1	1	2	-	1	-	-	-	-	2	8
Ifedayo	2	7	4	1	3	1	2	-	-	-	2	22
Ila	1	2	2	-	-	1	1	-	-	-	2	9
Ilesa East	2	2	2	-	2	1	2	1	-	1	2	15
Ilesa West	1	2	1	1	-	2	3	1	1	3	3	18
Irepodun	1	1	1	-	1	1	-	-	-	-	2	6
Irewole	1	1	1	-	1	1	-	-	-	-	2	7
Isokan	1	1	2	1	1	1	1	-	-	-	3	11
Iwo	1	3	5	1	2	1	2	1	1	-	1	18
Obokun	1	4	3	-	-	1	-	3	-	-	-	12
Odo-Otin	3	1	2	1	4	2	1	2	-	-	1	16
Ola-Oluwa	1	5	4	1	1	1	-	-	-	-	1	15
Olorunda	1	1	2	2	1	1	3	2	1	4	1	14
Osogro	2	-	1	1	8	2	3	2	1	2	4	26
Oriade	1	6	1	-	2	-	-	-	-	-	-	10
Orolu	1	-	1	-	-	2	-	-	-	-	2	6
Boripe	3	-	1	1	-	1	-	1	-	-	2	9
Total	46		59	21	4	39	27	18	8	14	50	Grand total 379

1. Professionals, 2. Site inspector, 3. Land officer, 4. Draughtsman, 5. Admin/personnel, 6. Clerical assistant typist, 7. Clerical messenger, 8. Gardener, 9. Driver, 10. Demolition gang, 11. Chain man, Source: Compiled by the author, 1999

both structured and unstructured questions which were later compressed and analyze in Table 1. The administration of the questionnaire was done by the help of five self-rained survey assistants. The second set of questionnaire is addressed to the allottees of plots in the planning schemes, particularly to those that have developed or are developing their plots. In doing this, a set of 150 randomly selected allottees in the planning scheme areas were interviewed. Five in each of the 30 local government areas to access their satisfaction, dislikes, desire to change location, social interaction and difficulties in the scheme areas. The town planning authorities supplied information on the available planning schemes-names of schemes, location, years of establishment, cost of allocation of plots, methods of allocation, level of development and their problems.

The third set of interview focused on a randomly selected number of 150 people residing in the towns where planning scheme projects are located to ascertain their awareness of the planning scheme projects in their

areas and to know their general opinion about planning schemes in general (Table 2). Apart from these questionnaire interview surveys, an on-site visitation to examine the existing planning schemes in each of the local planning authorities was embarked up to access the level of provision of infrastructure and implementation of the planning schemes, so as to compare and analysis the original designs of these various planning schemes with what are on ground (Table 3).

For the assessment of the level of implementation of the planning scheme, a three-grade system as shown in Table 4 was employed. Similar method of grading was employed to assessing the level of conformity with the original scheme designs (Table 5). Expected facilities to be provided in the schemes are presented in Box 1, these were used for grading. These were based on findings from the original designs of planning schemes. These criteria were put together and used in assessing the levels of implementation and successes of the planning schemes.

Table 4: Criteria for Grading Level of Implementation (Column M in Table 1)

Grades	Percentage	Criteria for grading
Fully	60-100%	1. Infrastructure are provided and implemented on site. 2. Above 50% of the total plots are allocated
Partially	40-59%	1. Between 40 -59% of the total plots are allocated. 2. Some basic infrastructure is provided.
Not implemented	0-39%	1. At beaconing level (10 marks) 2. Only Acquisition is done (10 marks) 3. Less than 30% of the plots allocated are not developed. (10 marks) 4. The site area is unattractive (5 marks) 5. Law provision of facilities (5 marks)

Source: Put together by the author, 2005

Table 5: Criteria for grading conformity' with the original design of the scheme projects

Grades	Percentage	Criteria for grading
High	70-100%	1. There is strict adherence to the original design of the scheme 2. All facilities proposed in design are implemented 3. All plots are properly allocated according to the design of the scheme. 4. There is no unauthorized development or conversion of building uses
Fair	50-69%	1. There is adherence to scheme design but not strictly. 2. Some facilities proposed in design was implemented but not all. 3. Plot are allocated but strictly according to the design of the scheme.
Low	0-49%	1. There is very low adherence to the scheme design. 2. Facilities proposed on the design are not provided. 3. Plots are not properly allocated according to the scheme's design. 4. There are conversion and unauthorized development on site.

Source: Designed by the author

Table 6: Reasons for slow development of the scheme sites

Responses	Number	(%)
General economic recession	52	34.7
Refusal by LPA in opening up road	67	44.6
Delay plan approval poor location and security	19	12.7
Lands went into the hands of developers who do not actually need them	12	8.0
Total	150	100.0

Sources: Author's field work, 2005

On analysis, complex statistical methods were deliberately afforded to give room for a larger audience, particularly political officers and office holders to comprehend for them to see the true pictures and the state of affairs of these projects. For this reasons, simple tables and lucid explanatory paragraphs are adopted in the report of this research.

## RESULTS AND DISCUSSION

The problems confronting the successful implementation of planning schemes in Osun State, Nigeria is not that of lack of policy guidelines as have been wrongly construed in some quarters. In fact, the local planning authorities in the state have enough legal and policy guidelines for the implementation of their planning schemes. The embattling problems are more of bureaucracy, administrative laxity, technical and staffing problems, poor public participation and financial misappropriation of planning scheme premium by the local planning councils.

This study shows that all the thirty local planning authorities have planning schemes totaling 53 spreading all over the state, each at different stage of implementation (Table 1). Looking from Table 1, 4 of these

schemes were purely residential, while the rest 49 schemes were of mixed land use types.

Out of the planning schemes in the state, the oldest according to their years of establishment is Parakin-Obalufan Planning Scheme in Ife Central/Ilesha Planning Scheme 1, both were established as far back as 1960. The survey also shows that implementation of planning scheme is bedeviled by some problems, which are discussed below.

**Inaccessibility to land and paucity of data:** The provision of the Land Use Act of 1978 in Nigeria in its Part 1 empower the governors in each state to hold land in trust and control the use of land in their states. Also the Town and Country Planning Law empowers the planning authorities as agents of governments to acquire and prepare scheme (Town and Country Planning Law of 1946). These provisions notwithstanding, the real fact is that the acquisition of land for the preparation of scheme is not as easy as stipulated by different sections of the laws. For instance, it was revealed that the 5 families who were the original land owners of the Planning Scheme II in Ilesha did not easily let off their land to the Planning Authority/government as stipulated by law. The 5 families dragged the then Ilesha Planning Authority to

count over the acquisition of their lands. The case had been in court since 1982. Also Oriade Local Planning Authority dropped the implementation of one of their planning schemes because of cases between them and the original land owners. However, this is not to say that some communities do not give land to government for planning purpose. For instance, investigation reveals that some communities indicated cases of gifted land to the planning authorities for scheme developments. (Table 1, item o). Three of such cases were discovered during this investigation. The problems however with most of these land gifts is that some of the sites are located at the remotest part of the towns. This situation is true with Ayegbaju scheme in Atakumosa East Local Government area which is about 20 kms away from the local government headquarters and Awesin Development Scheme in Irepodun Local Government which is about 15 kms from the local government headquarters and the same story is true of Owode Scheme in Oriade Planning Authorities, which is 60 km from Ijebu-jesa (Table 1 column E). This is one of the reasons why most of the intending low and middle income earners who do not personal cars did not bother to get lands/plots in these planning schemes sites.

**Acquisition of land for planning schemes and issue of compensation:** Investigation shows that all the thirty local planning authorities interviewed complained made it known, that though land acquisition were made by them, all the same, they had to pass through the State Ministry of land to prepare acquisition, parcellation, beaconing and other documentation matters. This is in compliance with the Land Use Decree of 1978. However, some planning authorities that existed before the promulgation of the Land Use Decree acquired their lands for planning schemes directly without passing through the state. These findings were for Ilesha Planning Scheme 1 and 2, Parakin-Obalufan Scheme under Ife Central Planning Authorities, among others. With the existence of the Land Use Decree, acquisition is now by the ministry in conjunction with the planning authorities in need. As expected therefore, the amount paid for compensation, or quantum, are determined by the Lands Department of the Ministry of Works. However, the results of this study shows that amounts paid for compensations are treated as confidential matter by most of the planning authorities interviewed. For instance, only four cases (representing 10%, see column D of Table 1) out of the planning schemes identified in the state gave information about the money expended on payment of compensation, others see this information as confidential and as such, declined to give information.

Another discovery on land acquisition for planning scheme was that some communities voluntarily donated land to the planning authorities as gifts, to facilitate quick development in their areas. Examples are Boripe, Egbedore, Orolu, Osunjela and Ife-wara (The last two names are in Atakumosa Local Government Areas of the State. These communities have given or signified to have given land, to the planning authorities for preparation of scheme to facilitate development in their areas. Even with this free-gifts, the planning authorities still have to acquire the land property in conformity with the provision of the Land Use Decree of 1978. It was also discovered that payment of compensation is delayed where they have been paid, information was not given on the amount payable, as most planning authorities treated the issue as confidential (Column 0 of Table 1). The delay in the payment of compensation did not go well with the people. This was clear in the remarks made by some people interviewed in Ilesha, Ede/Ibode-Osi among others communities. They related the cases of delay in the payment of compensation to double punishment by the government. In their words For our land to be taken/acquired and yet compensation not being paid in time, is a tragedy to us.

**Implementation of planning schemes:** Of the existing 53 planning schemes as at the time of this research, only 14 of them (namely under Ilesha East, Ilesha West, Ife Central, Iwo, Odo-Otin, Orolu, Ejigbo, Ede North, Bolorunduro, Boripe, Atakumosa West, Ife East and Osogbo Local Planning Authorities) could boast of having properly implemented in the state. These local planning authorities mentioned above have at least one planning scheme to their credit, these totaling 26% success of the entire available planning scheme in the state. Others planning schemes are there in the bush undeveloped. They are merely acquired parcel of land by the Local Planning Authorities without development. Four basic reasons were advanced for slow implementation of planning schemes as presented in Table 6. Of these problems, refusal by the planning authorities to open-up roads was the most serious discovery.

**Non-conformity with the planning scheme design:** The problem of non-conformity with the approved plan in the planning schemes was not a serious one, in that development control in the planning scheme sites were more serious than elsewhere in the town. There is high conformity with the original design in most cases with little exception in some local planning schemes where the original design were amended to accommodate some new developments. This case is true with Osu Planning



Scheme 1 and II where some industrial plots have been redesigned to residential plots. Also, on Parakin Obalufan Scheme in Ife Local Planning Authority, some plots on the original design have been changed to residential plots. The same thing went for some others planning schemes in the state purposely to accommodate new developments.

**Development of individual plots in the scheme areas:** The development on most sites can be described as installmental. Plot allocates are in the habit of developing their plots of land at their own economic pace. The reasons advanced by a cross-section of those allottees interviewed are in Table 6. Some of the reasons for slow development are; economic recession in the country (34.7%) refusal of local planning authorities to open up the roads (44.6%) Other blame put on the local planning authorities is the delay in building plans approval by the local planning authorities 12.7% among others. Accordingly, when prospective developers could not hold the delay in plan approval, they commence their building constructions without adequate set-back and air spaces. The unfortunate result is not only that the buildings are completed and habited without good access roads, drainage, water and electricity but also the cumulative effect of such piecemeal development distorts the whole planning scheme into what can be described as slum and squalid environment.

**Staffing and autonomy of the planning authorities:** All the 30 planning authorities complained of lack of staff. It was a general consensus among them that the idle number of staff in planning authorities should be between 25 and 30 for a rural planning authority and between 35 and 50 for an urban planning authority. This finding here was the opinion of most of the heads of town planning authorities. Using this as a yardstick, it was found that there is no town planning authority in the state that is not affected by this problem. Looking at Table 3, Ifelodun has 22, Osogbo has 26, Ife East has 19 Ilesa West has 18. These are the local planning authorities in the state with the highest number of staff, yet they still fall short of the required member of staff.

It was also discovered that all the thirty local planning authorities in the state are headed by professionally qualified town planners while some local planning authorities have more than one professionally qualified personnel, other managed to have one, see Table 3. This is an undesirable development for proper execution of planning duties.

The problem of lack of sufficient staff in the local planning authorities in the state echoes other serious

problems in the area of autonomy of the planning authorities. Apart from the fact that the planning authorities are units under the local planning government council, the local planning authorities are also being subjected to the control of the State Ministry of Land and Physical Planning for their acquisition, survey and even building plans approval. It was discovered that building plans above a story floor, industrial land use and other supper development have to be counter signed by the State Ministry of Land and Physical Planning. This according to the planning authorities compounded delay of approval and development, not only on the planning scheme site, but on other developments in the towns.

Still relevant under this discussion is the fact that all the planning authorities in the state do not have financial autonomy. Planning authorities in Osun State merely generated money for the local government political office holders, at the expense of equipping the planning authorities, not being able to pay compensation and even opening up the acquired land with roads. Indeed, one of the persons interviewed remarked: financing planning schemes in the state by the local planning authorities is like robbing Paul to pay Peter ..... That is a situation where the planning authorities generated the money for others to spend.....

## RECOMMENDATION

Findings have shown that local planning authorities in Osun State are powerful organs of the local government councils, particularly in area of land acquisition for physical development. As such, they should be fairly treated. In terms of staff, they should employ more professional, sub-professional and administrative staff to strengthen manpower requirement. It is the opinion of this author that requirement, scouting vehicles, motorcycle and other necessary tools should be provided for the local planning authority to carry out their duties as expected of them. It has been ascertained in this study, that the general condition of most of the developed and habited planning scheme in the state are better than the main town core and other unplanned areas of the towns particularly in terms of housing structure and the general development control activities. In this regard, more efforts should be intensified and in fact, it is advisable that essential social and environmental facilities be provided in the scheme areas. Of great importance is that roads should be opened up before the allocation of plots is made and these should be tarred along side plots allocation and commencement of construction works on the planning scheme sites.

The provisions in the National Housing Policy accommodates favorably the local planning scheme as housing delivery approach, along this line, efforts should be made by the government to established the Urban Regional Development Organ in the state to assist the local planning authorities so that laudable programme of the National Housing Policy and the National Urban Policy can be achieved. It is highly recommended that the public must understand the benefit derivable from the planning schemes, so that the public participation in the programme can enhance the scheme and the general development.

It is also very important to recommend here, that a separate account be kept by the local planning authorities for keeping the premium and the money coming in from the sale of plots. Such monies should be used for the payment of compensation, acquisition of more land for the development of the scheme sites, rather than being spent by the political officers in the local government councils.

Also it is recommended that every local council should have a mini information database. Along this line, the federal government and the state government can assist in the training of the local government land and town planning officers on modern information techniques- such as the use of remote sensing, Geographical Information System (GIS) among others (Salami, 1997). These will provide a panoramic view of the environment from which to acquire land and as such adequate information for physical development of all towns and villages will be readily available.

### CONCLUSION

It is the submission of this study that despite the numerous problems associated with the local government areas in acquiring land for physical development, the local government planning authorities (though the State Ministry of Land and Physical Planning) still remain the most powerful agents for land acquisition and control of physical development. This is because they are very close to the people and know when and where land for development is available within their area of jurisdiction. Because of this, the local planning authorities should be given more power and be supported in this area, so that they can deliver more effectively. This is an opportunity which this country and many nations of the world can not afford to miss in area of land development, particularly at the grass root level.

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