



PLANNING STANDARD COMPLIANCE AND IMPLICATION IN NIGERIA

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ABSTRACT

The success of planning depends on the level of compliance of developers to planning regulations which are set by the respective agencies monitoring development to ensure the successful implementation of planning schemes. This research reviewed the planning standards used in Nigeria which are published and being used by respective agencies and boards and professional organizations to guide development. The research reviewed discusses by professionals and Published material relevant standards for development control were discussed in this research and implications of these standards to physical development in Nigeria. The need for educational campaigns to educate residents of the study area on the importance of planning in the environment, the need to adhere to planning regulations, the need for provision of facilities such as water pipes and electricity lines to affected areas. The implication of adherence to planning standards is good urban development whereas lack of adherence brings challenges such as slum development which in the long term will result to flood disaster and fire disaster because of lack of space to channel runoff water and to create adequate circulation for services vehicles such as fire trucks and other facilities, utilities and services.

Keywords: *Planning standards, Building Standards, Compliance, and Development Control.*

Introduction

The challenges of setting up a society where there is harmony safety, healthy and conducive environment rests with the town planner who's responsibility in the built environment is to enforce the use of planning standards, regulations and codes to ensure that peace and harmony exists among land uses where all forms of unhealthy

living and hazards are either completely eradicated or reduced to the barest minimum. Planning regulation compliance is a global concern as it is caused by physical and social problems and risks in every society. Anderson et al (2004), for instance a study on planning regulation compliance in Kenya by Opata et al (2013) enlightened that factors facilitating noncompliance included poverty, weak institutional framework, bureaucracy in plan approval, corruption and lack of capacity to undertake development control. In Asia, results of a study covering eight towns of Yavatmal District of Maharashtra State, India, undertaken by Boob and Rao (2014) revealed that 68.27% and 67.86% of violations were observed on left and right sides margins of plots; 56.60% on front margins; 63.83% on the back side margin; and 74.82%. Similarly, though developers had approved building plans, they did not comply with the recommended physical planning standards. These findings resonates with that of Karibasappa et al. (2016) in Bangalore, also in India, that established that average violations were 49%, 87.17%, 73.32%, and 98.36%, rear 38.93%, 51.61%, 68.29%, 53.9%, and 208.8% for road width, plinth height, building height, front setbacks, left setbacks, right setbacks, plot coverage respectively, attributable to lack of monitoring and enforcement. Recently, a study by Olufemi and Adebayo (2018) in Ado-Ekiti, Nigeria on conformity with development control regulations also established that 55.21% of developments encroached on setbacks and open spaces, a problem motivated by lack of effective development control, leading to challenges such as low environmental quality and loss of urban aesthetics.

In Nigeria, it is not clear to what extent the existing building standards conform to the requirements of an acceptable and good standard especially as they relate to technical feasibility, economy in the use of materials and especially sympathy to the needs of the poor Agbola (2001). In Nigeria there has been quite a number of cases of building collapse which happen as a result of poor use of building standards and planning regulations. This has resulted to the loss of many lives and property worth millions of Naira. This is supported by the world health organization (W H O) which estimates that five million deaths and another two to three million cases of permanent disability could be prevented annually if building conditions could meet a safe standard level. In the same vain Arimah and Adegbo (2000) associate the problem of non-compliance to planning regulations and development controls to the increasing urbanization which has manifested various kinds of urban problems including development of slum settlement and unauthorized buildings occasioned by undue pressure on housing provision. Also Osibanjo (2004) observes that challenge of building regulation compliance and

Development Control using Lagos as a case study. The challenges include an inadequate regulation which gives land owners opportunity to do as they wish. He also pointed out that where there exists parallel authorities controlling a particular area in urban environment, they may at times work at cross purpose. He also noted that the issue of poor or non-implementation of planning regulations by the authority. This issue of none or part compliance on the part of developers has continued to cause rift between the planning authorities and local developers. Ude (2017) is of the view that total compliance to Town Planning Building Regulation has always been a serious challenge amongst all building developers in Nigeria be it individuals, corporate organizations or government. This issue of none or part compliance on the part of developers has continued to cause rift between the planning authorities and local developers.

It is as a result of the foregoing that, this thesis aims at assessing the responsiveness level of people of Jimeta towards planning and building regulations compliance and to make suggestions to the appropriate authorities responsible for planning and development and growth of our towns and cities especially those responsible for Jimeta on how to properly use planning and building standards and regulations for the growth of Nigerian towns and cities

Problems

The need for building and planning standards and regulations cannot be over emphasised. A healthy conducive and satisfying environment may not evolve from human settlements unless there is adequate provision for the monitoring and control of housing units. This monitoring and control can be carried out successfully only through development control one of the only means in which the use of planning standards and regulations can be enforced. The nature of developments in such areas is characterized by inadequate setbacks, right- of -way, facility line, sanitary lane, and especially narrow road, hence, typical disorderly growth. Environmental problems manifest in such spontaneous areas. This impedes development control to achieve maximum convenience in the location and arrangement of land use in urban areas. This study aimed to review planning regulation in Nigeria and the implication of adherence or lack of adherence to the planning standards. This is achieved through the review existing planning regulation and to suggest a way forward. The review also focused mainly on planning regulations that relates to accessibility ventilation, facilities and regulations responsible for setbacks and used in planning of urban centres in

Nigeria. The study is timely especially in times like this when globally there is a concern about global warming.

CONCEPTUAL CLARIFICATIONS

The term building standard or codes are a set of rules that specify the minimum standards for constructed objects such as building and non-building structures. The main importance of building standards and codes are to protect public health, safety and general welfare as they relate to the construction and occupancy of building and structures. In the other hand building regulations are, minimum standards for design, construction and attractions to virtually every building. Regulations are developed by the government and approved by parliament; building regulations also contain a list of requirements referred to as schedules that are designed to ensure minimum standards for health, safety, welfare, convenience.

History of Building Standards

According to the Harvard graduate school of design (1989) many of the building standards used today have their origins in building, Health and sanitation codes formulated in most European and American countries in the late 19th century. For example. The compulsory inclusion of pipe borne water in new building was a reaction to the spread of disease among the population. While the quest for protection from outbreaks led to the evolution of five regulations for different types of building. Example of how early building codes attempted to improve environmental conditions include those that prescribed access to sunlight and ventilation. The structural integrity of building protection, minimal level of sanitation and reduced housing densities. Agbola (2001) explains that new problems in the level of the habitability of homes arose and as these problems impaired the satisfaction of occupants with their housing and especially their safety, new building regulations were evolved.

Background of Planning Regulations in Nigeria

In Nigeria, the history of planning legislations can be traced back to the colonial era, it started with Lord Lugards promulgation in 1900 in respect to title to land in Northern Nigeria and the introduction of indirect rule served as the Pivot for changes in land administration and resettlement development in Nigeria, in their study of planning regulations. Kanyode & Olumuyiwabayo (2012) observed that the enactment of the township ordinance No 29 of 1917 was the first attempt at introducing special orderliness into the land use pattern in Nigeria cities. The

impact of the ordinance laid down guidelines for physical layout of towns is still visible in towns as Aba, Port Harcourt, Enugu, Jos, Minna, and Kaduna today. The preparation of a ten (10) year development and welfare (1946 - 1956) marked the beginning of systematic development plan. One of the major schemes of the plan was the town planning and village reconstruction. Information from the plan indicated that there was scarcely a town in the country that was not in dire need for re-planning and proper layout for future expansion. The colonial government consequence planning erected the Nigeria Town and country planning ordinance (No. 4 of 1946) to provide for the planning improvement and development of different parts of the country, through planning schemes initiated by planning authorities. The ordinance was based on the 1933 British town and country planning ordinance which created a situation in which planning and development of an urban area was equated with the provision of more physical and attractive layout with architectural well designed housing units. Concerned with other problems facing urban centers. Other related legislations during the colonial era that had bearing with the town and country planning were the mineral act (1945) which touched on issues like drainage and pollution, public health laws of 1957 which controlled overcrowding, disease and general urban squalor. Others were the land development law of 1948 which dwelt on acquisition of safe and disbursement of land, the building lines regulations of 1948 which later became chapter 24 of the laws of Nigeria of 1948, which provide for positions with reference to roads. All these laws came round the same time. The use of the current building legislations in Nigeria commenced on the 2nd of June 1960. This piece of Legislation was known in the old western region. Now Oyo, Ogun, Osun, Ondo, Edo and Delta state as the western region law of Nigeria 171 of 1960 currently known as the building adoptive bye – laws in most of these states. These laws specify where and how to build in any given settlements, they include laws on methods and materials of construction and the dimension of auxiliary services around houses. The law strongly states that no building should be erected without a building plan duly certified by health officer, the works supervisor and the town planning authority, no person may utilize more than half of the total building plot for the building. Town and country planning ordinance (No. 4 of 1946)

Types of Planning Laws and Regulations

Planning laws and regulations are set of rules designed to safeguard, conserve, disburse and regulate the use of land for overall public interest, (Agbola,1997).It is the regulation of use of land within an area. Bogoro, Samson and Nghelmi (2014).

Such laws include: zoning regulations; building bye-laws; density control, land acquisition laws; effluent discharge laws etc. As observed by Mabogunje, Mistra and Hardoy (1978). Planning laws and regulations are in the form of Planning ordinances, Planning Acts and Planning Bye-laws and Development control regulations.

Planning Ordinance

Ordinances are laws passed by a Municipal government. A Municipality such as a city, town, village or borough. Ordinances deal with maintaining public safety, health, morals and general welfare e. g housing ordinances, planning ordinances, noise ordinances, and fire and safety regulations. Ordinances constitute the subject matter of municipal law. The power of municipal governments to enact ordinances is derived from the state constitution or statutes or through the legislative grant of a municipal charter. The charter in large part dictates how much power elected officials have to regulate actions within the municipality. Municipalities that have been granted "home rule" charters by the legislature have the most authority to act (Aluko, 2011). Omole and Akinbamijo (2012) observe that in Nigeria, the traditional settlement development patterns gradually gave way to the colonial approach with the annexation of Lagos as a British Colony under the Treaty of Cession in 1861, and the consequent promulgation in Lagos in 1863 of the Town Improvement Ordinance to control development and urban sanitation.

The enactment of the Township Ordinance No. 29 of 1917 was the first attempt at introducing spatial orderliness into the land use pattern in Nigerian cities. It was a landmark in the evolution of Town and Country planning in the country. The impact of the Ordinance, which laid down guide lines for physical layout of towns, is still visible in such towns as Aba, Port Harcourt, Enugu, Jos, Minna and Kaduna today. The ordinance, more or less, legalized the separation of the European from the African residential areas and established a management order for different towns. A first class township, such as Lagos, had a town council with a wide range of functions. All the major towns on the rail lines, and on the river or sea ports, were classified as second class townships, managed by local authorities with ordinary power to collect rates. The Township Ordinance No. 29 of 1917 constituted as the first attempt at introducing spatial orderliness in the Land Use pattern of Nigerian cities. It legalized the segregation of European from the African Residential Area and established a management order for different towns. It created the First, Second class towns. The second class towns were managed by the Local Authorities with ordinary powers to collect rates under the control of District

officers of Assistant District officers. Aluko (2011). Observed that Zoning is the demarcation of a city by ordinances and the establishment of regulations to govern the use of the land. It is an attempt to organize and systematize the growth of urban areas by setting up categories, classes or districts of land in the community, prescribing the use to which land and buildings may be put and applying uniform restriction on the shape and placement of buildings (Obadare, 2010). The zoning regulations are set of rules and regulations which land within a given land use area to be used. Normally, after drawing the zoning map of a given area, specific land use is prescribed to each zone e.g. high density, medium density or low density residential zone. Zoning is probably the single most commonly used legal device available for implementing the land use plan. It has been used essentially as a means of ensuring that the land use of the community are properly situated in relation to one another providing adequate space for each type of development. Sub-division regulations are meant to control physical layout of new development by establishing standard such as plot size and layout, street improvement and other requirements in more details than zoning plans (Obadare, 2010).

Notable Aspects of Planning Ordinances in Nigeria

Olufemi, et al (2015) Identified features of the Nigerian planning ordinance to be as

- Pre-colonial physical planning administration administered through traditional institutions and communal ownership.
- 1863 Town Improvement Ordinance was a response to the need to control development and improve sanitation in the Lagos colony.
- The 1904 Cantonment Proclamations attempted to protect and improve sanitation of Europeans
- The Township Ordinance no. 29 of 1917 was the first statute, which provided the basis for setting guidelines for development of towns in Nigeria.
- The 1917 ordinance represented a watershed in the evolution of Town and Country Planning in Nigeria.
- First to introduce spatial orderliness, zoning and subdivision regulations into the land use and planning practices in the cities.
- The 1917 Ordinance's impact in terms of physical layouts is still visible in towns such as Aba, Port Harcourt, Enugu, Jos, Minna and Kaduna today

(NITP Information Handbook 1993). In the European Reservations from health hazards prevalent at that time.

- The outbreak of the Bubonic plague in Lagos led to the introduction of the 1928 Lagos Town Planning Ordinance.
- The Ordinance provided for slum clearance, land reclamation, residential and industrial estates and the carrying out of comprehensive land use planning in Lagos (Onibokun, 1986).
- The Ordinance was instrumental to the setting up of the Lagos Executive Development Board (LEDB) as a town planning agency.
- The 1928 Lagos Town Planning Ordinance provided the basis for the Town and Country Planning Ordinance (Cap 155) of 1946 which provided for the improvement and control of development through planning schemes (Kayode, 1998).
- The colonial administration enacted the Nigeria Town and Country Planning Ordinance (No. 4, 1946).

This was adopted from the 1932 Town and Country Planning Act of Britain to provide for the planning improvement and development of different parts of the country through planning schemes.

Development Control Regulations

Development control regulations are tools for guiding and promoting development in an area in order to improve the quality of life. Esseini et al., (2010) defines development control as a mechanism put in place to maintain standard. It is a process laid down in legislation which regulates the development and use of land use and buildings. Aluko(2011)and Okoro (2014) see development control as a process of monitoring and enforcing set down rules and measures of standards in the development of land to achieve the goals of frictionless circulation, balance and harmonious development or growth to ensure protection of individual rights with others for a sustainable development.

History of Development Control

Development control can be traced as far back as 19th century period when the need for control of development started as a result of large scale growth, congestion and overcrowding (Yvonne, 1998). In Nuhu and Yohanna (2013). This increase led to alteration of the physical appearance of industrial towns and brought its terrain a

host of problems. He further explains that as a result, urban environment therefore turned out to be unacceptable as a result of disorganised lay out, social and economic deprivation and general public health risk which encouraged the spread of diseases such as the serious outbreak of cholera and typhoid in the 1830-40s Telling (1977) in Nuhu and Yohanna (2013) The manifestation of these problems stimulated the desire of having an ideal environment. Strategies were set for ordering and controlling of land use and the implementation were decided to depend on legislation.

In Nigeria development control started through the enactment of town improvement Ordinance of 1863, which was applied to Lagos colony. This town improvement ordinance aimed at improving public health and sanitation, controlling development and to ensure the provision of public utilities and facilities in 1917. The scope was widened more than 1963 Act and was referred to as “public land acquisition Ordinance”. With the 1917 Act, township and urban districts were designed for planning purpose. Furthermore in 1928 another Act to enhance development control was promulgated which established the Lagos executive development board LEDB, presently renamed as Lagos state development and property corporation (LSDPC).

The 1928 Act was brought out because of the outbreak of the Bubonic plague in Lagos but other parts of the country were operating under the 1917 Act. Later in 1946 the Lagos Ordinance (1928 Act) As officially introduced to other parts of the country and formed the major working instrument for the town planning division in all ministries of lands housing and survey.

The 1946 Ordinance did not only empower government to establish local planning Authorities but also explicitly made development control the main activity of the Authorities. The Ordinance specifically prohibits carrying out of developments without adequate planning permission from the planning Authority. The scope of development control measures as contained in the 1946 Ordinance is what is still widely practiced by public planning authorities in the country till date. However, between 1946 and 1992 there were several legislations relating to development control in form of building regulations building by-laws, public health laws and so on. Development control regulations include Master plans, zone plans, detailed development plans, regulations regarding land use Usage of buildings, coverage, floor area ratio, setbacks, open spaces, height, number of stories, parking requirements.

Setbacks or Building Lines

Table 1: Standard for Setback, % Plot Coverage for Residential Areas.

CATEGORY	MAXIMUM PLOT COVERAGE %	SET-BACK (IN METERS)		
		FRONT	BACK	SIDE
SPECIAL RESIDENTIAL PLOT	40	6.0	3.5	3.0
LOW DENSITY	40	6.0	3.5	3
MEDIUM DENSITY	45	6.0	3.0	3
HIGH DENSITY	55	6.0	3.5	4

Development Control Regulations (F C D A) 1996

Chapter 3 (1) of the regulations provides standards for set-backs for Multifunctional areas. Multifunctional areas are corridors along arterial streets connecting each sector centre with the district centre. They are made up of 40 per cent commercial and 60 per cent high density residential uses. The latter is not permitted on the ground floor. The National building code (2006) 6.2.8.8 also provides that set-backs shall be provided adequate set back and air spaces as stipulated by local regulations ,bye laws to ensure adequate levels of ventilation and light.

(2) Commercial uses are buildings meant for .Employment, Airline and Insurance Offices, High class hotel, clinics, restaurants, jewellery shops, clubs, handicraft and related uses including consultancies and Embassies. These corridors are intended to replace the built environment of the central area outside it. Abuja Development control regulation (1996).

Table 2:Standards for Setbacks, Percentage and Height Requirements for Plots of Land for Commercial Uses

SET-BACK IN METERS			PLOT COVERAGE		HEIGHT IN FLOORS	
FRONT	BACK	SIDE	MIN	MAX	MIN	MAX
6	4	4	40	60	4	6

Development control regulations (F C D A) 1996

In his work on planning standards, Obateru (2003) prescribes the following standards for set-backs

Table 3: Standards for Residential Plot Densities.

Class of density	MINIMUM SETBACK FROM PROPERTY LINE (dimensions in meters)			
	Front	Rear	Left	Right
Low	7.5	4.5	4.5	4.5
Medium	6.0	3.0	3.0	3.0
High	4.5	2.0	2.0	2.0
Specially high	2.5	2.0	2.0	2.0

Source Obateru (2003)

For roads Obateru prescribed the following standards of setbacks to be used

Table 4: Standards for Roads Widths and their Prescribed Setbacks

Type of road	Road reserve right of way	Category	Number of lanes	Central divide minimum width (meters)	Sidewalk width
Expressway	90	Dual	4-6	3.0-5.0	-
Ring road	90	Dual	4-6	3.0-5.0	3.0-5.0
Primary Arterial	90	Dual	4-6	3.7-5.0	3.0-5.0
Secondary Arterial	45-60	Dual	2-4	3.8-2.5	3.0-5.0
Distributor Collector road	18-25	Single	2	-	2.5-3.7
Service (access) street	12-15	Single	2	-	1.5-1.8
Culde-sac	11	Single	2	-	1.5-1.8

Source Obateru (2003)

The Need for Planning Standards

The need for building and planning standards and regulations cannot be over emphasised. Agbola (2012) explained that a healthy conducive and satisfying environment may not evolve from human settlements unless there is adequate

provision for the monitoring and control of housing units. This monitoring and control can be carried out successfully only through development control, one of the only means in which the use of building and planning standards and regulations can be enforced. Such laws include zoning regulations, building bye laws, density control, land acquisition laws, effluent discharge laws.

Many of the building standards used today have their origin in building health and sanitation codes formulated in most European and American countries in the 19th century. The early codes attempted to improve environmental conditions including those that proscribe access to sunlight and ventilation. The structural integrity of buildings, protection from diseases spread by insects and rodents, minimal level of sanitation and reduced housing densities.

In trying to solve such problems, new problems which impaired the safety, satisfaction of occupants their houses especially their safety. Harvard graduate school of design (1989).

In the case of Nigeria the need to thoroughly and effectively enforce planning and building standards and regulations is very necessary. Especially with the incessant occurrence of building collapses being recorded. Some scholars like Adewumi (2012), Oloyede, et al (2010) observed that cases of building collapse in Nigeria are caused as a result of two factors which include:

Deficiency in design specifications and building regulations being used in Nigeria are obsolete, dating back to 1970 s they observed that the Nigerian factor is mostly used to affect those codes in spite of the fact that these codes give guidelines on choice of materials and estimated loads to ensure that the buildings are safe. Adewumi (2012) further observed that the Nigerian factor is used at times to contradict the standards and building codes in use, for example he observed that the design of residential (family) building can turn to a church over night or an office building can turn into an commercial building.

Another factor observed is that substandard materials are used for construction of buildings. They observed that even the wealthy prefer to buy materials where they are cheapest the fact is that the cheap materials are sub-standard. But health and safety should not be compromised. In their study of planning laws (Arimah & Adeagbo, 2000). Observed that In developing countries that already have planning laws on the books, many dating back to colonial times, these laws are absent in practice from the majority of urban areas. Worse yet, enforcement of the laws is haphazard and may result to planning problems such as insufficient public infrastructure, absence of public open space, poor environmental quality, and (real) negative externalities among land uses. This is particularly important in the case of

Nigeria where human activities in the built environment are haphazardly carried out, and this lead to the deplorable condition of the built environment, Besides that there is serious abuse in the built environment due to careless human activities, evidenced by the unsightly, decaying and dilapidated buildings that become the common features of our national building stock within the built environment, both in cities and villages (Abiola and Makonjuola, 2005).

IMPLICATIONS OF THE REVIEW TO URBAN AND REGIONAL PLANNING IN NIGERIA

The implication of this review to urban planning in Nigeria is obvious that if the planning standards are adhered to, there will be sanity in the orderly arrangement and planning in the urban setting. Facilities, utilities and services will be in their rightful position in any urban setting and land use planning will be successful without challenges of encroachment or change of use. Compliance to zoning rules will also be adhered to and masters plan implementations will be successful. Unless these standards are followed and adhered to, public facilities may be poorly install in urban centres and public service delivery will be impossible as even roads reserves will be encroached and other services such as drainages, water pipes, electricity lines and fire vehicles will find it difficult to function effectively.

It is the lack of adherence to planning standards that brings about litter in the society and some major challenges that leads to urban slum development. Urban environmental issues such as flood and fire disasters mostly results as consequences for lack of adherence to planning standards such as setback which allows the development of good drainage system and circulation for service trucks in case of fire incidences.

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