

THE SUSTAINABLE CITIES NIGERIA PROGRAMME (1994-2006):

BUILDING PLATFORMS FOR ENVIRONMENTALLY
SUSTAINABLE URBANISATION



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United Nations Human Settlements Programme (UN-HABITAT)
P.O. Box 30030 00100 Nairobi GPO KENYA
Tel: 254-020-7623120 (Central Office)
www.unhabitat.org

United Nations Environment Programme
P.O. Box 30552, 00100 Nairobi GPO, KENYA
www.unep.org

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Principal author: Kabir M. Yari
Contributors: Programme Staff at Ibadan, Enugu, Kano and Karu
Editor: Ingrid Uys
Design and layout: Irene Juma
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ABBREVIATIONS

CBO	Community Based Organization
EMIS	Environment Management Information System
EPM	Environmental Planning Management
GDP	Gross Domestic Product
GIS	Geographical Information System
NGO	Non Governmental Organization
SCP	Sustainable Cities Programme
SEP	Sustainable Enugu Programme
SIP	Sustainable Ibadan Programme
SKP	Sustainable Kano Programme
TOT	Training of Trainers
SNP	Sustainable Cities Nigeria Programme
UNHABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme



PREFACE

In 1993 the Oyo State Government requested the then United Nations Centre for Human Settlements to assist in establishing a coordinating body, known provisionally, as the Ibadan Metropolitan Planning and Development Corporation. This was the start of the Sustainable Cities Programme in Nigeria under the auspices of United Nations Centre for Human Settlements/United Nations Human Settlements Programme (UN-HABITAT) and United Nations Development Programme. The Sustainable Ibadan Programme started with the preparation of an environmental profile for the city that was launched in 1994 and was followed by the Ibadan City Consultation in 1995.

The Sustainable Cities Programme was later extended to two other cities, Kano in the north and Enugu in the east. The Sustainable Kano Project started in 1996 while Sustainable Enugu Project came on board in 1997. The two cities organised and conducted City Consultations in 2003. In 2001, a city development strategy project was started in Karu, Nasarawa State. Although the project was funded through the Cities Alliance Initiative, it employed the principles and methodology of the Environmental Planning and Management process in its preparation.

Sustainable Cities Programme's aim is to help these cities adopt a visionary approach to Environmental Planning and Management and build the necessary institutional and human resource capacity to effectively utilise this approach. Recognising that the process of building human resources, institutional structures and inter-agency linkages to efficiently and effectively address Environmental Planning and Management in a sustainable manner is a difficult and time consuming task; the Programme adopted a long term perspective to realise its objectives through four distinct but inter-linked implementation phases. Currently, the programme is in its third Phase.

This publication is a review of the Sustainable Cities Programme's experience and impact on Nigeria between the period 1994 to 2006.





Kano: Kura Water Scheme 2. Photo ©SKP

CHAPTER 1: THE SUSTAINABLE CITIES PROGRAMME'S PROCESS

The development potential of cities around the world is increasingly threatened by environmental deterioration. Besides the obvious effects on human health and wellbeing, environmental degradation directly impedes the socio-economic development process. Hence, for development achievements to be truly 'sustainable' cities must find better ways of balancing the need for environmental sustainability and the pressure brought about by human needs.

ENVIRONMENTAL DETERIORATION IS AVOIDABLE

The Sustainable Cities Programme recognises that environmental deterioration is not inevitable. Although many cities are suffering severe environmental and economic damage, it is not an inescapable outcome of growth. Mounting evidence from cities around the world show that the fundamental challenge has to do with urban governance, better planning and effective management of urban development activities and the human environment.

SCP: A PARTICIPATORY PROCESS MODEL FOR GOOD GOVERNANCE

The Sustainable Cities Programme is a worldwide technical cooperation facility of UN-HABITAT and the United Nations Environment Programme. It works at city level in collaboration with local partners to strengthen their capabilities for environmental planning and management. It is a participatory process model to promote Good Governance. Employing a common conceptual framework tested in many countries, the Programme at city-level, adopts a style and methodology unique to each city to meet that city's specific needs.

The Sustainable Cities Programme stresses that properly planned and managed cities hold the key to faster human development in a safer environment. Good Urban Governance is the key to this outcome.

Good Governance is characterised by the principles of partnerships, transparency and accountability. The Sustainable Cities Programme supports improving municipal governance as a means to sustainable development. It also promotes gender parity as an integral aspect of the environmental planning and management process.

STAKEHOLDER PARTNERSHIPS

The Programme's challenge has been to rally the key stakeholders to work together for effective change of attitude and behaviour in Environmental Planning and Management. Working group methodology has been found to be an effective tool for the purpose. The Environmental Planning and Management process consists of a logical sequence of inter-connected activities with specific outputs.



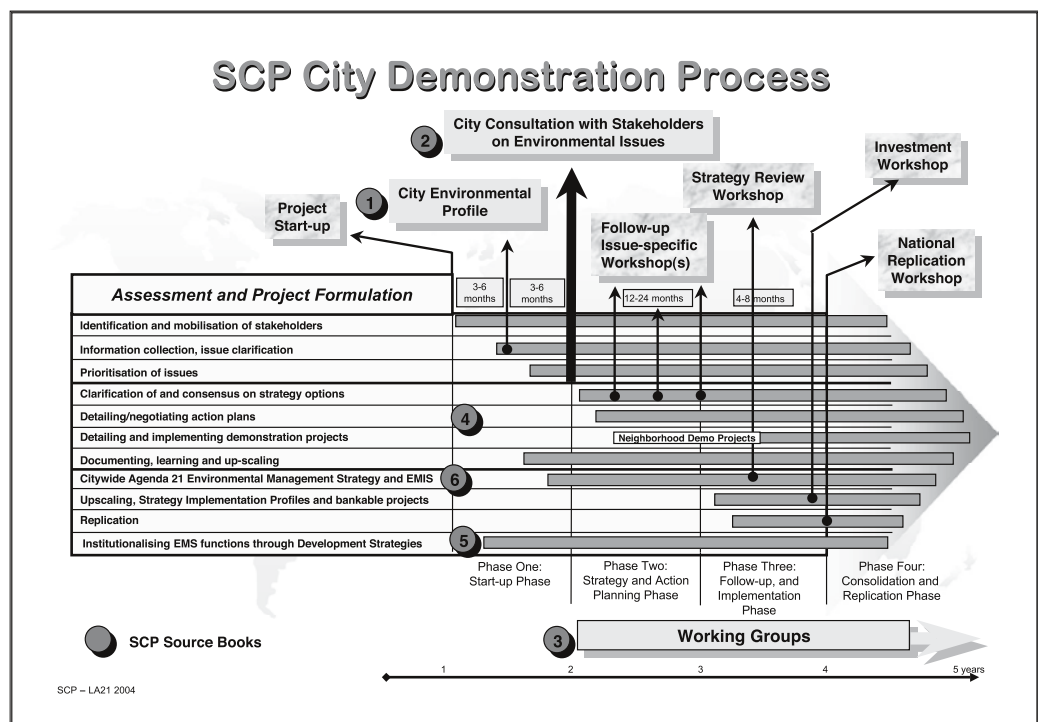
THE GLOBAL APPROACH

The global approach of the Sustainable Cities Programme to achieving effective environment planning and management comprises four distinct phases:

- I. Start-up,
- II. Strategy building and action planning,
- III. Implementation and demonstration and,
- IV. Consolidation and replication.

The appended chart illustrates the Sustainable Cities Programme Process clearly.

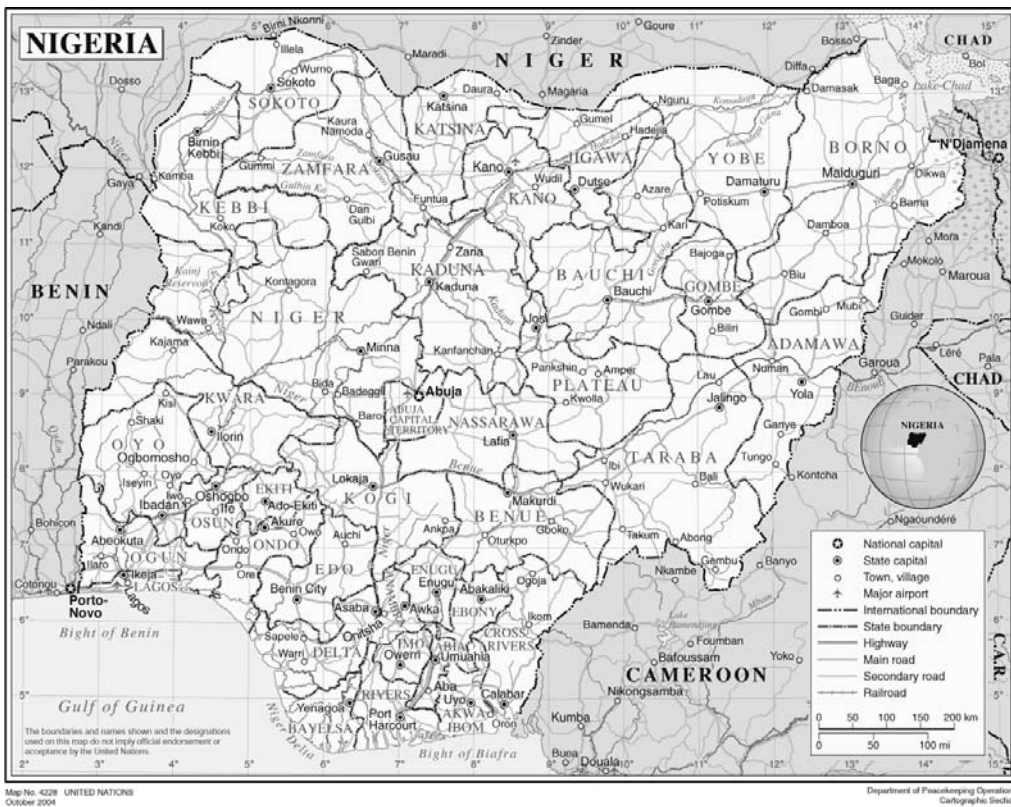
ILLUSTRATION 1: THE SCP DOCUMENTATION PROCESS



CHAPTER 2: NIGERIA

Nigeria, with a population of slightly over 140 million people, is the most populated country in Africa. It has a land area of 923,768 square kilometers and four ecological regions - mangrove swamps, rain forest, savannah and semi arid vegetation regions. The country has a long history of urbanisation. There were numerous urban centres in the South Western and Northern parts of the country with historical roots stretching back to pre-colonial period. These urban centres still preserve their cultural and physical identities.

FIGURE 1: THE MAP OF NIGERIA



The oil boom of the 1970s, which brought massive improvements to roads as well as the availability of vehicles, along with policies of administrative decentralisation, especially the creation of more states and local governments¹, have all helped to increase the number and size of many settlements in Nigeria. Today, there are more than 840 urban centres² and well over 10 cities with populations of over one million, compared to 186 urban centres in the 1963 census. The total population of Lagos is projected to rise to 23 million by 2015. In another decade, four additional cities in Nigeria will qualify as mega-cities.



¹At independence in 1960, Nigeria was made up of 3 administrative regions, presently the country is made up of 36 states, a Federal Capital Territory and 774 Local Governments.
²These are cities with a population of 20,000 and above.

Nigeria continues to experience rapid urbanisation. The rate of urban population growth is estimated at 5.5 percent per annum³. Currently, the urban population in Nigeria is about 48.2 per cent and projections are that more than 60 per cent of Nigerians will live in urban centres by the year 2025.

The issue of increasing urban poverty, deficiencies in the provision of urban infrastructure and the degradation of the urban environment pose great challenges for the sustainable development of Nigeria's urban centres. The high rates of growth have progressively complicated and exacerbated inter-related problems of human settlements growth and development, environmental deterioration, as well as the growth of urban poverty.

Four cities have been participating in the Sustainable Nigeria Programme. The first was Ibadan in the South West, followed by Kano in the North West and Enugu in the South East. Finally, Karu in the suburbs of Abuja, the Federal Capital (in central Nigeria) joined the Sustainable Cities Programme family through a Cities Alliance Initiative. At the National level, the Federal Ministry of Housing and Urban Development has supported the cities in implementing the Environmental Planning and Management process. A Sustainable Cities Programme Coordinating Unit was established within the Department of Lands, Urban and Regional Development of the Ministry. The Unit comprised of a National Sustainable Cities Programme Coordinator and three other senior officials assigned to facilitate the process. In addition, with financial support from the United Nations Development Programme, a National Environmental Planning and Management Advisor was hired to support the Unit and guide the existing Sustainable Cities Nigeria Programme cities and other prospective ones.

2.1 IBADAN, OYO STATE

Ibadan was founded in the year 1829 primarily as a refugee and war camp. It has an estimated population of three million people. The city is strategically located in the South Western part of the country, serving as a transit point between the coastal port of Lagos and the northern hinterland. It is also a centre of trade for farm products, a manufacturing centre and hosts several research institutes, a renowned university and a polytechnic.

Politically, Ibadan has been government headquarters since the pre-colonial era. It was the headquarters of the old Western Region and the old Oyo State and remains the capital of the new Oyo State of Nigeria. Currently, Ibadan consists of 11 Local Government Areas, five being urban while the other six are classified as rural or peri-urban local governments. The employment structure of Ibadan weighs heavily in favor of trade, public administration and service industries.

The city is facing serious environmental issues relating to its high rate of urbanisation accompanied by acute shortage of water supply and poor management of solid and liquid wastes.



³World Bank 2002: *Project Appraisal Document for a Community Based Urban Development Project.*

2.2 ENUGU, ENUGU STATE

Enugu was founded in 1909 after coal deposits were discovered at the nearby village of Enugu Ngwo. Enugu became an administrative centre after the railroad to Port Harcourt was completed in 1912. Currently, Enugu is the capital of Enugu State. It is located in the south eastern zone of Nigeria and has an estimated population of 1.2 million people. It is a major coal mining, administrative, educational, trading as well as a manufacturing centre with a major vehicle assembly plant, a cement factory and related petroleum products industries among others.

The metropolitan area comprises eight local government areas. As a result of rapid urbanisation, orderly development is severely constrained by lack of coordination by various municipal agencies. Water shortage is one of the most serious problems of the entire Enugu Urban Area. The quantum of water available for treatment and use is declining, while water pollution is rising because of extensive mining activities. Quarrying for sand, laterite and gravel along Ekulu River, Nyaba River is rampant. Flooding and erosion are major urban environmental hazards noticeable within the metropolitan area. During the rains, virtually all streets/roads in the metropolis are flooded, causing havoc for users of the roads by creating potholes.

2.3 KANO, KANO STATE

Kano, the capital of Kano State, has for many centuries been an important commercial centre on the famous Trans-Saharan trade route, linking sub-Saharan Africa with the Mediterranean coast. The old Kano city is surrounded by a 22 kilometre long wall, built in the 13th Century. It also has the old Kurmi market, which was established in the mid-14th century. The city has remained a centre for national and international commercial activities. Metropolitan Kano consists of 15 local government Areas, five being urban while the other 10 are classified as rural or peri-urban local governments. The vast majority of the Kano population is engaged in a variety of trade and informal economic activities. The Metropolitan Area is the second most industrialised city in the country, though the industries are undergoing hard times due to power problems among others.

Kano is a major road, rail and air transportation centre, and it is directly connected to most cities and towns within the region. The city has vast internal networks of roads that have a considerable impact on air quality. A lot of vehicles are over-aged and poorly maintained, and the city has over one million registered motorcycles, which contribute significantly to air pollution and compromise the air quality of the city.

Kano faces challenges related to water supply, as well as solid and liquid waste management. The city also struggles with environmental degradation through sand mining. Most of the industrial, commercial and public infrastructure construction use large quantities of sand. On the other hand, laterite is used for the construction of dwellings within the walled city where over 70 per cent of houses are built of mud, creating the problem of borrow pits, making the land useless and the pits resulting to refuse dumps and breeding ground for mosquitoes during the rainy season..



2.4 KARU, NASARAWA STATE

Karu, originally a settlement established to accommodate the communities displaced by the creation of Abuja, has become a strong commercial centre partly because of its proximity to Abuja but also because of the restrictions on certain residential and commercial activities within the Federal Capital Territory. The scope and scale of commercial and industrial activities in Karu range from small and simple enterprises to large complexes. The population is quite diverse, comprising a fair representation of all the major ethnic groups of Nigeria. In 2004 Karu was estimated to have a population of 750,000 people, with an estimated annual population growth rate of 9.1 per cent⁴.

Local government is faced with problems of rapid population growth, which has spawned unplanned settlement growth and a huge backlog of unmet provision of urban services. The city has become the natural catchment settlement for internal migrants from other states looking to secure employment opportunities in Abuja.

There are three very obvious problems in Karu that are affecting the environmental setting of the city. The first is the rapid, unplanned and uncoordinated development that is taking place. There are also difficulties in the management of solid and liquid waste and in the provision of potable drinking water.



Karu: Local Government Secretariat. Photo ©SNP

⁴ See R.O.Borifice et al (2006) *Emerging Settlement Patterns in Abuja and its Environment*.

CHAPTER 3: SUSTAINABLE CITIES PROGRAMME IMPLEMENTATION IN NIGERIA

3.1 PHASE ONE: START UP OF SUSTAINABLE CITIES PROGRAMME IMPLEMENTATION PROCESS.

The Sustainable Cities Programme in Nigeria is anchored in Technical Support Units. These units, which are attached to existing institutions, carry out the actual implementation of the Sustainable Cities Programme process. All the Sustainable Cities Programme cities have more than one local government area. The Sustainable Cities Nigeria Programme was supposed to act as the coordinating programme that would assist the local authorities in preparing a strategic plan for their areas. In Ibadan, the Technical Support Unit office is located in the Secretariat of Ibadan South Local Government and is overseen by the State Ministry of Environment and Water Resources. In Kano and Enugu, the Technical Support Unit is supervised by the Ministries of Environment and of Lands and Housing respectively. In Karu, the role and function of the Technical Support Unit was performed by consultants. The Technical Support Units played crucial roles in the preparation and implementation of all city projects.

At the national level, the Federal Ministry of Environment, Housing and Urban Development has the statutory mandate of coordinating urban development activities throughout the country. It has a Sustainable Cities Programme Coordinating Unit to assist the cities in implementing the Sustainable Cities Programme projects. In addition, the Urban Development Bank of Nigeria, National Planning Commission, the Federal Ministry of Water Resources and the Department of local government also play important roles in urban development and management.

At state level, urban issues are handled by both the state and local governments. This is because some statutory functions, such as the construction and maintenance of roads, provision of portable water and health services are concurrent in nature. This means that the responsibility is shared between state and local governments. However, in most cities, the governor and the government play the most significant role in development management and their support is critical.

At the international level the United Nations Human Settlements Programme (UN-HABITAT) provides technical support and United Nations Development Programme Nigeria provides financial support for the replication of the Sustainable Cities Programme.

In each of the cities, sensitisation of the different groups in the use of the Environmental Planning and Management began as soon as the Sustainable Cities Programme took off. In Ibadan for example, briefing sessions were held for the Trade and Transport Unions as well as the traditional, health, business and education sectors. Also, senior officials of Town Planning Authorities, Secretaries of local governments and lead Agencies in Ibadan were sensitised.

In Kano, a meeting of the National Environmental Planning and Management Advisor and respective Project Managers of Sustainable Cities Programme in Nigeria identified the need to train the Technical Support Unit, Community Based Organisation members, decision makers, and key civil servants at the state and local government levels. In Karu, sensitisation and mobilisation of stakeholders assisted the community in buying into the project.



3.1.1 CITY ENVIRONMENTAL PROFILES

One of the objectives of Sustainable Cities Programme is to assist cities to organise the available information on the state of their environment, urban development and institutional situation into a city Environmental Profile. The Environmental Profile presents a database of information needed for the planning and management of the city. All the Sustainable Cities Programme cities in Nigeria had city environmental profiles prepared. The Ibadan City Environmental Profile was prepared in 1994 by a consultant. The preparation of the profile was expert dominated with very little input from the stakeholders. This shortcoming, of not involving key actors and stakeholders, was corrected in the Terms of Reference for the preparation of Environmental Profiles in Kano and Enugu.

The Kano State Government commissioned a private consulting firm to prepare the Kano Metropolitan Area Environmental Profile on March 28, 1996. The draft copy was received in April 1997 and was examined and checked by a Technical Committee and key stakeholders and the final copy was received in December 1997. This Profile was reviewed and updated in 2002, with funding from UN-HABITAT. The revised Environmental Profile not only served as an input for the City Consultation, but was the basis of the production of a television documentary which galvanised substantial public interest and further facilitated public participation in the city consultation exercise. A summary report of the Environmental Profile was produced in Hausa, the local language, in order to make it a more effective tool.

In Enugu, a consultant prepared the city environmental profile in 2002. Although the Environmental Profile was not widely circulated and its use was restricted to the few technical officials in the Sustainable Enugu Programme, it was used as a basis for the preparation of proposition papers delivered at the City Consultation.

In Karu, a team of local consultants prepared the profile in 2001. The data collection for the preparation of the profile was fully participatory, involving all key stakeholders in both the public and private sector. The profile focused on thematic issues, namely – economy and employment, land development, urban services management, governance and management institutions. The information collected was discussed with the communities and neighborhood leaders at neighborhood (mini) consultations, in order to build a common understanding and consensus on the priority issues in Karu.

3.1.2 STAKEHOLDER INVENTORY AND MOBILISATION

Identifying and mobilising key stakeholders is an important activity in the Environmental Planning and Management process. All the participating Sustainable Cities Programme cities in Nigeria recognised the importance of this exercise. Stakeholders are identified on the basis of their stakes in the issues, information, expertise and authority – control or influence of implementation instruments. In all the Sustainable Cities Programme cities, a list of stakeholders was compiled, which was the basis for inviting people to the city consultations. The stakeholders were categorised into Public, Private and Popular sectors. The same process was used in the Kano and Karu projects.

In addition to identification of stakeholders through the profiling efforts, the Sustainable Cities Programme in Ibadan, Kano and Enugu were approached





Ibadan City Consultation. Photo ©UN-HABITAT

directly by some communities, to work with them towards solving some problems in their communities. For example, in Ibadan, the Bodija Market Traders Association and Oke-Offa Babasale community in Ibadan Core Area approached the Technical Support Unit for assistance, which all resulted in the implementation of separate demonstration projects. In Kano, a total of 10 community organisations approached the Sustainable Kano Programme between year 2000 and 2004 to address environmental issues of concern to their communities. Similar experiences were recorded in Enugu.

3.1.3 CITY CONSULTATIONS

In all Sustainable Cities Nigeria Programme cities, the city consultation created a platform for discussions on the general issues of concern, prioritisation of issues and the general framework for introducing interventions that had city wide impacts. All the city consultations were attended by representatives of a broad spectrum of key stakeholders from various spheres of life ranging from federal, state and local governments to traditional authorities, political and religious leaders, academia, private sector operators, community groups and individual residents. In Ibadan, for example, the city consultation was attended by representatives of the various federal, state and local government agencies, United Nations Development Programme, UN-HABITAT, United Nations Children Fund, World Health Organisation, non-governmental organisations, community based organisations, industrialists, banks, academic and research institutions including trade guilds and traditional community leaders. The city consultations were instrumental in bringing the various groups together to share information, agree on issues and priorities and forge a common understanding to work together.



TABLE 1. PRIORITY ISSUES EMERGING FROM CITY CONSULTATIONS

Ibadan	Kano	Enugu	Karu
Waste management	Water Supply	Water	Water/sanitation
Water supply	Waste & Sanitation	Waste/ Sanitation.	Solid Waste
Institutionalising EPM	Housing, slum upgrading	Unplanned development	Land use management
	Informal sector		Economic development
	Urban Mobility & air pollution		

The duration of the city consultation varied between the cities. While the city consultation in Ibadan was a week-long activity held from 23rd-27th October 1995, the event lasted only two days in Kano, Enugu and Karu.

The priority issues discussed and agreed on at the city consultations varied slightly among the cities. The priority issues adopted at the city consultation in Ibadan were waste management, water supply and institutionalisation of the Environmental Planning and Management Process in Ibadan. The first two of the prioritised environmental issues were thoroughly discussed at the City Consultation. The third priority issue seems to be supply driven, and cannot really be categorised as an environmental issue but rather as a supporting tool to tackle the other two issues. In Kano, the five key priority issues agreed were Water Supply, Solid and Liquid Waste, Urban Mobility and Air Pollution, Urban Housing and Slum Upgrading and Informal Sector. In addition, the consultation raised three other issues as requiring attention - Flooding and Drainage, Revenue Generation and Institutional Issues. A summary of priority issues agreed in all the cities as contained in the various Consultation Declarations is given in Table 1.

3.1.4 WORKING GROUPS

After city consultations and prioritisation of issues, working groups were formed and inaugurated as a pivot of the Environmental Planning and Management process in tackling all the prioritised issues. The number and composition of the working groups varied slightly between the cities. However, in all cases, working groups were formed around the priority issues identified at the city consultation. In addition, Ibadan, Kano and Enugu all had a working group on Mapping and Environmental Management Information System.

The Ibadan Sustainable Programme was most aggressive especially at the beginning of the project, when working groups were very active. Most of the demonstration projects emerged from the working groups, which were also involved in the implementation. The working groups also developed strategies on waste and water, which were (partly) implemented but are yet to be accepted as common strategies.



In Kano, five working groups were formed in July 2004. The working groups formed were expected to develop strategies and action plans for tackling key problems in Water Supply, Solid and Liquid Waste, Urban Mobility and Air Pollution, Housing and Slum Upgrading and the activities of Informal Sector. Working groups were yet to be formed for revenue generation, and institutional issues.



Ibadan: Working Group meeting. Photo © SIP

The membership of the working groups had the appropriate diversity and mix from public, private and community sectors as well as women representatives. In addition, the technical team elicited participation of institutional representatives in the working groups from agencies where relevant expertise could be found, such as the Federal University of Technology Minna, Bayero University of Kano, Nigerian Defense Academy, Water Resources and Engineering and the Construction Agency, among others.

Although water supply had been identified and agreed as a priority issue and a working group formed, it was, however, indicated that the scale of the problem was so big that a request would need to be made for the support of the Federal Government to compliment the local strategies of the Sustainable Kano Programme. This is partly why the Kano State government applied to participate in the "Water for Africa Cities" programme of UN-HABITAT.

To facilitate the work of the working groups, the Kano State government refurbished and equipped meeting rooms at the Sustainable Kano Programme office for the working groups; an indication of the high expectations of the government. It is noted however, that the working groups did not meet regularly as expected.

In Enugu five working groups were formed in July 2003. The working groups were on Water, Waste Management, Unplanned/Informal settlements and Institutionalisation of Environmental Planning and Management. The majority of the members of the working groups established for the demonstration projects had very technical orientations, coming from public service agencies and universities and the beneficiary communities did not have any significant role in these technical committees.

Karu made very good use of the Consultation Organising Committee that was made up of representatives of stakeholder groups in the public, private and popular sectors. The "formal establishment" of working groups had however not commenced yet, apart from a working group on business and



economic development which was established with the assistance of the Project Implementation Unit of the Karu World Bank Assisted Community Based Urban Upgrading Project. The working group was named the Business and Economic Development Committee and consisted of representatives of the various economic activities in Karu.

A local non governmental organisation, Academic Associates for Peace Works facilitated the establishment of two working groups on conflict management and water provision in the Ado community. It comprised traditional leaders, religious organizations and community associations, representatives of Karu Local Government and leaders of the ethnic groups. Its objectives were to promote peaceful coexistence among the various ethnic nationalities. To date, twelve Peace and Development Committees have been formed throughout Karu.

One major motivation observed by the working group members in all participating cities has been the absence of direct political interference in the identification and selection of members. Many working group members believe that there was no political interference because Sustainable Cities Nigeria Programme was not designed to deliver basic services. The general opinion is that there would have been direct political interference had the project design been permitted or promoted the delivery or development of infrastructure development. While most government officials consider this a weakness, it has been, clearly, a stimulating factor for many working group members.

3.2 PHASE TWO: STRATEGY DEVELOPMENT AND ACTION PLAN

One of the outputs of the working groups is the Issues Strategy. When issues strategies are put together, an overall Environmental Strategy for the city is produced.

IBADAN

In all the Sustainable Cities Nigeria Programme's, only the Ibadan project had actually reached the stage of strategy development. The Sustainable Ibadan Programme project prepared strategies on Waste Management in Ibadan; Water Supply Management in Ibadan; and, Environmental Improvement of Bodija Market in Ibadan.

Water has been the Number 1 priority area since the city consultation began. While the Oyo State Water Corporation has traditionally focused mainly on (piped) water supply through dams, Sustainable Ibadan Programme was able to introduce a new approach to water supply by harnessing and developing hygienically sound springs and by constructing boreholes. Although Sustainable Ibadan Programme has changed the overall water supply approach in Ibadan, it has not resulted in an overall city wide accepted water strategy that clearly shows the gaps and constraints of the present system.

Sustainable Ibadan Programme has, through its working groups, developed a waste management strategy for Ibadan and implemented demonstration projects in the field of composting and sorting of solid waste. The Pace Setter Organic Fertilizer Plant in Bodija was a recipient of the Dubai 2001 Best Practice





Ibadan: Osun Natural Spring. Photo © SIP

Awards and is now being replicated on the outskirts of Ibadan, where waste is to be sorted, re-cycled and used as fertiliser. Again, the strategy developed by Sustainable Ibadan Programme has not been institutionalised as it has not been officially accepted by the waste management department.

These strategies - on both water and solid waste management - have not yet been officially accepted by the relevant authorities. A clear overview of costs and benefits could help to bridge the existing gap between Sustainable Ibadan Programme and its supporting organisations. The lack of evidence of cost savings resulting from implementation of the strategies might be the missing link for implementation on a larger scale.

KANO

Although the project was initiated in 1996, progress during the preparatory phase was very slow at the early stages. Following the completion of the first Environmental Profile, the project risked losing its appeal and acceptance due to lack of momentum and tangible results. Through the sensitization sessions, community members felt empowered by the innovation introduced by the Environmental Planning and Management and were ready to be engaged by the state through the Sustainable Kano Programme to undertake interventions for the common good. The continuous delays led to social agitation and it was decided to undertake some initiatives as demonstration projects.

ENUGU

Specific outcomes of the Sustainable Enugu Programme were the demonstration projects in the field of erosion and drainage control and the environmental



improvement to the Old Market. A third demonstration project on waste recycling was initiated but was not completed due to the shortage of funds.

Other outputs that could be attributed to the Sustainable Enugu Programme include community participation and negotiation in price setting for waste collection in lower income settlements of Enugu. This was achieved by subsidising with the higher fees generated from waste collection in higher income areas.

After the Old Market demonstration project and the city consultation, another group of market traders procured "Dyna" trucks to cart away the waste generated and collected in their market. This self reliance and self help spirit was an outcome of the discussions and sensitisation sessions and the market operators were unwilling to wait for the local or state government to undertake what was supposed to be their mandate.

KARU

Outputs of the Karu Development Strategy are, for example, sensitisation flyers and brochures and the environmental profile (two separate reports on Land Use, Urban Services and Management structures as well as the Economy and Employment Structure). The organization of the city consultation provided a forum for the articulation of concerns by various stakeholders in Karu. The completion of the Ado Water Demonstration Project that improved water supply in the Ado community was a significant outcome of the Karu Development Strategy.

The establishment of the Business and Economic Development Committee, an alliance of more than 30 different business associations in Karu, also resulted from the Karu Development Strategy. The Business and Economic Development Committee has been able to assist its members, such as the butchers to secure new locations for their trade as well as assisting market women to procure government-built stalls. Similarly, Business and Economic Development Committee has been able to agree on the construction of a market for the business operations of members. At present, the group is requesting for discussions with the Karu local government to allow for revenue collection and budgeting.

As is evident in other regions of Nigeria, ethnic diversity is a potential conflict area. Thus, Academic Associates for Peace Works, in cooperation with the Karu Development Strategy, organised a cultural festival in January 2003 where cultural dances, songs and drama, art and craft exhibitions and traditional sports were exhibited. The cultural festival (Unity Festival) brought together the various ethnic communities in Karu and helped to bridge the differences and possibly helped to eliminate violent conflicts between them. These community events ended with a visit by Her Royal Majesty, Queen Elizabeth II of the United Kingdom.

3.3 PHASE THREE: IMPLEMENTATION, UP-SCALING AND REPLICATION

All cities in the Sustainable Cities Nigeria Programme were able to undertake demonstration projects. In fact, the appeal for the Sustainable Ibadan Programme to other cities was based on the success recorded in this area. In other words,



based on the initial success of the demonstration projects in Ibadan, Enugu and Kano, others were keen to start the Environmental Planning and Management in their cities. Their demonstration projects were front loaded as examples of “how things could be done differently.” This would not only show quick results, but also close the gap between the government and the communities. The detailed achievements recorded by all the cities in this area are given in the next chapter.

The speed and extent of implementation of the Sustainable Cities Nigeria Programme projects varied between the cities. In Ibadan, the initial time invested to establish the Technical Support Unit on a sound footing, coupled with the technical support and monitoring from UN-HABITAT helped the city to follow all the Environmental Planning and Management stages and implementation was on course. However, in Kano and Enugu where the implementation process was stalled in the earlier phase of the project, the implementation was far behind the recommended periods for the four Sustainable Cities Programme phases.

It is therefore, not surprising that only Ibadan has completed the full circle of the Environmental Planning and Management process. However, attempts were made to consolidate and replicate the Sustainable Cities Nigeria Programme and in 1997, the Federal Ministry of Works and Housing tried to support the cities implementing the Sustainable Cities Programme and also to replicate the process in other interested cities. Unfortunately, the Programme could not reach many other cities in spite of the obvious benefits due to lack of an overall national strategy for Sustainable Cities Programme replication among others.

3.4 PHASE FOUR: INSTITUTIONALISATION

Environmental Planning and Management is focused on change. It focuses on changes in the way people think about urban development, the environment, development management and institutional support. In Sustainable Cities Nigeria Programme, many innovations were introduced which changed the way things were done. Decision making, for example, became more participatory and bottom-up through stakeholder and city consultations where all persons whose cooperation was required in the implementation of the plans were consulted and fully engaged. The planning process was also made more participatory and result oriented. The stakeholders were assisted in looking critically at relevant issues, in considering the information available and take decisions through strategy formulation, drawing up of action plans and finally, implementation. In addition, the Environmental Planning and Management introduced a method of bringing together different city institutions, through the working groups, to jointly address and solve priority urban issues.

The Sustainable Ibadan Programme made attempts to institutionalise Environmental Planning and Management. In fact, this strategy was adopted right from the beginning of the project, when a working group on Institutionalisation was established. Indeed, the eleven (11) local governments in Ibadan were encouraged to set-up Sustainable Ibadan Programme Committees in order to institutionalize the Environmental Planning and Management process. A typical Sustainable Ibadan Programme Committee was composed of the following:



- Chairman Chairman of the Local Government.
- Secretary Director of Personnel Management of the Local Government Area.
- Facilitator/Contact Person Director of Town Planning of the Local Government Area.
- Membership All Heads of Department in the Local Government Area, Chairman of Community Development Council Community Leaders, Representatives of NGOs and the Private Sector

The Sustainable Ibadan Programme Committees in the eleven (11) local governments in Ibadan have performed very poorly over the years due to an unstable political atmosphere at the local level resulting in frequent changes in the political leadership and financial constraints resulting from deductions at source from the statutory accounts of local governments.

At the state government level, attempts were made to institutionalise Inter-Agency Coordination. The Sustainable Ibadan Programme chose to integrate the Environmental Planning and Management process into an existing government organisation rather than creating a new body for coordination as was done in some other Sustainable Cities Programme Cities. The project identified four key agencies of government concerned with the issue of water supply, waste management, mapping and physical planning in Ibadan, and is working closely with them. These agencies are - Water Corporation of Oyo State; Ibadan Waste Management Authority; Department of Survey; Ministry of Lands, Housing and Survey; and Department of Town Planning, Ministry of Environment and Water Resources. The State Town Planning Department in the Oyo State Ministry of Environment and Water Resources is the supervising agency of the State Government for the project. It has established an Environmental Planning and Management Unit to help coordinate and institutionalize Environmental Planning and Management in the state. Through this arrangement, the Technical Support Unit of Sustainable Ibadan Programme received prompt and direct attention and support from the Oyo State government, including a monthly running cost for the Sustainable Ibadan Programme office for the last seven years.

The purpose of demonstration projects is to highlight the feasibility of some of the strategies and action plans developed in respect of key environmental issues identified during the city consultation. All of the Sustainable Cities Nigeria Programme cities managed to form various stakeholder/working groups, which created a platform where more sustainable ways of urban planning could be demonstrated.



CHAPTER 4: DEMONSTRATION PROJECTS

4.1 IBADAN

The Sustainable Ibadan Programme implemented a number of demonstration projects in Ibadan, along the lines of the priority areas identified and agreed upon at the city consultation, with limited funding. Most of the demo projects were related to water supply and waste management.

The demonstration projects executed were all community initiated and therefore had strong local origin and ownership. For instance, the Community Development Association at Oke-Offa Babasale Community initiated the development of a spring project. The Association contacted Sustainable Ibadan Programme for assistance in facilitating the development of the spring after several attempts to mobilise government financial and technical support had failed. The Sustainable Ibadan Programme used this request as an opportunity to intervene through their working groups.

The cases of Bodija Market Borehole Project and the Organic Fertilizer (Compost) Plant evolved differently, but derived basically from the activities of the Bodija Market Working Group, comprising various stakeholders and including members of 42 Trade Associations in the Market and six Associations in the surrounding residential neighborhoods. The desire of the Bodija Market Community to improve their environment through the strong tradition of community self-help coupled with the Sustainable Ibadan Programme assistance facilitated the identification of various environmental issues of concern in the market community. These concerns were addressed and led to the installation of the Borehole Project and Organic Fertiliser (compost) plant.

The demo projects were selected and implemented to ensure their even distribution within the 11 Local governments . It was also an opportunity to



Ibadan: Bodija Market. Photo © SIP



TABLE 2. EXECUTION DATES OF DEMONSTRATION PROJECTS IN IBADAN

Environmental Issues	Projects Executed	Dates	
Water	Development of Akeu Spring,	1997	
	Development of Agbadagbudu Spring	2002	
	Moga Natural Spring Project	2002	
	Odo Ona/Gada Borehole Project	1998	
	Deep Wells at Oke-Ado and Oja Oba	2002	
	Bodija Market Borehole Project	1999	
	Seni Village Borehole Project	2004	
	Adegbayi Natural Spring Project	2003	
	Onipasan Natural Spring Project	2004	
	Sango/Isopako Natural Spring Project	2003	
	Ayebale Rain Harvest Water Project	2002	
	Waste Management and Sanitation	Organic Fertilizer Plant in Bodija	1998
		Ayeye Organic Fertilizer Plant	2002
Samplant Latrines at Eleta and Oke-Offa		2002	
Bodija Market Improvement		1998	
Bodija Market Food Safety		1996/1998	
Bodija Market Road/Drainage Construction		1998	

Source: Ayorinde, 2004.

bridge the gap between the community and the government. By showing that the government could be a major partner if there was commitment and consensus among residents, the project tried to involve as many stakeholders as possible. Table 2 provides an overview of the completed projects and their dates of implementation.

In addition to the implementation of existing projects, several other pipeline projects were prepared and could be implemented as soon as funding is secured. Lack of data to indicate the benefits of the projects in monetary terms and in terms of targeted beneficiaries restricted their marketing potential and consequently, further scaling up of the projects. Better data would help to secure further funds. It would also be the building stone to further develop an overall strategy for water supply and waste management.





Kano: Sheka drainage. Photo © SKP

4.2 KANO

Although Sustainable Kano Programme was initiated in 1996, progress of the preparatory phase was very slow in the early stages. On account of the sensitisation sessions, community members felt empowered by the innovation introduced by the Environmental Planning and Management and were willing to be engaged by the state through the Sustainable Kano Programme to undertake interventions for the common good. Due to continued delays, in moving from Phase 1 to Phase II of Sustainable Cities Programme Process, it was decided to undertake some initiatives as demonstration projects. Drainage and flood control were identified as the most important problems by the Community Based Organisations, and it was proposed that working groups be created around them. These working groups were formed for respective neighborhoods and were primarily constituted by the Community Based Organisations with the Sustainable Kano Programme office providing technical assistance. Each participating Community Based Organisations, working groups identified the nature of the problems in the neighbourhood and determined what interventions were necessary to resolve it.

The Sustainable Kano Programme critically reviewed the designs and estimates to ensure that the proposed interventions were the optimal choices. The government was then furnished with details of these design interventions and their estimates for support. Upon approval of the proposals by the Community Based Organisations, the government and UNICEF jointly provided building materials to the communities through the Sustainable Kano Programme office, while the Sustainable Kano Programme officers were mandated to offer technical supervision. The Community supported the project with free labour. In addition, the communities also provided the land without requesting for compensation from the state, which was a new phenomenon in Kano. Table 3 provides an overview of the demonstration projects undertaken in Kano.



TABLE 3: PROJECTS IMPLEMENTED JOINTLY BY KANO GOVT. AND CBOS

Year	CBO	Construction	Cost in US\$
2000	Yakasai/Zumunta	600 m open drain	32,553
2001	Safinatul Khair	Open drainage	26,123
2001	Masalaha	Culvert rehabilitation	27,037
2001	Alkabawa Alheri	Open drainage 650 meters	75,663
2001	Yalwa Kul-Kul	Open drainage 1500m	69,593
2001	Rugurguzau	Drainage and cover slabs 891 m	112,950
2002	Self-Help Groups	Open drainage clearance 13.6km	unknown
2002	Kura DA	Open drainage 550m	unknown
2002	DanHassan	Drainage and slabs 101	9,405
2004	Rugurguzau	Project extended	29,257

Source SKP

The success of the demonstration projects resulted in a number of key institutional changes within the State Government. The Environmental Planning and Management process, by its emphasis on participation and partnerships, demonstrated the capacity to bring governance closer to the people and this visibility drew more support from the government. The government was convinced of the benefits of its use and therefore evolved significant changes in the institutional frame of public management. The acceptance of the Environmental Planning and Management process within the state machinery is evidenced by the creation of two portfolios within the Governors office.

The office of the Special Advisor of the Governor on Community Based Organisations and non-governmental organisations was created in 2003. The need for this office emerged after the community demonstration projects, initiated in response to the numerous requests by the community groups, illustrated their tremendous capacity within the community. The office of the Special Advisor is assigned with the task of liaising with community based organisations and development committees to evolve development plans and interventions for respective communities on environmental issues. However, the capacity of the office to deal with the diversity and scale of issues emanating from the communities and organisations is very limited.

The other new portfolio – the Special Advisor to the Governor who will undertake coordination, harmonisation, collaboration and networking for effective joint inter-ministerial ventures and initiatives - was created to address the multi-sectoral nature of the problems and the respective interventions needed. The position was created to overcome the obstructions often posed by the bureaucracy within the government administration.



4.3 ENUGU

Two demonstration projects were implemented by Sustainable Enugu Programme.

Ugbene Abakpa Erosion Control Demonstration Project

The residents of Ugbene Abakpa had for long experienced flooding due to the absence of proper drainage, the overspill of which also destroyed the road. The few available drains had been choked with garbage, which further compounded the flooding problems. The community initiated the repair of the roads, but did not have adequate resources of their own to complete the repair work. Upon enquiry, the community was directed to the offices of the Technical Support Unit where a request for assistance was made in September 2002. The Technical Support Unit adopted the project as a demonstration project and set up a technical group as a working group that produced the road and drainage designs. The technical group then sensitised the community and commissioned a contractor to implement the works. The works took a month to complete and were commissioned at the end of December 2002.

Awkunanaw Old Market Environmental improvement demonstration project

The Technical Support Unit marked the Awkunanaw Old Market as suitable for another demonstration project. A technical team was established to design and supervise its implementation. The interventions identified by the technical team included the construction of waste facilities, public toilets and concrete roofing of market stalls. The market operators were sensitised to the use of the facilities. The project, which was executed by a contractor nominated by the Governor, was completed within one month and commissioned in December 2002.

That the infrastructure interventions were implemented without reference to any strategies or action plans were indicative of the underlying conceptual misunderstanding of the state government of the entire Environmental Planning and Management process. One thing that is quite clear is that the state government was not adequately sensitised about the steps in the Environmental Planning and Management process. Consequently, the demonstration projects were implemented using the traditional project execution approach, hence demonstration projects had limited effect and did not induce or leverage other partnerships, contributions and improved management as envisaged.

4.4 KARU

Ado Water Project

Before the introduction of Karu Development Strategy, lack of water was a major problem for the Ado Community. After the city consultation, a 'Peace and Development Committee' with members drawn from eight different ethnic groups was formed. The Peace and Development Committee, through a participatory consultative process, identified the urgent need to prepare and execute a water project in the community and approached Academic Associates for Peace Works for assistance. Academic Associates for Peace Works organized the key stakeholders in the community to discuss the problem. They also approached the Federal Ministry of Water Resources and the German



Embassy, which responded with a donation of seven hand pumps, while the Ado stakeholders provided the site, labor and management of the hand pumps. The water project serves the community of over 5,000 persons and provides free water to residents.

Mararaba Market Project

Another project was the construction of a new market at Mararaba. Mararaba has a large number of traders who have no space in the existing temporary and over crowded market. Trading activities spilled over the major road causing traffic bottle necks. The project was promoted by Business and Economic Development Committee and supported by Karu Area Planning and Development Authority and the Karu local government. Business and Economic Development Committee paid for the acquisition of the land and mobilized resources to start construction of the shops.



Karu: Project borehole. Photo ©SNP



CHAPTER 5: CAPACITY BUILDING

5.1 IMPROVING INFORMATION AND EXPERTISE

The Sustainable Cities Nigeria Programme has contributed to generating and storing important information and data on all participating cities through their various Environmental Profiles. Although the different profiles have brought together data, other important information such as the available amount of ground water (in Ibadan) for example, are not available though they would be extremely useful for future planning, continuation and monitoring of the water strategy.

In addition, the capacity of participating lecturers in academic institutions has been developed in all cities through the preparation of City Environmental Profiles and in the application of the Environmental Planning and Management process. The academic community in Ibadan, for instance, has warmly embraced the Environmental Planning and Management process, leading to changes in their academic curriculum, while articles and theses have been written with lecturers providing assistance to the project. Also in other cities, the universities and polytechnics have been used as an entry point for the introduction of this new approach.

5.1.1 GEOGRAPHICAL INFORMATION SYSTEM/ENVIRONMENTAL MANAGEMENT INFORMATION SYSTEM

One big problem for most Nigerian cities is the unavailability of maps at appropriate scale for planning use. Under the Sustainable Cities Nigeria Programme, Geographic Information System equipment was purchased for the Ibadan, Kano and Enugu projects and a workshop on Environmental Management Information System was organised. Mapping working groups were also established. In Kano the Sustainable Kano Programme office made good use of the Geographic Information System facilities, producing maps at various scales for the city. However, in both Ibadan and Enugu, the Geographic Information System equipment became non-functional and participants who should have acquired



Kano: Basic map prepared by SKP



post workshop hands-on experiences on the equipments were unable to repair it. Although (part) of the equipment is working at the moment, many of its benefits cannot be put at use anymore. Also, although several maps have been produced, the overall output in all cities has been disappointing.

5.2 IMPROVED DECISION-MAKING CAPACITY

The Sustainable Cities Nigeria Programme has brought improved decision making capacity in all the participating cities, notably for the following reasons:

- a) Decisions are taken on the basis of available information, facts and figures, which are well documented in the Environmental Profile
- b) The decision making process is inclusive involving all categories of stakeholders, both the rich and poor, public, private and community sectors.

Sustainable Cities Nigeria Programme has, no doubt, changed the attitude of many planners and allowed communities to participate in the planning process in all the cities involved in the programme. One of Sustainable Cities Nigeria Programme's major achievements is the role the process played in breaking the ice between the community and the government. Citizens in the four cities saw a more concerned government that was willing to cooperate with them and to directly improve their living conditions.

5.3 IMPLEMENTATION AND MONITORING OF STRATEGIES

Implementation of demonstration projects was often the responsibility of the Technical Support Unit, which directly entered into an agreement with the community. Though this was an indication of commitment on the part of the Technical Support Unit, it did not ensure a sustainable and cost effective manner of project implementation. Monitoring of the projects were done by the community in cooperation with the Technical Support Unit.

Systematic data on the demonstration projects was not available. For example, in Ibadan, figures on the benefits of water boreholes and spring water are either not available or have not been systematically developed. The available amount of ground water for example, is also not known, making future planning for investments difficult.

5.4 APPLYING THE FULL RANGE OF IMPLEMENTATION INSTRUMENTS

The projects have hardly made use of the available implementation instruments such as regulations, controls, investments etc. and if they did, it was not done in a systematic manner. Public awareness campaigns were used and academic institutions were convinced to incorporate the Environmental Planning and Management in their curriculum. Although several action plans were implemented, replicated and even sometimes up-scaled, they were not developed into officially approved citywide strategies.

Although good quality demonstration projects, some of which won international awards, were implemented, all projects were of limited scale and affected only a



limited group of people. Though the Environmental Planning and Management process is now an acceptable way of managing urban environmental issues by the state and local government, it is yet to be integrated into the day-to-day management process.

5.5 PARTNERSHIPS

Partnerships were established on various thematic issues in all of the four participating cities. Through the demonstration projects and the city consultations, the Sustainable Cities Nigeria Programme established very close partnerships with various community organizations, the business community and some levels of government. This has been a major achievement, as it was the first time that community groups were able to approach the government and “get things done,” thereby creating trust and ensuring sustainability of the projects implemented.

Some other partnerships were established but were rarely formalized. The best example is the Sustainable Ibadan Project Trust Fund, which was established to serve as a conduit for channeling financial and technical resources from the private sector for the development of Ibadan and consequently, the institutionalization of the Environmental Planning and Management process in the city. The membership of the Sustainable Ibadan Project Trust Fund comprises successful industrialists and businessmen in Ibadan. The Sustainable Ibadan Project Trust Fund has to-date supported two borehole projects at Bodija market and Odo-Ona Gada communities.

In addition to local partnerships, some partnerships were established involving multilateral and bilateral partners. In Ibadan, the Sustainable Ibadan Programme established partnerships with the Danish Technological Institute, United Nations Children Fund, World Health Organisation and the World Bank⁵. Similarly in Kano, the SKP established partnerships with the United Nations Children Fund and United Nations Development Programme in the implementation of some demonstration projects.

5.6 MAKING EFFICIENT USE OF RESOURCES FOR EFFECTING CHANGE

Funding for the Sustainable Ibadan Programme was provided by the Danish International Development Agency (DANIDA) through UN-HABITAT with contribution by United Nations Development Programme, the government and local governments. However, available figures on funding details are merely interpretations, as there is no consensus among the various parties on how much was committed, made available and actually spent. The projects in all the cities have been operating under very difficult circumstances and financial resources were not always forthcoming. In some cases, the projects were able to tap into outside funding (see above on Ibadan Trust Fund and the United Nations Children Fund). Funding for projects in other cities came through United Nations Development Programme and the World Bank (Karu, Cities Alliance).

⁵UNCHS (Habitat) 1998 SCP Programme Approach and Implementation



5.7 TRAINING

In all the Sustainable Cities Programme cities training took place in different forms. Most common are the following:

- **Briefings**
The Technical Support Unit held various briefings at both management and operational levels in the city. Briefings were crucial for creating awareness and initiating a change in attitude.
- **Work exchanges/ city-to-city cooperation**
City-to-City exchanges within Nigeria took place, mainly to enable the other cities to learn from the Ibadan experience. Although project managers have attended international meetings (Sustainable Cities Programme Annual Meetings, World Urban Forum) and the Sustainable Ibadan Programme Management team attended the Accra City Consultation, there were limited city-to-city exchange meetings, which proved to be very effective in other regions (see for example Sri Lanka report).
- **Workshops**
The Technical Support Unit has been responsible for organizing a series of workshops, which normally last one or two days. Workshops should be flexible and responsive to the needs identified and should be solution-focused. Of importance therefore is the inclusion of practical follow up measures. This did not take place.
- **Good practices - site visits to demonstration projects**
Site visits for the benefit of the other cities, Kano and Enugu, were organized to Ibadan and to other demonstration projects.

Although several attempts were made, there was no structured training programme in any of the cities. An important decision should be taken as to whether the cities should develop their own capacity building agenda or a national agenda should be established with specific follow-up activities at city level. The capacity building programme's mission under a continued Sustainable Nigeria Programme should primarily aim to strengthen and improve the abilities of Local Authority staff and organizations to be able to perform their urban development tasks in a more effective, efficient and sustainable manner.

IBADAN

The Sustainable Ibadan Programme made significant progress in the area of training activities. A series of workshops and short training sessions were conducted during the project period. These were aimed at improving the skills of the working groups and other stakeholders to properly understand the project and to develop strategies and action plans. In addition, the Sustainable Ibadan Programme sponsored its staff to seminars and workshops both in Nigeria and abroad.

The introduction of the Sustainable Ibadan Project in the last 10 years has certainly influenced the curricular of higher institutions in Nigeria, covering such key elements as Sustainable Development, Sustainable Cities Concept,



Environmental Planning and Management, Participatory Methods and Sustainable Cities Programme/Sustainable Cities Nigeria Programme Case-Studies. Many students from the University of Ibadan undertook their research/thesis on various aspects of the Sustainable Ibadan Programme.

KANO

In Kano, capacity building was mostly in the area of public education on the links between environment and development. This was done through sensitisation meetings and video documentaries. Other capacity building activities were also in the form of seminars, workshops and briefing sessions.

The Project Managers of Sustainable Kano Project had opportunities for professional exposure and to exchange experience with other Sustainable Cities Programme partners in various ways, such as through visits to UN-HABITAT headquarters in Nairobi, attendance of the World Urban Forum and the Bi-annual Global Sustainable Cities Programme meetings. Although the Project Manager attended the periodic conferences, study tours and seminars, these were not structured in a form to provide knowledge of the process and technical capacity in undertaking the much needed skills for the management tasks assigned.

ENUGU

The training undertaken under the Sustainable Enugu Project did not reflect the envisaged training recommended in the Sustainable Cities Programme source books. There is, however, a demonstrated need to forge a capacity building strategy with the numerous actors in Enugu, both on the thematic and management dimensions of the Environmental Planning and Management.

KARU

In the absence of formal training institutions involved in the Karu Project or capacity building activities, some non-governmental organisations, especially Academic Associates for Peace Works, assumed this role and provided training in the areas of conflict resolution, adult education and business management skills. The courses, which were run on demand, were requested by such agencies as Karu Local Government, Karu Area Planning and Development Authority, and the Security Committee among others, while other training programmes like Conflict Resolution and Peace Building were organised in response to the potential for conflicts which the tribal diversity in Karu portends. The training provided by Academic Associates for Peace Works for Business and Economic Development Committee stimulated the strong bonds that presently exist between the two organisations.

One issue that came out clearly is the absence of a clear capacity building strategy in all the cities. This, probably, is one of the biggest constraints and is likely the main cause of ad-hoc support and lack of direction within the programme. Capacity building activities were ad-hoc and not well defined. There was no clear structure addressing the various stages in the Environmental Planning and Management process.



CHAPTER 6: LESSONS LEARNT

OVERALL IMPACT OF SUSTAINABLE CITIES PROGRAMME IN NIGERIA

Ten years after the implementation of the Sustainable Cities Programme in Nigeria, assessments have shown a mixed result. While significant progress was recorded in Ibadan and appreciable progress in Kano and Karu, the city of Enugu is still struggling to understand and apply the Environmental Planning and Management process. Overall however, the four Sustainable Cities Programme cities were able to achieve some results mainly at community level, and in the general attitude towards urban environmental management.

It is worth noting the following:

- Almost all cities managed to change public attitudes towards planning (especially among government officials) and the perception of residents towards the government
- Coordination and participation has improved, but is limited to small scale projects only and is not part of the regular modus operandi
- The working groups were able to formulate strategies and action plans, but none of these became a policy or part of the operational plans of the departments
- Sustainable Cities Nigeria Programme has helped to bridge a gap between the government and the community

Ibadan has been the most successful Sustainable Cities Programme city in Nigeria. The physical outputs of the Sustainable Ibadan Programme were the Demonstration Projects that have actually shown the feasibility of some of the strategies and action plans developed. There has been a continuous process of identifying, selecting, sensitising and mobilising the stakeholders. The project has helped to (at least partly) bridge the gap between the government and the community.

Although the Environmental Planning and Management have not been fully implemented in Kano, it appears some important measures have resulted in meaningful outcomes. These include:

- Community participation in decision-making and consensus building was reinforced by the city consultation
- The city consultation provided the forum for discussions on the constraints of implementing city-wide interventions
- The introduction of Geographical Information System by the SKP office spurred interest in a lot of state departments
- The demonstration projects have stimulated engagement between the community, local governments and the state
- The implementation of the Environmental Planning and Management resulted in the creation of special portfolios in the government administration
- Through drainage improvements, there was marked improvement in flood control in some parts of the city

Karu fostered significant improvements in participatory decision making through consensus building. The effect was that where desired goals converged, partnerships occurred much more easily and various parties practiced networking effectively.



It is evident however, that while Academic Associates for Peace Works is playing a lead role in the entire scheme, the Karu Local Government has taken a back seat. The lead role played by Academic Associates for Peace Works without any significant inputs by the local government makes the process vulnerable. Networking has improved tremendously because almost all the business entities in the area have coalesced into one business association, Business and Economic Development Committee.

In general, the following issues have been identified as major constraints:

- The projects experienced a rapid turnover of labor
- The availability of financial resources and prospects for future continuation were unclear
- The institutionalisation of the Environmental Planning and Management process has not yet fully taken place
- The support from the United Nations system was not sufficient, as no provisions were made for follow-up activities.

The Environmental Profiles were able to gather a lot of useful information, while the city consultations were very successful in consensus building on the priority issues. The working groups were formed, but they have become perpetual entities without conclusive agenda, meeting interminably without resolving any of the priority issues identified during the city consultations. This has led to a situation of gradual desertion, as most of the members left to pursue other interests or programmes.

The use of demonstration projects in Enugu, which in itself was not identified appropriately, is a skewed attempt at satisfying two opposing forces, namely, the state Governor and the United Nations Development Programme. It is significant to note that both Department For International Development and United Nations Children Fund managers indicated their ignorance of the activities of the Sustainable Enugu Project. In fact, the United Nations Development Programme negotiated a new programme with the Enugu government without considering the scaling up of the existing Sustainable Enugu Project.



CHAPTER 7: CONCLUSIONS

In conclusion, the implementation of the Sustainable Cities Nigeria Programme has instigated new thinking that hopefully will influence a paradigm shift in environmental planning and management in Nigeria. The lessons of the Sustainable Cities Nigeria Programme exercise are indicative of how community partnerships foster goodwill for delivering services to citizens while at the same time engendering acceptance in cost sharing for public infrastructure financing. A key lesson of the SNP experience is the fact that the levers for change in environmental planning and management are able to emanate from sources other than the public sector, as is traditionally known. The communities, through their proactive participation, have spurred on government initiatives in resolving knotty management issues such as the payment of compensation for public goods.

The demonstration projects proved to be fundamental although they were never really upscaled to the next level. The projects were nevertheless able to break through the standoff between the government and the communities and actually managed to jointly plan and implement projects together. Although Sustainable Ibadan Programme is often criticised for its lack of (big) capital investment projects, this seems at the same time to be one of its major advantages in reaching the community.

For the Sustainable Nigeria Programme to continue, it will require further support, both financially and technically. It is, however, essential to identify what support is necessary. The first action is to strengthen the weak links that have emerged in the implementation of the Sustainable Cities Nigeria Programme. These weak links include the discontinuance of strategy development; capacity building involving training, sensitisation and skills development; the need for diversification of local resource mobilisation; translation of the commitment of international partners into actual investment that are also timely; and lastly, staff retention. The working groups also have to be revived to ensure that the Environmental Planning and Management process does not lose the benefits it has accrued to date.

A capacity building strategy seems to be very important and has to be anchored appropriately to an institution that can deliver timely and customised training to the different needs of the various stakeholder groups. The role of the formal and informal private sector must be made more visible. The knowledge and resources available to the private sector should be integrated into the process.

It can be concluded that the Environmental Planning and Management is now an accepted way of planning and managing the urban environment. It is, however, still far from being institutionalised into government systems.

Finally, it is necessary to clarify issues at federal level and clearly spell out roles and responsibilities of the different actors within the government and the implementing United Nations agency. An agreed strategy between all partners, linked to a national programme of capacity building, would be the first step.



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME
PO BOX 30030,GPO 00100, NAIROBI, KENYA
Telephone: +254 20 762 5404
Fax: +254 20 762 3715
uepb@unhabitat.org
www.unhabitat.org

UN  HABITAT