Planning Sustainable and Livable Cities in Nigeria

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Abstract: This paper looks at the current state of the city in the world and particularly in Nigeria where planning has been very weak in meeting their set objectives and examines the concept of a livable and sustainable city and suggested ways in which the goal of a sustainable city could be accomplished given the interplay of so many complex forces. It concludes with the fact that this goal can only be achieved when all the stakeholders are fully involved and carried along.

Key words: Urban planning, sustainable city, livable city, policy, planning tools, participation

INTRODUCTION

The world is becoming increasingly urbanized. The projected number of people living in cities is expected to more than double between 1990 and 2025, growing from 2.4 billion to 5.5 billion. This trend is accelerating in developing countries; their share of the total urban population will rise from 63% in 1990 to 80% in 2025. The huge increase in urban population linked to the economic development of cities and towns has given rise to concern about the sustainability of these trends. The growth of the world population and the development of consumption patterns that cannot be sustained ecologically and socially are severely stressing the life-supporting capacity of the planet and the ability of many countries to prosper and support the wellbeing of their inhabitants.

Urban settlements have developed over the last four thousand years of the approximately two million years that humans have existed on Earth. Over the past century, the balance of the population has tilted away from the countryside, the pace quickening with industrialization, and now nearly half the world’s population lives in cities. This trend is slowing in industrialized countries but increasing in developing countries. War, plague and other diseases, medical advances, trade, technology, religion and perspectives on urban growth have all played a part in creating and sustaining cities, although there is considerable debate about the relative importance of each. Cities are complex and dynamic places of contradiction that have been compared to living organisms. They contain opportunities for developing the potential and enriching the lives of many of their inhabitants. Nevertheless, life in cities can reduce the wellbeing of some people. In many ways cities represent the reality of political, economic and social decisions made nationally and globally. On the other hand, past and present struggles for local autonomy have created the identity of each city. They have also counteracted some of the effects of national decisions that might otherwise have had a more negative impact. The state of cities is the outcome of patterns of development that have yielded differing forms and location of infrastructure and organization of public buildings and public spaces, residential areas and recreational and cultural facilities.

This paper looks at the current state of cities in the world and particularly in Nigeria where planning has been very weak in meeting their objectives and looks at the way of overcoming these lapses and thus evolving a healthy and sustainable cities in the country

Current state of the cities in the world: Cities have evolved and will continue to do so as the factors that affect their size and form change. Urbanization is specifically connected with economic development and the technological developments that flow from it. In much of Europe, industrialization and the capitalist economy have been the motor for rapid change over the past two centuries by triggering massive migration from rural to urban areas. Before industrialization, people lived where they worked, but industrial processes moved the work and forced people to move into larger centres of population. Poor housing and nutrition and limited natural resources such as clean water made many people unhealthy and made them die young. As the health and life expectancy of the population improved, brought about in part by public health initiatives, the population began to grow and became more differentiated into social classes.

A growing middle class and improved transport promoted clearer zoning of different functions. This led
to the development of the suburbs and, more recently, the flight to the countryside by those who can afford it. The increasing population and suburban expansions have had many effects. The effect on the environment is especially notable and problematic. Large cities demand huge quantities of water, energy and other resources, which affects the environment severely. The effects are exacerbated by the inefficient use of resources and poor waste management. The geographical separation of the functions of city life has created an excessive demand for transport. The car has become an addictive form of transport for suburban residents. The increasing numbers of cars have also led to rapidly flowing traffic and/or congestion, resulting in safety problems, declining amenities in city centres, noise and pollution. Indeed, transport and consumption generate more air pollution than does manufacturing. The challenge for cities is therefore how to achieve accessibility to city centres and renew the environment while maintaining the viability of surrounding areas. To meet the challenges of urban development, cities need to harness the full complement of human energy and skills available. Thus, the attributes and potential contributions of all residents need to be recognized. This also requires recognizing that different groups of people experience the city in different ways.

All cities have a diverse population; people differ in gender, age, ethnicity, religion, income, wealth and ability. Many cities are becoming more diverse. In some cases, this reflects ethnic or religious differences. In others, immigration is substantial and the consequent relations between existing residents and newcomers are important. The ways cities have been planned or developed, both historically and currently, fail to take into account the needs of many of these diverse groups because the groups lack the influence to bring their interests to prominence and therefore to affect policy and planning decisions.

Gender has an especially profound impact. The experience of women and men in the city and the way they use it reflects their roles and responsibilities in the division of labour according to gender. Differences in tasks, differential access to and control over resources and the different value accorded to the activities of women and men influence the spatial and organizational aspects of the city. The heart of cities usually reflects men’s interests, whereas suburbs are more the domain of women, thus reinforcing gender roles. The gradual changes in women’s lives, especially the increasing participation in the labour market and changes in the form of the family and the household, are making the limitations of traditional urban planning and housing policy more apparent. The implications of the challenges women face are such that gender can no longer be ignored either in planning practice or city governance.

Public spaces include public squares, parks, municipal buildings, cultural sites, sporting arenas, leisure facilities, shopping areas and markets, roads and pavements. They have been described variously as fortresses of freedom, spaces for action and islands of humanity. They are viewed as the connective tissue of cities and have functional, environmental, cultural and aesthetic roles. They have both historical and contemporary characteristics, and ensuring the balance between the two is a constant challenge.

Public spaces are central to many urban challenges, especially for cities or districts in which road building has limited these areas, in which shopping centres or malls have become the dominant public space or in which public safety is of concern, especially for women, children or elderly people. The desire for security in cities is becoming a major impetus for policy and planning as well as for individual behaviour. This desire is leading to fewer public spaces, as some people seek to protect themselves from real or perceived fears by restricting the use of public space. This can be further exacerbated by decisions about new architecture, public transport and street lighting, which may be made without considering collective safety.

Economic development has been a major driving force for city development. Until recently, manufacturing was the dominant source of wealth creation, but its recent decline in industrialized countries in favour of service industries and new technologies has brought about many changes that affect city life. Unemployment, which is a permanent feature of market economies, has increased throughout Europe since the 1980s, leading to increased poverty. It has affected people living in public and private housing, thus affecting both the inner city and the suburbs. The form of the available work has changed, and this has been accompanied by shifts in the composition of the workforce.

Unemployment generally impoverishes the inner city and reduces the quality of the housing stock, although not as consistently as many would argue. Inner-city neighborhoods can attract new residents because of their cultural and symbolic interest, and the location of service industries has also helped to generate a sense of renewal. Technological developments are changing the nature of work, making it easier to work at home or on the move using new forms of communication. The nature of the marketplace is also changing as home shopping becomes a possibility. These effects raise questions about the nature and use of public spaces, building developments and existing buildings and their need for transport and support services.

Poverty is a major challenge for cities throughout the world. Poor people in cities usually have no secure
employment, savings or saleable assets and are vulnerable to changes in the demands of the labour market, the prices of basic goods, land costs and use and housing policies. The effect on city life of increasing urban poverty has led in part to the introduction of economic reforms, but these very reforms often create new poverty. These measures include shifting towards privatization and limiting the ability of local government to sustain previous levels of services. In addition, welfare provision has shifted away from redistribution towards targeted safety-net programmes. A combination of these factors has made many people homeless or confined them to shanty towns, and both are now widespread in a number of European and African cities.

Poverty profoundly affects health and wellbeing. It contributes significantly to the inequalities in health within many European cities and across Europe. Inequalities in health parallel inequalities in environmental quality, which are similarly associated with poverty, each contributing to and exacerbating the other.

High levels of poverty in a city are as significant for affluent people as they are for poor people. The existence of areas of decline and the emergence of derelict spaces affects people's perceptions of the city as a whole. The polarization between places with fewer resources and more affluent areas creates disharmony and contributes to increasing crime and vandalism. Most significantly, large numbers of poor people can further weaken a struggling economy, as they do not have the resources to consume goods and services or to participate fully in all aspects of city life.

**Current state of the Nigerian cities:** A cursory look at most Nigerian cities reveals that ethnic ties and identities are reinforced because most city-dwellers are to some extent "encapsulated" within their own ethnic network, which serves as a partial barrier between them and the wider social system. The sharp cultural differences among many groups further hamper the development of an inter-ethnic sense of community. "Like the choice between competing political institutions," that between the groups proves to be "a choice between incompatible modes of community life[5]."

It is also observed that ethnic identity and ethnic conflicts are often greater in the cities than in the rural areas. Rouch[6] sees this as a product of the interaction among peoples of different cultures. Rather than weakening ethnic pride and cohesions, the city or urban life tends to increase them. The greater the fear by one group of being dominated the greater the emphasis on their own culture. An ethnic group adjusts to the new realities by reorganizing its own traditional customs or by developing new customs under traditional symbols, often using traditional norms and ideologies to enhance its distinctiveness within the contemporary situation. Immigrants living in cities other than their own "native towns or villages" at times manipulate their own cultural tradition(s)—fostering retribalization—in order to develop informal political associations which can serve as organizational weapons in contemporary political struggles.

Despite the changes that have taken place since colonization, the boundaries between ethnic groups have been able to retain, or resume, great significance. Indeed, the perceived distinctions among ethnic groups are often as sharp as the distinction most Americans make between blacks and whites. Thus, ethnicity may be considered Nigeria's equivalent of the "American dilemma." It affects where one lives, with whom one associates, for whom one votes, at what occupation one works, and so forth. For these reasons a typical Nigerian city exists as a cluster of partly overlapping ethnic enclaves, each with a somewhat distinct set of perspectives and practices. Lagos, Kano and Port Harcourt show three categories of ethnic membership. Other cities, depending on their level of urbanization, demonstrate this to a lesser degree[2].

Nigerian towns are now clearly the "motors of development," the main agents of social change. Town life is identified with the idea of progress—a rejection of the "totalitarian rural and village tradition." To the many migrants who flock to the cities from the rural centers—whether armed at times with high school or even college certification, or unskilled labor in search of almost non-existing jobs—city life is seen as an "escape from the traditional rural life" which simultaneously absorbs, clutches and emasculate. To this set of migrant, the urban superstructure has real value as a refuge.

What is less often discussed is that the cities have become bases for administrative and economic activities rather than centers of civilizing influence. Nowhere else is the economic, political, and social distance between the rich few and the masses of the poor greater than in the cities.

Tensions of an economic and political nature between rural and urban areas multiply as class lines become more sharply defined and as the rural populace begins to sharpen its political consciousness, which in turn leads to more concern for political and economic participation. The same situation is true of the urbanite, who, being closer to the model of "the good life" ("high life"), often seeks a larger slice of the small "national cake." It is then understandable why the Nigerian urban centers have become the arena for major ethnic and class confrontations. The ever-increasing rate of violent street crimes, mounting by dialectic of violence and
counterviolence, prostitution and drug abuse--earlier thought typical of Western cities--demonstrate the degree of the miscarriage of the traditional values of the people.

While the classical Marxist theory would suggest that the urban proletariats, in cooperation with farmers and peasants, will be the spearhead of agitation against exploitation and major inequity, it seems that the cities are already in the grip of an exploitative indigenous class whose make-up and ideology put constraints on its political activities. As long as a disproportionate percentage of the city dwellers live in utter misery and abject poverty (which might be more debilitating than rural poverty), a true restructuring of the Nigerian society, at least a change from misery to decent life for the city poor whose numbers swell each year, will be difficult to realize.

However, there are aspects of city environment which present some hope--if not material, at least psychological--for the city poor. City life for this group promises a hope for modernization. It is this hope that enables the urban poor to endure their situation. In this regard, the will to achieve change through new ideas and actions, to select from a wide range of alternatives, to participate in new structures and new institutions which have no antecedents for many of the city migrants are a totally new phenomena. This is the sense in which the city represents modernization to the people. Thus the link between social change, modernization and urban life is that the cities not only generate a new range of institutions, activities, structures and values particular to the local situation, but reflect the national transformation as a whole, an index of progress and prosperity.

The normative structure of marriage and family life spills over into many other organizational and institutional features. Thus marriage involves more directly the families of the bride and the groom than in the Western culture. While the two individuals are central to the marriage, a larger number of kin on either side become involved in the rearrangement of social relationships which follow. The bonds which held members of the extended family together were their strictly allocated duties, reciprocity of mutual aid and support, responsibilities and rewards which gave each individual the satisfaction he sought and the knowledge that should dependency overtake him he would not be cast out.

Trying to control or limit rural migration is unrealistic. Urbanization is a positive force in development. Cities and towns are home to most industry, commerce, and services, all of which can be highly productive. Over the decade 1984-1994, non-oil firms in urban areas accounted for half of Nigeria's Gross Domestic Product. Per capita incomes in towns and cities are roughly a third higher than in rural areas.

Nigeria's urban population, over the period 1980-1993, grew at an astonishing 5.5 percent a year, compared with 2.9 percent nationwide. Many urban Nigerians, however, do not earn enough to cover even basic needs. An estimated 21 percent or so (8.5 million people) were below the poverty line in 1992-93. They, more than anybody, suffer from the breakdown in urban infrastructure, especially through poor health. Most of the burden falls on women and children.

Urban pollution and poor management of municipal waste (sewage and refuse) add to the health hazards. Numerous industries, from pulp to petroleum, dump untreated and often toxic liquids in open gutters, streams, rivers, and lagoons. And, as elsewhere, motor vehicles contaminate the air, land, and water.

**What is a livable city?:** Myriad studies and treatises offer conceptualizations of urban livability. Researchers have developed sophisticated measurement instruments, including multidimensional scales and weighted indices for use with advanced analytic techniques. Their work has resulted in “quality of life” classifications and the ranking of cities as places to live. Experts continue to debate the pros and cons of these different approaches. There is undeniable merit in efforts to enhance methodological rigour when seeking to obtain valid and reliable data as a basis for urban planning and development.

In recent decades, there has been encouraging progress in improving the living conditions of many people around the world. For example, in many places, there have been impressive steps forward in increasing access to safe water and elementary education. However, there is much evidence of the continuing prevalence of abysmal living conditions — cities where hundreds of people have to share a single public standpipe to obtain water and cities where each resident has to compete with 100 or more other people for access to a public latrine, which itself is a major health hazard; cities with governments that are corrupt and unable to deliver basic services to their citizens; cities with too few jobs that pay a living wage; and not enough housing units that people can afford; cities whose residents suffer from environmental contamination and fear for their safety; and cities where women face constant discrimination.

From the perspective of these people, who make up a majority of the world’s population today, the answer to the question “What are livable cities?” is simple enough. Livable cities are places where residents can find jobs that pay a living wage. A livable city provides its citizens with basic services, including safe water and adequate sanitation. The inhabitants of a livable city...
have access to educational opportunities and health care. They are not at risk of forced eviction and enjoy secure tenure in affordable housing. They live in communities that are safe and environments that are clean. And, perhaps most importantly, livable cities are void of discriminatory practices and governed through inclusive local democratic processes.

**What is a sustainable city?:** A sustainable city could be defined as a city in which the population enjoys a high quality of life and which takes care not to transfer socioeconomic and environmental or health problems to other placed or future generations\(^\text{\[10\]}\). To achieve this goal, many people agree that new principles and processes of sustainable urban planning need to be created based on an intersectoral approach incorporating spatial and environmental aspects as well as health, social, cultural and economic elements. Sustainable development ‘seeks to deliver basic environmental, social and economic services to all residents of the community without threatening the viability of the natural, built and social systems upon which the delivery of these services depends’ (City journal, 1996). Above all, the main characteristics of sustainable development, as stated in the European Union’s Fifth Environmental Action Programme\(^\text{\[13\]}\), are:

1. To maintain the overall quality of life;
2. To maintain continuing access to natural and built resources; and
3. To avoid lasting environmental damage.

Nevertheless, the European Commission’s Expert Group on the Urban Environment (ECEGUR) states that sustainable development is broader\(^\text{\[14\]}\), embracing concern for; the quality of life; equity between people (prevention of poverty); intergenerational equity; the social and ethnic dimensions of human welfare; and the carrying capacity of natural systems.

The Eurocities (European Association of Metropolitan Cities) Project Group on Urban Planning and Environment has established its own definition\(^\text{\[15\]}\); ‘sustainable development is about maintaining and enhancing the quality of human life, social welfare and cultural, natural and historic inheritance whilst living within the carrying capacity of the supporting ecosystems and the resource base’.

The aim should be to build a new urban culture in which rich people and poor people can enjoy a sustainable and congenial lifestyle that leads to a viable urban structure\(^\text{\[11\]}\). Awareness-raising and capacity-building are crucial to achieving sustainable development. Citizens in all walks of life need to become more aware of the consequences of their lifestyle and the means for change, at both personal and community levels. Finally, an institutional framework is needed for the creation of a local culture of urban sustainability.

**Towards achieving sustainable cities:** Many cities are not planned and therefore people keep moving in without any plan or projection. It is the opinion of many that the cities are not ecologically viable because of their high consumption and high waste levels unless they are adequately planned and managed.

Sustainable urban development is the greatest challenge of the 21\(^\text{st}\) century. The key questions are how to deal with the huge appetites of cities and large masses of waste from them. Can waste be turned into a resource and energy used more efficiently? There is a need to develop a whole new range of environmentally sound technologies to be used in the cities.

Cities are centers of economic growth-brightest stars of human achievement. They energise the entire system. They also show how malfunctional our systems are ‘black holes in the atmosphere’. They are centers of degradation and in a way swallowing most of resources and affect areas larger than themselves.

Achieving sustainable cities implies reconciling the two sides of this coin (the city). That is striking a balance between the ‘brightest stars’ aspects and those of ‘black holes in the ecosphere’.

To achieve this there is a need to change the way cities function i.e. their metabolism. There is a need to replace wastage with efficiency and reduce waste e.g. turn human waste into fertilizer.

Most cities have a linear metabolism i.e. inputs are processed into products. Cities continually convert raw materials into artificial objects. The linear metabolism means nothing from the processing goes back as input. This is what threatens the well being of the planet.

There is need to change this linear metabolism into a circular one to have sustainable cities. This will imply more from biocidic cities (cities that produce wastelands) to biogenic cities (cities that give back to land). A good example of this is food in the Chinese cities where human waste is taken to farms.

For cities to be viable and sustainable their functionality needs to be rethought and reorganized. They need to have a circular rather than a linear metabolism where every output can be used as an input in the production system, thereby reducing their ecological footprint\(^\text{\[7\]}\).

**A new urban planning paradigm:** Given all the principles and strategies and the examples of effective
action, what can urban planners do to promote the health and wellbeing of people in cities?

Components of the new approach: Future cities need to be more consciously planned if they are to address sustainability properly. Sustainability cannot be left to spontaneous mechanisms or to market forces. Urban planning practices also need to be changed to reflect a new awareness and to integrate environmental, health, economic and social concerns. For example, new city master plans and new neighborhood plans can be guided by a set of community values and a new community vision involving the citizens.

Many urban planners realize that the environmental, social and economic factors that promote wellbeing are complex. The holistic approach, advocated by planning pioneers, looks at the interrelationship between the whole person and his or her environment. This generalist approach is not opposed to the specialized thought and detailed work on health carried out by the medical profession. These two approaches are not only complementary but also mutually indispensable.

The city is made up of various communities, and the prerequisites for health are now more than ever a prime concern. Stress created in cities riddled with violence, disruptive behaviour and unregulated traffic can directly affect citizens’ health. Urban planners working in connection with law enforcement agencies can help alleviate these conditions. The city should create a nurturing environment by providing a full range of community and leisure facilities and by actively encouraging public participation in city affairs by all citizens. Urban planners have an active role to play in this.

The new approach to make urban planning more effective has the following components:

1. Community participation to set clearer objectives for planning interventions; to encourage a feeling of ownership; to promote public awareness; to strengthen urban management instruments; and to encourage community involvement;
2. Involvement of all stakeholders in the city; everyone whose interests are affected by urban planning processes, from the initial stages of planning process to implementation and maintenance;
3. Coordination between national plans and policy guidance and local information and interests;
4. Interaction of urban and economic planning to ensure clearer links between the various planning processes for cities, especially in addressing local community employment and the development needs of small businesses;
5. Sustainability: urban planning will provide approaches that address longer-term concerns for sustainable urban development, including energy-efficient urban development,
6. Financial feasibility: urban plan should be prepared with full awareness of the financial implications of proposals, including capital and maintenance costs and cost-recovery mechanisms and
7. Subsidiarity: taking decisions on planning at the lowest level compatible with achieving the desired objectives can help to maximize participation in and the effectiveness of planning processes.

The European Commission is increasingly recognizing the key role of urban planning. The Green paper on the urban environment and the European Union’s Fifth Environmental Action Programme indicated that urban planning is one of the instruments that can improve the urban environment by:

- Encouraging greater diversity
- Avoiding urban sprawl redeveloping urban wasteland
- Revitalizing existing city centres
- Promoting urban design.

Working for integration: The interrelated nature of the urban challenges related to sustainable development requires an integrated approach that promotes action at various levels simultaneously. Nevertheless, implementing this approach effectively requires a conceptual shift that addresses changes in lifestyles and in production and consumption. A key prerequisite for such changed is the need for political commitment to sustainability. Sweden’s contribution to Habitat II is an interesting example that focuses on sustainable practices based on changing attitudes and behaviour; training and education; and the role of the mass media. Numerous initiatives and trends provide leverage points for change in how urban challenges are addressed. Some examples are as follows.

Policy integration: Policy needs to be integrated at the highest levels, moving away from sectoral approached and working for intersectoral action directed towards sustainability.

Urban planning: Urban planning is a powerful tool both for reducing the overall impact of settlements on the local or regional environment and for improving conditions within settlements.

Managing urban flows: Urban flows include water, energy, materials and waste. These flows can be managed through ecological ecosystem principle, aide by
new technologies to improve both efficiency and amenity and contribute to sustainable use of resources.

**Integrating environmental and urban planning:** Environmental and urban planning can be integrated. Opinions differ as to whether these two essential components should be linked by developing integrated environmental plans or by preparing land-use plans that have been subjected to environmental assessment. In some countries, environmental assessment is an essential component during the early stages of the planning process.

**Integrating transport and urban planning:** Transport and urban land-use planning should also be integrated. Urban form, which includes the pattern and density of development within and between settlements, influences patterns of transport and the quality of life. Many cities have already begun this process.

**Providing open space in urban plans:** Open spaces include informal and formal parks, watercourses, agricultural land, private gardens and city squares. They fulfill several ecological functions, including improving air quality, increasing biodiversity and managing stormwater. The amount and quality of open space in a city is also important in influencing the quality of life of the population.

**Mixed land use:** Schemes for mixed land use can be encouraged. Rigid land-use zoning has been criticized as one of the causes of new single-use developments within cities. Mixed land use can contribute to reducing the number and distance of urban journeys, especially if it is linked to restraining traffic and developing integrated strategies to achieve sustainable urban transport. At the city scale, mixed land use implies seeking a balance of dwellings, jobs and facilities in each part of the city.

**Integrating health into urban planning:** Integrating health into urban planning is a new challenge for both health and urban planning professionals. The links between health and sustainability are complex. The relationships are not only a matter of ecological sustainability; they are also related to social and economic sustainability. Some models suggest that community conviviality, environmental quality and economic vitality need to be balanced and integrated to ensure social cohesion and a civic community and to attain better health and wellbeing. Poverty and inequality contribute strongly to the deterioration of health and wellbeing.

**Reorienting urban planning:** Urban planning covers a broad variety of themes and constitutes a process of balancing and integrating a variety of interests. Although an intersectoral approach does not guarantee sustainability, increasing the integration of city plans tends to increase sustainability. The potential for cities to implement strategies, policies and plans towards sustainability depends on the cities’ geography, demographic trends, economic structures, cultural aspects and administrative context. Urban planning systems are essential for developing and implementing city-wide policies for sustainable development in which environmental, health and socioeconomic objectives are increasingly linked. Despite the differences between cities, a few general requirements for urban planning to make progress towards sustainability have been identified:

- Including short and long-term objectives in the strategic plan or vision of the future;
- Ensuring good understanding of the local context before preparing plans;
- Assessing the social, economic and environmental impact of draft plans (carrying out sustainability assessment);
- Using indicators to facilitate decision-making;
- Promoting strong community involvement and participation; and ensuring life cycle sustainability.

Many of these principles are already evident in some European planning systems: They operate over a range of geographic scales; they include community involvement in various ways; and most of them are open and democratic on operation, seeking to take into account future social, economic and environmental effects and implications for different groups within the population. Nevertheless, although innovation has been effective in some places, the impact of the new sustainable development agenda on planning systems generally remains limited. A major shift is needed not only in attitudes towards intersectoral work but also in relation to established planning policies and tools.

**Urban planning policies and tools:** The new planning paradigm described here challenged long established policies such as those on land-use zoning, density controls, transport hierarchies and green belts. Traditional techniques of planning may need to be review; here we want to suggest some new policies and tools that may be needed to achieve sustainable urban planning.

**Reviewing policies:** Life cycle sustainability is closely related to sustainable development. Cities should be
suitable for all people in all stages of their lives, including elderly people and handicapped people. One quarter of the population of the Netherlands, for example\textsuperscript{[3]}, is either older than 55 years or disable, and this proportion will increase in the future.

The strict zoning policies of the past decades, which have led to differentiated land use and the subsequent development of extensive residential suburbs, have in turn stimulated commuter transport, which is at the heart of many environmental and health problems currently facing cities. The principles on which urban practice have been based need to be fundamentally reviewed. Strategies that emphasize mixed use and increasing development density are more likely to result in people living close to their workplaces and the services they require for everyday life. A car then becomes an option than a necessity. Strategies encouraging greater diversity and avoiding urban sprawl have already been put in place in such counties as the Netherlands\textsuperscript{[12]}.

The University of West England in Bristol, United kingdom, has carried out some interesting work in this area. Its design guide for planners, designers and developers has suggested three essential basic principles\textsuperscript{[3]}:

- Increase local self-sufficiency to reduce impact elsewhere, based on the assumption that the city is an ecosystem;
- Satisfy social, economic and aesthetic human needs (shelter, warmth, and health, work and a pleasant environment), based on the principle that such needs are the prime purpose of sustainable development; and
- Build robustness and adaptability into the environment, to keep options open where possible, both now and for the future (for example, design buildings to facilitate future change of use)

The guide suggests that local autonomy can be increased at varying scales of operation; the individual dwelling (for example, increasing energy efficiency); the cluster of buildings (such as promoting local drainage of stormwater and improving wastewater treatment); the neighborhood (for some facilities and work opportunities); and the city (higher level retailing and cultural and commercial facilities). The purpose of policy discussions between stakeholders could be to try and ensure that problems related to the use of space (land and building) are tackled at the lowest feasible level in the hierarchy. This might mean that a variety of agencies such as energy, transport and education agencies, together with market interests responsible for employment, retailing and leisure facilities, adopt more sustainable development strategies as part of the urban plan\textsuperscript{[3]}.

**Practical planning tools:** There are various examples of practical guidance for incorporating environmental aspects into urban planning: the Rotterdam manual for urban planning and environment\textsuperscript{[14]}, the environmental matrix for monitoring various indicators and their impact on the environment developed by the Amsterdam Department of City Planning, the Canadian index of ecological carrying capacity and social carrying capacity, the local environmental plans in France and the good practice guide of the Department of the Environment in the United Kingdom\textsuperscript{[9]}. An integrated approach requires new methods and tools for analysis, decision-making and implementation. But there are constrains:

- A lack of long term vision to guide the development of planning objectives;
- Conflicts between short and long term economic objectives and societal needs;
- Geographical and functional fragmentation in many institutions;
- Legal and technical frameworks that limit the harmonization of planning activities; and
- A mismatch between the political and planning framework

Developing an effective approach towards achieving a healthy and sustainable urban development requires different types of tools that includes:

**Policy tools:** Policy tools include general and specific guidelines and indicators such as biophysical, health, economic, social and cultural indicators\textsuperscript{[17,20]}.

**Planning tools:** Planning tools include techniques and information for day-to-day planning in transport, residential housing, natural landscaping and programmes to reduce, reuse and recycle.

**Information tools:** Information tools include baseline and periodic data within reports on the state of the environment or health reports such as city health profiles\textsuperscript{[19,20]}, impact monitoring and exchange of information through networks.

**Fiscal tools:** Fiscal tools draw attention to equity: for example, incentives such as tax relief for those who live close to where they work; disincentives such tax subsidies for commuting by car; subsidies for public transit; life cycle costing; and appropriate government procurement policies.

**Decision-making tools:** Decision-making tools include urban planning, environmental impact assessment, strategic environmental assessment or strategic sustainability assessment, mediation skills, stakeholder
and interdisciplinary teams and mechanisms to ensure greater public involvement.

**Educational tools:** Educational tools target urban planners and health practitioners and can include conferences, workshops, task forces, case studies, training and small-group sessions.

**Participation tools:** Participation tools include innovative techniques such as participatory mapping of a settlement, modeling of new housing designs, collective planning, seasonal calendars and forum for ideas.

**Twenty-one steps to healthy and sustainable urban planning**

**The process as a whole:** These guidelines are presented with the aim of offering guidance on planning elements,

methods and tools for use by local authorities. A theoretical, step-by-step sequence to be followed is provided to clarify key issues. It is recommended that all steps be considered, although each city in the country needs to find the most appropriate approaches for its local situation. Even if these steps have a certain logical sequence, they should not be taken as a strictly chronological blueprint for action.

The proposed planning process consists of six broad stages, which are developed into 21 steps:

- Getting started: building partnerships
- Knowing your city: analysis of issues
- Looking forward: common vision
- Getting organized: action planning
- Taking action: implementation and monitoring
- Getting feedback: evaluation and feedback.

**Stage 1: Getting started: building partnership**

1. Defining the scope, goals and objectives of planning
2. Understanding health issues and increasing health awareness
3. Getting the approval of the local council, forming a stakeholder group and a working group
4. Building appropriate partnerships with key actors
5. Establishing means for community participation

**Stage 2: Knowing the city: analysis of issues**

6. Defining the scope and the issues to be analysed
7. Defining sustainability and health priorities
8. Implementing detailed sustainability and health assessment to complete the issue analysis
9. Setting priorities based on previous analysis

**Stage 3: Looking forward: a common vision**

10. Developing a common community vision based on strength and weaknesses, opportunities and threats
11. Identifying key principles and values for a healthy and sustainable city
12. Involving the community in the process

**Stage 4: Getting organized: action planning**

13. Defining the action planning process and the framework of the action plan
14. Establishing strategic goals
15. Setting targets
16. Selecting specific implementation strategies and programmes

**Stage 5: Taking action: implementation and monitoring**

17. Creating effective structures and planning links
18. Establishing internal auditing and monitoring procedures

**Stage 6. Getting feedback: evaluation and feedback**

19. Selecting useful indicators for measuring progress
20. Measuring and reporting on performance and progress
21. Getting feedback from the community

Political commitment is an important prerequisite to the process, and a core organizational body needs to be established to monitor and guide the overall planning process. Each of the stages may require the input of different people, and each city needs to choose the type of arrangement that may best suit and reflect its administrative planning system and political context. The major actors in the city must also be committed to the structure chosen. In some cities structures may already be in place and building on them may be feasible. Examples are provided for each stage. Before the process starts, agreement must be reached that the following elements will form the fundamental guiding principles:

- Intersectoral collaboration
- Community participation
- An integrated approach
- Partnerships and alliances
- Equity
- Health promotion
- Supportive environments
- Accountability
- The right to peace.

**Conclusion:** Managing environmental resources during this era of global urbanization is one of the greatest challenges facing the Federal government in Nigeria. With the fastest urban growth occurring in the cities, the impact of urban and industrial growth on the environment is no longer limited. In addition, the growing problem of urban poverty is a serious confounding factor in the effort to manage the urban
environment and provide essential urban services. The range of policy options for tackling many of the direct environmental threats facing the country has been highlighted. None of these policies will work, however, if there are insufficient administrative legal resources, or insufficient political will and public support to implement these policies effectively. Meeting this urban challenge will require the concerted actions of everyone with a stake in the country--governments at all levels, nongovernmental organizations (NGOs), private enterprises, communities, and citizens.

First among these actors must be government. A powerful argument remains for a strong government role in environmental management. Governments are needed to plan for growth, to regulate polluting activities, to harmonize competing uses of the urban environment, and to address questions of equity that purely market-oriented approaches miss.

In efforts to improve the urban environment, local governments are especially critical. Local governments are responsible for most aspects of environmental management at the city level, from the provision of urban infrastructure and land use planning to local economic development and pollution control. To properly fill this role, local governments must develop their capabilities far beyond their current levels. In the country today, local governments are under severe stress from rapid urban change-- population growth--fiscal pressures, growing demand for services, and increasing pollution. They often have neither the mandate nor the money or resources to cope with their mounting problems. Their powers had been usurped by the federal government and are underfunded and institutionally weak.

Equally important is the need to build on the efforts of low-income communities to improve their own environments. Community mobilization is by no means a substitute for government intervention; government action is essential in tackling the interconnected problems of poverty and environmental degradation. But the potential for communities to help themselves can be a major force for change.

REFERENCE


