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## **RESEARCH ARTICLE**

# APPRAISAL OF DEVELOPMENT CONTROL ACTIVITIES IN OGBOMOSO SOUTH LOCAL GOVERNMENT, OYO STATE, NIGERIA

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### **ABSTRACT**

Leapfrog type of physical development is a common phenomenon of Nigerian cities and towns. The dimensions of these problems, their frequency and devastating consequences, have enmeshed policy makers and professionals, especially town planners in a difficult puzzle of how to unravel the chaotic physical environmental consequences. It is against this background that this study assesses the impact of development control on physical development planning in Nigeria using Ogbomoso South Local Government, Oyo State, Nigeria as case study. The study used both secondary and primary data. The primary data were generated through questionnaire survey of 190 households with the aid of random sampling techniques. Data were analyzed using both descriptive and inferential statistics. Findings from the study show that development control unit has been able to carry out their statutory functions to the best of their ability. This manifested in prompt approval of development permits. It was also revealed from the study that there is high level of non-compliance with development control rules and regulations by the developers in the area, inadequate setback, encroachment of farmlands, and airspace inadequacy among others. Also, result from Analysis of Variance (ANOVA) shows that there is relationship between development control regulations and physical development planning at probability value of (p<0.05). The study recommends proper policing of developers, stiff measures on defaulters, adequate staffing of planners, proper funding and public enlightenment, among others for effective and efficient development control in the study area.

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### **INTRODUCTION**

The unpleasant situation of the physical environment particularly the urban centers, today is a major source of global concern. This is greater in respect of developing nations like Nigeria. This is evident from the fact that urban environment is greatly of man's making. The safeguarding of urban areas from human leapfrog physical development, social, economic and political activities should be man's paramount responsibility. Everyone could be tempted to think that the miracle year 2000 AD and beyond will bring along easy life to all the populace such as health, housing and education (Ogundele et al., 2011). The issue of agglomeration of population into urban peripheries led to the quest for more basic utilities and facilities to commensurate with the demographic structure. Nigeria is the most urbanized countries south of the Sahara on African continent. Despite the present economic recession, the rate of population growth is 4 and 5% per – annum (Ogundele et al., 2011). The population growth however, has been accompanied by enormous deficiencies in housing, water supply, sewage, electricity,

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formal education, health facilities, transportation, communication facilities and environmental deterioration. As towns and cities are overcrowded, pave way to uncontrolled urban sprawl which is capable of impacting negatively on urban landscape. This has effects on the aquifer, ecosystem, pond life, wood land, soil erosion and recreational facilities, with people and vehicle in conflict while the peripheral areas are sprawling fast with deterioration. These are the reasons of controlling physical development in our urban settlement which is very crucial to the health of cities. For instance, the siting of incompatible land use based either on the ground of social, economic or political interventions is a serious threat and harmful to the co-existence of human and other components of the built up areas. However, development control has always been the pivot on which town planning practitioners perfect the geometric drawing on paper and translate same to the ground through arts and science of planning which attempt the ordering and arrangement of animals and inanimate objects to engender harmonious balances. Suffice it to say that without 'development control', the exercise of town planners as experts of spatial management of cities and towns will be in jeopardy (Enyenwa, 1994). This study seeks to assess the impact of development control activities. This is with a view to understand the operations and effectiveness of Town Planners responsible for development

control activities in Ogbomoso South Local Government area, Oyo State, Nigeria. The specific objectives are to: (i) examine socio-economic characteristics of developers in the area; (ii) investigate the staff strength of the Planning Authority; (iii) examine the instruments/tools used by the development control unit; (iv) evaluate the level of compliance of the residents with development control; and carry out statistical test to determine the relationship between the state of physical development and development control in the area.

#### Literature Review

#### **Historical Advancement of Development Control**

The British Town and Country Planners Act of 1917 defines development "as the carrying out of building operations engineering, mining and other operations in, on, under or over land; or other land". Similarly, the Nigerian Urban and Regional Planning Degree No. 88 of 1992 describes development as "the carrying out of any building, engineering, mining, or other operations in, on, over or under any land, or the making of any environmentally significant change in the use of any land or demolition of buildings including the felling of trees and the placing of tree-standing erection used for display of advertisements on the land and the expression "develop" with its grammatical variations shall be constructed accordingly.

Meanwhile, control means the process of exercising power over one's area of jurisdiction to check development. Development control thus means a physical planning instrument, which generally involves the regulations, retraining and keeping in order or checking materials' change on land. Its application tends to have a negative approach on development, while at the same time, it is a creative and permissive tool for development planning. In essence, it is a strategy employed by a physical planning agency for ensuring proper implementation of urban and rural development plans as well as regulating the flow of additions of infrastructural facilities. Moreover, it is a regulatory power exercised by planning agencies to either approve or reject a development application. It is a system by which the use of land and buildings on the land are regulated so that mis-use or abuse of use and nonconforming uses are prevented or checked (Aluko, 2000).

However, the evolution of development control could be traced back to the USA in the 19th century in New York City where it was employed to achieve effective master plan for certain area through the application of different control mechanism such as land sub-division regulation, zoning ordnances and restrictive covenant. Development control also came into being legally in great British through the enactment of an act of parliament, Cap 54 of 1933. Similarly, development control started in Nigeria through the enactment of Township improvement ordinance (TIO) of 1863, which was applied to Lagos Colony alone. This Township improvement ordinance aimed at improving public health and sanitation, controlling development and to ensure the provision of public utilities and facilities. In 1917, the Township improvement ordinance was amended to Township ordinance. The scope as widened more than 1863 Act, and was referred to as "public land acquisition ordinance" Earlier on, between 1863 and 1900, the British acquired the whole of Southern Nigeria and introduced development control. With the 1917 Act, Township and Urban Districts were designed for planning purpose. Furthermore, in 1928, another Act to enhance development control was promulgated which established the Lagos executive development board (LEDB), presently renamed as Lagos State development and property corporation (LSDPC). This 1928 Act was brought out because of the outbreak of a plague in Lagos, but other parts of the country were operated under the 1917 Act. Later in 1946, the Lagos Ordinance (1928 Act) as officially introduced to other parts of the country and formed the major working instruments for the Town planning division in all ministries of lands, hosing and survey. To date, development control has been applied in Nigeria through series of Acts and Laws for example, the Lagos State Town and country planning (building plan), regulations of 1986, Lagos State urban and regional planning edict No. 2 of 1998 as well as the urban and regional planning Decree No. 88 of 1992 amended as Decree No. 18 of 1999.

#### **Tools of Development Control**

In any given society, attempt to have an ideal and normal situation demands yardstick or standard that will be used as measurement to control and balance in form of regulations and legislations for a particular operation to have the targeted or expected results. Development control is no doubt the most important aspect of physical planning practice as a tool to enforce various aspects of the planning laws and legislations (Adeyeye, 2010). Development control means a physical planning instrument which generally involves the regulation, restraining, keeping in order or checking material changes on land. Its application tends to have a negative approach to development while at the same time; it is a creative and permissive tool for a planning development (Aluko, 2000). However, it is a strategy explored by a physical planning agency for ensuring strict and appropriate implementation of urban and rural development plans as well as regulating the provision of marginal infrastructural facilities. The planning agencies use development control as a regulatory power to either approve or reject a development application. It is also a system by which the use of land and buildings on the land are regulated so that the mis-use or abuse of use and nonconforming uses are prevented or checked (Enyenwa, 1994). Basically, there are two instruments or tools often used in the development control process. These are:

**Enforcement notice:** This is served to any developers that breach Town planning law relating to carrying out development without planning permission (approval). It relates to illegal erection of buildings, engineering, mining, change of use etc. This notice may be served either for demolition of such building without approval, or the restoration of an altered building, to its previous condition pursuant to section 47(1). Non-compliance with an – enforcement order is punishable, though a breach of planning law is not a criminal offence.

**Stop work notice:** According to section 53 of the Urban and Regional Planning Decree No. 88 of 1992, a stop – work order could be issued where it appears to the control department that: (a) An unauthorized development is being carried out or; (b) Where a developer does not comply with a development permit issued by the control department. This document is

used pending the service of an enforcement notice on the owner, occupier or holder of such property. It takes an immediate effect upon service of such property. The time frame is usually 21 days within which such development shall comply with the provisions of section 53. It shall cease to have effect if within 21 days enforcement notice was not served to the contravener.

#### MATERIALS AND METHODS

#### Study Area

The study area is Ogbomoso South Local Government in Oyo State, Nigeria. Ogbomoso South Local Government is made up of ten geo-political wards. They are:(Akata, Alapata, Arowomole, Ibapon, Ijeru I, Ijeru II, Ilogbo, Isoko, Lagbedu and Oke Ola/Farm Settlement). The Population of Ogbomoso South Local Government according to National Population Commission (2006) is 100, 815.Ogbomoso lies approximately 8°7' North of the equator and 4°15' East of the Greenwich Meridian. It is one of the most important two in Oyo State. The town lies within the derived savannah region and it is a gateway to the Northern part of Nigeria.

#### **Methods of Data Collection**

The study used both secondary and primary sources of information. The secondary information were through literature review on the subject matter, while the primary sources involved: first, a reconnaissance survey of the study area to determine the nature of development activities; second, a visit was made to Ogbomoso South Local Planning Authority in the area to collect data on the staff strength of the Local Planning Authority; the number of building plans approved between 2006-2010 and number of contraventions notices served between 2006-2010; and third about 190 structured questionnaire designed was administered to solicit information on the socio-economic characteristics of respondents and their level of compliance with development control in the area. A Systematic Random sampling method was used to solicit information using questionnaire. Oral interview was also conducted with the opinion leaders in the area.

## **Methods of Data Analysis**

Data collected, were subjected to descriptive and inferential statistical analysis. The descriptive statistics include frequency counts in percentages where results are put in tables, and pie charts to affirm the degree of development control measures in the area. Analysis of Variance (ANOVA) was also used to test for the relationship between physical development and development control activities in the study area.

#### **RESULTS AND DISCUSSION**

#### Socio-Economic Characteristics of Developers in the Study Area

Table 1: shows the socio-economic characteristics of developers in the area. As revealed in the table, male respondents were (53.2%) and females 46.8%, while married

among them were (53.7%), single (37.9%) and same (4.2%) for divorced and separated respectively. Their occupations vary from trading (70.0%), farming (10.0%) and civil servants (20.0%). Majority of respondents (60.0%) earn between N10,000 and N30,000, and those that fell between the age bracket (21-40 years) were 61.6%. Respondents were mainly primary and secondary school leavers apart from those that attains tertiary education (20.0%). This implies that majority of the respondents in the area needs more public enlightenment in the area of physical planning and development because of their level of education and income which is not synonymous to development planning generally.

Table 1. Socio-Economic Characteristics of Developers in the Study Area

Socio-economic Variables	Frequency	Percentage (%)
Age		
Below 20 years	11	5.80
21-40 years	117	61.6
41 - 60 years	54	28.4
60 years and above	8	4.2
Gender		
Male	101	53.2
Female	89	46.8
Marital Status		
Single	72	37.9
Married	102	53.7
Divorced	8	4.2
Separated	8	4.2
Educational Level		
Primary	76	40.0
Secondary	76	40.0
Tertiary	38	20.0
Employment Status		
Farming	19	10.0
Trading	133	70.0
Civil Service	38	20.0
Income per month		
Below ¥10,000	57	30.0
¥10,000-¥30,000	114	60.0
N30,000-N50,000	19	10.0

Source: Author's Fieldwork, 2013

# Staff Strength of Ogbomoso South Town Planning Authority

Ogbomoso South Local Planning Authority is the regulatory agency in physical planning and development control in the area. Table 2 shows the strength of her staff.

Table 2. Staff Strength of Ogbomoso South Town Planning
Authority

Professional Staff	Number on ground	Number expected	Shortfall
Director of Town Planning	1	1	-
Town Planning Officers Cadre	3	11	8
Technical Officers	4	6	2
Town Planning Assistants	1	9	8
Work superintendents	2	4	2
Technical Assistants	-	2	2
Work Attendants	-	15	15
Drivers	-	2	2
Labourers	-	7	7
Total	11	57	24

Source: Author's Fieldwork, 2013

As revealed in table 2: the staff strength of Town Planners in Ogbomoso South Local Planning Authority to control development activities in the area cannot be over emphasized.

As indicated in the table, there are five professional Town Planners on ground: (i) Director of Town Planning (ii) three (3) Town Planning Officer cadres and (iii) one Town Planning Assistant. This is not sufficed for the growing development in the area. There is need for additional eight each of Town Planning Assistant and Town Planners officer cadre in order to meet the challenges of development activities by developers in the area. Couple with this is assistant of the law enforcement agency (police) for their support in development control in the area.

## **Development Control tools of the Ogbomoso South Town Planning Authority**

The Town Planning Authority is under the Ministry of Physical Planning and Urban Development of the Oyo State Government. This Ministry is the supervising agency for the Town Planning Authority of the Ogbomoso South Local Government. The various development control tools that are need in carrying out their duties include: (i) Zoning, (ii) Subdivision guide, and (iii) Master Plan. Presently, the Local Planning Authority has no Master Plan to guide the growth and development in the area. In essence, where there is no master plan, zoning has no place. The only tool used to guide development is subdivision regulation which is locally referred to as layout plan. The land use fragmentation has great effect on the preparation of master plan in the area.

Table 6 shows contravention notice served to developers in 2006 to 2010. The contraventions include alteration of the building plan. Some buildings were erected without approval from town planning, inadequate setbacks and various form of land encroachment. A cursory study of table 6 indicates that developers in the area do not comply with town planning rules and regulation. The effects are leapfrog development; and deteriorated physical environment.

## Level of Compliance of Development Control by Developers in the Area

In this section, we present the analysis of respondents as to how they have been strictly abided by the development control rules and regulation. Some of the issues raised here include existence of layout plan, possession of development permit, air space in the building, accessibility, zoning regulation among others. Figure 1 shows the existence of layout plan in the study area as reported by the respondents. According to the figure, (30%) of respondents identified the existence of layout plan in the study area, while (70%) of respondents noted that layout plan does not exist in the study area. This shows that majority of respondents were of the opinion that layout plan was not present in the study area, although few of them noted the presence of layout plans. The implication of this is grave because haphazard development was the order of the day.

Table 3. Government Development Schemes under Jurisdiction of Planning Authority in the study area

Years No. of Scheme		Name of Scheme	Number of plots			Approved by
1 cars	Tears No. of Scheme Name of Scheme	Low	Medium	High	<ul> <li>Approved by</li> </ul>	
1994	3	Otamokun Road, OSLG Scheme	46	84	230	O.S.L.P.A.*
1985	1	Arinkinkin	11	25	36	O.L.G.**

<sup>\*</sup> Ogbomoso South Local Planning Authority, \*\* Ogbomoso Local Government Source: Ogbomoso South Local Planning Authority (OSLPA), 2013

Table 4. Approve Private Layout in the study area

Year	No. submitted	Approved	Disapproved	Reasons for disapproval	Type of Use
2006	6	5	1	Litigation	Residential
2007	5	5	-	=	Residential
2008	5	4	1	-	Residential
2009	4	4	-	=	Residential
2010	7	7	-	-	Residential

Source: Ogbomoso South Local Planning Authority (OSLPA), 2013

Table 5. Submitted Development Proposals in the study area

Year	No. submitted	Approved	Disapproved	Reasons for disapproval		
2006	187	172	15	1.	Litigation	
2007	208	190	18	2.	Below the standard requirement (dimension)	
2008	198	169	27	3.	Encroachment on acquisition	
2009	334	278	46	4.	Setback encroachment	
2010	226	187	39	5.	Blockade or tampering with right off the way etc.	

Source: Ogbomoso South Local Planning Authority (OSLPA), 2013

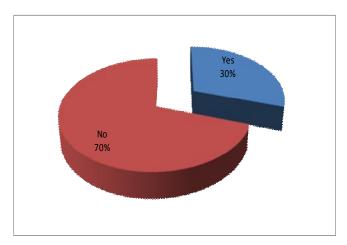
Table 6. Contraventions noticed during Site Inspection in the study area

			Years		
Contraventions	2006	2007	2008	2009	2010
Alteration	20	26	18	22	16
Building without approval	41	28	33	42	40
Changes of Use	12	14	10	11	15
Setback encroachment	8	12	7	12	10
Airspace inadequate	6	5	7	8	4
Encroachment on acquisition	10	13	9	15	6

Source: Ogbomoso South Local Planning Authority (OSLPA), 2013

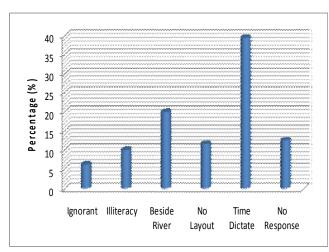
Respondents who prefer land without layout in the study area gave their reasons as contained in the figure 2. About (6.3%), 10% and 20% adduced ignorant, illiteracy and land beside river as the reasons why they prefer land without layout plan, while 11.6% and 39.5% of respondents noted, no layout plan at the time and time dictate respectively for reasons why the prefer land without layout plan in the study area. It could be noted that 12.6% of respondents refused to respond. Respondents who indicated 'yes' for having development permit for their building as shown in figure 3 is 80%, while

only (20%) stated no permit for their building plan respectively. This shows that majority of respondents have development permit before they started building their houses. It could be noted that few people were guilty of this accusation of unapproved building plan.



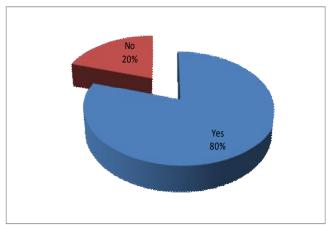
Source: Author's Fieldwork, 2013

Figure 1. Existence of Layout Plan in the study area



Source: Author's Fieldwork, 2013

Figure 2. Preference for Land without Layout in the study area



Source: Author's Fieldwork, 2013

Figure 3. Possession of Development Permit in the study area

Table 7. Reasons for not having Development Plan in the study area

Reasons	Frequency	Percentage (%)
Delay of Approval	47	24.5
Rejection of development permit	48	25.5
Planning Authority may compel	19	10.0
developer to vary, alter, remove or		
discontinue development		
Any proposed plan within the setback	38	20.0
or river will not be approved		
All of the above	38	20.0
Total	190	100

Source: Author's Fieldwork, 2013

Table 7 reveals those that does not have development permit for their building plan and gave reasons for their action. However, (24.5%) of the respondents indicated delay of approval of their plan, (25.5%) rejection of development permit, while (10%) noted that Planning Authority may compel developer to vary, alter, remove or discontinue development. Moreover, (20%) of the respondents were of the opinion that any proposed plan that have inadequate setback or close to river banks could not be approved, while (20%) indicated all of the above as reasons for not having development permit before embarking on construction of their development. These excuses are lame in nature because planning regulations must be carried out in the area.

Table 8. Observation of Building line in the study area

Building line	Frequency	Percentage (%)
Yes	133	70.0
No	57	30.0
Total	190	100

Source: Author's Fieldwork, 2013

Table 8: shows that (70.0%) of the respondents abide to the observation of building lines during development, and (30%) were defaulters of the same. For the (30%) defaulters, there may be properly no thorough monitoring by the local town planning officers, or developers may have bribed their way from the monitoring officers for additional land occupation.

Table 9. Adequacy of Air Space in the study area

Air Space	Frequency	Percentage (%)
Yes	95	50.0
No	95	50.0
Total	190	100

Source: Author's Fieldwork, 2013

Table 9: reveals that (50%) of the respondents indicated that their buildings had adequate airspace, while another (50%) indicated no adequate air space in the area. With this scenario, there may be future airborne epidemic for areas that has no enough air space. Residential buildings need adequate ventilation of air space to avoid outbreak of epidemics.

Table 10. Accessibility of the building in the study area

Accessibility	Frequency	Percentage (%)
Yes	171	90.0
No	19	10.0
Total	190	100

Source: Author's Fieldwork, 2013

Residential accessibility is very paramount in any development planning. Table 10: shows that (90%) of the respondents indicated there was enough accessibility to their residents in the area, while (10%) of the respondents were of the reverse opinion. Proper accessibility is a function of abiding to building plan regulation and thus enhances a good living environment. Areas with very poor accessibility, however, needs urban upgrading.

Table 11. Compliance with planning regulations of zoning

Zoning	Frequency	Percentage (%)
Yes	133	70.0
No	57	30.0
Total	190	100

Source: Author's Fieldwork, 2013

In any urban development activities, developers must abide to the zoning regulations. Table 11: shows that (70%) of the respondents complied with zoning regulation, while (30%) of them shows their non-compliance. It was revealed from table 11 that majority of the respondents show positive attitude in development control. This is a good development, and efforts must be put in place for its sustenance in the area.

#### **Test of Research Hypothesis**

## Relationship between state of physical development and development control

significant, (F = 5.371, df = 189, P<0.05 = 0.022). Therefore, the null hypothesis is hereby rejected. The implication of this is that there is strong relationship between the state of physical development and development control rules and regulations in the study area. These findings implies that, the more people comply with the rules and regulation of the development control agency established by the government, the better the society and city will live in peace as well as the fact that we will have environment that is conducive for living and working.

#### Recommendations

The following recommendations are advanced towards proper coordination of development activities in the study area:

- First, the preparation of an up-to-date land use development plan is essential. This will effectively guide the growth and development of the area in a sustainable manner, through strict and ensuring realistic development control measures.
- There is need to conceptualized an effective and sustainable public enlightenment programmes to sensitize the residents, developers and other stakeholders in the building industry on the need for development control, as this would implicitly and explicitly involved the public in the monitoring of the built environment in order to create a conducive and harmonious environment for living working and recreating.

Table 12. Analysis of Variance (ANOVA) explains relationship between state of physical development and development control rules and regulations in the study area

		Sum of Squares	df	Mean Square	F	Sig.
Setback to the building	Between Groups	7.600	1	7.600	37.600	0.000
	Within Groups	38.00	188	0.202		
	Total	45.600	189			
Observation of building line	Between Groups	23.275	1	23.275	263.200	0.000
_	Within Groups	16.625	188	0.088		
	Total		189			
Adequacy of airspace	Between Groups	11.875	1	11.875	62.667	0.000
1 2 1	Within Groups	35.525	188	0.189		
	Total	47.500	189			
Accessibility of building	Between Groups	0.475	1	0.475	5.371	
, .	Within Groups	16.625	188	0.088		
	Total	17.100	189			

Source: Author's Fieldwork, 2013

Table 12 shows the relationship between state of physical development and development control rules and regulations in the area. According to the table, concerning setback to the building, with F-value of 37.600 and the corresponding probability (P-value) of 0.000, it is observed that the relationship between state of development control and rule of setback is significant (F = 37.600, df = 189, P<0.05 = 0.000). Also, for observation of building line, with F value of 263.200 and corresponding P-value of 0.000, one observes that the relationship between state of development control and rules of building line in the study area is significant, (F = 263.200, df =189, P < 0.05 = 0.000). Concerning adequacy of air space, with F-value of 62.667 and the associated P-value of 0.000, it is observed that the relationship between state of development control and rule of air space is significant (F = 62.667, df = 189, P < 0.05 = 0.000). Also, for building accessibility, with F value of 5.371 and corresponding P-value of 0.022, one observes that the relationship between state of development control and rules of building accessibility in the study area is

- Government should carry out public enlightenment campaign on the important of taking planning permits and approval of their building plans before development starts.
- Also, there should be proper and adequate funding of the Town planning unit, provision of vehicles and enactment of standing rule to ensure easy access to the law enforcement agencies whenever there is need to quickly respond against any development in defiance of planning regulations.
- For effectiveness and efficiency of development unit of the authority, there is the need for appointment/ employment of adequate professionally qualified Urban and Regional planners to man the various technical aspects of the unit as recommended in the Decree 88 and 18 of 1992 and 1999, respectively. There is also the need to empower the planning unit of the authority by making it a department.
- It is the duty of government to organize seminars and workshops on the modern development control measures to

- planners in the area. This will assist planning officials in their day to day development control activities.
- Government should enforce strict compliance of the public taking planning approval from Urban and Regional Planning Board. Any defaulters should be heavily sanctioned.
- Finally, the erring officers caught in the act of bribery and corruption in the authority (especially the development control unit) should be disciplined by the professional body; such officers can be deregistered, while the employer could dismiss such.

#### Conclusion

In conclusion, this study has assessed the situation of development control and physical development planning in Ogbomoso South Local Government, Oyo State, Nigeria. The importance of development control in physical planning cannot be over-emphasized. In fact, its benefits are widespread and can only be comprehended and appreciated if fully adopted in the course of planning and implementation of physical development plans in the area. In addition, the greatest form of effective control is achieved through a team of qualified professionals, and government support of facility and equipment for day to day planning and monitoring activities. These officials however, must be committed and avoid bias in their work. Moreover, effective development control measures in this present millennium should be the responsibility of both the public and private sector.

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