

Interventions in Urban Management: Lessons for Selected Case Studies

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A PRE-INTERVENTION SITUATION ANALYSIS

Ibadan (Nigeria)

Ibadan is the capital of Oyo State in Nigeria. Its exact population is not known, in spite of the national census of 1991 (Fourchard, undated). However, current population estimates of the city vary from 3 to 5 million inhabitants. Ibadan is a city that is growing amorously and characterised by traditional slums and spontaneous slums (Agbola, 1987 and Abumere, 1987). It is heavily overcrowded and the environment is largely degraded. In terms of its spatial spread, Ibadan sprawls over a radius of 12-15 km and it is still expanding uncontrollably, due to rapid and uncontrolled urbanisation. Most parts of the city, particularly the inner core and south-eastern section, are unplanned and lack basic facilities due to the inability of municipal governments to keep pace with the level of infrastructure needs and the speed of growth. The need to make Ibadan sustainable has resulted in several interventions in recent years, including the renewal or upgrading of some slums in the city and the participation of the city in the Sustainable Cities Programme among others.

Critical environment-development problems affecting Ibadan include:

- Inadequate provision and management of environmental infrastructure – poor access to potable water, unstable electricity supply and haphazard physical development which constrains the provision of facilities.
- Poor waste collection and management: wastes often block drain roads, waterways and the stench from dumpsites cause severe air and water pollution.
- Flooding due to the invasion of flood plains by through illegal buildings and construction, inadequate storm drains, acute deforestation and poor solid waste management which have resulted in perennial floods; and
- High health risks due to poor water supply, inadequate and unreliable refuse collection services, water pollution, overcrowding, and flooding among others.

World Bank Supported Urban Renewal Scheme

At the instance of then Ibadan Metropolitan Planning Authority in conjunction with Oyo State Ministry of Lands and Housing, a World Bank assisted urban renewal scheme was considered for implementation in 1988. This move, however, was preceded by a pilot study commissioned in 1984 by the World Bank to the Town Planning Division of the Ministry of Local Government of Oyo State and called Upgrading of Core Areas: A Report on 3 Areas in Ibadan for Word Bank Pilot Project (Fourchard, undated).

Sustainable Ibadan Project (SIP)

Since several conventional urban planning and management strategies actually failed in addressing the environmental and physical development problems in Ibadan, new approaches were explored, such as the Sustainable Cities Programme (SCP). The SCP itself is a joint initiative of the UN Habitat (United Nations Centre for Human Settlements) and the United Nations Environmental Programme (UNEP). It was launched in August 1990, as a component of the Urban Management Programme. The SCP is guided by the principle of widespread participation by stakeholder groups in the public, private and community/popular spheres, such that they can have improved abilities and capacities for environmental planning and management (UNCHS 1996). The Sustainable Ibadan Project (SIP) is a component of the SCP.

The creation of the SIP was preceded by a request from the Oyo State Government in February 1991 to include Ibadan in its SCP. Following the signing of a project document in April 1994, SIP became one of the 12 cities in the world selected for the demonstration of the SCP. Consequently, the City Forum/Consultation adopted the "Ibadan Declaration" focusing on three priority cross-cutting environmental issues for SIP: waste management, water supply and the Institutionalisation of the Environmental Planning and Management (EPM).

The Essex–Parc Nuvo Condominium Complex, Etobicoke, Toronto

Before any development activity ever took place on this condominium (condo for short) project site more than six years ago, the site used to be an ordinary, open green area where there were no legitimate structures at all. However, negotiations had to be entered into by Delsuites (the developer) and Toronto City Council, regarding the consummation of appropriate sale and purchase agreements concerning the types of development that could sail through the planning permission process envisaged for that prime, inner-city location.

The Rijswijk Zuid Master-Planned Community, Netherlands

As far as the character of Rijswijk Zuid (pronounced Ricerike South) was concerned, the project area felt loosely, almost 'unDutch' (UPAT Report, 2009), due to its informal character when compared with the better designed and planned abutting areas. It was an area located within a highly urbanized agglomeration, yet it exhibited a vague connectivity and ambiguous identity. The UPAT was not sure of its exact link to the remaining area, while the quality of management of its infrastructure, parks and canals was deemed to fall below standard. If the City of Rijswijk and Rijswijk Zuid were blessed with important landmarks and a robust history, the organization and quality of land uses in this project area left much to be desired.

Rijswijk Zuid was essentially a buffer zone approved by the Dutch Government as part of a national policy and planning instrument designed to prevent urban areas from becoming large agglomerations. Over time, the changing functions of Rijswijk Zuid from research to greenhouses, which were too small for any meaningful economic exploitation encouraged the City of Rijswijk to commence a planning process in 2007.



Plate 1: All existing structures are now being demolished.

Source: Rijswijk Zuid Project Team, June 2010.

INTEGRATED SUSTAINABILITY AS A KEY CONCEPT

Based on our knowledge of pre-intervention project-site conditions, and considering the theme of the 46th ISOCARP Congress, we would like to condense some earlier definitions and define sustainability as follows:

“Development that involves the simultaneous pursuit of economic prosperity, environmental quality and social equity, in the long term, through an explicit coordinated approach to corporate performance not against a single, financial bottom line but against the triple bottom line, while ensuring some degree of openness and flexibility in the face of changing circumstances. The attributes of sustainability include, balance, diversity, ecology, flexibility, holism, integration, variety, symbiosis and systems”.

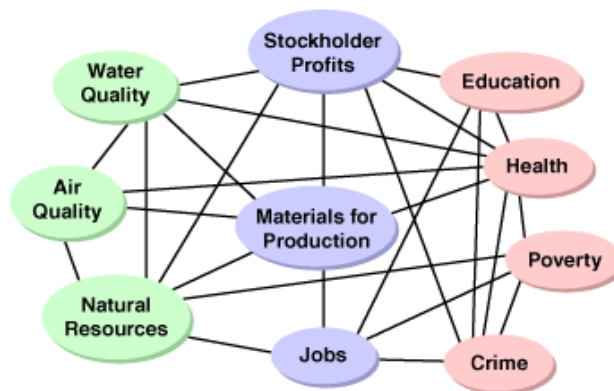


Fig.1 An Integrated View of Sustainability

Source: <http://www.sustainablemeasures.com/Indicators/WhatIs.html>, 12/05/2010

INTERVENTION STRATEGIES IN THE SELECTED CASE STUDIES

World Bank Supported Urban Renewal Scheme

The employed consultants for the new study of 1988 selected three neighbourhoods in Ibadan, namely; Mokola, Agugu and Yemetu (Akinyode, 1998). Mokola is a layout area created and partly developed by the British colonial administration. Agugu is a relatively new peripheral part of Ibadan, while Yemetu is located in the inner part of the city. It is noteworthy that the physical plan for urban renewal consisted of providing street lights, tarred roads, public toilets, drainage, refuse disposal sites and resettlement sites. About 62,000 people were supposed to benefit from the project. After the evaluation, the project started in 1989 and was completed in 1995.

Sustainable Ibadan Project (SIP)

One of the key innovations about the SIP involves the procedures and processes associated with stakeholders' involvement throughout the project implementation cycle. The participatory process continues even after the completion of various projects. Indeed, completed projects are managed by the Project Management Committee and Community Development Associations. The SIP has a Steering Committee comprising government officials, representatives of the private sector, NGOs and the traditional ruling class. To date, some of the relevant projects and activities of SIP are shown in Table 1.

Table 1: SIP Projects and Activities and Related Stakeholders

Working Groups and their focus	Activities and the concerned SWGs and CWGs
Bodija Market Area Environmental Improvement	<ul style="list-style-type: none"> • Bodija market toilet improvement SWG • Bodija market waste management SWG • Bodija market women-children SWG • Bodija market roads and drainage improvement SWG • Bodija market food safety SWG • Bodija market water supply SWG
Ibadan Waste Recycling	-
Ibadan Water Supply	<ul style="list-style-type: none"> • Ibadan deep wells/borehole development SWG • Odo Ona/Gada water and sanitation CWG • Ibadan mini water works development SWG • Ibadan spring water supply WG • Osun (former Odo Akeu) natural spring water development CWG • Rogan natural spring water development CWG
EPM	-
Coordinating WG	-
Mapping Technical Committee	-

Source: SIP, Ibadan, June 2010

Rijswijk Zuid, Netherlands

The two-plan proposals submitted to the City of Rijswijk in June 2007 by the ISOCARP Urban Planning Advisory Team (UPAT) for the development of Rijswijk Zuid were positioned within Phase One of a 15-year planning process for the project. Activities surrounding building permits and actual real estate development have been planned to start in 2009 and end in 2025.

The UPAT considered the following planning concepts and principles, among others, in the planning process:

- **Functionality** - in terms of the new functions that the area should serve.
- **Land use types** - appropriate for the location and anticipated users, such as housing, office, shops and industry/warehouses.
- **Urban form** - consistent with Dutch urban design, ranging from typical 1950's modernist to 1990's 'Vinex' concepts or even the typical polder archetype.
- **Citizen participation** - to ensure that whatever the UPAT finally submitted to the City of Rijswijk would be supported by the ultimate users of the facilities, without which the proposals might be put to wrong use or even ignored.
- **Character** – The natural and cultural heritage of the area are great attributes that were preserved and enhanced for project sustainability.
- **Compelling identity** – The UPAT based the design of Rijswijk Zuid on two heritage concepts – the *Sion Heritage Park* and the *Mondrian Tapestry*.

In the revised Master Plan, the total project area has been reduced by the Rijswijk City authorities from 240 hectares to about 114 hectares. We do not know for sure the reasons behind this reduction, but we reckon that they may have to do with the need for the City to minimize the costs of land acquisition, compensation, assembly and formalisation of ownership.



Fig. 2: *Rijswijk Zuid: Revised Master Plan, June 2010*
Source: Project Team, City of Rijswijk

At the end of the day, affordability, public participation and good quality construction are going to emerge as three key sustainability indicators for this project. There will be public participation during the implementation of the master plan. However, the main problem facing the project now is the economic crisis facing the nation.

The Essex- Parc Nuvo Condominium Complex, Etobicoke, Toronto

The new wave in Toronto is the idea of not having to use the car (any vehicle) to commute or go shopping, but instead take the subway. In fact, today, many condo owners do not even own a car any more (Lawlor, 2010). The new practice of building condominiums close to subway and/or bus routes is also consistent with Ontario's Places to Grow legislation whose double goal is sustainability and a higher quality of life for those who live and work in those places. Building condos close to subways and bus routes also promotes the efficient and intensive use of existing public transportation facilities.

The *Essex-Parc Nuvo* condominium complex (a stone throw away from the Kipling subway station in Etobicoke) is an excellent example of new condos that are strategically situated in Toronto. Others include *5 St. Joseph and One Bloor Condos* (at Yonge and Bloor Intersection), *Merci Le Condo* and *The Bayview* at Bayview and Sheppard Intersection, *Pears on the Avenue* at Avenue-Davenport Intersection and *The Palm* at Yonge-Finch Intersection, among others.

The Essex-Parc Nuvo condominium complex has a community master plan based on a tripartite *Plan-Design-Create* principle that is proactively expressed at every level of the condo community. Automobile access is easy and the subway and Go Transit are directly across the street. Bringing nature in touch with the Essex community through the design of parklands and generous landscaping, adds an important quality of living. According to the developer, the project enables a cohesive architecture that fits within the Etobicoke neighbourhood, in order to create an enduring sense of belonging.

There is one other important dimension to the condo location-transportation issue. Most people are now becoming more and more environmentally responsible and are accepting the reality that there is truly an alternative to driving a car. Other benefits that condo owners enjoy include the opportunity to exercise and the ease of taking public transportation, without the stress of driving. These benefits are consistent with the UN's wake-up call for low carbon emission.



Fig. 3: The Essex-Parc Nuvo Condominium Master Plan.
Source: Del Sales Office, 2005 and www.del.com, 24/05/2010

EXPERIENCES, ACHIEVEMENTS AND CHALLENGES

We present in the table below a summary of the experiences, achievements and challenges from the four case studies:

Table 2: Intervention experiences, achievements and challenges

Case study	Experiences	Achievements	Challenges
1. World Bank Urban Renewal Project, Ibadan, Nigeria	<ul style="list-style-type: none"> 15 years on, several issues are being thrown up about the effects and sustainability of the benefits of the urban renewal schemes. For instance, Oyo State 	<ul style="list-style-type: none"> A vast majority of the people interviewed in the selected areas observed that remarkable, positive changes have taken place since the renewal. 	<ul style="list-style-type: none"> Initial apprehension because residential buildings had to be demolished for the provision of new roads, drainage facilities, waste collection facilities

	<p>Water Corporation (OSWC) has been unable to supply and distribute water effectively to the three renewal areas. The renewal plans were not holistic and probably exclude some basic public utility companies such as the Water Corporation.</p> <ul style="list-style-type: none"> • In the strictest sense, the selected areas for urban renewal were not clearly the worst cases for urban renewal. Mokola, for instance, is relatively well laid out with better facilities, when compared with the inner core of Ibadan which is a blighted and terribly degraded area. • The need to drastically cut down on the cost of renewal rather than addressing the gravity of problems of slums informed the choice of the three urban renewal sites. 	<p>Street lights have been installed; drainage and solid waste collection had improved drastically, particularly two years, following the completion of the renewal schemes (Akinyode, 1998). In addition, access or circulation has been enhanced as a result of road widening and tarring.</p>	<p>and open space for recreation.</p> <ul style="list-style-type: none"> • 15 years on, questions arise about the effects and sustainability of the benefits of the three urban renewal schemes. The renewal plans excluded some basic public utility companies (Oyo State Water Corporation (OSWC), which has been unable to supply and distribute water effectively to the three renewal areas. • Installed streetlights are still being gradually stolen in Mokola. • There was undue delay between when the renewal schemes were conceived and the final completion, due partly to continuous change in state administrative machinery (ten state civil and military governors during the period). • Cutting down the cost of renewal rather than addressing the gravity of problems of slums was given priority.
2. Sustainable Ibadan Project (SIP), Ibadan, Nigeria	<ul style="list-style-type: none"> • The inclusion of many stakeholders has encouraged and strengthened partnerships among them and this promoted lasting solutions to many environmental 	<ul style="list-style-type: none"> • Setting up of a Resource Centre for Environmental Data/Information. • Devising Waste Management and Water Supply Strategies and associated Action 	<ul style="list-style-type: none"> • Poor, and sometimes very frustrating, level of cooperation from public agencies in institutionalising the EPM process because it calls for transparency and

	<p>problems.</p> <ul style="list-style-type: none"> • Stakeholders are able to choose priority projects based on widespread consultation and have been in charge of project execution and sustenance. • Inter-relationship among stakeholders from different sectors has enhanced access to relevant information. • Resources for implementation of investment projects become more readily available. • Enhancement of performance obligation such that relevant agencies that have embraced the SCP/EPM Process has performed and even received awards. • The significance of having adequate data and information for planning purposes is a key lesson learnt. For instance, the Regional Centre for training in Aerospace Surveys (RECTAS), Ile-Ife, produced a Topographic "Digital Base Map of Ibadan" for decision makers, engineers, urban planners and managers as well as various map users. The map revision exercise was largely for the SIP. 	<p>Plans.</p> <ul style="list-style-type: none"> • Mobilization of various stakeholders to deal with identified environmental problems in Ibadan. • Establishment of Sustainable Ibadan Project Trust Fund (SIPTF) in June, 1996, to support projects that show clear evidence of cost-sharing and arrangements for cost recovery. • Initiating various sustainable and innovative community-based projects, such as the organic fertilizer plant in Bodija Market, Osun and Agbadagbudu natural spring water project, Ayekale rain harvester and several other on-going projects. 	<p>accountability vis-a-vis apathy by the communities and members of the private sector to Local Government activities (Asamu, 2004).</p> <ul style="list-style-type: none"> • Inadequate financial support from the Local Authorities (the eleven LGs in Ibadan Region), especially in recent years. • Frequent changes of government have hampered timely implementation of SIP projects. Each new government entailed renegotiation or reapproval of the process and the selection of the project manager became a political issue. • Generally, there has been a sharp decline in interest on the part of the relevant stakeholders in implementing SIP programmes and projects (Adesanya, 2000). Ibadan North Local Government leadership from 1995 to 1998 refused to participate in the improvement activities in Bodija Market (Wahab, 1998). • Lack of co-ordination between the stakeholders and the different levels of
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			government and even among local governments.
3. Rijswijk Zuid, City of Rijswijk, Netherlands	<ul style="list-style-type: none"> • Public-private funding. • Capital intensive. • Land area of 240 hectares. • Target population of 8000. • 4000 new housing units. • Local and foreign inputs by planners. • 2 design charrets paved way for a reviewed master plan. • A great learning arena and team work by senior and junior planners. • A huge success. 	<ul style="list-style-type: none"> • 0% completed, but site assembly has started. • 0% occupancy. • Mixed-use development, with large parks for flexibility of future revision. • Excellent links with <i>The Hague</i> agglomeration. • Project will handle population spill in the region. • Pollution and decay associated with the original site have been eliminated. 	<ul style="list-style-type: none"> • Funding is uncertain amidst political changes. • Full public participation must be earned. • Polders are unavoidable. • Inter-municipal squabbles (e.g. Delft and Rijswijk). • UPAT of mainly foreign planners make repeat visits by the team and feedbacks difficult. Hence the on-going review of the Master Plan is justifiable.
4. The Essex-Parc Nuvo Condominium Complex, Etobicoke, Toronto	<ul style="list-style-type: none"> • An entirely private venture. • Capital intensive. • Master-planned community of five towers. • An agglomeration of five occupied (four existing) towers with more than 1,500 self-contained, luxurious apartments. • Local high-tech contractors used and retained for long-term maintenance. • An innovative condominium housing project in the heart of 	<ul style="list-style-type: none"> • 4 out of 5 towers already completed. • More than 80% sold out. • About 98% resident satisfaction. • 100% resident parking, excluding visitor parking. • Excellent property management / maintenance by IT savvy property professionals. • 24-hour concierge for added safety. • Location within walking distance from mass transit 	According to some Toronto condo developers, who are generally not happy with the City Metropass policy, the cost of a year's supply of Metropasses will be reflected in unit prices, as they consider the policy wasteful. This rule applies to development applications submitted for planning consent after April 28, 2010, on condo buildings with at least 20 units at some strategic

	Toronto.	<p>terminals (trains and buses). Under a new Toronto City policy, condo developers will have to include a year's supply of Metropasses with each new unit. This is the carrot that will get people onto public transit. The new rule is a trade-off for condo developments in areas where minimum parking space requirements have been lowered.</p> <ul style="list-style-type: none"> • Project proactively supports Canada's multiculturalism policy as all residents and visitors live in harmony. 	<p>city locations.</p> <p>Housing agglomeration is not matched by a jobs-housing balance for reduced travel times and costs (Babarinde, 1995).</p> <ul style="list-style-type: none"> • Price-induced turnover / resale frequency is significant. • Lack of on-site shopping facilities. • Concern of residents for unpredictable, but infrequent, fire alarms as the superintendents are not resident on site. • Insufficient visitor parking is worrisome to residents with more than one car. • Rising costs.
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LESSONS AND RECOMMENDATIONS

Several approaches exist for funding interventions aimed at addressing physical development and environmental improvements of cities. For example, stakeholders contributed in cash and kind for the implementation of SIP projects and chose priority projects based on widespread consultation. The public sector, through World Bank support, was largely responsible for financing the urban renewal schemes in Ibadan. Rijswijk Zuid is being implemented through public-private sector funding, while the Essex-Parc Nuvo Condominium Complex is an entirely private venture. Beyond this, inclusion of stakeholders has encouraged and strengthened partnership, for ensuring lasting solutions to environmental planning and management. Clearly,

these approaches are participatory and depart radically from the conventional top-bottom approaches to urban planning and management.

Urban redevelopment activities, which emphasise the principles of cost recovery and cost effectiveness, often result in project failure due to abject poverty (Onibokun, 1990). This should be factored into any redevelopment programme, as people are more willing to contribute more in kind than in cash in developing countries. In addition, interventions need to be holistic and the interest of stakeholders must be sustained.

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