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PHYSICAL PLANNING CONSIDERATIONS IN AFRICA

(Note by the secretariat)

PHYSICAL PLANNING CONSIDERATIONS IN AFRICA

Introduction:

1. The major problem in Africa today is understanding the modern concept of town planning. Just as was true in Europe in the 18th and 19th centuries, in Africa today physical planning is regarded as a technique for the amelioration of the evils of urban development. Insanitary conditions, congestions, un-economic layout of streets, the inefficient use of public utilities or the absence of adequate sanitary facilities brought about the enactment of public health laws, plumbing and building codes and regulations which controlled land-use. In short, town planning in Africa is still conceived as a series of restrictive measures against a condition brought about by lack of foresight. Just as in Europe and the United States it was realized that such measures were inadequate to cope with the pressures of uncontrolled and laissez faire private development, even so it is becoming clearer in Africa today.
2. These past concepts of planning must be replaced by a more imaginative thinking in economic, social and physical development. Greater emphasis must be laid on positive goals of physical planning that can be attained by a well-developed plan for both private and public actions.
3. The rapid development of new modes of economy and technological changes in Africa demand that new patterns of urban and rural relationship be developed. This can only be attained by an effort on the part of each country to develop a programme of Comprehensive Physical Planning.
4. The primary objective of a comprehensive physical plan is the co-ordination and the reconciliation of the conflicting claims for the available land by housing, industry, transportation, and other services which normally would be the outcome of any long-range programme of social and economic planning. Only through such comprehensive planning, preferably at the national or regional level, can a sound basis be provided for making decisions as to the location of such facilities and services, their relationship to one another, and the financial programming that must precede their construction.

Current Physical Planning Trends:

5. During the next decade the economic, social and physical planners will be faced with both complex and exacting problems which must be enterprised if the countries of Africa are to develop along sound economic lines.

Whilst the general problems of urbanization are now in evidence, a continuation of the present trends in explosive urban growth will ensure population inbalance of such enormity as to stifle economic freedom and social advancement. The independent and near-independent countries are now looking to new and drastically changed economic and social policies. In practically all cases an industrialization, or more properly a pre-industrialization programme features prominently in the scheme for improving social and economic potentialities. The demand is for policies enabling the creation of an atmosphere conducive to development and leading to the scientific location of industries and the full assimilation of the footloose, and other workers detached from their traditional communities, into a modern society.

6. There are indications that there is a strong desire for governments to take a more direct hand in establishing development at all levels rather than adopting an attitude of laissez faire. Even local activities at village level are occupying the attention of central governments. The expansion in many countries, such as Ghana and Northern Rhodesia, of community development and social welfare agencies, as well as the preparation of local planning schemes in large numbers, has tended to open up the possibility of the interpretation of national policies at the very lowest level. It has created the possibility for the people to express, in an indirect way, their opinions on central policy manifestations and thereby help to establish and expedite future policies. It is working towards the principle that planning is "..... a device for allowing many people of moderate skills to contribute to wise decision making rather than leaving it to the great skill of a small number of leaders".^{1/}

^{1/} Abraham Kaplan - On the Strategy of Social Planning (a report to the Puerto Rico Planning Board - 1958).

This is not to say that local and parochial tactics and felt needs are to dictate national and regional strategy but that the assistance of the largest numbers of people can be invoked towards establishing and interpreting policies by wise planning administration.

7. The result of these changing attitudes and the increasing participation by central authority into more aspects of the physical environment is to effect the speed, scope and direction of development. It is an indication of the desire to manipulate development to the maximum advantage of the maximum number of people and to deal with such development in a comprehensive way. This is shown in the advent of the **economic development plans** which have been prepared in a number of countries in order to more easily assess budgetary commitments against development projects.

The Impact of Colonial Policy on Physical Development

8. The idea of organized communities for living is not new in Africa. Innumerable examples of well-developed and well laid-out towns abound in the continent. The importance of such cities as Cairo, Timbuctu, Khartoum and Kano are living evidence of organized towns whose beauty in planning and development should serve as an incentive for future planning of African towns. History has, however, interfered, in Africa, with such orderly development.

9. The form and activities of towns, which followed the first rudimentary steps, varied considerably from country to country and reflected in most African countries the basic colonial policy of the metropolitan powers which administered them. It is, however, possible to generalize these attitudes towards development; the economic policies **devised** in these countries were not **designed** primarily for the benefit of the countries, rather they were an extension of economic policies of the colonial countries and aimed at increasing the economic conditions of the "home government".

10. This manifested itself in the pattern of settlements which consisted of the development of a few large towns for trading and administrative purposes and a few centres for extractive industries, supplementary to the "home" economy. The remainder of the country, generally not being of immediate economic advantage, was subjected to a differing, and often lesser attention. Within the towns and areas selected for development and control, the main divergence in approach appears to have been activated by the distinction as to whether the settlement was primarily for the habitation of foreigners who would look upon it as their permanent home, or as an administrative centre for housing of expatriate personnel whose duration of stay was limited. This had a considerable effect upon the standard of development and the care bestowed upon civic design aspects of planning.

11. Since World War II and as a result of many countries becoming independent, considerable strides have been made in ameliorating these conditions as a result of a general desire by the countries themselves to improve the living conditions of their people.

12. The pattern of settlement which was based on the export of raw materials can no longer survive as such a pattern is no longer viable in the wake of countries seeking to replace extractive industries with manufacturing and more balanced economy.

Land Use and Development

13. Since African countries are all resorting, by one means or another, to economic planning, the utmost care must be taken to design projects which will ensure the greatest economies while yielding maximum returns. It is therefore encouraging to note that most African countries have introduced comprehensive economic development plans. These plans contain far-reaching proposals in development which, if implemented, will cause dramatic changes in physical forms including population movements and density structure.

14. The difficulties inherent in fulfilling the enlightened aim of economic development plans are complex. But the short-sightedness in recognizing the physical implications is a glaring error. An economic plan to achieve the highest possible level of living must relate to and place the greatest emphasis on urban and rural settlement; the desire and necessity to develop resources and provide various commodities for wide distribution demand the fullest integration of agriculture, industries, natural resources and public services against a geographical framework of urban and rural centres and regional communications.

15. With few exceptions, African countries have no organization to relate economic policies with physical development. The multitude of development projects proposed in the development plans are usually not integrated and nothing is known of the effect they will have on each other and on the total environment. From experience of other countries it is inconceivable that independently proposed schemes will relate to each other for a smooth and economical development.

16. It is inevitable that technically unco-ordinated projects will be more expensive in the long run. They will no doubt result in trends which without accurate analysis, it is impossible to forecast. These will demand the expenditure of considerable amounts for additional projects of a "curative" and ameliorative nature. In this connexion there are some disadvantages in proceeding too hastily with some measures which directly will promote rapid growth or movement until they have been analyzed against the background of regional problems and inter-regional requirements.

17. The Volta River Project in Ghana for example necessitated the creation of the new town of Tema and a similar new town is proposed by Nigeria in connexion with the Niger Dam Project.

18. For sound and economical long-term development and improvement on the widest basis it is important to ensure the following:

- (i) a complete integration of all projects,
- (ii) the most economical conservation and development of natural resources,

- (iii) the programming and implementation of development on a multi-purpose basis,
- (iv) the harmonious planning of the public and private sectors of the economy and development arising therefrom,
- (v) the promotion of trends to attract population to centres and areas where they can most beneficially be employed and accommodated in the interest of social and economic growth,
- (vi) the development of **organizations which will harness the peoples'** efforts, on the national, regional and local levels, for the implementation of social and economic policies,
- (vii) an accurate portrayal of the inter-relationship of all development in each country and its regions i.e. the assessment of effects of all economic developments on the limited land resources, on other regions and the movement of populations and the effects on neighbouring countries.

19. To meet these requirements it is necessary to prepare a comprehensive survey of all aspects of development and development costs and to analyze the effectiveness of proposed development in manifesting social and economic policies from national to village level. This survey and analysis would enable the preparation of a national and regional development plan relating to and integrating all forms of land use and physical development, ensuring maximum economies and the accurate portrayal of prime policies.

20. There is ample evidence to show that where comprehensive planning techniques have been used the development **processes have been cheapened** simplified and accelerated. Examples where this approach has been used to solve development problems comparable to those in Africa today may be found in Puerto-Rico, India and some eastern European countries. Recently, Ghana has embarked on a similar comprehensive physical plan and it is hoped that other African countries will soon adopt this procedure.

A Case for Comprehensive Planning

21. In most African countries the aim is directed at overcoming the problems caused by rapid urbanization and industrialization programmes and at revolutionizing the rural economy. These two main problems are indivisible. The promotion of a stable rural economy requires diversity of employment opportunities to stimulate local action. Increased gross spending power will enable provision of essential services and amenities. It is probable that the establishment of regional industrial centres would assist the local economy and would form the nodal points around which regional development programmes could revolve. It would also ease the strain on the main urban centres. A programme to deal with the above aspects of development must necessarily be integrated with population distribution and pattern of settlements, main and "feeder" road proposals, water supply, electrification, housing programmes, industrial investment and human resources.

Regional Planning Techniques

22. The use of regional planning techniques permits the determination of main development objectives to secure prime policies following the analysis at regional levels of a wide range of inter-related subjects such as:

- (a) population distribution and pattern of settlements
- (b) agriculture,
- (c) industry,
- (d) housing,
- (e) roads,
- (f) land.

Population Distribution and Patterns of Settlement

23. The growth of urban population is of significance as to its effects upon social improvement and the economic viabilities of development. A few very large towns are quite capable of draining away the bulk of available development capital for purely ameliorative measures. In accordance with the theory of diminishing returns, large towns soon reach a

point where, even if well planned, they cost more per head to develop and run than smaller urban centres. Particularly with strictly limited resources it is therefore essential to look upon population movement and concentration in terms of capital and recurrent costs and to design a policy on population distribution to ensure the most stringent economies. The unprecedented growth of African cities in the last decade and its effects upon the existing facilities and services suggest that action must be taken to channel the migrants into new centres. These would consist of a number of nodal areas based on agriculture and industrial potentialities into which maximum effort must be channeled to develop modern services such as power, water, housing and other social facilities.

24. The solution to population concentration through such manipulation will ensure advancement at minimum cost in all social facilities besides making the most valuable use of land and people and increasing returns to the government on its investment.

Agriculture and the Rural Pattern

25. Subsistence agriculture and its physical form in the pattern of villages and family settlements is a phenomena of under-developed countries and is particularly relevant to tropical Africa. Statistics prepared in 1950^{1/} indicated that 65 to 75 per cent of the total land area was cultivated for subsistence purposes and that about 60 per cent of the adult male population were engaged in this pursuit. Less than 15 per cent of the total area of cultivation was employed for local and external exports. In other words, very large and important numbers of people are at present little affected by the national economy and have little effect upon the economic life of their countries. They are isolated from the money economy and denied access to higher standards of living. Whilst there have been certain changes towards market economy, particularly in Uganda and parts of West Africa, the impact upon living conditions has not been significant and has not yet acted as a stabilizing influence in the rural areas. An

^{1/} FAO Sources.

increase in agricultural wage earners in Northern Rhodesia has also brought about changes in the rural economy and this too is having its effect upon physical patterns. In general, however, the rural economy is not conducive to retain the loyalty of the population. The conditions to which the rural people are subjected are remarkably similar all over Africa. No diversity of employment, chronic under-employment, low standards of living and absence of educational facilities contribute to the lack of status of the farmer. Besides a slight change towards a market economy there has been a consistent activity in some countries towards rural uplift by community development techniques which have improved conditions. These changes have had very little effect upon the spatial relationship of villages and upon rural land use. As they are not part of the market economy the physical pattern is largely unchanged and remains suitable for subsistence agriculture. It is not suitable for market methods and the integration of the agricultural and industrial sectors of the national economy. A slight change in the economic fortune of the subsistence farmer through even partial crop failure causes great suffering and intensifies the movement of people away from the rural areas. At the receiving ends the towns are presented with an apparently insoluble problem which, over the past five years, has assumed an unprecedented magnitude in practically all countries in Africa.

26. Most countries in Africa are engaged in agricultural development, including agricultural extension. These will not be successful unless viewed as permanent areas of settlement not only for farming but also for industries, agricultural processing mostly and other community activities.

Industries

27. The location of industries is a matter which should concern all. There are now indications that some African governments are becoming aware that industrial location can no longer be dealt with on the basis of ad hoc decisions. In Ghana, for example, the physical planning agency of the Government has been able to have a policy adopted regarding the location of industries in major centres, in order to avoid overlapping of service and land requirements. In Lagos, Nigeria, industrial development

has been channelled into most suitable areas by the persuasion of the planners. These moves are, however, on a more local scale and at national and regional levels there would appear to be little or no machinery to fully integrate industrial development policy with other critical physical planning factors on which it relies and on which it has a far-reaching effect.

28. The scientific location of industry and the establishment of industrial centres by the industrial specialists supported by necessary and complementary services and agencies is of the greatest importance for effective industrial promotion. It is of no less importance to urban growth, agricultural development and long-term population distribution. While in most of Africa, farming is the basis of economy, industry is the key to the future pattern and hierarchy of settlements and main network of communication.

Housing

29. Throughout most of Africa the provision of housing is primarily in the hands of private developers, the construction of houses by governments or government agencies being largely restricted to supplying the needs of civil servants, workers in the extractive industries and housing required as a result of national disasters.

30. The desire to improve the living standards of the mass of the people and the importance of housing in the field of politics have resulted in many governments being prepared to take a more active part in establishing a policy to provide better houses for more people. Some countries, such as Nigeria and Ghana, have set up independent corporate bodies to deal with the housing problem. Some countries have expanded their government housing departments and increased the activities of community development organizations to assist particularly in rural housing. In Nigeria, progress has been made by an impressive programme of slum clearance and redevelopment to ease the appalling conditions in parts of Lagos, the federal capital.

31. Great strides have been made in tackling housing but it is a fact that in the main urban centres housing conditions are worsening year by year and at the very best the various housing programmes do little more than keep pace with the numerical replacement of obsolete property which is barely habitable. Even the sum total of government sponsored housing, together with private development is, in almost every case, unable to cope with the demand for houses, exaggerated by immigration, let alone enabling the lowering of occupation rates in the urban centres.

32. As has been indicated in E/CN.14/HOUPA/2 the housing problem in Africa is extremely acute, especially quantitatively. Associated with it is the problem of meeting basic needs such as schools, electricity, water, roads and drainage system and particularly means of employment.

33. It is significant that in all countries the people on whom the housing problem presses are the people who cannot afford any of the present methods of housing provision. These form by far the majority of the urban population some of whom are the most recent products of the agricultural and rural areas. It is therefore evident that the solution to the housing problem is not to be found in the towns alone. Most of the housing programmes in Africa are now carried out in the urban areas. This is notwithstanding the fact that in other countries, extensive housing programmes have often tended to worsen the conditions, as better living conditions in urban centres have led to increased migration to these centres.

34. The present and future housing programmes in Africa and elsewhere must be tackled in relation with the sum total of all development activities and the present and expected future patterns of population distribution. The shortage of development funds demands that utmost care must be used in allocating them. It is not accomplished by scattered and unco-ordinated programmes of development usually carried out either for personal aggrandisement or simple political opportunism.

35. Housing policies must therefore be examined as to their effectiveness in assisting in the economic development programmes and in intercepting migration from farms and rural areas in accordance with the best requirements

of the country, regionally, socially and economically. A properly conceived housing programme can and should be used as an additional tool in developing new population centres and in supplying manpower to new industrial centres.

36. The full use of house building programmes at the cheapest cost can only be ensured by a careful advance planning of new towns and expanded settlements to meet the agricultural and industrial needs of the country. These new and expanded settlements of which a new form of housing programmes should be devised would form the basis of new functional settlement patterns as a means of covering the full range of economic and social policies and a physical framework for the development of the country as a whole.

Roads

37. One of the more impressive advancements in African countries since the war has been the development of road systems. These have opened up hinterland areas and enabled the more efficient exploitation of natural resources. Embryonic road systems originally served the main function of connecting administrative centres with the capital city and facilitating trading and export of raw materials. With the stimulus applied to agricultural productivity and the demand for industrial development, particularly for the production of local consumer goods, road programmes have been stepped up with increasing impetus over the past five years. Unfortunately, new and improved main roads have been primarily based upon the existing road pattern in terms of directions, which pattern was designed to serve an entirely different economic policy than is subscribed to today by most countries.

38. In Ethiopia, imaginative steps have been taken in the preparation of road plan prepared by the use of regional planning techniques ensuring the integration of the future road system with projected agricultural schemes, industries and settlement patterns. In Rhodesia, Senegal, Uganda, Kenya and Ghana, studies for comprehensive town plans have incorporated the findings of road traffic surveys applied to the various towns. Regional road studies preceded the preparation of comprehensive town plans for Accra,

the capital, and Kumasi, the centre of the cocoa growing industry in Ghana. In general, however, the condition of the roads in most countries of Africa is very bad and it still takes a special kind of vehicle and an untold number of hours under a great hardship to get from one place to another. Inter-country travel in most cases is still practically impossible. Efforts must be made not only to improve these roads but to plan them on regional bases in order to avoid duplication.

Land

39. Low density of population, relatively small settlements in relation to overall land area in Africa give an impression of abundance of land. In practice, however, land is becoming a problem in some areas, especially in urban centres. Most land is communal or tribal property and up to recent years this unitary ownership enabled relatively simple acquisitions required for public purposes. There is a growing resistance to public acquisitions as land becomes private property and is held for speculative purposes.

40. The necessity for an overall land policy for ownership and acquisition is generally supported and current enactments indicate that practically all African countries have made provision for government participation in land ownership where it benefits the economy of the country.

41. There is usually much less opposition to acquisition of land, even on a large scale, where it is clearly portrayed as part of an overall project for major public benefit. The establishment of integrated and comprehensive physical plans at a national scale, giving the scope of long term acquisitions and regional plans giving block land requirements for all forms of interrelated physical development would be a most useful vehicle for the promotion of land policies and acquisition by government land agencies. It would also facilitate scientifically programmed development which would ease the not inconsiderable burden of numerous and conflicting acquisitions the land agency is often called upon to make.

National Physical Planning

42. The analysis of different aspects of physical development had indicated the close inter-relationship of all physical development including housing and industry, industry and roads, roads and agriculture and has pointed to the need for comprehensive planning techniques wider in scope than the comprehensive town plan. The co-ordination of the various development processes necessitates the use of regional planning techniques against nation-wide physical development blueprints to ensure that all aspects of development are correctly interpreting national policies. A number of physical planning agencies have already made great contributions by the preparation of comprehensive town plans. Significant contributions have also been made in the realm of regional planning. A recent development report, prepared with the assistance of the physical planning organization for the copper belt in Rhodesia, forms a sound basis for the preparation of regional plans, for which it is to be used. The Kafue Basin project designed as a multi-purpose scheme, though prepared without the full use of physical-planning techniques, forms a framework for full integration by the physical planners. In Guinea, the dam and smelter project was also conceived as a multi-purpose scheme and resulted in the analysis of all aspects of development before the preparation of the physical plan. During the drawing up of the preparatory report on the Volta River project, full recognition was given to the integration of all development by regional physical planning techniques. More recently, however, the limited project for the Volta dam and smelter at Tema led to a proposal which considered the township at the dam site as a temporary feature only, notwithstanding the projected adjacent development of a river port and the significance of the dam site as a transport interchange point. The full use of regional planning techniques to portray the future development trends, however, enabled the physical planners' views to be supported at a political level. Today a new town is being planned at the dam site as an integrated part of the project.

43. There is no doubt that both at political and technical levels there is a growing and widening understanding of the complexities of urbanization and physical problems such as squatter settlements, slums, traffic congestion, explosive growth and problems of unemployment, under-employment, social misdemeanour and migration all of which are attributable to factors found outside the urban centres in which they mostly occur. They point to the need for a very broad approach in the preparation of physical development plans. This experience is beginning to be heeded as is evidenced by current programmes in some countries. It is, perhaps, not surprising that in the independent and near-independent countries the most significant changes in approach are to be seen, where the local politician takes a more vital interest in his towns and his country and has more at stake in resultant improvements. The necessary reshuffling of the administrative machinery to make way for independent government has also enabled reappraisals of the role of the physical planner and has generally resulted in a more logical disposition within the civil service framework to enable him more effectively to discharge his duties. Such has been the result in Ghana where the physical planning agency is recognized by its parent ministry as responsible for the co-ordination and integration of all forms of physical development. This attitude has logically led to the demand for the preparation of a national physical development plan as a directive for the various development plans and programmes prepared and under preparation, to avoid dis-economies and overlaps and to ensure the orientation of physical development with social and economic policies. This project is now being undertaken by the physical planning agency with the assistance of the United Nations.

44. A recent report by a United Nations expert on Housing, in Lagos, led to the request by the Nigerian Government for a team of experts consisting of:

- (a) Urban Land Economist,
 - (b) Physical Planning Policy Adviser,
 - (c) Social Policy Adviser;
- (1)
(2)
(3)

- (d) Transport Policy Adviser, and
- (e) Public Health and Sanitation Adviser.

This is a project in a series of similar projects aimed at a multilateral attack on the problems of urbanization and physical planning brought about by rapid economic development.

45. The prime requisite for effective national physical planning is that there should be an independent self-administering office for this purpose at national level with its lower and complementary tiers responsible to it at regional level. In order to ensure balanced progress in the evolution of the completely inter-related matters of social, economic and physical planning, there are great advantages to be offered by the organization of a tripartite department. This would consist of three independent divisions - social planning, economic planning and physical planning - all responsible to a single minister or chief secretary, depending upon the system of government. Thus established, the divisions of the national planning department would, on receipt of government political directives, produce technical policies for action in their own particular spheres, but analysed and formulated after comprehensive and related joint studies. The responsibility of the physical planning division would be to prepare a national physical development plan, interpreting the social and economic policies recommended by the triumvirate and approved at political level. This they would do by studying:

- (a) population trends;
- (b) analysis of economic trends;
- (c) natural resource potentialities;
- (d) water resources;
- (e) transport and communication studies;
- (f) existing power installations;
- (g) projected power demands;
- (h) existing industrial installations;
- (i) investment programmes;
- (j) existing pattern of settlements;
- (k) effective current development schemes;
- (l) agricultural potentials;
- (m) national land use pattern.

46. The national physical development plan would be evolved from survey and analysis of the above broad data after full day-to-day consultation in the planning department and with specialized agencies. The plan would consist of development maps and statements indicating:

- (a) national network of transport communications;
- (b) projected pattern of settlements;
- (c) function of settlements;
- (d) demarcation of planning regions;
- (e) location of industry by regions;
- (f) projected population build-up by settlements;
- (g) major civil engineering projects;
- (h) agricultural programmes;
- (i) capital investment and regional budgets;
- (j) programming and phasing.

47. The national plan for physical development would serve several purposes: it would ensure the feasibility of prime policies of government, it would enable easy assessment of regional capital expenditure, it would facilitate flexibility of the planning process, it would enable rational changes in direction to correct imperfections, changes in government policy or in trends of development. Above all it would be a complete, comprehensive and fully-integrated blue print for physical development and a guide in the preparation of regional physical planning schemes. This background would parallel the national economic development plan, both being fully co-ordinated. Both documents prepared and approved at political level as a White Paper would form a definitive, comprehensive statement of government development objectives.

Regional Physical Planning

48. The regional physical plan is the essential means of interpreting national, social, economic and physical development goals and programmes into local efforts and endeavours. The background for regional planning action will be given by the national physical development plan and the national economic development plan. The various aspects of the former will,

besides laying down national policies and other broad physical manifestations define regions geographically and give a clear indication of the influences from other regions affecting the preparation of the regional plan. The agency responsible for the plan should also be responsible for ensuring that development is implemented according to the model and thus draw together the development and planning functions. The importance of this aspect cannot be over-estimated and is, perhaps, one of the most significant features of intermediate stage planning.

49. The separation of these two functions in the past has done little but to engender frustrations and can downgrade the physical development plan to an advisory document. There is little or no indication that the advisory plan serves any real purpose. This approach permits an "ivory tower" complex in the physical planners and generally enables the authorities responsible for execution to dispense with such provisions of the plan as it is convenient in the interests of expediency so to do. The result is no plan at all and the inevitable distortion of national aims.

50. The preparation of a regional physical plan and its implementation would often appear to require the use of two differing regions, one for planning and one for implementation. The definition of a regional administrative authority differs from country to country. In the self-governing countries like Nigeria there are three large administrative regions with their own legislatures and ministries and in Ghana, where the administrative regions are without legislatures, they have a regional commissioner with ministerial rank appointed by the Central Government.

51. In most African countries the second tier of central government is used as an administrative device in one form or the other, complete with statutory powers and the necessary administrative machinery to implement these and other laws of the prime legislature. The existence of certain powers and administrative devices related to a defined legal boundary within which various government departments and statutory undertakers operate, and the coincidence of this boundary with that of local authorities, together with certain ethnic groupings, often make for ease of co-operation

and plan implementation. It is unusual, however, for such boundaries, in most cases somewhat arbitrarily drawn, to be convenient for the physical planning processes by means of regional planning techniques. There would appear to be considerable advantages therefore in using the multipurpose homogeneous regions as defined in the national physical development plan for the preparation of a physical plan and the administrative region for its implementation. Such a system presupposes administrative flexibility and a centralised physical planning agency which, at national level, can make suitable arrangements for the physical planners responsible for administrative regions to co-operate on a scheme which transcends administrative boundaries. There can, of course, be no rigid rules in these matters. There may be cases where certain aspects of the national plan are implemented by a special authority set up for the purpose at central government level. Such limited measures should not, however, detract from the desirability of preparing a comprehensive regional physical plan at regional level.

52. In most countries the central physical planning agency is fairly established **but** the regional agencies are not so, and, where they exist, appear to operate on an ad hoc basis. There are two particularly noteworthy exceptions to this, however, in Nigeria and Ghana. In the former, whilst there is no central authority, physical planning is firmly entrenched as part of the regional ministries and is a permanent feature of regional government. In Ghana each administrative region is served by a regional planning office responsible to the central physical planning agency. These offices, of which there are five, are permanently established and ensure the continuing processes of survey analysis, plan and plan revision essential in a developing economy and an integral part of the planning technique.

53. The particular techniques employed in regional planning are too well-known to require restatement. Administrative arrangements for the preparation of comprehensive schemes are worthy of note. As has been mentioned above, the continuing planning processes and the effective

implementation of planning schemes require the permanent establishment of regional planning offices as part of the central physical planning agency. These offices should unequivocally be charged with the responsibility for preparing the regional master plans for physical development in co-operation with other regional departments and agencies. Whilst their responsibilities as co-ordinators are important it should be quite clear that co-ordination does not mean the fitting in of unrelated projects. Full co-ordination and integration must be applied from the very start during the preparation of outlined sectional drafts. Of paramount importance is the fact that it is this intermediate level of physical planning that can best take into consideration essential regional peculiarities which must be harnessed to the furtherance of national aims. It is at this level that the especial requirements of the people in housing, community structure and agricultural techniques, for instance, can best be assessed. The national level is too detached and the local level too insular for these processes.

54. There are many procedures which can be followed for the preparation of a regional physical plan. Below is a simple system which has been used with success by a regional physical planning agency and is worthy of consideration. The sequence presupposes that maps and statements on existing regional land use, location of industry and natural resources, conditions of urban and rural settlements, traffic flows and other survey analysis materials which are the requisite tools of the planner, have already been prepared or are in preparation in consultation with the appropriate agencies. Then, following this, the physical planning office carries out the following steps:

- (a) Analysis of national physical development plan as it affects the region.
- (b) Examination of extra regional influences inherent in the national plan.
- (c) Draft breakdown of regional budget.

- (d) Preparation by written statement of outline requisites in physical terms to accommodate national policies at the regional level. This statement should be accompanied by a draft map interpreting the written material in graphic form. These documents form the outline brief to specialised agencies concerned with various aspects of physical development.
- (e) Receipt from specialised agencies of draft outline proposals against the background of the regional brief incorporating the requirements of overall regional policies.
- (f) Sifting of material (e) by the physical planning agency, checking for overlaps and inconsistencies and for direction in conformity with national aims.
- (g) Representation of draft maps to specialised agencies indicating overlaps, inconsistencies and whether considerations require a rearrangement of the over-all picture. This to be accompanied by a written analysis^{1/}.
- (h) Receipt of final outline presentation by specialized agencies after full adjustments as required by (g) have been made
- (i) Adjustment of draft regional budget, horizontal and vertical.
- (j) Preparation of population forecasts for urban and rural centres, location of industry, pattern of settlements, scale of community facilities.
- (k) Final check with specialized agencies.
- (l) Preparation of a comprehensive regional physical plan by written statement and development maps^{2/} indicating:
 - (i) Population projections and densities.
 - (ii) Urban boundaries.

^{1/} Whilst this is shown as one process there would, of course, be numerous and frequent consultations at all stages.

^{2/} Say 1:25,000 scale but this would vary with especial requirements.

- (iii) Pattern of settlements.
- (iv) Broad location of industry by settlements.
- (v) Industrial investment targets.
- (vi) Housing targets by settlements (public and private sectors).
- (vii) Agricultural land use.
- (viii) Agricultural yield projections.
- (ix) Natural resources.
- (x) Forestry, water catchment and other conservancy areas.
- (xi) Communications (alignments of roads, etc.).
- (xii) Capital civil engineering projects.
- (xiii) Areas for community development action.
- (xiv) Programme and phasing.
- (xv) Regional budget breakdown vertical and horizontal.
- (xvi) Progress documents for physical implementation and monetary expenditure.

55. Such a plan would then be presented to the central organization responsible for economic, social and physical planning who, having carried out the necessary scrutiny and integration with adjustments if necessary, would arrange for its authentication by obtaining political approval and its publication as a statutory instrument.

56. There is no doubt that, with the above procedure, differences of opinion would occur between specialized agencies and the physical planners. In such cases it is only correct that arrangements should exist for such differences to be brought before the authority responsible for planning at the national level. A question arises regarding the position of the social and economic planners at the regional level. Several possibilities exist. They can operate as separate but complementary offices alongside the

physical planners as at national level; they can be deputed from the central office to work on the problems of a specific region, but this has obvious locational disadvantages; or they can be a composite part of the physical planning organization or vice versa.

Local Physical Planning

57. The most significant feature of local physical planning and development is that it is the level of the peoples' personal achievements. The most significant question is whether it should be the responsibility of central or local government. The importance of the local level should not be minimized. In the African continent where a large proportion of the people are engaged in subsistence agriculture, or are under-employed in the urban centres, the local level of development is a means of enabling the people to improve their environment by their own endeavours.

58. The wise interpretation of regional schemes at local level by the local authorities and by community development techniques harnesses the people to national policies and introduces into the economy human resources which are otherwise denied participation. These steps, including the improvement of agricultural techniques and the improvement of the physical environment should bring a higher proportion of the public into the monetary economy for their own benefit and to the benefit of the nation.

59. In most African countries the local authorities are administratively weak and financially impoverished, and very few have physical planning offices. Physical planning schemes are generally prepared by the central government either at request on a fee basis, as in Kenya, or without cost where and when determined by the regional planning office according to their programme, as in Ghana.

60. For the next decade at least, local authorities in most countries will have to rely upon the central government for their physical planning work. This should not, however, detract from the advantages of progressively developing the responsibilities of the local authorities so that ultimately they prepare planning schemes for their own localities and are statutorily

required to do so. Such a programme should be carefully phased. The organization of local physical planning under the elected authority should not proceed before the proper establishment of the national and regional services. The establishment of strong local physical planning offices in advance of the development of national and regional offices and plans could lead to their becoming almost autonomous and without any reasonable control of the central government. Under these circumstances, instead of forming an integral part of the over-all national planning process they could, indeed, work against it and promote trends disadvantageous to national aspirations.

61. The local planning process is a means of implementing many sectors of the national plan and in doing so using the peculiar genius of the local people. It is unlikely that, unless their full assistance is invoked and unless they are more fully aware of the national and regional implications of development in their area, that development will proceed with the necessary vitality and enthusiasm to bring about the significant changes demanded in the emerged and emergent countries. The necessary link-up at local level is a question of making legal and administrative arrangements. The local authorities will have the statutory regional physical plan as the guide to the form of development their district is to take. It will be up to them, with the necessary guidance of the regional authorities, to produce schemes for their towns and for the rural areas. Local physical plans so produced should be checked by the regional office and after the appropriate process would be authenticated by approval at national level and publication as a statutory instrument in the same way as the regional documents. It is envisaged, of course, that during the preparation of the local plans the closest co-operation would be maintained between local and regional level, whether the local authority produced the scheme itself or it was produced by the regional authority on behalf of the local government. The local physical plan contains a certain amount of material handed down by the central government such as roads forming the national grid; its main function is the detailed design of

the urban and rural land-use pattern, the laying out of planning standards and the detailed scale of public facilities and amenities to guide and control private and public development.

62. Development by private persons continues to form the bulk of building work in the local economy and there are very distinct advantages in the responsibility for development application procedure lying at local level. Private applications for planning approval are essentially a parochial matter requiring local knowledge of conditions and requirements and must be dealt with by procedures close to and understood by the people. Guarantees and safeguards against the frustration of regional and national considerations are inherent in the statutory approval of the local physical plan from which the local authority cannot depart without agreement. Safeguards against graft, nepotism and misapplication of development control procedures can be introduced by allowing decisions on appeals to lie with the national authority for physical planning.

63. Techniques for the implementation of minor public works and improved agricultural methods by the people at local level are already highly developed in some countries as witness the magnificent self-help and community-developed projects presently operating. This aspect of development must be further increased, particularly in the rural areas if significant improvements are to be made and a stable economy achieved. The preparations of local planning schemes is essential to the satisfactory pursuit of the above techniques and to ensure that maximum effort is fully integrated and that the right things are put into the right place. A considerable amount of energy has been wasted in the past by locational errors in local development work. The sight of, say, a well-designed modern market built by the people remaining unused because it is sited in a manner unsuited to the commercial habits and needs of the populace is, regretfully, not rare.

64. In conclusion it can well be said that the ultimate suitability of the national physical development plan and the regional physical development plan will be seen in the practical results at local level. The intelligent use of the three tier system of physical planning and development, not

only ensures correct interpretation of national policies but enables the people to understand the implications of development at their own level, by which they gain confidence and inspiration. The use of vertical and horizontal channels for the interchange of ideas and proposals at all levels enables the maximum use to be made of many skills and professions to the furtherance of enlightened and democratic development techniques and strategies.

Training

65. The shortage of personnel to carry out such comprehensive programmes has hindered further action. Many countries, however, are beginning to recognize the necessity for training of personnel. Ghana has established, with the help of the United Nations, a school to train "Planning Assistants" to fill the gap between professionally qualified "Town Planners" and the highest grade of draughtsmen. The University of Science and Technology in Ghana has a faculty to train staff at the professional level to handle all aspects of physical planning at both local and regional levels.

66. Nigeria has been furnished with an expert to study the possibility of setting up a similar programme, either at the Ibadan University or the newly established University of Ife.

67. As a conclusion, attention is called to the recommendations in respect to physical planning made by the ECA workshop on Urbanization held at Addis Ababa on 25 April - 5 May 1962:

- (a) that governments should consider the establishment of a physical planning process on three tiers - national, regional and local;
- (b) that governments should establish suitable arrangements for the co-ordination of physical planning with economic and social plans with health programmes at all levels;

- (c) that the United Nations and the international agencies should provide assistance at the request of governments to enable them to establish the physical planning process recommended above;
- (d) that governments consider the setting up of appropriate measures for the training of planning staff and research, and the United Nations and the specialized agencies provide assistance upon request.

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