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EMERGING GLOBAL HE AFRICAN CHALLENGE

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New Town Development in Ogun State: Issues, Lessons and Prospects

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Introduction

Shelter no doubt has been universally accepted as the second basic need of man after food due to its desirable qualities as a source of income generation, and social status. (Lawal 1997). It is therefore not surprising to note the increasing need for shelter in Nigeria due to the rapid rate of population increase especially in the urban areas. According to The Guardian Newspapers, 2003, a combination of certain factors are responsible for this notably, the urban bias in public investments reflected in the location of industries, provision of amenities and the prevalence of opportunities coupled with high birth rate, low death rate and the economic forces of unemployment and under employment.

These contemporary events exerts pressure on the available facilities and environmental degradation arises in the form of uncollected solid wastes, traffic congestion inadequate/potable water supply, inadequate electricity supply, communication, long commuting, shopping and leisure distances. There exists today a pattern of land uses which is the expression of exceeding complex influences of demand and supply that have interacted over a long period of man's settlement. The inter play of these factors overtime might have resulted in a highly unplanned settlement lacking adequate infrastructures.

This however accounts for the rapid and random expansion of urban centres along their peripheries, which is a typical phenomenon of the urban landscape in developing countries in general. In a bid to curb this unwanted trend, the New Town Development came into existence. Many terms synonymous to New Town Development such as Urban Fringe, Urban Periphery, sub-urban areas and Extended Metropolitan Regions (EMRs) have been variously used in planning literatures. However, important to us is that all these terms refer to the growth of a city that lies immediately outside the urban centre and which have a strong interaction with the contemporary city and bears an urban reflection on the physical, occupational and demographic characteristics. The residents of these settlements enjoy urban services and facilities.

Concept of the New Town

Various definitions exist in literature as regards the term "New Town". It may be defined as a new municipality built in an undeveloped area (however close to existing municipality) intended to be self- governing, relatively self-sufficient containing the residential and non-residential facilities and institutions required to achieve such goals.

It can also be defined as a large development or developments on the outskirts of metropolitan areas that are very large sub-divisions or planned unit developments served by shopping facilities, schools, churches and other services and facilities.

New Town can also be referred to as a large-scale development planned to provide housing, work places and related facilities within a more or less self-contained environment. That is, a town planned as a complete unit and built with government sponsorship, especially to

Abuja

Abuja is a big break through in the history of New Town development. Though while most New Towns in Britain were private sector driven and developed to meet the needs of their industrial growth, Abuja is an administrative town. Nevertheless, it success can be traced to the fact that there is a strong Agency (Federal Capital Development Authority) separated from the Federal Ministry. FCDA has played a prominent role especially under El Rufai to maintain the sanctity of the Master Plan and ensure an emergence of New Town that the black Race is proud of. Older and not celebrated cases of New Town include Zaria, Port Harcourt, Ajoda New Town at Ibadan.

The Lagos Experience

In Lagos state, the New Town Development Authority came into existence in April 1981 as published in the state of Nigeria Official Gazette Extraordinary No.19 Volume 16 of 25th April, 1985 – Part A.

Initially, the Authority served primarily to translate into reality the ratified recommendation of the special technical committee on development as embodied in the reports on the development of Lekki Peninsula and Lagos South-West Schemes. The committee in effect was statutorily required to effectively programme, accelerate and monitor the opening up and development of commercial, industrial, recreational and residential schemes in the vast areas identified by the technical committee. Consequent upon a re-organisation of the Authority in September 1984 by the state Military Administration with a view streamlining its operations, the New Town Development Authority was given the following functions;

- a. Establishment of New Town Development schemes in Lagos state.
- b. Provision of infrastructural facilities in Government estates.
- c. Promotion of large-scale physical development. This was to be done through the opening up of government estates with the provision of road networks and the other infrastructural facilities and subsequently allotting such serviced plots.
- d. Site selection, which would be for primarily Government projects.
- e. Development control, which is monitoring the 32 priority estates identified by the Technical Committee.

The Authority had three zonal offices located as follows;

- 1. Lagos South-West with main office at Amuwo-Odofin
- 2. Lagos North-West with main office at Ikeja; and
- 3. Lekki Peninsula with office at the Victoria Island Annex which also serves as its Headquarter.

By May 1984, the New Town Development Authority set out to even development in the state especially the 32 priority estates of the government. These estates for the sake of emphasis were grouped into four as enumerated below;

GROUP ONE

- 1. Amuwo-Odofin
- 2. Victoria Island Annex.
- 3. Omole Residential
- 4. Magodo Residential
- 5. Ojota-Ogudu Residential
- 6. Badiya Commercial.
- 7. Central Business District, Ikeja
- 8. Parkview Extension.

accommodate overspiled population. More specifically, it is an English term for a town concept constructed along garden city lines.

According to the New Town Act of 1946, which forms the basis of the 1965 New Town Act, a "new town" is a substantial area of government financed urban development some times added to an existing urban settlements involvement but also built on a virgin land where the majority of the developments are new.

Besides being an old concept, the new towns are also an international concept with examples in different nations including Australia, Canada, France, Germany, Israel, the Netherlands, Russia, South Africa, Sweden, the United Kingdom and the United States.

A wide range of factors influences the development of new towns. Factors such as underlying societal beliefs, political systems, history, and land availability/population density constraints have shaped approaches to new towns development. In Montserrat, new town development is based on the need to create human settlements to both absorb and support the built environment that was what led to the destruction of more than 2/3 of the Southern Montserrat Island during the volcanic disaster of the late 1990s.

Characteristics and Attributes of New Towns

Basically, there are five (5) characteristics with which new towns are known for and they include the followings;

- 1. They are usually founded for some pre-established purposes such as to relief congestion in the urban centres, for military or strategic purpose, such as educational centres etc.
- 2. Government, private enterprise or a combination of both may undertake the creation and the development of new town. An example of the later form of sponsorship can be found in the United Kingdom and the United States of America where the developments of new towns were sponsored by private developers.
- 3. New town sites are generally held in some form of single ownership or control during the development process. This is vital to the execution of the new town plan.
- 4. New towns are pre-planned communities. Their master plan is usually developed before the building process commences unlike those of existing communities that are often prepared after much of the community has already evolved.
- 5. There are no set design principles that govern the planning of new towns since they are usually planned with respect to purpose, location and projected size.

Attributes of New Towns

Generally, new towns are envisioned as multi-functional developments, which provide not only for residential and commercial facilities, but also for the employment, recreation, health and education of their inhabitants. Owing to these functions and purposes of new towns, they ought to be "self sufficient" and "balanced" (physically, socially and economically) community.

O'Harrow argued that for new towns to be self sufficient they must be large enough to contain and support:

- i. A commercial centre
- ii. A reasonable range of cultural activities (short of grand opera and such)
- iii. A reasonable range of recreational, sufficient medical and health facilities

- iv. All necessary public facilities such as schools, water, complete sewage treatment
- v. A range of residential facilities to accommodate all economic classes;
- vi. A range of residential types, from free-standing house to apartment building (but not necessarily five acre lots, nor high-rise flats) and
- vii. Employment opportunities for at least ninety percent of the labour force.

From the above characteristics and the attributes of new towns, it is evident that the establishment of new towns triggers off many other positive activities, socially, physically and most importantly, economically. Based on this, it would be expedient for us to look at the experiences of other developed nations and also see how they have managed to fund the projects and also the many benefits that its establishment has triggered off for both the government and also the people in general.

International Experience:

United kingdom

In 1946 Great Britain faced a legacy of damaged homes and disrupted industrial infrastructure. The restoration of the nation's war-torn cities provided an opportunity for improving urban conditions on a grand scale. New towns were an important element in this strategy: they aimed to improve living and working conditions both in damaged areas and in wholly new settlements. The father of the British new town was Ebenezer Howard, whose writing in the book "Garden Cities of Tomorrow" and the creation of his garden cities Letchworth and Welwyn were a source of inspiration for planners, legislators and politicians involved in the new town initiative.

There are 21 New Towns established by statue and designated between 1946 and 1970. these 21 New Towns however can be said to be successful as all together the various projects have accommodated over two million people, provided more than one million jobs and have evolved into economically and socially successful communities.

Below is a table showing the complete list of new towns in England by their various generations.

New Towns in Britain

First Generation	Second Generation	Third Generation
Basildon	Redditch	Warrington
Bracknell	Runcorn	Milton Keynes
Corby	Skelmersdale	Northampton
Crawley	Washington	Peterborough
Harlow		Telford
Welwyn Garden City		
Hatfield		
Hemel Hempstead		
Stevenage		
Newton Aycliffe		
Peterlee		

Source; English Partnership: the regeneration agency, 2007

The United States of America

Lots examples abound in the United States of America with regards to success stories concerning the development of new towns namely New Haven, Jamestown, Philadelpia, Williamsburg, and Annapolis. Washington DC; Jackson, Mississippi; Columbus, Ohio; Indiana; Raleigh, North Carolina; Columbia, South Carolina; Madison, Winsconsin; Salt Lake City, Utah; Tallahassee, Florida, Austin and Texas are unusual, having been carved out of the wilderness to serve as capital cities. Of these few examples citied, we shall dwell on that of Columbia.

Columbia was the vision of James Rouse back in the 1960s when pollution, congestion and urban sprawl typified most American cities. In response to the demand for something different, the Rouse Company acquired 6,000 hectares of farmland and water catchments area on the eastern seaboard of the United States of America and announced its intention to develop a new town in 1963.

Almost half a million square meters of retail and commercial floor space have been constructed and 3,500 businesses have been attracted to the local area. These businesses have created over 91,000 jobs.

The achievements of this new town include the followings;

- √ 65% of housing stock is medium density development;
- ✓ Columbia has become a net supplier of employment in the region;
- ✓ The Columbia Association manages community facilities and maintains recreation areas (including over 1,300 hectares of local open space) to a high standard; and
- ✓ The Columbia Association also plays a key role in ensuring that any new development meets stringent By Laws to ensure it is in keeping with the vision for Columbia.

Does this have any relevance to other nations? Generally what Columbia demonstrates is that it is possible to not only achieve good urban outcomes, but also to ensure that they are maintained for the life of the development. Through the establishment of the Columbia Association, a vehicle has been created to generate a source of revenue, which is devoted to the maintenance of the physical infrastructure which assists in creating such a high level of urban amenity. The income derived from levies and rates are only available to undertake the regular maintenance of open space areas, playgrounds, childcare centers, neighbourhood community centre, tennis courts, swimming pools etc.

Hong Kong

Tseung Kwan O is the seventh new town in Hong Kong. The total development area of Tseung Kwan O is about 1005 hectares to be implemented over 3 phases. The Executive Council approved the development of the new town in 1982, with an initial planned population of about 175,000. The Government subsequently decided in 1987 and 1988 to proceed with the Phase II and Phase III developments with the planned population increasing to 325,000 and 445,000 respectively. The Outline Zoning Plan provides for an ultimate target population of 480,000.

Tseung Kwan O is located at the southern part of Sai Kung District in the South East New Territories. The new town is built mainly by reclaiming Tseung Kwan O Bay and formation of platforms on both sides of a long narrow inlet. The first reclamation commenced in 1983. Since then various reclamations had progressively been completed to form land for the new town. Tseung Kwan O has been expanding rapidly since its first population intake in 1988, turning a small fishing village and ship building industrial area in the 1960s to a major new community of about 340,000 people today.

Many other countries had be involved in the establishment of new towns these include; The Republic of Ireland, The Roman Empire, Italy, Norway (in Europe), Argentina, Brazil (in South America), Singapore, Japan, Hong Kong, China (in Asia), India, Iran, (in India and the Middle East), and in Australia.

The Nigeria Experience.

Nigeria as a country is not left out of the race FOR New Town development. Examples of such abound in many parts of the country. Among which are Festac Town, Satellite Town, Agbara, and Abuja etc.

- (a) Festac Town was developed in 1977 to accommodate guest that were coming from other parts of the world for the Second World Black and Africa Festival of Arts and Culture in Nigeria. This was the country's first conscious attempt to develop a New Town. It actually served the purpose for which it was developed and later it was converted to residential and other infrastructural facilities for citizens and residents of the state. It solved a lot of housing problem then with 24,000 dwelling units aimed at accommodating 120,000 people.
- (b) Satellite Town is very close to Festac Town and is another example of New Town and a living example of a successful case of Public Private Partnership (PPP) in Nigeria. Satellite Town today offered housing opportunity to staff of 19 companies and Institutions in Lagos such as CBN, NITEL, UNILAG etc.
- (c) The Lekki New Town was developed by Lagos state government in the early Eighties by Governor Jakande using similar model to that of Satellite Town he allocated land along Lekki corridor to several developers. These include VGC, Mayfair Garden, Crown Estate, Lekki plan etc.

The New Town was to be developed using different approaches. Lekki Phase I kicked started the project with the provision of site and services. Setting the standard for the private developers. The whole project was to be driven by New Town Development Authority. Unfortunately, while the private projects like VGC succeeded greatly, the government scheme recorded very little success. NTDA remained very invisible and passive in the whole exercise. The ineptitudeness of the authority led to growth of illegal development at Osapa London, Ajah etc.

Agbara Estate

Agbara Estate is at the outskirt of Lagos in Ogun State through Badagry. It shares boundary with Lagos state. A beautiful private development that created a First World community. The concept of developing an Industrial Town with several companies made the project a living example of a balanced development. The residential settlement naturally emerged to serve the housing need of the people. The alluring environment attracted many workers who prefer to commute to Lagos from Agbara daily. The lack of efficient transport system became the principal reason for the slow down in the growth of Agbara. Ogun state government equally capitalized on the success to develop an housing estate very close to the estate.

GROUP TWO

- 1. Animashaun Estate Extension
- 2. Jalupon Estate Extension
- 3. Western Avenue Extension
- 4. Lekki Peninsula Scheme I
- 5. Epe new Lay-Out
- 6. Oworonsoki Schemes I and II
- 7. Maroko Foreshore
- 8. Ikosi Residential
- 9. Ikorodu Industrial
- 10. Otto-Awori Jobiti Residential
- 11.Gbagada Residential Schemes I and II
- 12. Gbagada Industrial
- 13. Ogba Schemes I and II

GROUP THREE

- 1. Ijanikin Aiyetoro Residential
- 2. Ipaja New Towns
- 3. Akowonjo Industrial
- 4. Lekki Peninsula Schemes II
- 5. Ojota-Ogudu Scheme
- 6. Ikorodu Residential Lay-out
- 7. Ojo Residential Scheme
- 8. Mosafejo-Aradagun Industrial

GROUP FOUR

- 1. Oworonshoki Industrial
- 2. Ganyingbo-Ogungbe (Low Density) Residential Schem
- 3. Ologe (Agbara) Industrial

Other duties of the authority include the review and appraisal of the inherited projects from the Public Works Corporation such as Omole Residential Scheme, Parkview Extension, Badiya Commercial, Victoria Island Annex and Central Business District Schemes. The authority also embarked on elaborate and comprehensive engineering survey and designs of roads and drains at prioritized government estates during the period.

The State spent a lot of time and resources on planning and also in envisioning and projecting into the future. The committee set up by the Group Captain Gbolahan Mudashiru's Administration in 1983 to prepare a feasibility, Viability and Implementation study and report on emerging New Town did an excellent job specifying areas and jobs to be done down to the minutest financial implication for every form of development to be embarked upon.

The New Town Development Authority was expected to provide the followings in each of the 32 priority locations;

- a. Roads
- b. Water Supply
- c. Street Lighting
- d. Sewage System
- e. Drainage system
- f. Public Utilities
- g. Schools
- h. Market
- i. Zoos
- j. Fire stations
- · k. Health

- 1. Libraries
- m.Central Business District
- n. Local Government Offices
- o. Warehouses
- p. Flatted factories
- q. Rentable Factories
- r. Parking Facilities
- s. Stadia/Sports Complexes
- t. Housing
- u. Cemeteries etc

In providing all these, private sector and other governmental agencies were factored into the financing of the project. Bond issuance, Insurance Companies, Merchant Banks and Commercial Banks were all explored as financing options for the project. It was categorically stated in the Master Plan of the New Town that "yields takes the form of money from ground-rent, development charges and premium. But to sustain life and encourage migration into a development area, government has an amount of social obligation to perform which often takes the form of provision of infrastructures such as roads, sewage system, street lighting, good pipe-borne water and drainage system etc. part or whole of the income generated over the period of the development will be expended in providing infrastructures."

This singular act gave Lagos state a push in New Town Development. It confirms that with little Government presence in a particular location development will spring up. However the morale here is that the Lagos state government recognized the fact that they have a social responsibility to the people of the state and they are able to play their part in the provision of an enabling environment for investors to move in. The high land price in Lagos is not obtained by accident for Lagos to now regard land as its oil and reap so much from it is a confirmation of the old age principle of "sowing and reaping".

Challenges:

- 1. Lack of Strong Administrative structure: This often results in uncoordinated development most of these New Towns have Master Plans but they are not well structured and administered to ensure adherence to the master plan and Post Occupancy Maintenance. This is the case of Festac Town, which is under the administration of Federal Housing Authority (FHA), which has other interests in different parts of Nigeria. One wonders why Satellite Town, Lagos is not under FHA but the Urban and Regional Planning Division of the Federal Ministry of Works and Housing which is being run by Town Planners without the prerequisite skill in contemporary Facility Management.
- 2. Lack of Continuity: Regular change in government from Military to Civilian set the nation back as policy and plan of previous government are never continued but abandoned and discredited thus calling a dog a bad name strategy.
- 3. Lack of Capacity. In different part of the world, many management skills have emerged over time among these are Facilities Management, Portfolio Management, PPP management, Project Management etc. unfortunately, these skills are lacking in the public sector that is saddled with the task of managing these New Towns.

4. Funding. Funding New Town involves huge capital outlay. Many options have emerged in the recent time in the global market. These include variant of PPP like BOT, DBOT. Securitization and Unitization, Bond, REIT are many more Capital Market based product that have been accessed by developed nations to fund New Town. Unfortunately, public fund remain the major source in New Town development as this source dries up so does the New Towns.

Other problems include the followings;

- i. Decay of New Town
- ii. Absence of infrastructure
- · iii. Sprawl and slum formation and
 - iv. Encroachment by illegal developer

Lessons for Ogun State

Ogun state of South Western-Nigeria happens to be one such state in the federation that has a programme for the development of new town. However there appears not to be a proper fusion between the private sector participants and the government of the state with respect to achieving this goal, the state have not also taken time just like Lagos state did to properly plan a detailed road map as to what the state wants to be and the financial implication of the state's actions.

Gateway city

Upon inception, the present administration in the state had taken it upon it self to be involved in mass housing production. Using a new town concept, Large expanse of land had been acquired and zoned for the project which was christened Gateway City. Almost six (6) years after, the reality on ground is a far departure from the dream. The New Town, which was planned to accommodate 400,000 houses and several industrial estates, only turn to be a mixture of few organized estates and urban sprawl.

Due to the absence of infrastructural facilities, development pattern only followed existing infrastructures provided by churches and the improved Lagos-Ibadan Express road. The predominant land use in the area is Religious Institutions and Educational establishments. These uses form growth pole that must be effectively mobilized and integrated into the New Town to achieve the desired result.

Acquisition

Lagos state history of acquisition and endless demolition to checkmate sprawl and slum development should offer a big lesson to Ogun state. The emergence of Ibafo, Mowe, Pakuro, Asese and other settlements that are fast growing without following a pre-conceived pattern and approved plans is a sad story of not learning from history. These areas are in the Master Plan of Gateway City but have turned to slum today. The lesson here is that care should be taken in the future. Government must exercise restraint in this regard. The only way out is activating a strong PPP in the state. Fortunately, Real Estate Developers Association of Nigeria offers this.

It appears that what was lost along Lagos Ibadan expressway can be gained along Papa Lantoro Shagamu axis. Today more than twenty developers have aquired land and are undergoing estate development process. While some have commenced development of houses that are ready for occupation, some are developing the basic infrastructural services

and facilities and some are working on perfecting there title documents with the State Government.

In recent time, there has been rumour that government is about to acquire the Papa Lantoro axis. To about 21 developers that have invested heavily in the area, this move can be the end of their investment. Such exercise will cause panic and compel the prospective homeowners in these estates to withdraw their participation. The multiplier effect of this is better imagined.

At this period of financial melt down, capital is choosy about where it flows. The turn around that Lagos Is witnessing is making it more attractive to investors. With the emergence of Ikeja, Victoria Island, Ikoyi and Lekki Master Plan and improved transportation network, Lagos has set in motion an interesting use of land. The Ikeja Master Plan has rezoned some areas for high-rise development. This actions no doubt have effect on the level attractiveness of land in Ogun State.

Conscious efforts should be made to create magnetic forces in form of incentives rather than to put in place policies that could act as centrifugal force. There is urgent need to have a paradigm shift in the perception of developers in the state. Rather than seeing them as opportunist, they should be seen as partners in progress. Considering the scale of growth that their operations will bring to the state. For a simple illustration, about 25 developers working on 2000 houses each will deliver 50,000 houses per annum with a huge multiplier effect on the entire state economy as follows:

Employment Opportunities

Real Estate Development involves a large number of skilled and unskilled labour force. For example, developing 10,000 3bedroom units requires about 33 million blocks, 110,000 windows, 100,000 doors, tonnes of wood for roofing and so many other building components like paints, etc. are required.

The production and application of the above involves thousands of workforce within and outside the construction site. This will no doubt provide the much needed employment opportunities in the state.

Capacity Building

The high level of unemployment in the country has been linked to lack of the prerequisite skills needed for industrial take-off or meaningful growth. Construction at the scale in view will help to train and retrain several youth in one or two building trade, and engage them on construction site. This will take them off the street and prevent them from committing crime.

Economic Benefits

Apart from the gains already enumerated, housing has a broad multiplier effect that spreads beyond the construction site. Among which are:

Development of building material market to supply sand, gravel and granite, cement, wood that is capable of generating billions of naira taxable income for the state.

Opening up of opportunities for professionals like Planners, Architects, Civil, Electrical, Structural and Mechanical Engineers who will be gainfully employed in the housing development process.

Practical Example

Fencing a 30 acre site along Papa Lantoro cost about #7.5million. During construction, bricklayers, carpenters and labourers were recruited from the neighbouring villages. Some women fetched water while others sold food. The block maker was also from the area using sand mined from the state. Economic activities developed in the area that used to be a forest prior to the project. While awaiting documentation and funding, the project was suspended temporarily. Within few months, the emerging economic activities around the site evaporated.

Conclusion

There remain so many opportunities unexploited up till today and lot of lessons to be learnt from the experiences of other nations and most particularly, Lagos state. Once these lessons are learnt, it would put Ogun state in the fastest track to quickly turning the fortunes and the destiny of the state and the people around for the best within the shortest possible time.

Comparing our New Town experience with that of developed economies, it is obvious that we got the process mixed up at some point. It is therefore imperative to adopt a global best practice to reverse the trend. These would include amongst others;

- 1. Establishment of a strong New Town Development Authority just like the practice in United Kingdom. Once a strong and effective authority is put in place, establish its legal and financial capacity and also man it with highly skilled staff; there is no limit to the extent that such a government Authority could go in achieving the ultimate goal of sustainable New Town/Urban Development.
- 2. Linking New Town Development to the entire economy. This involves a paradigm shift in our perception of New Town from the present means of housing provision to a means of ensuring orderly environment and creating employment and huge growth in the economy. Given the several multiplier effects of such developments as we see in Columbia USA, which offers accommodation to about ninety-six thousand people and also provided jobs for ninety-one thousand of the population. This understanding will go a long way to inspire any forward thinking government to direct its resources towards New Town Development.

Financing: Good projects are usually self-financing. The state should seek the service of experts in Financial Engineering to arrange for structured finance using modern models and instruments. Public Private Participation is a good model but only works when government does not pose as competitor but a facilitator to ensure Win-Win.

3. Deferred Gratification: As carefully established earlier in the case of Lagos state and other parts of the world, government defers its gratification to the future. This is a major incentive to investors. Ogun state government should be able to give land to developers, estimate the cost of land taxes/ rates and be willing to receive them in future. Government should also help put in place basic infrastructures and services.

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