

Prosperity Fund

GLOBAL FUTURE CITIES PROGRAMME

ABEOKUTA

CITY CONTEXT REPORT



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Global Future Cities Programme
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City Context Report

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GLOBAL FUTURE CITIES PROGRAMME

Introduction

ABOUT THE GLOBAL FUTURE CITIES PROGRAMME

In 2015, the UK government created a new Cross-Government Prosperity Fund worth £1.3 billion from 2016-2021, in order to help promote economic growth in emerging economies. Its broad priorities include improving the business climate, competitiveness and operation of markets, energy and financial sector reform, and increasing the ability of governments to tackle corruption.

Emerging Economies still face considerable challenges such as uncontrolled urbanisation, climate change and high and persistent inequality which can lower long-term growth prospects. The Prosperity Fund supports the broad-based and inclusive growth needed to build prosperity and reduce poverty, but also make development overall more sustainable through the strengthening of Institutions and Improvement of the global business environment.

The Global Future Cities Programme (GFCP) is a specific component of the Prosperity Fund which aims to carry out targeted interventions to encourage sustainable urban development and increase prosperity whilst alleviating high levels of urban poverty. The programme will also create significant short and long-term business opportunities in growing markets, forecast to be regional growth hubs, including for UK exporters who are world recognised leaders in urban innovation.

The overall strategy of the Global Future Cities Programme is to deliver the Programme in two phases; a strategic development phase (2018), followed by an implementation phase (2019-2021). UN-Habitat, in collaboration with the International Growth Centre (IGC) and the UK Built Environment Advisory Group (UKBEAG), has been mandated by the UK Foreign and Commonwealth Office (UK FCO) to develop and undertake the strategic development phase. This in turn, will inform and shape the implementation phase,

and collectively provide further evidence for the overall programme.

The Programme builds upon a coherent series of targeted interventions in 19 cities across 10 countries, to support and encourage the adoption of a more sustainable approach to urban development. In general, the proposed interventions aim to challenge urban sprawl and slum developments, thereby promoting more dense, connected and inclusive cities that in combination contribute to prosperity, achieving the Sustainable Development Goals (SDGs) and implementing the New Urban Agenda (NUA).

The Global Future Cities Programme builds upon three integrated pillars, that will address key barriers to prosperity, in selected cities:

- **Urban planning** – technical assistance for spatial restructuring (Public space, Heritage and urban renewal, Urban strategies and plans, Data systems for integrated urban planning);
- **Transportation** – technical assistance to support cities to develop integrated transport systems (Multi-modal mobility strategies and plans, Data systems for multi-modal mobility);
- **Resilience** – technical assistance to develop strategies to address the impact of climate change and ensure development is sustainable (Flood management plans and systems).

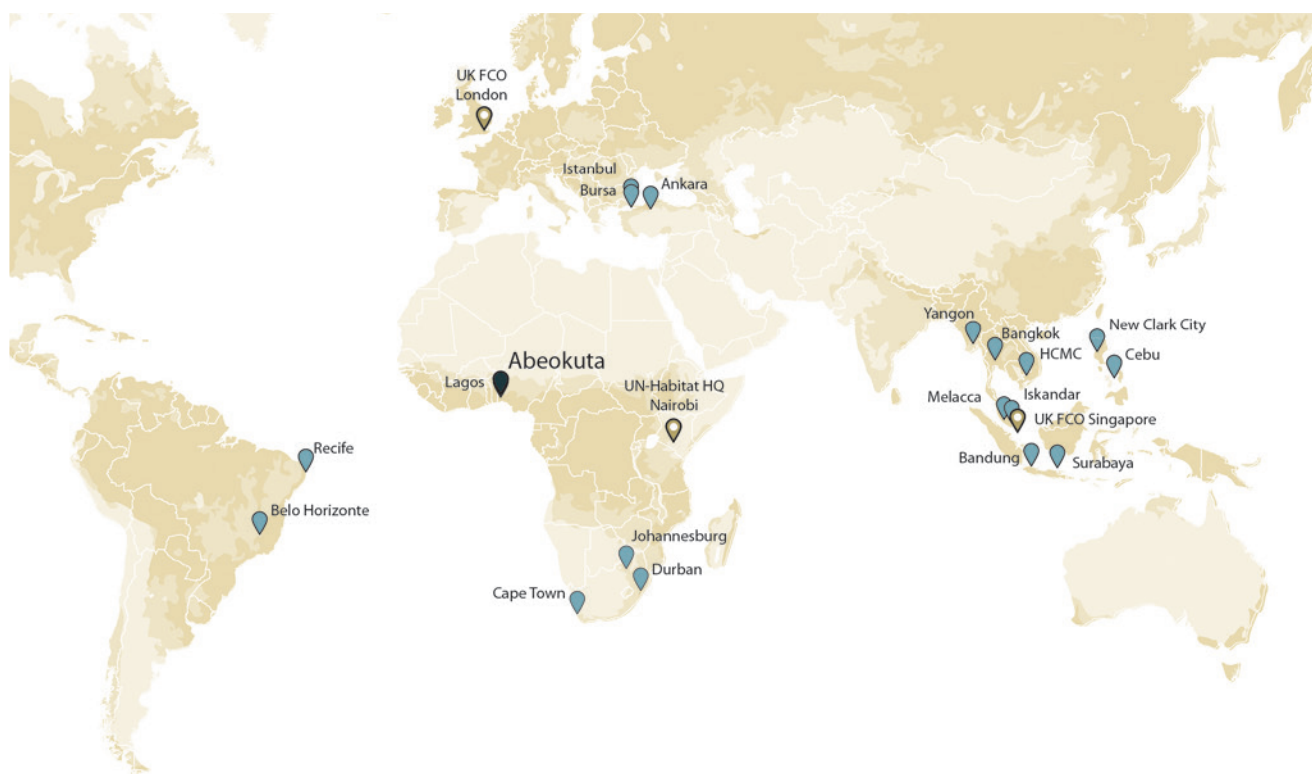
In order to capitalize on the proposed interventions and to ensure sustainability and impact in a longer-term perspective, the programme has a strong focus on technical support and institutional capacity development.

In many of the interventions, there is a particular focus on the potential of embedding smart/digital technology and data analysis platforms in urban governance and management processes. Integrating smart technologies is recognized as an instrumental area that significantly can improve the efficiency in the provision of key infrastructure services, enhance urban resilience, support evidence-based plans and strategies and promote integrated planning approaches across sectors.

INTERVENTION DEVELOPMENT AND VALIDATION

Based on initial scoping studies and government-to-government engagement carried out by UK FCO, the UN-Habitat team worked with partner local authorities and wider stakeholders to corroborate their city development strategies, and to confirm, enhance and develop the intervention proposals.

In each city, a Local City Specialist, supported by the national and regional country offices of UN-Habitat



and in liaison with the FCO local posts, took the lead in identifying stakeholders in a series of bilateral meetings, interviews and focal group discussions. This has collectively gathered information and provided more detailed knowledge and information on the City's visions and goals.

Based on this initial phase, a Charrette (planning workshop) involved high-level decision-makers from the public and private sectors together with civil society representatives. This facilitated discussion on the proposed and possible alternative interventions, related individual interests, technical opportunities and constraints, as well as political objectives. The outcome of the Charrette provided clarity on where stakeholders stand in relation to the strategic potential of the discussed projects and it allowed for the mobilisation of support.

At the same time, the Charrette allowed for the technical teams to proceed with the development of a Terms of Reference, outlining the specific scope and activities of each intervention. A final Validation Workshop assured consensus on the proposed projects and document's endorsement by the authorities.

Parallel to preparing the Terms of References, an evaluation of the interventions was initiated, aiming to address its feasibility within the local strategic context, identify potential impact on prosperity barriers and to explore the optimal delivery models. This process resulted

in a set of City Context Reports as well as an analysis of the technical viability of the interventions. The analysis aimed at both informing the development of the Terms of Reference and the future implementation phase of the Programme.

THE CITY CONTEXT REPORT

Objectives

A City Context Report is provided for each city of the Global Future Cities Programme. It serves as a tool to frame the proposed Programme interventions within the characteristics and pre-conditions of each city.

The Report targets a variety of stakeholders in the Programme: administrators, city managers, policy makers, legislators, private sector actors, donors, and local as well as international researchers and knowledge generators. The Reports also provide UKFCO the contextual setting of each proposed intervention, and can in addition, be used by the Service Providers as an entry point for the implementation phase.

By addressing the specific challenges facing each city, the Report illustrates how the interventions can work towards inclusive prosperity and sustainable urban development. The benefits of each intervention, however, cannot be achieved without certain enabling conditions to ensure its success. Therefore, critical aspects for the delivery of the proposed interventions and its success from a long-term perspective are outlined. Using thematic

best practices and evidence from global learnings and research, contextualized recommendations are provided on the conditions necessary for the intervention to be viable and to reach a maximum impact.

Essentially, the City Context Report serves to ensure that all actors within the Global Futures Cities Programme are aware of the specific conditions to be considered in the delivery of the proposed interventions, on a case-by-case basis.

Set-up and Scope

The first part of the City Context Report (General Overview) provides an overview of the Global Future Cities Programme and introduces the city from the perspective of the urban challenge which the proposed intervention intends to address.

The second part of the Report (Urban Analysis) more critically and technically analyses a selection of factors which need to be considered or to be in place for the intervention to succeed, addressing its feasibility, potential impact on prosperity barriers from a long-term perspective.

The third part of the Report (International Alignment and Technical Recommendations) presents short- and mid-term expected outcomes as well as long-term potential impacts. It further elaborates the contribution of the intervention to the achievement of the SDGs and the implementation of the New Urban Agenda as well as the programme objectives of the Prosperity Fund.

As the City Context Report is tailored directly to the Programme interventions, the analysis does not aim to comprehensively present all aspects of urban development. It does not elaborate on long term planning and transformation strategies, the effectiveness of policy or urban legislation, nor the entire municipal financial system. As such, it also excludes urban policy recommendations.

However, the Report has the scope to illustrate the general capacity of the city for project delivery, and in this regard, make recommendations to support implementation of the interventions and reaching set goals. The City Context Reports will be part of knowledge management for the Programme to generate local information and data on the cities as well as identify gaps in knowledge, systems or governance.

Methodology

Urban Analysis

The City Context Report provides a general analysis of the spatial, financial and legal conditions in the city that

can either facilitate or hinder the implementation and the long-term sustainability of the proposed interventions in transport, resilience and urban planning.

This framework follows UN-Habitat's three-pronged approach, recognising the three essential components for a successful and sustainable urbanisation: 1. urban planning and design; 2. urban economy and municipal finance; 3. urban legislation, rules and regulations.

Firstly, the spatial analysis describes the existing urban context specific to the intervention. Urban mobility systems, vulnerability of the built environment, spatial form and trends are considered as possible challenges in urban management that the intervention can address.

Secondly, the financial analysis aims to identify the mechanisms in place by which the intervention could be sustainably financed in the long-run. This section outlines the city's municipal capacity, existing regional, national and international financial ecosystem and existing financing mechanisms at the municipal level.

Thirdly, from a legal perspective, the Report critically analyses how the intervention could be facilitated or challenged by the vision of the city and its governance hierarchy. Enablers and obstacles resulting from any relevant legislation, as well as sectoral frameworks (e.g. strategies, policies, planning frameworks and development plans, detailed plans of relevance) are also described.

This approach aims to offer implementing partners, stakeholders and donors a general context of the city and, with it, demonstrate the appropriateness of the intervention from a spatial, financial and legal point of view, while at the same time informing about potential barriers and enablers for its implementation.

Potential Impact to the Program Objectives and the SDGs

The Report also outlines the potential impact of the interventions, based on the specific activities and outputs proposed. Impact can arise from a complex interaction of context-specific factors, rather than as result of a single action, which makes it difficult to empirically quantify longer-run effects that go beyond the identification of program outputs. An empirical, comprehensive impact assessment is therefore not part of the scope of this report.

Nevertheless, the report outlines potential benefits that are only achievable under certain preconditions and activities. Thereby, short-, medium- and long-term outcomes are defined with reference to a project-cycle approach, which considers all the project phases from



Planning and Design through Building, to Operating and Maintaining.

Short-term outcomes are directly achieved through the implementation of the technical assistance support, within the 2-3 years scope of the Global Future Cities Program.

Mid-term outcomes are only realised once the intervention is executed through either capital investment, implementation of pilot projects or the actual enactment of legal documents, plans or masterplans, within a possible timeframe of 3 to 7 years.

The broader long-term impact of the interventions is linked to the sustainability of the interventions in a 7-15 years timeframe and relates to the operation and maintenance phase of the project cycle.

The City Context Reports further connect potential impacts to the Programme's objectives, taking into account also the Cross-cutting issues at the core of UN-Habitat's mandate from the UN General Assembly. Consequently, the Programme's objectives are summarized into five principles:

- Climate Change;
- Gender Equality;
- Human Rights;
- Youth;
- Sustainable and Inclusive Economic Growth.

Cross-cutting issues are addressed with explicit reference to the 2030 Sustainable Development Goals (SDGs) and the New Urban Agenda, in an attempt to ensure that the proposed interventions are in line with the design, implementation, review and success of the 2030 Agenda for Sustainable Development. Consistent with UN-Habitat's mandate, the SDG 11 Sustainable Cities and Communities is linked with the urban dimension of the other 16 goals as an essential part of the localisation of the SDGs. In this way, interventions can support localisation processes, to support local ownership and ensure SDG integration in sub-national strategies and plans.

Technical Recommendations and International Best Practices

The interventions proposed in the various cities of the Global Future Cities Programme were grouped into clusters according to their thematic entry-point, as an elaboration of the thematic pillars of Urban Planning, Transport and Resilience.

These clusters are:

- Public space
- Heritage and urban renewal
- Urban strategies and plans
- Data systems for integrated urban planning
- Multi-modal mobility strategies and plans
- Data systems for multi-modal mobility
- Flood management plans and systems

Combining the international experience in urban policy and project implementation of UN-Habitat and the leading academic research of IGC, each cluster was analysed to offer evidence-based recommendations for a successful Implementation and a maximised impact of the intervention. Specific reference was given to implemented plans and international best practices.

The recommendations inform the Planning and Design phase which coincides with the timeframe of the Global Future Cities Programme, and always aim for long-term sustainability of the interventions.



Fig. 1. Ogun River seen from Olumo Rock (Source: Francesco Tonnarelli, UN-Habitat)

Abeokuta

Abeokuta is the largest urban centre and capital of Ogun State, located in South West Geopolitical Region of Nigeria. Ogun State lies to the north of Lagos State, to the west of Ondo State, and to the south of Oyo State and Osun State.

Abeokuta is built in the centre of the Lagos-Ibadan extended urban region or conurbation, and forms part of the larger metropolitan economic area. The Lagos-Ibadan economic corridor is key in this regard, highly supported by key infrastructure such as the E1 Expressway between Lagos and Ibadan. The A5 Expressway also connects Lagos with Abeokuta, offering an alternative route to Ibadan. The A1 runs parallel to the E1, via Sagamu, and collectively, these three major arteries are instrumental for the concentrations of businesses and industrial activities in the area, as well as trade exchanges within the region, over 80 percent of which passes through Ogun State

This strategic location, matched with presence of diverse local resources, rapid population growth and enhanced political status has generated dynamic economic activity. A few large-scale industrial establishments, and numerous medium and small scale plants engaged in saw milling, are present in the town, as well as business

activities mainly in trade, personal services, finance and insurance services. Modern Abeokuta is also an agricultural trade centre and an exporting point for various commodities. Furthermore, the local, state and federal governmental agencies are also a big employer.

The population of Abeokuta is growing rapidly, mainly due to natural causes, immigration and rural-urban migration. The population almost doubled from about 375 000 in 1991 (according to the population census) to over 700 000 in 2013. Population growth is expected to continue in line with current economic development trends. Due to rural-urban economic exchanges and part of the population residing outside the urban area, day and night population shifts require commuting between urban and rural areas of the state.

The Ogun State consists of twenty local government areas (LGAs). The City of Abeokuta was originally situated within two LGAs, Abeokuta North and Abeokuta South. However, following its rapid urbanization, the built-up area has exceeded the existing administrative and institutional boundaries, spreading across several LGAs in Awokoro, Obafemi-Owode and Odeda . Although under state mandate Ogun State is responsible for overall urban and physical planning, there are no specific institutional structures able to oversee governance and urban management for the overall metropolitan area, also referred to as Greater Abeokuta.

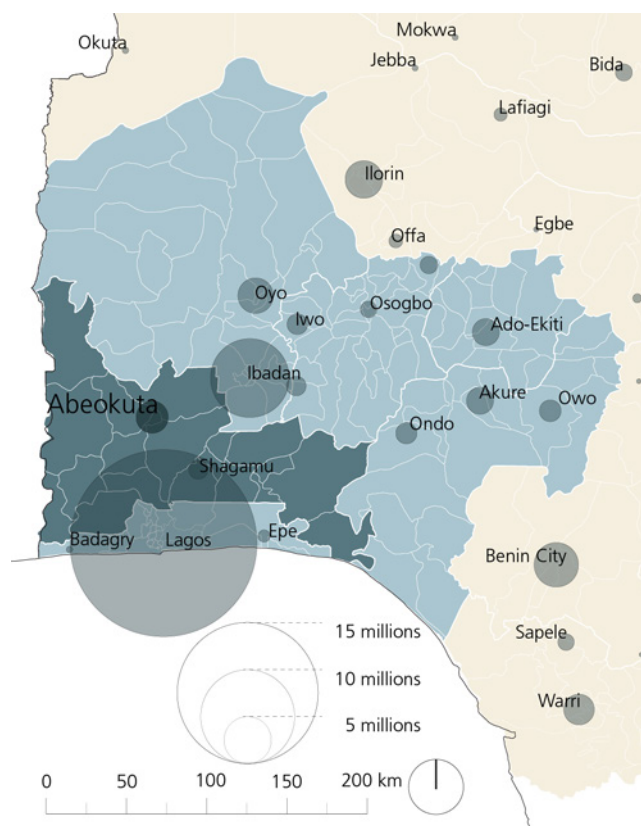


Fig. 2. Ogun State and South-West Nigeria Geopolitical Region

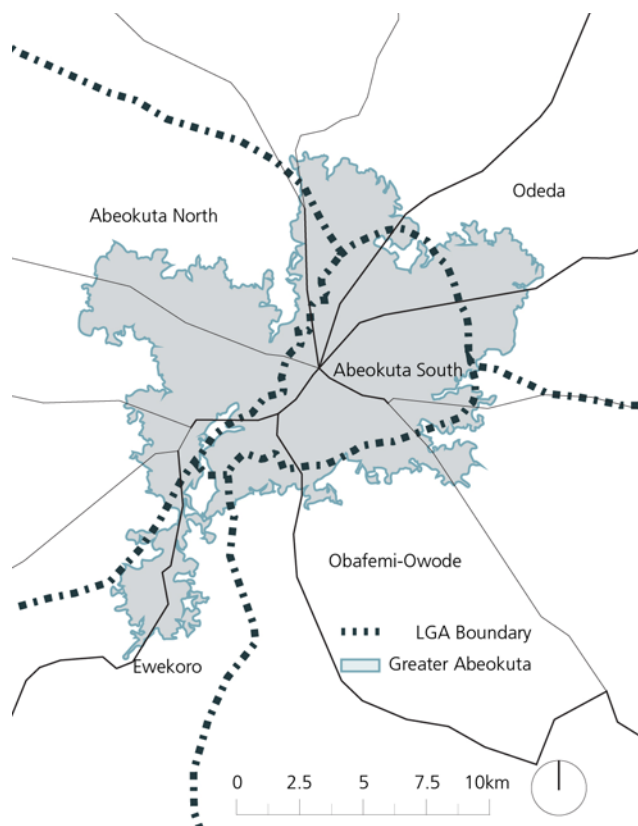


Fig. 3. Greater Abeokuta and its Local Government Areas (LGAs)



Fig. 4. Abeokuta central area (Source: Francesco Tonnarelli, UN-Habitat)

INTRODUCTION TO THE INTERVENTIONS

During the process of identifying and finally defining tentative interventions for Abeokuta, governmental entities and other actors were consulted on urban issues through - bilateral meetings and focal group discussions with the Ogun State Ministries of Urban & Physical Planning and Works & Infrastructure, as well as the Bureau of Transportation.

A larger workshop with local government officials and stakeholders from civil society, the private sector, and academia has facilitated the identification and definition of two specific interventions within areas that match the priority programmes and processes currently underway within the city.

Ogun State together with the UK FCO and UN-Habitat, has identified the following two areas of interest and relevance:

- Preparation of a Master Plan & Guidelines for Urban Renewal
- Preparation of a Public Transport Policy

The first intervention aims to provide technical assistance to the development of a Master Plan for greater Abeokuta, including a framework guiding urban renewal projects and upgrading informal settlements.

The second intervention will identify a set of considerations and specific tools to tackle mobility challenges, with the aim of preparing a Policy for Public Transport for Abeokuta's urban core. The Policy will potentially be expanded to the larger State of Ogun and provide input to other strategic urban development documents.

ABEOKUTA MASTER PLAN AND GUIDELINES FOR URBAN RENEWAL

In 2005 the Ogun State Government developed a Regional Master Plan for the entire State. The Plan has a planning horizon of twenty years (2005-2025), but since then, no additional master plans have been commissioned for any major cities in Ogun State. The lack of updated urban development and planning frameworks has generally led to uncoordinated development within Abeokuta.

All Government Ministries, Departments and Agencies (MDAs) are currently working without sufficient recourse for a more co-ordinated approach to urban development and planning in the State. Generally, this has led to the development of different projects in various parts of the State, without the guidance of centralized planning frameworks or documents. The impact is partly demonstrated by urban sprawl and an increasing disconnect between land use and realised projects.

The preparation and establishment of a new forward-looking Master Plan for Abeokuta would therefore allow for the definition of a strategic vision that in, in the long-term, would guide the city towards more sustainable urban development. The new Master Plan for Abeokuta would also support in putting the necessary frameworks in place to capture all development facets of the city, including; housing, land use, provision of educational facilities, infrastructure (roads, energy, water, waste management, etc.), mobility and public transportation systems, public space and recreation, health facilities, etc. A master plan would also contribute to a more cohesive urban fabric with improved overall connectivity and accessibility within the city.

At the same time, 20 blighted areas have been identified in Abeokuta, mainly within the older parts of the city. These areas are largely traditional communities with ancestral cemeteries, largely lacking municipal services (water, sanitation, refuse collection & disposal, drainage facilities, street lighting, paved footpaths) and public facilities (schools, clinics, etc). It is thus necessary to develop a set of tools, Guidelines for Urban Renewal, that would provide input for the regeneration and improvement of these areas, creating a better living environment while preserving historic and heritage spaces in Abeokuta.

The objective of the intervention is to provide technical assistance to the development of a city-wide Master Plan for Abeokuta including a set of embedded Guidelines for Urban Renewal. This will strengthen state and local governments and communities

Outputs provided and produced under the program are as follows:

- Participatory processes and stakeholder engagement
- Situation Analysis and Assessment of Strategic Priorities
- Formulation of Development Vision & Conceptual Plan
- Land Use Distribution, Public Space Strategy and Public Utilities Layout Plan
- Environmental Examination
- Project Implementation Scheme
- Fast Track Infrastructure Planning
- Business Plan
- Institutional, Financial, Governance and Monitoring Plan
- Capacity Building Program for governments (local and state level)

Main Stakeholder

Ogun State Ministry of Urban and Physical Planning (MUPP)

Possible Project Partners

Ogun State Urban & Regional Planning Board, Bureau of Transportation, Ministry of Finance, Ministry of Housing, Ministry of Works, Ogun State Property Investment Company, Ogun State Housing Corporation, Ministry of Environment, National Institute of Town Planning (NITP)

Thematic Cluster

Urban Strategies and Plans
Heritage and Urban Renewal

Keywords

Urban renewal, participatory processes, strategic planning, land use, public space, environmental sustainability, infrastructure planning, financial mechanisms, social inclusion

PUBLIC TRANSPORT POLICY

Abeokuta faces a number of challenges within the transport sector, for example, congestion, air pollution, limited choices for alternative transport options, long travel times etc. In particular, the public transport sector is underdeveloped, meaning that people are reliant on mainly unregulated public transport options that are mainly operated by private companies. To address this situation, the Ogun State Government has, over time, initiated various interventions in the public transport sector, like High Occupancy Vehicles for Mass Transit. However, most often these schemes have, for various reasons, either not been fully implemented or fully successful.

To address the overall need to strengthen the mobility and public transport system, the proposed intervention includes the preparation of a public transport policy for Abeokuta. This would eventually be scaled up and adopted for all of Ogun State. The policy could also be the basis for preparation of a future Transport Master Plan for Abeokuta. The Public Transport Policy will also support the Bureau of Transportation and the state government to make effective and well-informed decisions within the mobility and transport sector, including allocation of resources, management capacities and regulatory frameworks.

The intervention will also include a capacity and development component primarily targeting senior officials and staff members of the Bureau of Transportation, but not excluding other relevant stakeholder, which will help ensure the sustainability of the intervention. The aim is to enable the Bureau to better position itself to plan, manage, implement and operate mobility and public transportation projects in Abeokuta, as well as in Ogun State in general.

The main outputs of this intervention are:

- A baseline assessment on existing policies and plans
- A vision and policy for public transportation
- An initial environmental, social and economic impact assessment
- A regulatory and institutional framework
- Budget and financing mechanisms
- Capacity building
- Public participation and community engagement

Main Stakeholder

Ogun State Bureau of Transportation

Possible Project Partners

Ogun State Urban & Regional Planning Board, Ministry of Finance, Ministry of Housing, Ministry of Works, Ogun State Property Investment Company, Ogun State Housing Corporation, Ministry of Environment, National Institute of Town Planning (NITP)

Thematic Cluster

Multi-Modal Mobility Strategies and Plans

Keywords

Transportation planning, mobility, public transportation, NMT, management, accessibility



Fig. 5. Ikija Rd, Old Abeokuta (Source: Francesco Tonnarelli, UN-Habitat)

URBAN ANALYSIS

Spatial Analysis

URBAN FORM AND SPATIAL STRUCTURE

Historical Context

Abeokuta meaning, (“Refuge Among Rocks”), was first established as a settlement in the 1830’s, around the Olumo rock, taking advantage of the topography and strategic location for defence purposes.

Abeokuta is an historic town, with several tourist landmarks and many traditional neighbourhoods. However, most people in these old areas live in sub-standard houses and lack access to basic services and facilities. This impedes on sustainable development and leads to poor quality of the environment. Some of the original settlements still retain their identity, especially through a complex social relationship between individuals, family groups and social interdependence. This is visible also through their physical form, which are practically self-contained.

In the city center, the morphology and urban landscape presents characteristics of patrimonial relevance. Colonial architecture and large blocks permeated by few streets preserve the memory of the settlements formed by freed slaves from Brazil and Cuba. Although the buildings are poorly maintained and the configuration of the urban fabric hinders motorized vehicles from an unobstructed flow, the historical legacy is striking and well valued.¹ Abeokuta once was a walled town, and relics of the old wall still exist.

Current Form

Although there no local master plan has been created, which potentially could have driven the urban development in a more strategic manner, Abeokuta has a specific organization and pattern of growth. As an ancient city of historical interest, its development

started from the east bank of the Ogun River. Over time, expansion was radially oriented, anchored through axes formed along the highways connecting to the cities of Ibadan and Lagos.

Urban sprawl has accelerated in the last decade, bringing many of the negative consequences already seen worldwide, such as deterioration of the center, reduction of permeable and green areas, social and spatial segregation and urban mobility challenges.²

The pattern of low-density urban development typically sprawls to neighboring cities, creating several peri-urban areas in between. Generally, access to basic infrastructure remains poor,³ while investments are continuously made in the central area, such as the extension of main roads and the construction of the so-called “new center of Abeokuta” - a large building undertaken by the private sector and public sectors to attract investments to the region.

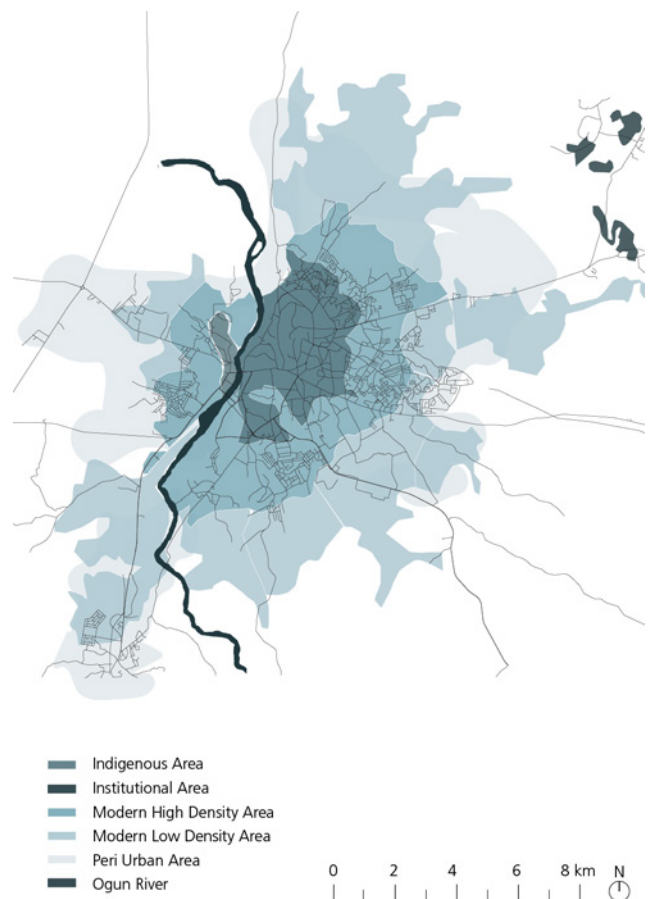


Fig. 6. Indigenous area and current densities

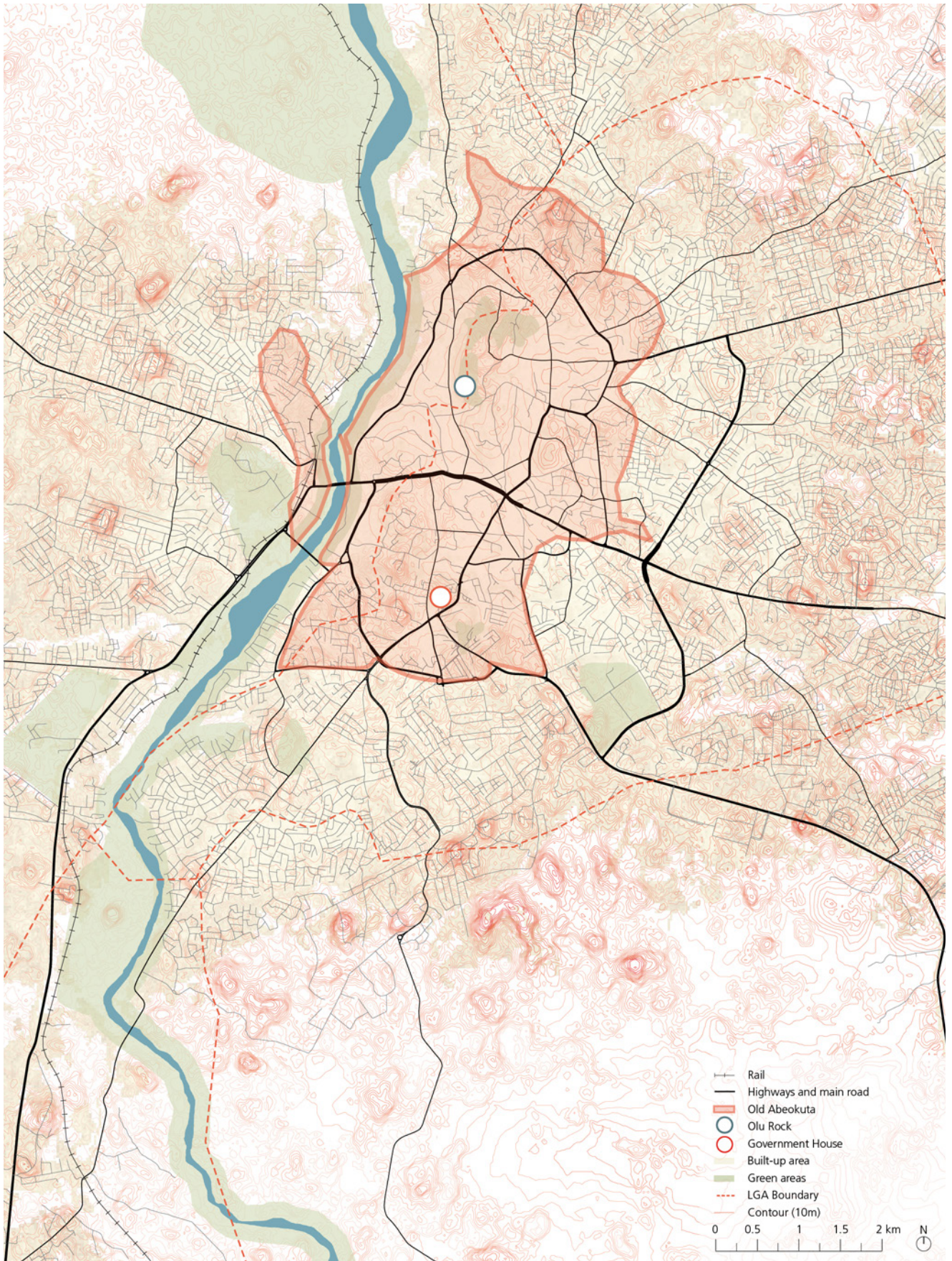


Fig. 7. Abeokuta City base map

CURRENT CHALLENGES

Blighted Areas

The Ministry of Urban and Physical Planning (MUPP) has identified 20 blighted community areas in Abeokuta. These areas are often characterized by:

- Lack of access to basic services, such as improved drinking water, improved sanitation, refuse/waste collection and disposal, drainage, street lighting, paved footpaths, roads for emergency access;
- Lack of access to public facilities such as educational and health care facilities and public spaces;
- Dilapidated structures;
- Few job opportunities, especially for the youth;

Sanitary conditions of the houses in the area are often poor, with individual toilets or bathrooms often missing. Most of the residents still use public toilets. Houses (top structures) are generally deteriorated and desperately need repairs and upgrades.

Most blighted areas are traditional neighbourhoods in the Old City, containing ancestral cemeteries and other historical sites. Furthermore, vernacular settlements could constitute a human and social heritage worth protecting. Residents identify themselves with and

show a great attachment to these neighbourhoods, and previous attempts for relocation programmes have met opposition despite current sub-standard living conditions. This suggests that tangible and intangible heritage values are important and should be considered when planning renewal and upgrading initiatives.

Infrastructure and Service Provision

There is a general need in Abeokuta to improve and upgrade the existing basic infrastructure and provision of services. This is particularly evident in terms of provision of water, sewerage and waste services.

Despite being provided with a water scheme completed only in 2000, its capacity does not cater for the entire population of the city. The present water supply situation in Abeokuta can best be described as inefficient as most residents cannot be assured of a regular and adequate supply of water.⁴

The newly developed areas around Oke-Ata (south-west), Obantoko (north-east) and Ita-Osin (west), as well as areas in the indigenous centre, lack adequate pipelines. There are currently four dumpsites considered legal, while the rest, demonstrated by refuse scattered around the city, are arbitrary.⁵ Burning of waste still remains the most common method of waste disposal, particularly evident in the illegal dumpsites, leading to bad air quality and health risks. The aforementioned



Fig. 8. Lagos-Abeokuta Road, Ogun State (Source: the Guardian Nigeria)

issues need to be considered and integrated into urban development initiatives in the proposed master plan, which can provide strategic guidance for an overall improvement of the built environment.

Flooding and Disaster Risk

As is the case with many Nigerian cities, the challenges of urban development in the city of Abeokuta have limited the effectiveness of disaster and emergency first response and management.

Given the morphology of the territory in the basin of Ogun River, flooding is the foremost risk of hazard for the city. The disaster resulting from the Abeokuta Flood of 2007 reflected the vulnerability that affects both the city and its residents. About 500 houses were heavily damaged, and over 1,500 persons were rendered homeless in Abeokuta Town.⁶

Lack of awareness, knowledge, skills and institutional commitment in addressing disaster preparedness exacerbate risk. Flood management measures, including planning, monitoring and early warning, are generally lacking, and interventions are mostly reactive in the form of post-flood emergency measures. There is no adequate buffer zone around the river banks, with no watershed management or monitoring of encroachment into flood plains, and no control of development and livelihood activities in river basins.⁷ However, vulnerability also arises from socio-economic factors, as low income communities are often located in risk-prone areas.

Climate change can alter the frequency of extreme events; and many hazards such as floods, droughts and coastal inundation and flooding have the potential to increase in the future.

The 2007 Flood was not an isolated incident, as events of similar magnitude occurred in 1968 and 1970, and minor flooding happens on a regular basis.⁸ Considering that climate change is likely to increase the frequency and scale of extreme events, which will be further aggravated by sustained rates of urbanization, adaptation and mitigation policies need to be put in place as an integral part of any development strategy for Abeokuta.

STRATEGIES AND PLAN

The Ogun State Government developed a Regional Master Plan for the period of 2005 - 2025, but there is still a need to transfer the strategies outlined to a local and more detailed level. Various governmental bodies are currently working without a centralized and comprehensive approach to urban planning and

development. By changing this, there are evident opportunities to increase and improve connectivity in the city and in the larger metropolitan region. This would also improve the overall performance and economic development of the city.

The Ogun State Land-Use Zoning Plan (2015-2025) identifies greater Abeokuta as part of the Major Growth Area, due to the urban development potential of the city. However, this potential needs to be matched by the designation of specific functions and uses such as natural reserves, agricultural areas and associated settlements, institutional areas etc. in surrounding zones. This demonstrates the need for a strategic and sustainable approach to urban development where multiple interests and needs are met and coordinated. Indeed, the Land-Use Zoning Plan clearly states that local master plans must take planning and management in account in order to ensure the containment of the urban sprawl.⁹

The Regional Master Plan identifies five (5) sub-regions, of which the city of Abeokuta ranks number 3 in terms of population, after Ota (part of the Lagos mega-city region) and the Ijebu Igbo- Ijebu Ode -Shagamu agglomeration (between Lagos and Ibadan). It is in this sub-region where urban activities and institutions such as the state government administration, the regional headquarters of banks, universities, military cantonments, commerce, industries and tourist facilities are concentrated.

Urban Renewal Projects

The Ogun State Regional Development Plan outlines strategies and solutions for blighted areas. Currently, the "Ogun State Urban Renewal Improvement Pilot Programme" is proposed to alleviate blighted areas and avoid the total functional and physical collapse of traditional areas in the state.

The plan envisions the provision of basic urban infrastructure and facilities (such as communal toilets, communal water supply, walkways, refuse collection and disposal points, street lights, play areas, etc.), and intervention on the existing buildings, such as changing roofs of buildings and minor renovations of structurally sound buildings. At the same time, youth engagement in communal activities including waste collection and disposal, operations & maintenance of public spaces, and limited road and drainage repairs, are meant to activate the population and introduce sources of livelihood into communities. However, lack of funding has thus far meant that projects have not been implemented.

EXISTING CONDITION OF THE MOBILITY SYSTEM

Infrastructure

The transport network in Abeokuta is essentially a road network. A railway traverses the western part of the city, but it is not utilized for passenger transport within the metropolitan area. Despite the fact that Ogun is navigable by water, there is no river port, and the closest airport is in Lagos.

As highlighted in figure 9, the road network is composed of seven primary roads that are continuations of highways connecting Abeokuta with other cities like Lagos and Ibadan. Additional roads connecting central areas of Abeokuta are also of primary significance. However, secondary and tertiary roads are not clearly differentiated, which suggests dysfunctionality in the road hierarchy. In addition, both the older and recently urbanized areas present an urban layout pattern that hinders the circulation of motorized transportation.

In recent times, remarkable improvements have been made in intra-city routes in order to position the town as a state capital. Apart from paving most of the roads, bridges and overhead passages have been provided at strategic locations to increase circulation and safety.

Additional lanes have also been added to major highways within the town in order to ease traffic flows. Still, these efforts have not adequately addressed and resolved current transportation challenges in the city. Traffic congestion, e.g. with its effects on air quality, is still common at peak hours along major corridors in the city.

Transport Modes

The major modes of road transportation in the town are private cars and taxis. Public transport is offered primarily through the use of minibuses, unlicensed private vehicles used for passenger transport (known as kabukabu) as well as motorcycles (Okada).

Tricycles are also prominent along some routes and are gradually becoming a common feature of transportation in the city. Thus, intra-city passenger transport services in Abeokuta are dominated by informal means and unregulated private operators.

High occupancy vehicles (HOVs) are not common in Abeokuta, and they are mostly used by educational institutions such as the State Polytechnical University for transporting students from the city centre to the campus at the outskirts of the city. Shared taxis are the most common mode of public transport in Abeokuta and supply a major source of labour in the city.

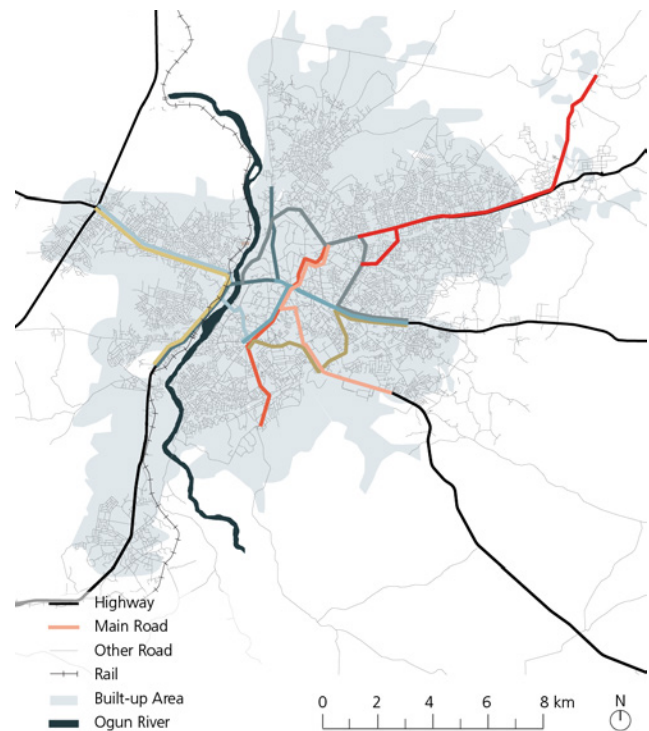


Fig. 9. Main roads in Abeokuta

There is no infrastructure for non-motorized transport, such as bicycle lanes or sidewalks suitable for pedestrians. However, walking is still the most common mode of transport for short distance trips.

PLANS AND PROJECTS

Government initiatives have primarily focused on the expansion and improvement of main roads. However, since the city still lacks an organized public transport system, the number of private motor vehicles is increasing, which will invariably aggravate the existing congestion. In addition, urban growth without due strategic planning in terms of mobility will also boost individual vehicle use, a fact that will hamper future solutions for the implementation of public transport.

The Ogun State Government has attempted to initiate various interventions in the public transport sector through the introduction of High Occupancy Vehicles for Mass Transit. However, many of these schemes have for some reason not been sustained.

There was also a comprehensive study on Transportation in Abeokuta which was funded by the UK Department for International Development (DFID) under the Nigeria Infrastructure Advisory Fund (NIAF). About six years ago, the Ogun State Government also commissioned a study on major public transport corridors within the state, including Abeokuta. From this study, average daily ridership for each public transport route was derived as well as the volume of vehicles on these routes.



Fig. 10. Old Abeokuta (Source: Francesco Tonnarelli, UN-Habitat)



Fig. 11. Road widening in Old Abeokuta

Financial Analysis

MUNICIPAL CAPACITY

In 2017, the Ogun State budget was 221 billion NGN (USD 661 million), corresponding to USD 102 per capita¹⁰, placing Ogun State 5th out of 36 states in Nigeria¹¹. The allocated budget for 2018 is considerably higher (NGN 343.9 billion/ USD 947 million), largely owing to more own-source revenues and capital receipts.

Ogun State Government has made considerable efforts to increase own-source revenues. These have more than doubled in the last five years and the government now has the capacity to fund a significant share of its budget through own-source revenues. Fiscal reforms in Ogun State have meant that internally generated revenues have almost doubled in just a few years from roughly NGN 64 billion (USD 176 million) in 2015 to NGN 117 billion (USD 322 million) in 2017.

In 2017, Ogun State's internally generated revenue was 53% of the state's total revenue (NGN 221bn/USD 608 million). This has marked tremendous progress, although the share of locally generated revenues is still below international standards. For instance, municipalities in the U.S. generate approximately 70% of their budget share from own-source revenues.¹² Nevertheless, Ogun State's strong capacity to source internally generated revenue has increased its fiscally sustainability performance, despite its recurrent budget deficits and rising debt profile.¹³

Within Ogun State's own-source revenues, around 40% come from direct taxes and over 20% from fees. Other significant sources of revenue include licensing, rent on government buildings, sales, and earnings. Ogun State still has considerable progress to make to improve its tax collection efforts, with clear opportunities resting in the fact that the state has ownership over urban land. Furthermore, many residents are in the rental market, offering an opportunity to draw additional revenue from land sales and development of the formal property

market. On the other hand, federal transfers typically correspond to 30-35% of the state budget.¹⁴ Main sources of transfers are from value-added taxes and statutory allocations.

Within the 2017 budget, around 53% was projected for capital expenditure.¹⁵ The capital budget allocated for 2018 is considerably higher with 64% to be spent on capital investments. In alignment with the intervention on urban renewal, around NGN 44.2 billion/USD 121 million (20%) of the 2017 budget was allocated to Rural and Infrastructural Development and Employment Generation, while NGN 28.6 billion/USD 78 million (13%) was allocated to Affordable Housing and Urban Renewal. Principal control of the budget for capital expenditure on Affordable Housing and Urban Renewal is given to the Ministry of Urban and Physical Planning.

FINANCING MECHANISMS

Urban Master Plan and Renewal Strategy

The urban planning interventions in Abeokuta seek to provide guiding frameworks for urban renewal. If urban transformation can be realized beyond the plans alone, it will need to source capital for the implementation of project and infrastructure. In this regard, finding financing mechanisms and dedicated revenue streams is necessary for the long-term sustainability of the intervention.

Utilizing land value capture can be a way of capitalizing on increased land values derived from urban renewal to finance future projects. Any land value capture would likely be remitted back to the Ogun State Government and then redistributed to local governments within the state. Given that Abeokuta North and South are just two of twenty local governments within Ogun State, such redistribution may not adequately consider the area where the revenue was generated. Therefore,

the revenues from increases in land value in one place may not be necessarily reflected and benefit the local government in the location where the project was carried out. To be able to re-invest increased value or use it to fund other investments, it will be important to ensure that resulting funds are earmarked in a location-specific budget for urban renewal.

The Master Plan and renewal efforts may also result in investments in the city that increase service provisions and amenities in certain areas such as laying infrastructure for utilities. Therefore, the State Government could use indirect value capture instruments, such as impact fees or exaction¹⁶, to extract some of the increased land values and ensure they have the funds to make the regenerated land liveable.

Moreover, Ogun State has a number of financing and procurement tools at its disposal. In terms of procurement, there are three major modes for consideration. One possible way of financing these projects would be through procurement, for which there are different modes, including direct public provision¹⁷, contracting¹⁸ and the implementation of Public Private Partnerships (PPPs).¹⁹

Abeokuta has already undertaken a number of PPPs and has the capacity to pursue a number of different models. The Public Procurement Act (2007) and National Policy on Public Private Partnership (2008) stipulate the institutional mandates for oversight and regulatory standards at the national level and issue guidance to States wishing to develop their own PPP policies and programmes, including coordination mechanisms for projects and standardization in line with the national Fiscal Responsibility Act (2007).

Ogun State first adopted the use of PPPs in 2003 and, has since, progressively used PPPs as a financing mechanism for the provision of housing and infrastructure. The state has primarily used joint venture and Build, Operate, Transfer (BOT) models for PPPs. The key operators of PPPs in housing in Ogun State are: the Ogun State Ministry of Housing (OSMOH), Gateway City Development Company Limited (GCDCL), and two private sector organizations, Sparklight Property Development Company Limited and Grants Property Limited. These operators have completed urban renewal projects under PPPs, including the OGC-Sparklight and Havilah Villas housing estates, and the redevelopment of the dilapidated Ibarra Housing Estate in Abeokuta.

For housing, the government has mainly taken a joint ownership approach whereby the government provides land at a subsidised cost and private partners undertake construction and manage housing estates. So far, attention has largely focused on using PPPs for the provision of housing for high-income earners,

while insufficiencies in affordable housing units have been poorly addressed. Key challenges impeding PPPs in housing include the low supply of developable land, the high cost of building materials, and inadequate government finance for low-income housing.

Transport Policy & Capacity Building

As the transport policy is more focused on implementing reforms in the framework of transport planning in Abeokuta, the intervention may not require significant capital investments in the future to be implemented. However, the medium-term goal of a wider transport policy would be to enhance the formal provision of Mass Public Transit using an integrated combination of shared motor vehicles, public buses, and pedestrianization.

In addition to the city's internal revenues, the city could apply for national funds. Since the transport policy focuses on increasing inter-city transportation, the justification for this would be that the benefits of a transport policy for Abeokuta are wider than the city itself. Moreover, Abeokuta can also commit to loans or borrowing from national or international entities. Ogun State has recently been provided a USD 350 million loan from the World Bank, USD 100 million of which has been dedicated to the business environment/industry.

Abeokuta also has PPPs at its disposal for transport policies. As explained above, the city is legally allowed to enter into Public Private Partnerships and already has precedence in doing so on transport and infrastructure projects. Some large-scale transportation and infrastructure projects of the past decade have been implemented via PPPs, including the Lusada-Igbesa road construction and the Agbara-Igbesa reconstruction project, in which the contracted private companies will be able to collect tolls for 15 years and the state government will receive 10% of the annual income.

If the transport master plan calls for new transport networks or expansion of existing ones, land will be required. One mechanism to do this, if direct acquisition of land is too expensive, could be to use area-based land readjustment models to facilitate contributions from private land owners for public use.

If private sector capital is used to finance transport projects, the city needs to ensure that there is a sufficient funding stream. Bearing in mind the barriers outlined earlier, infrastructure upgrades can provide options for land value capture. Moreover, the city obtains 20% of its revenues through fees, which can be expanded through user fees and ticketing derived from the transport system. Finally, formalizing transport providers in the NURTW and licensing these operators' vehicles would also provide another source of financing.



Fig. 12. Abeokuta house demolition (Source: Francesco Tonnarelli, UN-Habitat)

Legal Analysis

URBAN PLANNING GOVERNANCE

The Ogun State Ministry of Urban and Physical Planning is the apex body responsible for the formulation of physical planning policies and the coordination of physical development within the state, including urban planning and renewal. The Urban and Regional Planning Board is the Ministry's parastatal advisory group, exercising control and supervisory powers over all physical developments.²⁰ The Ogun State Urban and Regional Planning Law (No. 20 of 2005) details the legal mandates for urban planning and renewal,²¹ from which the Ministry of Urban and Physical Planning and the Urban and Regional Planning Board derive their functions.

The city lacks local spatial planning and institutional coordination to ensure efficient development in the city of Abeokuta. Although the Ministry of Urban and Physical Planning is responsible for liaising with other stakeholders, including the National Urban and Regional Planning Commission, the State Urban and Regional Planning Board, the Bureau of Transportation, the Ministry of Finance, the Ministry of Housing, the Ministry of Works and other local planning authorities, in order to coordinate development within the State, in practice, these governmental bodies tend to work in silos, resulting in uncoordinated development.

Moreover, municipal governments in Abeokuta have limited legal authority to pursue land-use planning and they must seek approval from wider state ministries to put policies in place. In practice, they have weak administrative capacity for urban policy.

URBAN PLANNING, RENEWAL AND HOUSING POLICY FRAMEWORK

The key planning instrument for the city of Abeokuta is the Regional Development Plan (2005-2025),²² a strategic plan covering the entirety of Ogun State. The Plan guides urban renewal policy and provides basic information on urban areas in and around Abeokuta and how those areas should be developed. However, there is a strong need to prepare more detailed and spatial master plans at the city and local level. Government ministries, departments, and agencies have been operating without recourse to any coordinated spatial planning documents.

The Affordable Housing and Urban Renewal Policy also appears to be an important strategic framework for the State.²³ Large-scale urban renewal projects have been undertaken in the last five years across five local government areas within Ogun State: Abeokuta North, Ado Ota, Sagamu, Yewa South, and Ijebu Ode.

However, past renewal projects in Abeokuta specifically have been criticized for their aggressive approach and lack of adequate compensatory mechanisms.²⁴ Methods for urban renewal have so far consisted of total clearance and redevelopment—an envelopment approach which includes community members in efforts to restructure the urban environment— or to do nothing.²⁵

Under the Land Use Act (1978), land holdings in Nigeria are classified into public/state, private, and communal lands (Adeniyi, 2013). The decree vests responsibility for administration and management of all urban land to state governments, and rural lands to local governments.

Hence, the main local governments, Abeokuta North and Abeokuta South, cannot exercise control over urban land in the city without approval from wider state bodies. Local governments in Abeokuta serve mainly as appendages and administrative extensions to the wider Ogun State Government. They have little role and influence in public service delivery and often lack the resources and skills necessary to fulfil responsibilities in their districts.

Ogun State has the legal mandate to engage in land acquisition in the public interest and has previously engaged in urban renewal schemes, with urban renewal and affordable housing policies in place. However, in practice these have been controversial. The Land Use Act (1978) and the Urban and Regional Planning Decree (1992) together grant strong compulsory purchase powers to State Governments, including the ability to acquire land for public interest.

Rights to land ownership in many areas for urban renewal are currently contested. Several identified informal settlements have been established on traditional land where there are competing claims based on ancestral ownership. This means that urban renewal schemes will have to resolve contested claims as part of the upgrading process. Public housing in Ogun State is provided by federal and state government agencies. Federal agencies include the Federal Ministry of Lands and Housing and Federal Housing Authority (FHA), while State government agencies involved are the Ogun State Ministry of Housing (OSMOH), Ogun State Housing Corporation (OSHC), Ogun State Property and Investment Corporation (OPIC), Gateway City Development Company Limited (GCDCL) and the Bureau of Lands and Survey.²⁶

The Ogun State Government has revealed plans to further advance its Affordable Housing and Urban Renewal policy. Ogun State Property and Investment Corporation (OPIC) is partnering with Nigeria Re-Finance Company (NMRC) to provide premium affordable housing to its borderline communities in efforts to harness the economic and environmental potentials of these areas.

CULTURAL HERITAGE PRESERVATION POLICY FRAMEWORK

The blighted areas in Abeokuta with substandard housing and insufficient basic services coincide with the Old City.²⁷ Traditional communities live there and maintain ancestral cemeteries, thus containing heritage value. Therefore, it is important to ensure a protection policy for cultural heritage as well as the heritage of the built environment.

Legislation to preserve and reject the demolition of immovable cultural heritage in Nigeria was initiated in the 1950s, with the 1953 Antiquities Ordinance (Ordinance 17), which created the National Department of Antiquities and the Antiquities Commission, to control the protection of monuments, museums, and archaeological excavations.²⁸

A subsequent decree, Decree 77 of 1979, consolidated the former departments into the National Commission for Museums and Monuments (NCMM) and granted them further regulatory powers over distinguishing, protecting and repairing heritage buildings.²⁹

However, as traditional religious sites are usually under the guard of religions leaders, part of a participatory process to ensure sustainable and culturally relevant maintenance mechanisms should employ traditional management systems, which are not currently mentioned in Decree 77. Another problem with Decree

77 is that it allows for the destruction of heritage sites as long as a 'mining title' is obtained, and furthermore, there is little enforcement of the penalties for defacing property. Therefore, joint efforts from the NCMM, private individuals and owners, as well as traditional leaders, should be devised to undertake participatory surveys and heritage impact assessments for any urban development transformation to be planned in the historical city, and to ensure that their protection will be enforced.

TRANSPORT GOVERNANCE

State level departments have principal responsibility for transport policies in Abeokuta; however, they lack the capacity to pursue transport planning. Ogun State does not have an integrated transport plan, nor does it have any notable legislation on transport planning in the city at present. Although there are a number of isolated transport projects taking place in the city, e.g. inter-city bus systems, there has been little effort to consolidate the projects and devise a harmonized plan for the city.

The Ogun State Bureau of Transportation is the main department responsible for transportation policies, operations, and management within the state. This includes, among other things:

- Preservation of road infrastructure, marking of roads, installation of traffic signage and signals;
- Undertaking transportation and traffic studies and surveys, including data collection; and
- Monitoring mass transit schemes

The Ministry of Works and Infrastructure is responsible for infrastructure provision and maintenance, ensuring that new development areas are functional.³⁰ This includes, among other things:

- Road construction, rehabilitation and supervision;
- Preparing tendering documents on civil engineering projects;
- Cooperation with federal road safety commission on matters of road safety; and
- Design and provision of road furniture

There is a significant lack of capacity to effectively plan, regulate and monitor transport operations and services within Abeokuta. The coordination of transport policies with urban planning has also proved challenging partly due to scarce interaction between government officials and informal transport operators and past efforts by the informal transport union to disrupt formalisation of the system.

Law enforcement agencies such as the Police, the Federal Road Safety Commission (FRSC), the Vehicle Inspection Office (VIO) and transport unions such as the National Union of Road Transport Workers (NURTW) and the Road Transport Employers' Association of Nigeria (RTEAN), are all considered key players for the success of mass transit schemes.

TRANSPORT POLICY

Ogun State has implemented reforms to the public transportation system in the last decade, but these policies have not been transformative and issues remain. Key issues for the city include: poor traffic control, lack of road safety, lack of public transport, and inadequate and unsafe road infrastructure.

In 2012, Ogun State launched the Bus Mass Transit Scheme, during which 50 small-capacity mini-buses and seven high-occupancy vehicles were unveiled. However, these buses were mainly intended for inter-city and regional transportation.³¹

Shared taxis are still primary form of intra-city transportation. Alongside Okadas (motorcycle taxis), they are heavily used for local journeys. Okadas are operated in the informal sector and their widely dispersed ownership presents particular difficulties for regulation and maintenance of good quality standards. In 2013, the government launched a state-sponsored taxi scheme, inaugurating 150 cars which were purchased in collaboration with Sterling Bank. Drivers who were members of the NURTW were able to purchase the cars with a 10% deposit and a four-year payback period.³²



Fig. 13. Abeokuta neighbourhood © Francesco Tonnarelli UN-Habitat

INTERNATIONAL ALIGNMENT AND TECHNICAL RECOMMENDATIONS

Potential Impact

The potential impact analysis outlines the main benefits that can be potentially achieved through the Global Future Cities Programme in each city. The impact analysis covers three phases: short, medium and long term. Given that impact can arise from the complex interaction of context-specific factors, rather than as result of a single action, an empirical impact assessment is not part of the scope of this report.

Short term aspects refer to outcomes that can be achieved through the implementation of the technical assistance that is provided through the interventions within the 2-3 year scope of the Global Future Cities Programme. The mid-term outcomes are only achievable once the intervention is executed at the city level either through capital investments or the legal validation of key policies and plans. This phase is understood to take between 3-7 years. The long-term impact of the interventions is linked to their sustainability in a 7-15year timeframe and is related to the project cycle phase of operation and maintenance.

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SHORT-TERM OUTCOME

In the short term, within the 2-3 years of the Global Future Cities Programme implementation in Abeokuta will increase its capacity to plan and transform the urban environment towards a more environmentally sustainable, economically prosper and socially inclusive city. The Urban Master Plan (UMP) for Abeokuta will strengthen institutional capacity and increase its ability to

plan inclusive economic growth in a sustainable manner through a variety of developed tools such as financial plans for financing infrastructure, proactive strategic actions for boosting employment, implementation strategies and alignment with national strategies and market needs to attract investors and customers to the project. The Transport Policy also includes funding strategies for the development, operations and maintenance of public transport schemes in Abeokuta and Ogun State.

Both interventions in Abeokuta include monitoring and evaluation mechanisms for measuring future impacts regarding the implementation of the SDG 11 and environmental, social and economic repercussions. Additionally, citizen participation in developing transport and urban planning plans will increase and gender equality approach more integrated in strategies and plans.

The Urban Master Plan and especially the Urban Renewal Guidelines for Abeokuta will increase local capacity for planning the city under a more comprehensive and socially inclusive approach. The intervention should develop instruments to ensure land ownership rights and limit evictions or disruption of livelihoods. As relocation or involuntary resettlement should be avoided, the Guidelines will encourage in site development.

MEDIUM-TERM OUTCOME

In the mid-term timeline of 3-7 years, the institutional context in Abeokuta will be more prepared for better plan and manage sustainable urban planning and transport in the city.

Once the Urban Master Plan will be adopted, the city will count with an established land-use and structure Plan, instruments for planning urban extensions and rehabilitating existing urbanized areas with focus



Fig. 14. Abeokuta city from Olumo Rock (Source: Francesco Tonnarelli, UN-Habitat)

on environmental protection, pedestrian and non-motorized mobility, provision of open public spaces, and the integration of mix use and public facilities. Adequate densities will be promoted in order to attain the economies of agglomeration and promote urban vibrancy.

The Transport Policy will set the framework for the implementation of better urban mobility and connectivity in Abeokuta. Women and marginalized groups will be taken into account during the implementation phase of the Programme in order to ensure the affordability of the transport system and, therefore, increase their ability to access employment and services.

LONG-TERM POTENTIAL IMPACT

In the long term, the implementation of improved urban transportation as well as urban renewal programmes in Abeokuta, will potentially increase the quality of life, including the promotion of economic equality and poverty reduction.

Cultural heritage, as well as the natural areas, such as the Ogun river and other water bodies, should be protected by law in the long term. The implementation of urban renewal projects derived from the Guidelines for Urban Renewal and the Urban Master Plan should improve access to basic services in the traditional informal settlements, and increase the creation of job opportunities, improve access to green and public spaces, and provide more equitable and effective urban services and affordable housing.

The attainment of more secure, safe, and accessible public transport, particularly for women and elder is another Programme expected outcome of the Programme in the long term. The Transport Policy will promote better mobility and accessibility for poor women and men and other marginalized groups. Additionally, it should contribute in the reduction of traffic congestion and air pollutant emissions, lower costs of transporting goods and increased efficiency of the transportation system

Contribution to Sustainable Urban Development

2030 SUSTAINABLE DEVELOPMENT GOALS

The Global Future Cities Programme aims to contribute the implementation of the 2030 Agenda for Sustainable Development, whilst mobilize efforts to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind.

The GFCP interventions in Lagos can broadly impact to the following goals and targets:

SUSTAINABLE CITIES AND COMMUNITIES



The Urban Master Plan in Abeokuta will contribute in the promotion of adequate, safe and affordable housing and basic services and upgrade slum (11.1), as well as to provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons (11.2).

The Programme will also strengthen efforts to protect and safeguard the world's cultural and natural heritage (11.4) increase the access to green and public spaces (11.7).

INCLUSIVITY ECONOMIC GROWTH



The promotion of inclusive economic growth and job creation (8.3) through city-wide policies and urban plans, integration of informal economies, especially transport-related, and strengthening of municipal finances will contribute in reducing poverty (1.2) and enhancing access to economic resources in particular for women and vulnerable groups (5.a).

BASIC SERVICES FOR ALL



The transformation of blighted urban areas in Abeokuta will improve service delivery of water and sanitation (6.1, 6.2) and affordable, reliable, and sustainable energy for all (7.1) while protecting protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes (6.6).

INCLUSIVE INFRASTRUCTURE AND INEQUALITIES REDUCTION



The Transport Policy and the Urban Master Plans will prioritize actions for the most vulnerable areas of the city (10.3) while promote the implementation of quality, reliable, sustainable and resilient infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all (9.1).

EFFECTIVE INSTITUTIONS



The Global Future Cities Programme addresses capacity building of local institutions and mobilizes and share knowledge, expertise, and financial resources, to support the achievement of the Sustainable Development Goals in Abeokuta (17.16).

NEW URBAN AGENDA ALIGNMENT

The United Nations Conference on Housing and Sustainable Urban Development (Habitat III) held in Quito, Ecuador, in 2016 adopted the New Urban Agenda, a new framework that lays out how cities should be planned and managed to best promote sustainable urbanization.

The New Urban Agenda encourages UN-Habitat and others “to generate evidence-based and practical guidance for the implementation and the urban dimension of the SDGs in close collaboration with Member States, local authorities, major groups and other relevant stakeholders, as well as through the mobilization of experts”.

The GFC Programme is directly related with the UN-Habitat’s draft Action Framework for Implementation of the New Urban Agenda (AFINUA). This framework is organized under has five categories: (1) national urban policies, (2) urban legislation, rules and regulations, (3) urban planning and design, (4) urban economy and municipal finance, and (5) local implementation.

The Urban Master Plan for Abeokuta aims to establish the framework for the spatial development of the city including housing, educational facilities, infrastructure provision (roads, water, waste management, etc.), public transportation, recreation, health facilities, etc. This is highly related with urban legislation and should derive in the establishment of the necessary regulations for the definition of urban and non-urban land (AFINUA key 2.1), distinction and protection of non-buildable public spaces (AFINUA key 2.2, 2.3), and urban development frameworks (AFINUA key 2.4).

Additionally, the Plan should inform policies and procedures for the development of adequate and enforceable regulations for urban equity, especially for combating and preventing speculation, displacement, and arbitrary forced evictions (AFINUA key 2.7), and enhance the provision of integrated, efficient and equitable urban service frameworks specially to marginalized groups (AFINUA key 5.4). The Programme also contributes to establish and support liaison between citizens and local government (AFINUA key 5.6).

The planning intervention in Abeokuta is also related with the third AFINUA category and it contributes to the implementation of the New Urban Agenda by considering evidence based, integrated and participatory planning processes (AFINUA key 3.1). The Urban Master Plan and the Guidelines for Urban Renewal will define adequate structure of urban space (AFINUA key 3.3), promote sustainable density and mix use (AFINUA key 3.4) in order to provide liveable spaces, walkability and

sense of place (AFINUA key 3.5) in the regenerated areas. Affordable and adequate housing provision (AFINUA key 3.7) and sufficient amounts of urban space for a variety of economic activities (AFINUA key 3.8) will be also considered in the process.

The Transport Policy together with the Urban Master Plan promote better urban economy and municipal finances in Abeokuta. Business and financial models that will include formal and informal transport operators will be developed, design and implementation of tools for fostering inclusive local economic development (AFINUA key 4.4) and different strategies for the financial implementation of urban and transport projects formulated (AFINUA key 4.1, 4.2).

ALIGNMENT WITH CROSS-CUTTING ISSUES AND THE PROSPERITY FUND

The Global Future Cities Programme in Abeokuta will contribute to the UK FCO Prosperity Fund objectives, as it seeks to achieve higher rates of sustainable and inclusive growth while increasing long-term investments in sustainable urban projects and transportation. Moreover, the interventions in Abeokuta provide greater awareness, capability and confidence, resulting in higher incentives for partnerships and financial mechanisms.

The four Cross-Cutting Issues of UN-Habitat—environmental safeguards, youth, gender and human rights—as identified in the Strategic Plan 2014-2019, should be mainstreamed to ensure that all UN-Habitat work targets those with the most needs and promotes socially and environmentally sustainable cities.³³

Both Programme interventions address differentiated analysis with emphasis on gender, age, and socio-economic characteristics in order to account for the differential impacts experienced by women, children, the elderly, persons with disabilities, inter alia when they are forcibly evicted. This will inform the development of plans and proposals that enhance gender equality, youth opportunities and economic growth.

Economic incentives for women, youth and disadvantaged groups, will be taken into account for the urban transport fares and subsidy system, as well as issues of safety and security in the transport system as an important aspect especially from a gender perspective.

The Monitoring and Evaluation framework within Transport Policy and the Urban Master Plan addresses the development of indicators that cover gender equality, protection of vulnerable groups, and human rights.

Potential Benefit	Short term Medium Term Long term	SDG Alignment		New Urban Agenda	Programme Objectives and Cross-cutting issues
		GOALS	TARGETS	AFINUA KEY ITEM	1. Climate change; 2. Gender equality; 3. Human Rights; 4. Youth; 5. Sustainable and inclusive economic growth
Increased ability to better plan inclusive economic growth in a sustainable, climate smart manner.		17	17.1	2.6, 3.8, 4.1, 4.2, 4.4,	Climate change; Human Rights; Youth; Sustainable and inclusive economic growth
Increased local capacity for evaluating and monitoring the impact of urban plans, policies, and strategies.		17	17.16, 17.18	3.1	Climate change; Gender equality; Human Rights; Youth
Increased citizen participation in developing municipal plans and decision making processes.		11, 16	11.3	3.1, 5.6	Gender equality; Human Rights; Youth
Integrated gender equality approach in policies, strategies and plans.		5	5.a	3.1, 4.4, 5.4, 5.6	Gender equality
Better capacity of local governments for ensuring land ownership rights and limiting evictions or disruption of livelihoods.		1, 5	1.4, 5.a	2.7	Gender equality; Human Rights
Established land management systems , including fit for purpose planning tools and land administration, for the sustainable delivery of all other elements of the urban fabric.		11	11.a, 11.3	2.3, 3.3, 3.7, 4.2, 5.4	Climate change; Gender equality; Human Rights; Youth; Sustainable and inclusive economic growth
Implemented urban plans for creating sustainable density and mixed use to attain the economies of agglomeration and promote urban vibrancy.		6, 7, 11	6.2, 6.6, 7.1, 11.1	2.2, 2.4, 3.3, 3.4, 3.5, 3.7, 3.8	Gender equality; Youth; Sustainable and inclusive economic growth
Comprehensive urban renewal instruments adopted, that enhance linkages between the spatial, economic and social development.		10, 11	10.3, 11.1, 11.a, 11.3	2.4, 2.7, 3.4, 3.5, 3.7, 3.8, 5.4	Climate change; Human Rights; Sustainable and inclusive economic growth
Increased quality of life, including the promotion of economic equality and poverty reduction.		1	1.2	3.5, 4.2, 4.4	Gender equality; Human Rights; Youth; Sustainable and inclusive economic growth
Lower costs of transporting goods and increased efficiency of the transportation system		9, 12	9.1, 12.2	3.3	Climate change; Sustainable and inclusive economic growth
Reduction in traffic congestion and in air pollutant emissions		13	13.2	3.5	Climate change
More secure, safe, and accessible public transport , particularly for women and elder.		11	11.7	3.3, 5.4	Gender equality; Human Rights; Youth
Increased mobility and accessibility for poor women and men and other marginalised groups.		9, 11	9.1, 11.2	3.3, 5.4	Gender equality; Human Rights; Youth
Protected and safeguarded cultural and natural heritage		11	11.4	2.1, 2.2	Climate change; Human Rights
Increased access to safe, inclusive and accessible, and green public spaces , in particular for women and children, older persons and persons with disabilities.		10, 11	10.3, 11.7	2.2, 2.3, 3.5	Gender equality; Human Rights; Youth

Fig. 15. Potential Impact and Programme Objectives Alignment

Success Factors

The following statements are considered evidenced success factors, based on international best practices, for the interventions in Abeokuta, in order to achieve maximum impact, in line with the Sustainable Development Goals (SDGs), the Prosperity Fund, and cross-cutting issues. Success factors are divided between design and planning, legal, and financial instruments and aim to address potential barriers for the long-term sustainability of the interventions.

SPATIAL CONSIDERATIONS

Proactive comprehensive strategies and plans

Given the rapid and unplanned growth in Abeokuta, there is a need for proactive and comprehensive planning in order to avoid urban sprawl and the need for retrofitting infrastructure. Retrofitting infrastructure can be a costly and difficult process in the future.

Therefore, core key infrastructure, including public spaces, streets, sanitation and pavements should be demarcated in advance. It is estimated that retrofitting infrastructure when development has already occurred is up to three times more expensive than installing it while constructing housing.³⁴

Moreover, the Masterplan in Abeokuta should plan for city expansion. Within the plan it is also important to account for areas on the urban edge (peri-urban areas) from the outset.

This helps to avoid a common characteristic of urban sprawl termed 'leapfrog' development, whereby, in order to take advantage of cheaper land prices associated with lower levels of regulation, development occurs on land that does not border existing development. Land for arterial roads and other core infrastructure on the urban periphery should therefore be demarcated well in advance.

Linking transport and land use planning

Currently, there is a lack of enforcement of the Land Use Plan in Abeokuta. This is an obstacle for adequate transport, resilience and urban planning. The new transport policy needs to be drafted in close coordination with land use planning.

On the one hand, land use can determine accessibility to jobs, shops and services. On the other hand, intensive land use associated with high population densities, can make transport systems more cost-efficient.

This is because a given transport node can service a higher number of people and thus recover higher revenues from user fees. Moreover, planning for transport should be carried out proactively, accounting for demographic and urbanization trends. Consequently, the transport policy should be coordinated with the new strategic vision for the city that will be proposed through Abeokuta's Masterplan.

Enhance a Sustainable Urban Layout

When designing the new Masterplan for Abeokuta, as well as urban renewal strategies, a sustainable urban layout should be enhanced through a city model that follows international principles of sustainable urbanization and promotes compactness, connectivity and inclusiveness.

The Plan can thereby follow UN-Habitat's Five Principles of Neighbourhood Planning, which promotes adequate space for streets, high-density, mixed-use developments with additional land allocated for commercial space, social mixing, and limited land use specialisation.³⁵

At the same time, the strategy should include an adequate provision of affordable housing that is secured throughout the city and facilitates access to basic services and economic opportunities.

Ensuring Equal Opportunities for all

Through the interventions, especially with regard to the urban renewal strategy, improvements in the urban fabric and provision of infrastructure in low-income communities in the centre of the city can end up increasing land values.

This can displace current residents in the area who are unable to afford increased housing prices. Therefore, the Masterplan and Urban Renewal Strategy should ensure the provision of affordable housing that secures availability for low-income communities. At the same time, ensuring affordable housing across the city, can enhance accessibility to jobs and services.

Investments in infrastructure and communal services

Given that urban renewal in Abeokuta will be focused in informal settlements, urban upgrading must be accompanied by investments in public infrastructure and services. Without this, informal settlements will foster low standards of living and will not offer residents an opportunity to join the formal economy.

The integration of communal amenities, such as schools, clinics, religious buildings and community spaces, and facilities for waste management, can be considered as a feasible alternative for the provision of services in informal settlements. Due consideration should be given to the needs of potentially vulnerable members of the community, such as young, elderly, sick, and disabled people, in the location, layout and design of any communal facilities.

Integration of formal and informal transport operators

Most of the current public transportation options are offered through mini-buses, unlicensed private vehicles and motorcycles (Okadas). Cities around the world usually build new public transport systems, ignoring the integration of informal transport operators. This usually creates conflicts in transport planning and delays planning, design, and building processes. For example, in Dar es Salaam, Tanzania, informal transport operators' resistance to a new BRT contributed to a 7-year delay between design completion and the start of construction. The GFCP, through the new transport policy, should recognise the informal transport sector and establish a partnership with the government. Moreover, formalizing transport providers in the NURTW and licensing these operators' vehicles would also provide a source of financing for the implementation of the policy.

FINANCIAL CONSIDERATIONS

Land-based financing for inclusiveness

The urban renewal of some areas of the city will probably increase land values. This can, however, mean an increase in taxes to be paid by residents, which can displace citizens not able to afford them. Therefore, the city may consider land-based financing instruments that put the burden on property developers, examples of such mechanisms include impact fees,³⁶ extraction fees, and construction bonds.³⁷ These fees and bonds can help subsidize social housing, basic services and key public infrastructure projects. However, they can only work if there is a real estate market that is interested

in building in the area. In this regard, the provision of a master plan that provides a clear planning and design strategy which attracts developers, can contribute to a more equitable provision of services.

Land value capture and other revenues to ensure cross subsidization of infrastructure

The Master Plan, Urban Renewal Guidelines, and Transport Policy will collectively highlight investment needs for public infrastructure. This can translate into needs for investment in transport, including roads and streets, as well as in affordable housing, public spaces, parks, and basic services. The city will need to ensure adequate financing for providing this infrastructure, including long-term capital and maintenance expenditures.

LEGAL CONSIDERATIONS

Alternatives to Forced eviction and forced eviction due process

Especially when urban renewal programmes involve informal areas, eviction may become justified and unavoidable. When eviction is deemed necessary, it should follow the International Covenant on Social, Economic and Cultural Rights, Article 11, which contains the right to adequate housing as a component of the right to an adequate standard of living.

Factsheet 25 on Forced Evictions, published jointly by UN-HABITAT and the Office of the High Commissioner for Human Rights (OHCHR), has outlined standards that should be observed if an eviction is deemed unavoidable. It maintains that the eviction and resettlement must be carried out with due process, in accordance with international human rights law, and in a sustainable and socially inclusive manner. This includes:

- Communicating properly and providing information in a timely manner;
- Facilitating the involvement and participation of the members of the affected community for a meaningful and just solution to be reached for all;
- Providing adequate compensation and adequate alternative housing;
- Ensuring legal remedies are available and affordable for the affected communities,
- Following-up once the resettlement has occurred to ensure that access to basic services and livelihoods are not compromised

Adequate compensation within compulsory land acquisition

Land acquisition by governments is sometimes necessary for increasing resilience and ensuring safer environments or improving land use efficiency through vital infrastructure projects or placement of large job-creating industries.

Where possible this should be facilitated through voluntary market exchange, but compulsory land acquisition is also justified if adequate compensation is given to those displaced.

The urban renewal guidelines should consider the necessary strategies for the inclusion of affected residents in nearby areas when compulsory land acquisition happens.

It should also integrate adequate compensation, including payment of the market value of land (before redevelopment projects are announced) as well as an amount to cover the loss of social networks and disruption of livelihoods due to relocation.

Investment in legal and administrative capacity to run a smooth appeals process is also necessary to limit social unrest and ensure land ownership rights are observed. Relocation areas should also be well connected to avoid socio-economic exclusion and incentivizing informal settlement.

ENDNOTES

- 1 The patrimonial and cultural aspect was one of the points raised in the Charrette's discussion about the master plan and the process of urban renewal, whose approach must consider the rich culture of Abeokuta.
- 2 The highways cross the urban network and are characterized mainly by residential areas. They do not have many pedestrian crossings, thus inhibiting non-motorized flow between sections.
- 3 This is an assumption based on the quality of road infrastructure analyzed by satellite images, which gives clues about the condition of other existing facilities.
- 4 G. C. Ufoegbune, A. O. Eruola, J. A. Awomeso and O. A. Idowu, Spatial analysis of municipal water supply in Abeokuta metropolis, South western Nigeria, *Journal of Geography and Regional Planning* Vol. 3(7), pp. 169-176, July 2010
- 5 Ufoegbune and Oyedepo, Application of Remote Sensing and Geographic Information System for selecting Dumpsites and Transport Routes in Abeokuta, Nigeria, 2011
- 6 Adelekan, I. O., Vulnerability assessment of an urban flood in Nigeria: Abeokuta flood 2007, *Natural Hazards*, Volume 56, Issue 1, 2011
- 7 Ibid 6
- 8 Ibid 6
- 9 From the Ogun State Land-Use Zoning: "... the micro Land-Use Policy Plan must take cognisance of these characteristics so as to ensure a proper Planning and Land-Use Management based on Green Belt or Smart City concept of Protective, Stopper and Recreational functions" (page 14-15).
- 10 The Nation, New dawn in Ogun transportation, 16 September 2013, <http://thenationonline.ng/new-dawn-in-ogun-transportation/>, [accessed 30 November 2018]
- 11 The projected population of Ogun State was estimated at approximately 5.2 million as of 2013, according to the National Population Commission (NPC) and the National Bureau of Statistics (NBS), based on figures from the 2006 census.
- 12 M.Pagano and C.Hoene, City Budgets in an era of increased uncertainty, https://www.brookings.edu/wp-content/uploads/2018/07/20180718_Brookings-Metro_City-fiscal-policy-Pagano-Hoene-final.pdf, 2018
- 13 Budget, State of States, The 2017 Edition, <http://yourbudgit.com/wp-content/uploads/2017/10/State-of-states-2017-report.pdf>, 2017
- 14 Vanguard, Ogun State budget up by 61%, capital expenditure hits N110 bn, January 2012, <https://www.vanguardngr.com/2012/01/ogun-state-budget-up-by-61-capital-expenditure-hits-n110bn/>, [accessed 30 November, 2018] & Premium Times, Ogun governor presents N200bn budget, November 2015, <https://www.premiumtimesng.com/regional/ssouth-west/193872-ogun-governor-presents-n200bn-budget.html>, [accessed 30 November 2018]
- 15 Details on the 2017 budget can be accessed here: <http://yourbudgit.com/wp-content/uploads/2017/10/State-of-states-2017-report.pdf>
- 16 Impact fees include all costs necessary to ultimately service the developed piece of land, is be paid to the city upfront in conjunction with issuing the development rights to the land. An extraction fee is when the developer receives the rights to develop a piece of land but has to also include the infrastructure that will be necessary to service that land.
- 17 Direct public provision through which the city would take on all the aspects of financing and managing the project
- 18 Contracting out in which the city would pay a private company to design and build a project; the final project would then be transferred back to the city, which would have responsibility to run it
- 19 PPPs by which the city would engage in a longer-term contract with a private sector provider. This can come in a variety of forms, but the key here is controlling the transfer of risk between the public and the private sector
- 20 Ogun State Government of Nigeria, <http://ogunstate.gov.ng/mup/>, [accessed 30 November 2018]
- 21 Bonkieni O Cornelius, Urbanization and Urban Renewal in Abeokuta, https://www.academia.edu/17868302/urbanization_and_urban_renewal_in_Abeokuta, [accessed 30 November 2018]
- 22 Ogun State Government of Nigeria (2008). Ogun State regional development plan 2005-2025. Final report. Comprehensive Project Management Services, Lagos. Nigeria. ISBN: 978 978 085790-5. May 2008.
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- 24 Adekola et al, Urbanisation in Nigeria, a slash and burn approach. *Environment, Development and Sustainability*, 2018
- 25 Ibid 21
- 26 Ibem, E. O., & Aduwo, B. E., Public-Private Partnerships (PPPs) in Urban Housing in Nigeria: Evidence from Ogun State. *International Journal of Architecture and Urban Development* (IJAUD), 2(2), 2-15, 2012
- 27 Oguntimehin, Abiodun & , Sunday & Olutide Bamidele, Ebenezer & , Olutide., Upgrading the Old Traditional Neighbourhoods in Nigerian Cities: A Case Study of Oke-Itoku Area of Abeokuta. *IOSR Journal of Environmental Science, Toxicology and Food Technology*, 2017
- 28 Ndoro, Webber, and Gilbert Pwiti, eds. Legal frameworks for the

protection of immovable cultural heritage in Africa. ICCROM, 2005.

- 29 Part ii, Section 13 (1) of this Decree allows the NCMM to publish notices in the federal and state Gazette to the owner of monuments of national interest to protect or preserve it. Furthermore, part ii, Section 15 allows the NCMM to decide the best course of action for maintaining a monument in danger of decay, destruction or removal.
- 30 Ibid 20
- 31 <http://thenationonline.net/new-dawn-in-ogun-transportation/>
- 32 Ibid 10
- 33 UN-Habitat Cross-Cutting Report 2017
- 34 Fernandes, E. (2011). Regularization of informal settlements in Latin America (p. 52). Cambridge, MA: Lincoln Institute of Land Policy.
- 35 UN-Habitat (2014). A new strategy of sustainable urban planning: five principles. Urban planning discussion note 3
- 36 Impact fees include all costs necessary to ultimately service the developed piece of land and should be paid to the city upfront in conjunction with issuing the development rights to the land. Extraction fees are fees paid by a developer as an investment in infrastructure necessary to service land that they are then granted the right to develop.
- 37 Construction bonds provide rights to a developer to build at a higher density than allowed by zoning regulations. These bonds can be sold or auctioned off, resulting in revenue for the city from their anticipated value.



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