

OYO STATE COUNCIL FOR ARTS AND CULTURE

CULTURAL CENTRE ROAD, MOKOLA,
IBADAN NIGERIA

ARCHIVES

	FILE NO.	VOLUME NO.
	SUBJECT : UNITED NATIONS REPORTS ON DEVELOPMENT OF LAGOS AND ENVIRONS	
	CLASS MARK C A C 3 . 71 . 1	
	PIECE/SERIAL NO.	

CAC 0055

ARCHIVES OF OYSCAC

FILE TITLE

UNITED NATIONS REPORTS ON DEVELOPMENT OF LAGOS AND ENVIRONS

INDEX HEADINGS				

CONNECTED PAPERS

[illegible]

SUBJECT

DATE _____

[illegible]



CLO605/II/269

Administrative

20th January, 1964.

REF. NO.

DIVISION

DATE

CONFIDENTIAL

Dear Chief Ejiwunmi,

I refer to my telephone conversation with you on Sunday the 19th of January and confirm that this Ministry proposes to submit the United Nations Report on Metropolitan or Greater Lagos to the Council of Ministers with the following recommendations:-

- (1) That the Report be accepted without prejudice;
- (2) that further feasibility studies be carried out by experts into some of the schemes, and if necessary with United Nations Special Fund Assistance;
- (3) that an Official Committee comprising representatives of your Government and of Federal Ministries and other organisations concerned be set up to examine the Report in detail and study any feasibility reports which may be submitted to it and make specific recommendations for the approval of the two Governments.

2. I understood you to say that the recommendations were reasonable and generally acceptable to you and I should therefore be grateful if you would let me have your confirmation by telephone.

reasonable,
yes,
acceptability
is not far from!

Yours sincerely,

(J. C. A. Warmann),
Ag: Permanent Secretary.

Chief T. O. Ejiwunmi,
Secretary to the Premier and
Executive Council,
Premier's Office,
Ibadan,
Western Nigeria.

CONFIDENTIAL

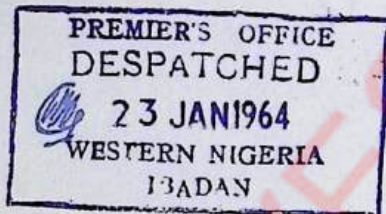
384
2257

(T.O. Ejiyunni)
Secretary to the Premier and
Executive Council

23/1/64.

PERMLAGOS

S.197 STOP STEP PROPOSED IN YOUR LETTER NUMBER
CL0605/II/269 DATED 20TH JANUARY AND RECOMMENDATIONS
BEING PUT FORWARD ARE AGREED X LETTER FOLLOWS



SECPREM

3

CONFIDENTIAL

S.197/3.

23rd Jan. 1964.

J.C.A. Warmann, Esq.,
Ag. Permanent Secretary,
Ministry of Lagos Affairs,
LAGOS.

Dear Mr. Warmann,

Your letter No. CL0605/II/269 dated 20th January, 1964, refers. I confirm the following telegram sent to you today:-

"PERMLAGOS
LAGOS

S.197 K STEP PROPOSED IN YOUR LETTER NO
CL0605/II/269 DATED 20TH JANUARY AND
RECOMMENDATIONS BEING PUT FORWARD ARE AGREED
K LETTER FOLLOWS

SECPREM⁴

2. As I mentioned in the telephone conversation with you yesterday, you must have misunderstood what I said about acceptability of the recommendations which you were putting forward to the Federal Cabinet. I thought and I still think that the proposals were reasonable and that they should be acceptable to the Western Nigeria Government. It is immaterial whether or not they were generally acceptable to me once you have decided to put them forward for consideration by the Government.

3. Fortunately, it has been confirmed that there are no objections on our part to the course of action proposed and to the recommendations which are being put forward to the Federal Cabinet by your Ministry.

Yours sincerely,

Sept 23/1

WV
(T.O. Ejiwunmi)
Secretary to the Premier and
Executive Council

PA.



CLO605/II/339.

REF. NO.

Administrative

DIVISION

11th April, 1964.

DATE

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan,
Western Nigeria.

Dear Mr. Ejiwunmi,

This is to confirm our telephone conversation of 10/4/64 reference the publication of the United Nations Report on Metropolitan Lagos.

2. I refer to your S.197/3 of 23/1/64 and have pleasure in informing you that the Federal Government has accepted the Report "without prejudice".

3. It has further directed that a Committee be set up to study the Report in detail and make recommendations and it is intended to invite you to send representatives to this Committee. Further communication on this will be sent to you later.

4. The purpose of this letter as stated above is to confirm our telephone conversation that your Government has no objections to the publication of the Report subject to the same conditions laid down by the Federal Government - that is that it is not committed to all or any part of the Report though it is prepared to study it and perhaps implement some or all of it as is felt necessary for the good of the country in general and of the area and communities affected in particular.

Yours sincerely,

(O. B. Alakija)
for Permanent Secretary.

CONFIDENTIAL

S.197/5.

25th April, 1964.

O.B. Alakija, Esq.,
Permanent Secretary,
Ministry of Lagos Affairs,
LAGOS.

4
3
With reference to your letter No. CLO.605/II/339 of the 11th April, 1964, it is considered that the action proposed in your letter mentioned above, is still within the agreement reached previously, as stated in my letter No. S.197/3 of the 23rd of January, 1964. I do not anticipate any difficulty in regard to the appointment of a representative of the Western Nigeria Government to serve on the proposed Committee which will be set up to study the Report in detail and to make recommendations.

I hope you will let us know the qualifications which you expect the representative to be appointed. It must possess.

Sent
18/4
27/4

W
(T.O. Ejiwunmi)
Secretary to the Premier and
Executive Council

10/12

Telephone : 21799

MINISTRY OF



6
Telegrams : PERMLAGOS

LAGOS AFFAIRS

Private Mail Bag : 12589

CLO605/II/349

REF. NO.

Administrative

DIVISION

2/s^t May, 1964.

DATE

T. O. Ejiwunmi, Esq.,
Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan,
Western Nigeria.

CONFIDENTIAL

Dear Mr. Ejiwunmi,

5
With reference to your letter No.S.197/5 of 25th of April, 1964, I shall be very grateful if you will let me have the names of the people you intend to send as your representatives on the Committee to be set up to study the United Nations Report.

2. I find it difficult to dictate to you the qualifications which the representatives should possess but I venture to suggest that perhaps one person from the Honourable Premier's Office, Chief Engineer, Mr. T. Aluko and the Chief Health Officer, Ministry of Health, Ibadan or the Principal Health Officer at Ikeja would make an ideal team. ✓

3. I trust this suggestion will be acceptable to you and shall look forward to hearing from you as to the definite nominees before a day is fixed for the first meeting of the Committee.

Yours sincerely,

O. B. Alakija

(O. B. Alakija)
for Permanent Secretary.

See p. 9

CONFIDENTIAL

How many refs?

C/S
Please b.u. on
setting Dr. A. on the
telephone for clarification
A small detail WY 2/6.

Telephone: 21799



7
Telegrams : PERMLAGOS

MINISTRY OF

LAGOS AFFAIRS

Private Mail Bag : 12589

CL0605/II/356

Administrative

3 June, 1964.

REF NO.

DIVISION

DATE

T. O. Ejiwunmi, Esq.,
Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan,
Western Nigeria.

CONFIDENTIAL

Dear Mr. Ejiwunmi,

I am directed to refer to my letter No.CL0605/
II/349 of 21st May, 1964, and to ask whether you
are now in a position to send a reply.

Your sincerely,

(O. B. Alakija)
for Permanent Secretary.

CONFIDENTIAL

8

CONFIDENTIAL

S.197/8.

8th June, 1964.

The Permanent Secretary and
Controller of Works Services,
Ministry of Works and Transport,
IBADAN

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
IBADAN

United Nations Report on Metropolitan
of Greater Lagos.

I am directed to inform you that the Ministry of Lagos Affairs acting on behalf of the Federal Government has decided to set up a Committee comprising of representatives of the Federal Government and the Regional Governments to study the above Report and advise the Governments concerned regarding the implementation of some or all of the recommendations contained in the Report. I am to say that the Ministry of Lagos Affairs has requested that the following should represent this Region.

1. Secretary to the Premier or his representative.
2. Controller of Works Services or his representative.
3. Chief Health Officer, Ibadan, or the Principal Health Officer at Ikeja.

2. The Honourable Premier has approved the above nominations and I am to inform you that you will in due course receive the necessary papers and invitation to attend the meeting of the Committee.

Sgd.

(T.O. Ejimunmi)
Secretary to the Premier and Executive
Council

*Smt
Jm
7/6*

See P. 11

CONFIDENTIAL

8th June, 1964.

S.197/9.

Dr. O.B. Alakija,
The Permanent Secretary,
Ministry of Lagos Affairs,
Administrative Division,
LAGOS.

Dear Dr. Alakija,

6 With reference to your letter No. CL0605/II/349 of the 21st May, 1964, I am pleased to inform you that your proposal concerning the representation of the Western Region Government on the proposed Committee to be set up to study the United Nations Report on Metropolitan Lagos has been approved.

I should be grateful if you would now forward in advance of any meetings contemplated, as much information as you can for distribution to the representatives of the West Government, and to let me know roughly when the meetings of the Committee will be held.

Yours sincerely,

S. 197/9
9/6

WJ
(T.O. Ejiovanmi)
Secretary to the Premier and
Executive Council

See Pp. 145-146

PA



CLO605/386

20th July, 1964

REF. NO.

DIVISION

DATE

T. O. Ejiwunmi, Esq.,
Secretary to the Premier
and Executive Council,
Premier's Office,
Western Nigeria,
IBADAN

CONFIDENTIAL

Dear Mr. Ejiwunmi,

P.6
P.9
Further to my letter No. CLO695/11/349 of 21st May 1964 and your letter No. S.197/9 of 8th June 1964, I am pleased to inform you that it has now been decided to hold the Inaugural Meeting of the Committee on Monday the 3rd of August, 1964 at 10 a.m. in the Conference Room of the Ministry of Lagos Affairs, 17th floor, Independence Building, Lagos.

2. There is nothing I can mention to you at this stage, but it is proposed that at this first meeting the Permanent Secretary, or the Hon. Minister of Lagos Affairs, if he is available, will address the gathering, and we shall thereby get down to discuss all the means suggested or proposed for tackling the Report in question.

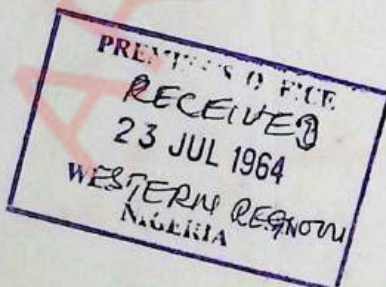
3. As you will recall, the Report deals with 10 major groups of problems and it will be necessary for the Committee to consider ways and means of dealing with each of this problems separately or in groups.

4. I look forward to seeing you and your representatives.

Kind regards

Yours sincerely,

(O. B. ALAKIJA)
for Permanent Secretary



CONFIDENTIAL

CONFIDENTIAL

S.197/11.

24th July, 1964.

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
IBADAN

The Permanent Secretary and
Controller of Works Services,
Ministry of Works and Transport,
IBADAN

United Nations Report on Metropolitan or
Greater Lagos.

8 Further to my letter No. S.197/8 of the 8th June,
1964. I am directed to inform you that it is proposed to hold
the inaugural meeting of the Committee on Monday August 3rd,
1964, at 10 a.m. in the Conference room of the Ministry of
Lagos Affairs, 17th Floor, Independence Buildings, Lagos.

2. It is regretted that no agenda, report or memoranda
have been received in respect of the proposed meeting. I am
to say that some effort would be made to obtain some information
on the subject before the meeting. If this fails, I am to say
that the officers appointed to serve on the Committee should
attend the inaugural meeting whatever happens.

(T.O. Ejiwunmi)
Secretary to the Premier and
Executive Council

Sent
24/11

12
(T.O. Ejiwunmi)
Secretary to the Premier and
Executive Council
24/7/1964.

PERMILAGOS

P.10 S.197 X YRLET CLO605/386 OF 20TH JULY X GRATEFUL FORWARD
COPIES OF REPORTS AND OTHER NOTES TO EXPLAIN NATURE OF
PROBLEMS TO BE DISCUSSED

Sent
Jm
24/7

SECRET



b.u. Jm 31/7/64



POSTS AND TELEGRAPHS, NIGERIA
TRANSMITTED TELEGRAM/CABLEGRAM FORM

T 5

Duty No.

149

At 7:56pm
From 182
By [Signature]

SRL. Prefix Rate. Office of Origin and Service In to. Wds. Date. Time.

NC170 LGTAPE2/333 LAGOS 2598 \$1.45

SRL

At

For

By

To:—

= = SEC PREM IBADAN =

P. 12
CL 0605 YOUR TELEGRAM NO.S. 197 OF 25TH JULY X 2 COPIES
OF U.N. REPORT IN POST

PREMIER'S OFFICE
RECEIVED
29 JUL 1964
WESTERN REGION
NIGERIA

= PERMLAGOS +

DPL PWO 1226

cf
G.A. in del
course.
wr
29/7



MINISTRY OF WORKS

AND TRANSPORT

IBADAN · WESTERN NIGERIA

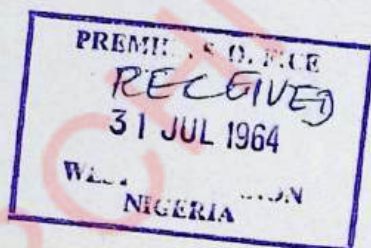
Your Ref. No.....
All communications should be
addressed to the Permanent Secretary
quoting
Our Ref. No.....Cp. 1597/3...

Date. 27 July, 1964..

The Secretary to the Premier,
Premier's Office,
Ibadan.

Lagos Development Project.

P. 8
P. 11
I wish to refer to your letters, No.S.197/8
of 8th June, and No.S.197/11 of 24th July, 1964,
on the above subject, and to observe that as the
question of the development of the Greater Lagos
Area is both an Administrative and Planning
programme, and as town planning in this Region
comes within the portfolio of the Ministry of Lands
and Housing, a representative of that Ministry
ought to be included in the delegation from Western
Nigeria. I hope this is an oversight which, no
doubt, we can still correct before the date of
the first meeting.



(T. A. Aluko)
Permanent Secretary and
Controller of Works Services.

THE TEN GROUPS OF PROBLEMS

1.01 The United Nations Team has indentified ten major groups of problems facing Lagos and its inhabitants. They are:

- 1 ✓ Competition for Land
- 2 Long Journies to work
- 3 Traffic and Parking Difficulties
- 4 Shortage of Housing
- 5 Lack of Housing Finance
- 6 Growth of Slums
- 7 Health Hazards
- 8 Underdeveloped Human Resources
- 9 Community Neglect
- 10 Absence of Metropolitan Government

1.02 The first chapter gives a brief review of the Team's observations and recommendations in respect of these problems. Following this, each of the problems listed above is given a chapter to itself where it is treated in more detail.

1.03 The Federation of Nigeria consists of three autonomous Regions together with the Federal Territory of Lagos. The City of Lagos has outgrown the boundaries of the Federal territory and now extends into the Western Region. The team feels most strongly that Lagos must be looked upon as one urban organism; neither its streets nor its houses, nor its people, nor its problems stop at the Federal boundary. In this report when the total urban area is intended, including both Federal District and parts of the Western Region, the term "Metropolitan Lagos" is used. If we refer to the two separate administrative entities, we speak of the Federal Territory or of the Western Region part of Lagos.

THE POPULATION OF METROPOLITAN LAGOS

1.05 All the problems which have been indentified are either the direct consequence of, or have been exacerbated by, the rapid growth in population of metropolitan Lagos especially during the last ten years. Any planning for the future

Paper (PP15-47) distributed at the 1st meeting - Lagos 3/11/64
at 7/11

of Lagos must take account both of the causes of this growth and its probable trend in the future. In making this analysis we have been handicapped by the paucity of demographic data. The

estimates which are quoted in this report and the conclusions derived therefrom must therefore be regarded as tentative. They are based on the best information available to the team and drawn upon the following sources: the Population Census of Nigeria, 1952-53, preliminary figures from the 1962 Population Census furnished by the Federal Census Commissioner and the Census Director for the Western Region, vital statistics supplied by the Federal Ministry of Health.

1.06 Details of population growth for the ten year period 1952-62 for the metropolitan area are shown in the three tables below.

1.07 In the ten years from 1952 to 1962, the population of Metropolitan Lagos has grown from 303,461 to 726,600, or at an average annual rate of nearly 14 per cent. The rate of growth of the Western Region part of Metropolitan Lagos was even higher, averaging more than 66 per cent per year for the ten year period. It is not surprising to find, therefore, that whereas in 1952 about 88 per cent of the people of Metropolitan Lagos lived within the Federal District, this proportion had declined to little more than 60 per cent by 1962. The faster rate of growth in the Western Region has obviously a good deal to do with the greater availability of land for housing in those parts of the metropolitan area. Within a few years, the Lagotians who live outside the Federal territory will be in the majority; the implications of this for the reorganization of the urban administration require no emphasis.

1.08 Population growth is the result of natural increase (excess of births over deaths) and in-migration (net gain from people moving into the area from outside). Data on migration are lacking, but assuming a natural increase rate of 2.5 - 3.0 per cent per year over the metropolitan population base of 1952,

T A B L E I

POPULATION OF METROPOLITAN LAGOS
1952 AND 1962

	1952		1962	
	Number	%	Number	%
Federal District	267,400	88	449,500	61
Part of Western Region	36,061	12	277,100	39
Total	303,461	100.0	726,600	100.0

T A B L E I I

POPULATION OF FEDERAL DISTRICT
1952 AND 1962 +

	1952	1962
Lagos Island		
Ward A	37,400	33,600
Ward B	40,000	45,800
Ward C	74,500	42,800
Ward H	+ +	51,650
Sub-total	151,900	173,850
Mainland		
Ward E	37,700	107,650
Ward F	38,500	60,600
Sub-total	76,200	168,250
Ikoyi & Victoria		
Ward G	17,500	38,800
Apapa		
Ward D	21,800	68,600
GRAND TOTAL	267,400	449,500

+ Figures rounded to the nearest thousand.

+ + Ward H was created out of Ward C in 1962

T A B L E III

POPULATION OF WESTERN REGION
SETTLEMENTS WITHIN THE LAGOS METROPOLITAN AREA
1952 AND 1962

	1952	1962 +
Ikeja Division		
Mushin	32,079	155,000
Shomolu	1,284	21,500
Shogunle	1,089	2,300
Oshodi	2,913	9,000
Isole	+ +	2,300
Ikeja	2,726	8,100
Maryland Estate	-	400
Bariga	.175	5,000
Agege	12,844	32,000
Sub-total	32,128	271,600
Badagri Division		
Ajegunle	6,241	16,400
Araromi	3,877	18,000
Aiyetoro	2,333	7,100
Sub-total	12,951	41,500
GRAND TOTAL	36,061	277,100

+ Figures rounded to the nearest thousand

+ + Population not known.

20

it can safely be said that the balance of approximately 320,000 persons were migrants moving into the area. In other words, for every addition to the population resulting from childbirth, three more were added by people moving into the area from other parts of Nigeria.

1.09 The economic development of the North, the industrialization of the Niger Valley and the build-up of the Delata ports may, in the course of time, establish rival magnets for the surplus populations of the rural areas of Nigeria. However, such rival magnets can affect only the migration component in the growth of Lagos, not the natural increase. It would be unwise to plan for anything less than the continuation of the average growth rate of the past ten years.

1.10 The age structure of the population with its growing number of people approaching marriageable age, the progressive decline in infant mortality, and the steady improvement in economic conditions all point to the maintenance of a high rate of population growth. Comparison with the capital cities and principal port towns of other countries of 35 to 50 million inhabitants suggests that the growth curve of Metropolitan Lagos is not likely to flatten out noticeably for some time to come. It is not extravagant to expect that the figure of one million inhabitants will be reached by the end of the present Development Programme in 1968.

COMPETITION FOR LAND

1.11 In Lagos, as in all fast growing cities, competition for land is intense. There is land hunger, but practically no land market. Prices are high, but few plots are offered for sale. High density occupation and overcrowding occur in close proximity to examples of land waste. Economically powerful users have secured the desirable parcels of land near the city centre. Low income housing, schools, and other social needs have been relegated to the fringes of the urban area.

21

1.12 Private Developers, public utility corporations, Government Departments and Local Authorities have alienated land for specific projects without sufficient study of the consequences for the rest of the metropolis, often committing the Government to expenditure many times as large as that originally envisaged. The transfer of the port installations to Apapa and the location of the Electric Power Station at Iddo-Ijora are now part of history while the erection of sky-scraper office blocks on Broad and Campbell Streets and the design of the second Mainland Bridge are recent examples of such piecemeal planning.

1.13 There is an urgent need for an agency to take stock of the land situation, to establish an order of priorities, control future uses and open up new land for the needs of Nigeria's growing capital. The jurisdiction of this agency should cover the whole metropolitan district, not only the Federal Territory. The agency should be the land use co-ordinator not only for private developers, but also for local authorities, public corporations and government departments.

1.14 The development of new land must be related to the trends of population increase which are discernible to-day. The preliminary census figures provide the basis for an estimate of the land requirements for housing, industries, trade and commerce, health, education, public and private transport, community life, recreation and above all for the supply of the capital with fresh food.

1.15 The opening up of new space for the growing land-needs of the metropolis may follow one or several of the following courses:

- (a) Drainage and reclamation of swamps;
- (b) Bridging of water-courses to reach new islands;
- (c) Development of the Mainland settlements towards the West; and

(d) Expansion towards the North.

The first two courses are too expensive to satisfy the most pressing need of land for low-income housing. Expansion to the West would complicate the movement of people and goods and create new transportation problems. Development towards the North and along the Lagoon is the simplest and most economical solution.

1.16 Existing villages should be used as focal points for the growth of new urban settlements. The first new town should be built within a radius of one and half miles of Agege Railroad station. In conjunction with the Ikeja Industrial Estate, it should become a new focus of trade, business and manufacture, a secondary Central Business District with a quarter of a million people living in walking or a least cycling distance around it.

1.17 Simultaneously, a suburb of 20,000 inhabitants should be developed around the village of IWAYA, another of 50,000 around the land earmarked for Lagos University and a third harbouring about 70,000 people at BARIGA - East.

These should be followed by a new township with its own lagoon harbour (the future centre of the timber trade) around OGUDU Creek where land for at least 120,000 settlers could be found.

1.18 High intensity market gardening and truck farming should be developed meanwhile along the Western boundary of Metropolitan Lagos.

Long Journeys to Work

1.19 Studies in a number of large cities all over the world have revealed that one and a half hours each way is about the limit of a tolerable commuting distance. Thousands of workmen in Lagos travel more than two hours to get to their work. Such long journeys are not conducive to efficiency. They consume too much of the time and too much of the earnings of an unskilled or semi-skilled workman. We found cases where ten to fifteen per cent of the family budget went on fares at the expense of other essentials like food or education for the children.

1.20 These abnormally long journeys to work are largely a result of the absence of land use planning in the past. Greater wisdom in relating employment to the location of residential districts and vice versa, particularly the creation of a subsidiary Central Business District at Agege, will go a long way towards improving matters in future. Yet Lagos has spread too far to manage without an efficient system of public transport.

1.21 Various rapid transit systems have been advocated for the Lagos commuting problem. It would be a mistake to expect a complete solution from any of them. We need a "Master Plan" for a co-ordinated transport system using all feasible means to bring people in and out of Lagos and Apapa.

1.22 This master plan should include:

- (a) A better Railroad Passenger Service between Apapa, Mushin and Agege;
- (b) A new Monorail System for rapid transit from North Yaba through Lagos Island to Obalende capable of bringing about 15,000 people within walking distance of their offices and workshops;
- (c) Utilization of Lagoon and Harbour for fast water bus services connecting the University and the new settlements on the shore of the Lagoon (vide paragraphs 14 and 15 above) with strategic landing points on Lagos Island and in Apapa;

1.26 Our recommendations aim therefore at reducing to a minimum capital investment in new roads and increasing the efficiency of the existing roads by a system of classification according to specialised uses. This system of classification must begin with the establishment of one main axial motorway from North to South, beginning at the Maryland junction, following the Ikoro Road southwards through Prince Edward, Clifford and Denton Streets, to Carter Bridge where it should connect by a clover leaf to an express way along the Marina and on to Victoria Island. It should be a 4 lane dual carriageway throughout its length reserved for the use of motor cars with carefully chosen access points at about 1 mile intervals. It must be fenced off to avoid jay-walkers.

1.27 Further recommendations are designed to establish an efficient system of subsidiary roads and include improvements of the Apapa Road, grade separation of road and rail traffic, the design of the approaches to the second mainland bridge and - associated with it - improvements of Western Avenue, avoidance of the Mushin bottle-neck and a new link from Apapa to Lagos across the harbour.

1.28 Roads on Lagos Island should be classified as thoroughfares reserved exclusively for movement, while others - particularly some of the North-South roads - could be designated as access roads where metered (!) parking could be permitted. Some of the existing roads could well be entirely closed for motorised Traffic and reserved for cyclists and pedestrians. Others could be planted with shade trees or roofed over and made into shopping arcades where street-traders could be allowed to congregate. Pedestrian passages from the landing piers of water buses and the stopping points of the mono-railroad to Broad Street or to the Government Offices around the Race Course lend themselves particularly well for conversion into shopping arcades.

1.29 In all this re-planning, first attention should be paid to the pedestrian who has been neglected in the past and has become the most frequent victim of traffic accidents.

- (d) Improvements of roads and bridges to speed up the existing bus services and permit the establishment of feeder routes to the terminal points of the rapid transit systems;
- (e) Introduction of cheap transfer tickets from bus to train, monorail or launch.

1.23 A unified urban Transport Authority should be established for the whole of the metropolitan area to synchronise the different services and safeguard the interests of the working population of Lagos.

Traffic and Parking Difficulties

1.24 The most frequently voiced complaints in Lagos are about delays, - delays in the clearing of ships, delays in the movement of goods Northwards out of the port area, delays of road traffic between Apapa and Lagos, delays at railroad level-crossings, delays at over-crowded road junctions and at the approaches to Carter Bridge, delays and hold-ups of all sorts during rush hours. The word delay is the refrain. In between we hear a good deal about the blocking of streets by parked vehicles, cyclists, street traders and pedestrians and about the difficulty of finding parking space.

1.25 These difficulties cannot be blamed on a shortage of total road space. Lagos has, if anything, too many roads and road intersection, but its roads are used for too many different purposes. As a result, no purpose is satisfied. The reconstructed Martin Street (in the central Lagos Slum Clearance Area) is wide enough to carry four lanes of traffic. In practice, it never carries more than one row of cars even during peak hours moving in painfully slow procession accompanied by a cacophony of hooting. The rest of the roadway is occupied by illegally parked cars, cyclists and pedestrians spilling over from sidewalks which have been pre-empted by shopkeepers, builders, street-traders and at night - street sleepers. It is disorder not lack of size which causes Lagos roads to become insufficient.

The Shortage of Housing

1.30 Nobody who has lived in Lagos for more than a few days requires statistical proof that a housing shortage exists.

The need for more houses is obvious, but it is not merely a question of building something somewhere. In order to make the most of our limited resources we must set ourselves targets and work to a programme. The first requirement of a target is that it should be both realistic and ambitious - realistic enough to be capable of attainment and yet of an order sufficient to inspire confidence that improvement in the housing situation is possible.

1.31 In the ten years from 1952 to 1962, the population of metropolitan Lagos has increased by 450,000 or, on the average, 45,000 persons per annum. Average family sizes or household patterns are not yet available, but we know that variations in the size and composition of households are so large - the mission encountered families of only two members as well as households with more than eighty persons - that averages would be of little help. Fortunately, the correlation of the census figures with house counts from the 1961 aerial photographs of Lagos and environs permits a fairly exact estimate of the average number of people who live under one roof. In the following discussion a "house" means a residential building (four walls and a roof), of one or more storeys, and containing one or more families or households.

1.32 In the more recently developed parts of Lagos, the average is fairly consistent at 16 to 17 persons per house. In the older sections, Ebute Metta, Yaba and Northem Suru Lere, the average goes up to 20 or 22, while in the most densely built-up sections of Lagos Island, we find on the average as many as 36 persons under one roof. As most houses in Metropolitan Lagos have six to eight rooms, these figures suggest the presence of severe over-crowding.

1.33 Merely to maintain existing standards without trying to improve the situation would require the construction every year of $45,000 + 16.7 = 2,700$ new houses of the traditional Lagos type to accommodate the new citizens of Nigeri's capital. An additional 1,300 houses would be needed each year to replace those that had reached the end of their useful life, bringing the total annual requirement to 4,000. This figure represents the effort required merely to maintain the present unsatisfactory situation. Progress demands a good deal more.

1.34 The present severe housing shortage must be ascribed to the fact that over the past decade private and public house building together have not been able to produce this annual minimum of 4,000 houses. A concerted effort is needed to ensure the construction of a much larger number of houses during the current Development Programme. We recommend 6,000 as a desirable annual target. This figure is capable of attainment and is sufficiently in advance of the bare minimum to convince the Lagos public that "something is being done" to solve the housing shortage.

1.35 Public confidence is essential because a house building programme of this magnitude requires not only government action, but also large scale private investment. At present, housing is "nobody's baby". We recommend the establishment of an agency whose sole concern would be the attainment of the annual housing targets. This agency could with advantage be a Directorate of the Metropolitan Development Agency that is proposed in Chapter XII of this report.

1.36 The first and foremost task of the Agency would be the exercise of compulsory acquisition powers to secure land for low-cost housing. The location of suitable land has been indicated in the summary of Chapter II. The next steps would be the planning of self-contained neighbourhoods and the construction of streets and planting of trees, the demarcation of plots, the provision of water, drains, electricity and

underground sewerage. In the beginning, the allotment of plots (by lease or sale) would have to be subject to stringent regulations to prevent speculative resales. As supply catches up with demand such regulations will become less necessary.

1.37 The duties of the new Agency would include moreover the encouragement of private financiers and developers to embark with their own architects on comprehensive housing projects encompassing whole neighbourhoods; it would include assistance in the establishment of co-operative housing societies, advice on housing finance, the operation of loan schemes with or without the assistance of the Nigerian Building Society, the improvement of design standards, the framing of bye-laws and regulations, and co-operation with industrialists in the execution of housing programmes for their employees. In short, all measures likely to assist in the attainment of the target of 6,000 houses per year would be the concern of the Housing Directorate of the Metropolitan Development Agency.

The Lack of Housing Finance

1.38 The United States and Western Europe have well-developed credit facilities for housing. A would-be house owner who has saved ten or twenty per cent of the cost of a house can raise a loan for the balance and repay it over 15 to 25 years while he enjoys the use of the house. The loan is financed out of deposits collected from numerous small savers. The system (represented by the Savings and Loan Associations in the U.S. and by the Building Societies in England) has the double advantage of encouraging savings and getting houses constructed.

1.39 The years of Nigeria's independence have been too short to build up a similar system, but a promising beginning has been made with the establishment of the Nigeria Housing Development Society Limited (usually referred to as Nigerian

29
Building Society). This institution which is owned and controlled by the Federal Government, the Government of the Eastern Region and the Commonwealth Development Corporation has so far collected only £60,000 in deposits, but has issued about one thousand mortgage loans totalling approximately £2.7 million. The loans have been financed partly from equity capital and partly from other loans raised in London.

1.40 It is desirable on general economic grounds that the collection of deposits should be increased; at the same time, it is essential that many more mortgage loans must be made available if the housing targets for the Lagos Metropolitan area are to be met. The following recommendations are designed to meet this dual target:

- (a) The capital of the Nigerian Building Society should be increased to at least £.10 million;
- (b) Every effort should be made by the Society to increase deposits;
- (c) In return for a more determined effort to attract deposits, the Government may assist the Society by protection against sudden panic withdrawals, by tax concessions for a reasonable reserve, by giving it trustee status and by using its services for the administration of the Staff Housing Fund.

1.41 To help middle class and poorer families, a system of low-interest mortgages should be launched jointly by the Government and the Society under which first mortgages would be made by the Society and supplementary financing provided by the Government. If the sum of £.1.344 million tentatively set aside in the Development Plan "for housing development in the metropolitan area" is utilised for this purpose, five thousand new houses could be financed which would be in the

economic reach of families earning between £.20 and £.40 per month. By distributing these houses through a ballot restricted to long term depositors in the Building Society, the scheme could serve as a powerful incentive for saving through deposits.

1.42 The lowest income-group among house builders traditionally practices what has been described as "instalment building". Under this system, the progress of construction is geared to the capacity of the owner of setting aside periodically small fractions of his earnings. These are converted into building materials and added to the house which grows in slow stages and may take years to complete. The roof is usually the worst stumbling block and causes the longest delays. The air survey of Araromi and Ajegunle shows 514 houses without roof.

1.43 Instalment builders should be helped to complete and occupy their houses by means of a "Roof Loan Scheme" under which roofing materials are supplied to them when the rest of the house is completed. Roof loans need not exceed 25 per cent of the total building cost. A comparatively small amount will help to complete a large number of houses. Experience in other countries has shown that it is advisable to allot small loans of this kind through neighbourhood housing societies which can assume a corporate responsibility for repayment within - say five years.

1.44 A proposal for a Roof Loan Scheme for Lagos is outlined in Chapter VI on "Housing Finance". The idea is not new to Lagos. According to a letter from Archdeakon H. Johnson of 8.2.1877, the first roof loan scheme was proposed by Governor Glover almost exactly one hundred years ago for the re-roofing of the houses of the poorer families of Lagos Island.

The Growth of Slums

1.45 When a city is growing rapidly and the number of families increases faster than the number of houses, the poor tend to lose out in the battle for space. They are forced to "make do" with less and less accommodation, and their houses become overcrowded. When at the same time, drinking and washing water is ill-distributed and refuse and high-soil clearance sporadic, dirt and disease become difficult to combat. The resulting situation is called a slum.

1.46 Slums are symptoms of bad land-use planning, lack of housing and insufficient municipal services. Fighting the symptoms does not eradicate these fundamental defects. Clearing slums does not help as long as the forces which have produced the slums remain in operation. Applied to the case of Lagos this means: as long as the construction of new houses in the metropolitan area falls short of the needs of its growing population, the destruction of houses under the banner of "Slum Clearance" is bound to worsen the situation.

1.47 It is necessary to reiterate these simple facts in order to understand the history of the "Central Lagos Slum Clearance Scheme". In contrast to an earlier L.E.D.B. project in the Oko Awo area of Lagos that was carried out during the world depression of the 1930's, the Central Lagos Scheme was started during a period of unprecedented urban expansion and growing shortage of accommodation. It was complicated by an undertaking to re-convey as much as possible of the cleared land to the original owners. By September 1960, 592 buildings had been demolished and 11,170 persons had lost their homes. A minority had been re-housed at Suru-Lere, the others had been left to fend for themselves. The gross expenditure was £3,466,443.

1.48 The Scheme is now at a standstill, and if left to itself, the cleared area will revert gradually to its previous state of overcrowding and squalor. Three courses are open to the Government. All three involve the revocation of the impractical undertaking to offer the cleared land to the previous owners. Once this is accepted, the Government could order the work to be resumed and sanction the funds needed to continue the scheme as originally planned. Alternatively it could organise the owners of acquired and demolished houses into a compulsory co-operative in which each owner would hold shares equivalent to the compensation due to him. The co-operative could then redevelop the cleared land and distribute profits from rents among its shareholders. The third course would be to discontinue the slum clearance operation and replace it by an "aided rehabilitation scheme".

1.49 The United Nations Mission favours this third course which involves the least demolition of houses and the minimum dislocation of people. It would also be the cheapest. A "conservation and improvement plan" should be prepared for the remainder of the slum clearance area. This plan should indicate for each property how it could be improved by the removal of unsightly accretions, re-roofing, repainting, by the renewal or enlargement of windows, by the planting of trees and shrubs or by the provision of new gates and fences. The cooperation of the house owners could be ensured by quidproquo agreements under which water and sewerage connections are made conditional on general improvements to the property. A small loans programme (possibly coupled with the Roof Loan Scheme suggested in Chapter VI) may help owners to improve their properties. Compulsory acquisition should be restricted to the rare

instances of owners who refuse to cooperate or of structures which must be demolished to provide essential access passages or thoroughfares.

1.50 The principle of "aided rehabilitation" need not be restricted to the residual portion of the Central Lagos Slum Clearance Scheme. It lends itself to wider application in many slum or near slum areas of metropolitan Lagos. The introduction of piped drinking water connections and underground storm water drainage and sewerage for every house, as proposed in Chapter VIII of this report, offers the opportunity of drawing up and implementing aided rehabilitation schemes for every neighbourhood which is about to be reached by the water and sewerage programme.

1.51 Aided rehabilitation requires guidance by town planners who are devoted social workers or by social workers with deep understanding for planning problems. Frequent house to house visits are as important as planning work on the drawing board. Progress is bound to be slow, but in the long run can be more lasting than that achieved by the wholesale demolition of houses and dislocation of people under a spectacular slum clearance scheme.

Health Hazards

1.52 Compared with the 18th and even 19th centuries, the health hazards of modern life in Lagos are negligible. Yet environmental control is still far from perfect. This shows itself particularly in a high rate of infant mortality (62.9 per thousand live births in 1960) and in the almost universal infestation of school children with intestinal parasites. The diseases which are spread by overcrowding, lack of clean drinking water and contact with human wastes figure foremost among the causes of death in the statistics of 1959 and 1960.

WATER SUPPLY

1.53 The situation would be even more alarming, were it not for the Lagos Water Supply. A system of water collection, purification and piped distribution was first introduced in 1914. It has been modified and enlarged during the intervening years to keep pace with the increasing demands of a fast growing city. It satisfied present needs except during the dry months of the year when demand tends to exceed supplies. There are, however, a number of settlements inside the metropolitan area that are not yet connected to the network of water mains. Others have only a few standpipes in the streets or depend on water selling stations.

1.54 The demand for water must be expected to increase with the population of the capital. In fact, new industries and new house connections will cause the graph of water

requirements to rise steeply in the years ahead. The present installation is well looked after and well run, but it has little or no reserve capacity for future needs. The time for a complete renewal of the machinery and for a large scale extension of the whole plant is approaching. The necessary planning and design work must be taken in hand now alone if dangerous shortages or breakdowns are to be avoided.

1.55 The Lagos water works are at present subsidised by the Federal Government. Some households pay the actual cost of the water they consume, others receive it free, and many who are less fortunate must buy water at exorbitant rates from their neighbours. We recommend that the redesigning and expansion of the Lagos water supply should be accompanied by a complete reform of the present system of water charges.

1.56 Water should be sold to all consumers at an economic charge, that is at a price which covers running costs as well as interest and amortisation for the capital cost of the installation. Every house connection and the supplies to public buildings, ships and industries should be metered. This will ensure an equitable distribution of the cost without placing an undue burden on the poorer section of the community.

SEWAGE DISPOSAL

1.57 The problem of sewage disposal has worried the administrators and the public of Lagos for over 30 years. Numerous reports and schemes have been prepared, and each scheme has turned out to be more expensive than the last. A few underground sewers have been installed to serve particular institutions or wards of the city. They discharge sewage untreated into the Lagoon or the Harbour. The greater part of Lagos Island is served by an expensive and dangerous system of nightsoil collection. A small army of more than 400 men empties every night 12 to 13,000 pails into special vans which tip their contents into the Lagoon near Carter Bridge. The annual cost of the operation amounts to £216,000. Recruitment of nightsoil collectors is difficult. The men are aware that the health of the community depends on them, and they threaten to strike if their demands are not met.

1.58 Ikoyi, Apapa and some less densely built-up parts of the Mainland use septic tanks. The partially treated effluents are discharged into open drains or into soakage pits which tend to overflow during heavy rains. It is generally recognised that action cannot be postponed any longer. A sum of £1,565 Millions has been earmarked for the Lagos Sewerage Project in the Federal Development Programme for 1962-68. This should be sufficient to make a beginning. As the population grows and real estate values rise steadily, further delay would mean further increased cost.

1.59 We urge strongly that the preparation of a comprehensive sewerage project for the whole of Metropolitan Lagos be taken in hand immediately and that the services of first rate engineering consultants be engaged for this purpose. This project should be co-ordinated with that for the renewal and extensions of the Lagos Water Supply system and the installation of universal house connections. Both projects should be supported by a system of "aided neighbourhood rehabilitation" under which house owners whose property is about to be reached by new water and sewage mains could be assisted in the repair and redecoration of their houses, clearing of passages, and removal of dilapidated structures.

Industrial Wastes

1.60 Several industrial estates have grown up in and around Lagos. The number of factories in the metropolitan district is growing and will continue to grow. Until recently, nobody has given much thought to the question of industrial wastes, but disposal problems are likely to arise in the near future. We advise that suitable control be established as soon as possible through an "Industrial Waste Treatment and Disposal Ordinance."

Storm Water Drainage

1.61 The rainy season in Lagos is characterized by intensive showers of long duration. Progressing urbanisation increases the run-off. An efficient system of storm water drainage is essential under such conditions. With few exceptions, the streets of Lagos have open storm drains. These drains convey also kitchen and washing water and are often used as receptacles for all sorts of rubbish and solid waste. Flooding is not infrequent even after moderate rains. The open drains take up valuable street space in densely built up areas.

1.62 We recommend the comprehensive re-design of the Lagos storm water drainage and the introduction of covered drains in all built up sections of the city. The rebuilding of the storm water drains should be synchronised with the introduction of underground sewers. If possible, it should be handled by the same group of engineering consultants.

Refuse Collection and Disposal

1.63 The collection of household refuse in the Federal Territory of Lagos is well organised. Controlled tipping and sanitary land fill are the most frequent methods of disposal. Being almost entirely organic, the Lagos refuse is not an ideal filling material. Tipping in the vicinity of built up residential areas is a nuisance and may become a danger to health. Transport of refuse to outlying areas increases disposal costs.

1.64 We recommend therefore that the possibility of disposal by composting be investigated. It may be possible to combine household refuse for this purpose with sludge from sewage treatment

plants. The soil obtained from composting is in demand for gardening, especially in the newly reclaimed areas of Ikoyi, Apapa and Victoria Island. The demand will increase when vegetable and fruit growers discover the value of good top soil, and the disposal of refuse by composting may eventually become a paying proposition.

Technical Assistance

1.65 The expansion of the metropolitan water supply and the disposal of storm water, and of the liquid and solid wastes of households, institutions and industries should form part of one comprehensive feasibility study and engineering design. We recommend that the government of Nigeria should apply for technical assistance to obtain the best possible designers and advisers for this work. The establishment of plants for the manufacture of vitrified clay pipes and for the assembly of water meters in Nigeria may be included in the terms of reference for the proposed feasibility studies.

Underdeveloped Human Resources

1.66 The emphasis in this report has so far been upon the physical problems caused by the rapid growth of Lagos and the possibilities of their solution through a comprehensive plan of attack. The means and end of development, however, are people. The possibility of improved levels of living is ultimately determined by the quality of the contribution which each individual is enabled to make. It follows that the problem of making the most effective use of the human resources available is an essential ingredient of a comprehensive plan.

1.67 The rapid expansion of the population of Lagos in the past 10 years has more than doubled the human potential of the metropolitan district, but it is evident that we have not yet learned how to use these resources effectively. The population of metropolitan Lagos is comparatively young, it has a preponderance of males of working age many of whom are in-migrants anxious to work and learn and establish themselves in a new career.

1.68 Little is done, however, to assist them in this endeavour. Figures from employment exchanges and various surveys indicate on the one hand an unsatisfied demand for skilled artisans, science and engineering technicians, and, on the other, unemployment among primary school leavers, unskilled and semi-skilled workers. Vocational guidance is practically non-existent and training facilities for artisans and technicians are woefully inadequate. The fact that in 1961 there were no less than 1200 eligible applicants for the 180 places of the Yaba Trade Centre is eloquent proof - if proof be needed - that unwillingness to learn and work is not the cause of the present troubles.

1.69 The result of all this is economic and social waste. Instead of becoming productive members of an urban society able to finance out of their own earnings the homes and community services which they need, people are driven into an "urban subsistence economy" which can only be maintained at the expense of the country as a whole.

1.70 There is nothing inevitable about this situation although its size and complexity might deter all but the boldest spirits. The annual increase in the labour force of metropolitan Lagos can be predicted with sufficient accuracy for the planning of training facilities and employment opportunities. As in the case of housing, we can estimate the number of training places and jobs needed to prevent a further deterioration of the situation; and as in the case of housing, we should set ourselves targets that are sufficiently in advance of this bare minimum to create an atmosphere of optimism and foster a spirit of enterprise. Without this confidence, investment and the creation of new jobs are unlikely to take place.

1.71 Expenditure on technical and vocational training can be one of the most productive forms of investment. The returns from it accrue very much faster even than investment in housing. There is everything to be gained from shortening the time lag between the arrival of a newcomer from the countryside or the emergence of a young man from school, and his absorption into productive work. It is better for the morale of the individual and it enriches the community by increasing effective economic demand and thereby stimulating new opportunities for economic expansion. If at the same time measures are taken to ensure that the rise in consumer demand is met from local production wherever possible and not from imports, the process soon generates its own momentum of increasing capital investment and expanding opportunities for employment.

1.72 Up till now the effective use of the human resources of Lagos has not been regarded as an urgent matter of public policy. It is true that there is a development plan, but there has been no attempt to establish and achieve optimum targets for training and employment. On the other hand, there is plenty of evidence to show that this is not a matter which regulates itself. An active government department or statutory agency

is needed to keep the situation under constant review and to intervene whenever and wherever private initiative is lacking. The scope of this agency should include all phases of vocational and professional selection and training, from artisans to highly qualified graduates. It should deal with employment in the widest sense from market gardening to television producing. Without resorting to powers of coercion, it should use all conceivable means of inducement from assistance through market research to acquisition of land and the promotion of industries of pioneer status to achieve the desired equilibrium between the manpower available and the opportunities for employment.

1.73 This is a task which might well be undertaken by the Federal Ministry of Labour. Alternatively, the fulfilment of training and employment targets could become another one of the functions of the proposed Metropolitan Development Agency.

Community Neglect

1.74 Considering all the problems which accompany urbanization it is tempting to think of rural life as characterized by community feeling and neighbourly solidarity in contrast with an urban life which is pictured as riven by social disorganization, family disintegration and other forms of social pathology. This, of course, is far from the truth and a more balanced assessment is essential if prescriptions for improvement are to be of any value.

1.75 In spite of the strains implicit in rapid social change, family and social life in Lagos reveals many strengths. The family in one form or another still provides a large measure of economic security for its members, and the existence of various group associations based on a common ethnicity or place of origin provides a useful bridge between rural and urban society. It is rare for the newcomer to be a total stranger in the city for there is usually some relative to give him shelter and help in getting established. There are increasing signs of resentment at the restraints imposed upon individual achievement by extensive

family and tribal obligations, but of more importance is the endurance of family and group bonds which help to mitigate some of the harsher features of urban life.

1.76 It should be a guiding principle of public policy to maintain and strengthen this basic integrity of the family and to build upon those elements of community cohesion which already exist. It is much cheaper as well as more befitting human dignity to assist families and communities to do all that they can for themselves, than for government to take over complete responsibility or to wait until breakdown occurs and then have to undertake an expensive salvage operation. In previous chapters reference has been made to some of the prerequisites for such a policy -- decent family housing, basic health protection, adequate employment opportunities, vocational training and guidance, to mention only a few. It remains to consider ways in which a genuine sense of community can be fostered and the active participation enlisted of the people of Lagos in the improvement of their living conditions.

1.77 The subdivisions of the electoral wards of the Lagos Town Council provide a convenient framework for a programme of community self-help. Each ward subdivision is represented by a councillor and contains on an average about 8,000 people or between 1,000 and 1,500 families. For those wards whose subdivisions are considerably larger, consideration might be given to their further subdivision to provide one councillor for approximately every 8,000 to 10,000 residents. In a number of cases the subdivisions correspond to well defined neighbourhoods or districts within the city. They are generally small enough in area to be traversed on foot and small enough in population to allow families to know each other personally. On the other hand, they are large enough to support the various amenities which are best organized on a neighbourhood basis, such as primary school, playground, club for T.V. viewing, library and reading room.

1.78 The effect of basing neighbourhood organization on these electoral subdivisions will be to enhance the councillor's role as intermediary between residents and "officialdom" and to strengthen local government generally.

1.79 Experience with neighbourhood self-help programmes has shown that the best results are achieved when local initiative is supplemented by technical advice and some material aid. The nucleus for such a service is already present in the community development section of the Federal Social Welfare Division. It is proposed that the Social Welfare Division be removed from the Ministry of Labour, whose responsibilities for employment services, labour relations, inspections, etc., are important enough to claim all its attention, and be made part of a new Federal Ministry of Social Welfare and Co-operatives.

1.80 The eventual aim should be the transfer of responsibility for community development programmes to a special department of local government. The scope for community development is especially great in the Western Region settlements adjoining the Federal District and provision should be made for collaboration between the two governments in the servicing of these communities.

1.81 It would be a mistake to regard money invested in such programmes as needless extravagance or the work itself as of concern only to social workers. Community development as used here implies the joint participation in a project of two principals -- the collective initiative of families living in the same neighbourhood, and the support given to their common effort by the authorities. Community development is a concept which has relevance to all aspects of urban development; it should guide the work of traffic control engineers no less than that of public works staff and public health officials. It should be a major method of implementation for the various schemes proposed in this report, the installation of sewer

and water connections, the establishment of neighbourhood housing societies, the stimulation of local interest in the physical rehabilitation of neighbourhoods, and the extension of health education, adult education and literacy programmes. The engagement of local participation in self-help schemes is equally important for the work of village resettlement now under way on Victoria Island and it should be an integral part of the administration of new housing estates. Neglect of this principle can mean the difference between a thriving and declining community.

1.82 An effective community development programme for metropolitan Lagos will require well-qualified staff and it is recommended that selected welfare officers be assisted in obtaining special training for this work. There should be at least two professionally qualified social workers to work in each ward. Consideration should be given to the recruitment through some programme of international aid of a specialist in this field who would be attached to the appropriate Ministry of the Federal Government for a period of 2 to 3 years. Before embarking on a comprehensive programme of community development, it would be wise to undertake pilot projects in a few selected neighbourhoods, and the possibility should be explored of obtaining outside funds for these experimental projects.

The Absence of Metropolitan Government

1.83 We have tried to identify the major problems of Nigeria's capital and suggested steps which may lead to their solution. It remains for us to clarify who should be responsible for initiating these steps and who should be the co-ordinator where collaboration between different agencies is essential.

1.84 Apportioning administrative responsibilities in the affairs of a big city is as difficult as it is important. In the case of Lagos, it is complicated by the fact that the city has outgrown the boundaries of the Federal Territory.

Fortunately, Lagos is not unique in this respect. We can draw on the experience of administrative capitals such as Delhi or Washington both of which are capitals of federal countries, or on those of large port cities such as New York or Calcutta which have spread over the territories of several local authorities.

1.85 History has left numerous cities and countries with administrative or political boundaries that are out of date. Attempts to resolve the resulting administrative difficulties by boundary changes are infrequent. More often, a solution is sought and found by the creation of new administrative agencies for those functions which cannot be fulfilled satisfactorily by each local authority working on its own within the old boundaries. The "Metropolitan Water Board" which serves the whole of metropolitan London and ignores the traditional country borders, or the well known "Zweckverbande" which handle the complicated planning problems of the industrial conurbations of the Ruhr district of Germany, are examples of successful solutions which have left historical boundaries intact, but reduced their fragmentative effects.

1.86 We recommend that a solution for Lagos be based on the same principle, that is on the idea of leaving regional boundaries intact and of creating a new agency to deal with those aspects of metropolitan administration that transcend these boundaries. Which are these aspects? What kind of agency is needed? How would it function in relation to the federal and regional governments and to the existing local and statutory authorities?

1.87 A new agency is needed primarily for five aspects of metropolitan life:

- (i) to plan the area of metropolitan Lagos in accordance with the Federal and Regional Development Programmes for the years 1962 to 1968 and to co-operate in the future economic and physical planning of the capital;

- (ii) to ensure for every inhabitant of the capital, whether he lives in the Federal Territory or in the Western Region, an adequate supply of safe drinking water and to introduce an equitable system of charges under which this service is paid for by all those who benefit from it;
- (iii) to remove storm water and liquid and solid waste products so as to ensure a healthy environment for those living and working in metropolitan Lagos.
- (iv) to acquire, develop and distribute urban land for housing, industry, food production, transportation, health education, recreation and other social needs, and to control the use of land or changes in the use of land where this is necessary in the interest of the community; and
- (v) to ensure that sufficient new houses are built to accommodate the growing population of Lagos and to improve the housing conditions in the older parts of the capital through "aided rehabilitation" schemes.

Other aspects of metropolitan life, such as the control of public transport undertakings, the co-ordination of highway planning, the training and settlement of immigrants, and the food production for the capital may be added when the new agency has found its feet and is ready to cope with further subjects requiring vigorous action.

1.88 The type of agency needed is not a traditional government Department nor a corporation with a large board that would soon become a battlefield of vested interests and political parties.

Lagos needs a Metropolitan Development Agency of high calibre and professional standing. It would consist of three full time members appointed by the Federal Prime Minister in consultation with the Premier of the Western Region. The Members would be assisted by professionally qualified directors and staff for the main activities of the Agency, such as Land Use Planning, Water Supply, Drainage and Waste removal and Housing. The duties and powers of the Agency would be regulated by a statute passed by the federal parliament as well as the regional legislative assembly. Details of its area of operations, composition and finance are indicated in Chapter XI.

1.89 The Metropolitan Development Agency would assist the federal and regional ministries in the implementation of the policies agreed upon in the Economic Development Programme, it would co-ordinate the activities of statutory bodies such as Nigerian Ports Authority, Nigerian Railway Corporation, Electricity Corporation of Nigeria, Western Region Housing Corporation, etc., and assist the local authorities in the metropolitan area by executing major development projects on their behalf.

1.90 The creation of the proposed Metropolitan Development Agency requires concurrent legislation in the federal and regional parliaments. This is no doubt a lengthy process, but action on the recommendations of this report need not wait until the Agency has come into being. As an interim measure, a government official may be appointed to act as Metropolitan Development Commissioner. His job would be to initiate action for the implementation of the United Nations report through the existing governmental agencies and thereby to do for Metropolitan Lagos what the Ministry of Economic Development is doing for the whole Federation.



4815

With the Compliments of the
PERMANENT SECRETARY
FEDERAL MINISTRY OF LAGOS AFFAIRS
Lagos . Nigeria

To:-

Messrs. Akinyemi, Abiose &
T. Aluko and Dr. Otolorin

Premier's Office,

IBADAN

REF. NO. CLO605/S.4

KS !
—

THE MINUTES OF THE INAUGURAL MEETING OF SPECIAL COMMITTEE TO
STUDY THE UNITED NATIONS REPORT ON THE DEVELOPMENT OF
METROPOLITAN LAGOS HELD ON THE 3RD OF AUGUST 1964 IN
THE CONFERENCE HALL OF THE MINISTRY OF LAGOS AFFAIRS

15
49

Present:-

Hon. Alhaji Musa Yar'Adua	- Minister of Lagos Affairs.
Alhaji Abdurrahman Mora	- Permanent Secretary, Ministry of Lagos Affairs.
Dr. O. B. Alakija	- (In the chair)
Dr. Otolorin	- Chief Health Officer, Ministry of Health, Ibadan
Mr. Akinyemi	- Permanent Secretary (Housing) Ibadan
Mr. Abiose	- Principal Town Planning Officer, Ibadan
Mr. T. Aluko	- Ministry of Works, Ibadan
Dr. I. O. A. Lasode	- Ministry of Communications, Lagos
Mr. E. L. Jegede	- Ministry of Labour, Lagos.
Mr. Akpanoka	- - do -
Mallam Abubakar	- Ministry of Transport, Lagos
Mr. F. Coker	- Lagos City Council, Lagos
Mr. Boyd	- - do -
Mr. S. O. Fadahunsi	- Chief Executive Officer, Lagos Executive Development Board.
Mr. A. O. Craig	- - do -
Mr. Euba	- - do -
Mr. Denloye	- Nigeria Railway Corporation
Mr. J. F. Lane	- Nigeria Ports Authority, Lagos
Mr. B. A. Ehizuenlen	- Ministry of Finance, Lagos
Dr. A. Ademola	- Ministry of Health, Lagos.
Mr. Abangwu	- Ministry of Economic Development
Mr. Iwuagwu	- - do -
Mr. E. Ukpoma	- Ministry of Works (Water Supply) Lagos.

In Attendance:-

Mr. H. E. Caustin	- United Nations Technical Assistance Board.
Mr. M. D. Obianwu	- Ministry of Lagos Affairs, Lagos
Mrs. M. O. Ogunbambi	- Secretary Typist, Ministry of Lagos Affairs.

2/.....

Despatched
14/8/64
mmo.

The meeting was declared open at 10 a.m. with an address by the Hon. Minister of Lagos Affairs. The main points in the Speech are summarised below:- (The full text of the Speech is attached as Appendix I to the minutes).

The Minister stated that it is paradoxical that the growth of slums, the congestion of streets, the multiplication of social welfare problems among people should be the direct consequence of progress.

He expressed the hope that the committee would plan an African metropolis which would be efficient and modern and at the same time cater adequately for the comfort and happiness of the people of Lagos.

The Hon. Minister and the Permanent Secretary then took leave of the meeting.

2. Introduction

The Chairman, after explaining the various aspects of the Report, based on the Ten Groups of Problems to be studied asked the Committee's views.

The Report of the Lagos City Council and the Lagos Executive Development Board which had earlier been submitted on the report were the only ones available.

Members pointed out that since the majority of the Committee had not had the opportunity of studying the Report, sufficient time should be given them to do so. It was agreed that three weeks should be allotted for the study of the Report and for submission of the comments if any. Such comments to reach the Chairman not later than seven clear days before the next meeting of the Committee.

3. Appointment of Sub-Committee

It was suggested that the Committee should appoint a Sub-Committee to study the re-grouping of the Ten Problems shown in the Report since some of the Problems are inter-related one to another. On a suggestion by a member, the Committee agreed that Mr. Fadahunsi should take up the matter

of re-grouping the Ten Problems and submit his suggestions to the Chairman for adoption as a basis for discussion at its next meeting.

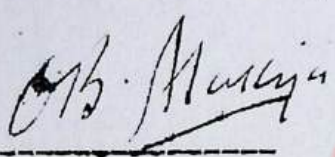
4. General

Mr. Caustin of the U.N.T.A.B. promised to supply more copies of the Report as soon as they are printed.

5. Main Decision of the Committee

1. Reports to be submitted by the members of the Committee.
2. Mr. Fadahunsi to re-group the subjects for discussion.
3. More copies of the U.N. Report to be printed by the U.N.T.A.B. for the use of the Committee.

The meeting was then adjourned at 11.30 a.m. having agreed to meet in 4 weeks time, i.e. 31st August, 1964.



CHAIRMAN

ARCHIVES OF OSAC

52 19

INAUGURAL MEETING OF SPECIAL COMMITTEE TO STUDY
THE UNITED NATIONS REPORT ON THE DEVELOPMENT OF
METROPOLITAN LAGOS

OPENING ADDRESS BY THE HONOURABLE MINISTER OF LAGOS
AFFAIRS AUGUST 3, 1964

Gentlemen,

I am very delighted on this occasion to welcome you and to open the first meeting of your Committee. We have a challenging task before us and a fine opportunity to plan an African metropolis which will be efficient and modern and at the same time cater adequately for the comfort and happiness of its citizens.

2. The scope of the project is immense. The problems are many and have always existed. They are, however, due to the rapid development of this great city. It is perhaps paradoxical that the growth of slums, the congestion of streets, the multiplication of social welfare problems amongst adults and children alike should be the direct consequences of progress. This is a phenomenon which is not confined to our country. It is universal. You have all read the comprehensive report of the United Nations team which was specially set up to study the problems of Lagos and to recommend possible solutions.

3. The Metropolitan area envisaged by the Report includes not only the Federal Territory but a portion of the Western Region extending as far as Agege. It is gratifying to note that in tackling the problems of Lagos on a scientific basis, the Federal Government has enjoyed the full co-operation of the Government of the Western Region. I am therefore especially delighted to welcome in our midst the representatives of the Western Region Government.

4. As you are all aware, the Report of the United Nations team has been accepted in principle by the Government. Some of the things they recommend, such as provision of low-cost housing for workers and lower income groups already form part of the policy of the Government and are reflected

in our Current Six-Year Development Plan. But there are many other far reaching recommendations in the Report which require feasibility studies and further consideration by the authorities whose responsibility it is to adopt and implement any projects for the better organisation and government of the area. This indeed, is the special role of your Committee; to study the Report critically, examine the full implications of its adoption and recommend how best the various proposals can be implemented. The Government intends that assistance will be sought from the United Nations Special Fund and Expanded Programme of Technical Assistance in the preparation of more detailed technical studies of the various schemes recommended. It is your duty also to suggest ways of making the best use of such assistance.

5. I should add that Dr. Alakija will act as the Chairman and Co-ordinator of the Committee and in conclusion I must express to you my confidence in your Committee. I shall follow your efforts with great interest and I look forward to the early submission of your Report. Thank you.

ooooooooooooo000oooooooooooo

G 1597/9

54
15 August, 1964.

Mr. N. O. Alinyemi,
The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.

Lagos Development Project

received

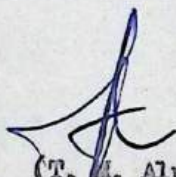
I write in connection with the Report on the Development of Metropolitan Lagos in respect of which I have the minutes of the meeting which we attended in Lagos on 3rd August, 1964 have just been issued.

2. You will recollect that you and I discussed the matter last week and you informed me that you were spear-heading whatever action that we are taking in the matter in this Region. In this connection, you told me that you were writing to all interested Ministries to collect their comments on the Report and that to this end, you were producing more copies of the Report to send round. Finally, you told me that after you will have collected the comments, you were going to prepare an Executive Council Memorandum on the subject.

3. I expressed the view that I thought that an Executive Council Memorandum is not required at this stage. I also said that what was required was for us to express professional views on the Report and that these views would be discussed together with similar views from other interested bodies in Lagos. The Committee would then compile a Report and it is this latter Report which, to my mind, will be the subject of an Executive Council Memorandum.

4. I have given further thought to this matter and I am still of the opinion that we have not reached the stage for an Executive Council Memorandum yet. In any case, an Executive Council Memorandum will take quite some time getting through the various Ministries and getting through Executive Council itself. You will remember that the next meeting of the Committee is taking place in another fortnight when we are required to have forwarded our comments.

5. I shall be going away for some three weeks but before I go on Wednesday, 19th August, 1964, I can manage a meeting and I suggest that Dr. Otolowin, myself and your Principal Town Planning Officer together with you and Mr. Alkin Johnston of the Premier's Office should meet on the subject. At such a meeting, we could crystallize certain views which you may wish to write up as our comments to be forwarded to Lagos. I suggest Tuesday, 18th August, 1964 at 9.00 a.m. for such a meeting.



(T. A. Aluko)
Controller of Works Services
and Permanent Secretary.

55

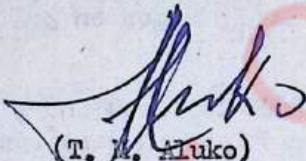
Ref. No. CT 1597/12
Ibadan: 15 August, 1964.

Copy to:-

Mr. A. B. A. Johnston, ✓
Premier's Office,
Ibadan.

Dr. N. P. Otolorin,
Ministry of Health,
Ibadan.

For your information.


(T. M. Aluko)
Controller of Works Services
and Permanent Secretary.

Rec'd.

9.20 AM 18/8/64.

asat
18/8/64.

56

MINISTRY OF LANDS



AND HOUSING

IBADAN · WESTERN NIGERIA

Your Ref. No.....
Further communications on this
subject should be addressed to the
Permanent Secretary quoting

Our Ref. No.....C.161/15.....

Date...18th August, 1964

The Secretary to the Premier
and Executive Council,
Premier's Office,
IBADAN. (For the attention of the Under-Secretary)

The Permanent Secretary,
Ministry of Local Government,
IBADAN.

The Permanent Secretary
and Controller of Works Services,
Ministry of Works and Transport,
IBADAN.

The Permanent Secretary
and Controller of Medical Services,
Ministry of Health,
IBADAN.

The Permanent Secretary
and Controller of Agricultural Services,
Ministry of Agriculture & Natural Resources,
IBADAN.

The Permanent Secretary
and Chief Planning Officer,
Ministry of Economic Planning & Community Development,
IBADAN.

METROPOLITAN LAGOS

Detached
I am directed to forward, herewith, for your study
and comments, a copy of the United Nations' Experts' Report on
the above-named subject.

2. This report is to be studied and commented upon by
all interested Ministries with a view to preparing a joint memo-
randum to be formerly submitted with the report to the Executive
Council on Tuesday, 25th August, 1964, in order that the views of
this Region may reach Lagos before 3rd September, 1964, which is the
date on which another important meeting on the report will be held
in Lagos.

3. A meeting to discuss the report and the comments from the
interested Ministries has been fixed for 10.00 a.m. on Monday, 24th
of August, 1964 at the office of the Permanent Secretary, Ministry
of Lands and Housing, Ibadan.

4. I shall be grateful if you will attend the meeting or
send a representative.



Raf. Olajide
f Permanent Secretary,
Ministry of Lands and Housing

CONFIDENTIAL

See PP.111-114

JS

7.4.9. / jsc

C.161/18.

21st August, 1964.

The Permanent Secretary,
Ministry of Lagos Affairs,
Independence Building,
LAGOS.

For the Attention of Dr. O. B. Alakija

Special Committee on the Development of
Metropolitan Lagos.

I am directed to refer to the minutes of the meeting of the above-named Committee held in Lagos on the 3rd of August, 1964, and to inform you that in view of the very few copies of the United Nations' Report available, it has not been possible to obtain the views of all the interested Ministries in this Region.

2. I am to ask, therefore, that the date of the next meeting be advanced by one month from 31st August to 30th September, 1964, in order to afford the representatives from this Region adequate time to obtain the views of all the Ministries concerned.

for Permanent Secretary,
Ministry of Lands and Housing.

Ref. No. C.161/18A.

Ministry of Lands and Housing,
Ibadan: 21st August, 1964.

Copy to:-

The Secretary to the Premier and
Executive Council,
Premier's Office,
Ibadan.

(For the Attention of Mr. A.B.A. Johnston)

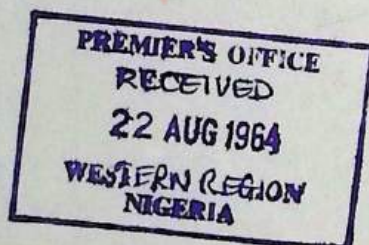
The Permanent Secretary,
and Controller of Works Services,
Ministry of Works and Transport,
Ibadan.

(For the Attention of Mr. T.M. Aluko)

The Permanent Secretary,
Ministry of Health,
Ibadan.

(For the Attention of Dr. M. P. Otolorin)

For information, please.



for Permanent Secretary,
Ministry of Lands and Housing.

US
7/19/64
for

58 175

COPY

MINISTRY OF LANDS AND HOUSING
IBADAN

Ref. No. C.161/18

21st August, 1964

The Permanent Secretary,
Ministry of Lagos Affairs,
Independence Building,
Lagos.

CC **CONFIDENTIAL**

(For the Attention of Dr. O. B. Alakija)

File + G.A.

Special Committee on the Development
of Metropolitan Lagos

I am directed to refer to the minutes of the meeting of the above-named Committee held in Lagos on the 3rd of August, 1964, and to inform you that in view of the very few copies of the United Nations' Report available, it has not been possible to obtain the views of all the interested Ministries in this Region.

2. I am to ask, therefore, that the date of the next meeting be advanced by one month from 31st August to 30th September, 1964, in order to afford the representatives from this Region adequate time to obtain the views of all the Ministries concerned.

(SGD.) for Permanent Secretary
Ministry of Lands and Housing.

CL0605/Vol.III/426
Ministry of Lagos Affairs,
Independence Building,
Lagos.
25th August, 1964

Copy to:-

Secretary to the Premier and
Executive Council,
Premier's Office,
Western Nigeria,
IBADAN

For information.

2. In view of the above, it has been decided that the next meeting of the Committee be postponed as requested.

HS
Ans. for

O.B. Alakija
(O. B. ALAKIJA)

Chairman and Co-ordinator

See sent enclosed copies
This is enclosed in my file

HA
1/5

CONFIDENTIAL

59

Ref. No. C. 161/28.

Ministry of Lands & Housing,
Western Nigeria,
Ibadan.

7th September, 1964.

United Nations Report on Metropolitan Lagos.

I am directed to forward, herewith, the minutes of the meeting held at the office of the Permanent Secretary, Ministry of Lands and Housing on the above-named subject on August 8th, 1964.

18/4

PREMIER'S OFFICE
RECEIVED
8- SEP 1964
WESTERN REGION
NIGERIA

Kide Olayide
for Permanent Secretary,
Ministry of Lands and Housing.

The Secretary to the Premier & Executive Council, ✓
(For the personal attention of Mr. A.B.A. Johnston).

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

(For the personal attention of Chief J. M. Beckley).

The Permanent Secretary & Controller
of Medical Services,
Ministry of Health, Ibadan.

(For the personal attention of Dr. M.P. Otolarin).

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan.

(For the personal attention of Mr. F.A.O. Shoga)

The Permanent Secretary & Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

(For the personal attention of Mr. M.O. Onofowokan).

The Permanent Secretary,
Ministry of Econ. Planning & Com. Development,
Ibadan.

(For the personal attention of Mr. A.A. Babalola)

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

(For the personal attention of Mr. E.A. Adepoju).

The Solicitor-General, & Permanent Secretary,
Ministry of Justice,
Ibadan.

(For the personal attention of Mr. S. O. Abidogun).

Mr. M. O. Abiose, Senior Town Planning Officer,
Ministry of Lands and Housing.

Mr. G. B. Jinadu, Town Planning Officer,
Ministry of Lands and Housing.

MINUTES OF THE MEETING HELD ON THE U.N. REPORT
ON METROPOLITAN LAGOS AT THE OFFICE OF THE
PERMANENT SECRETARY, MINISTRY OF LANDS AND
HOUSING, IBADAN ON TUESDAY, 8TH AUGUST, 1964.

18th? ibad

PRESENT:

N.O.A. Akinyemi, Esqr.,	Permanent Secretary, Ministry of Lands and Housing.
T.M. Aluko, Esqr.,	Permanent Secretary & Controller of Works Services, Ministry of Works and Transport.
Dr. M.P. Otolorin,	Chief Health Officer, Ministry of Health.
A.B.A. Johnston, Esqr.,	Under Secretary, Premier's Office.
M. O. Abiose, Esqr.,	Acting Principal Town Planning Officer, Ministry of Lands and Housing.
G.B. Jinadu, Esqr.,	Town Planning Officer, Ministry of Lands and Housing.

IN ATTENDANCE; R.A.Olajide, Esqr., Acting Assistant Secretary, Ministry of Lands and Housing.

p 56. The meeting which had been convened at the instance of Mr. Aluko commenced at 11.15 a.m. Mr. Akinyemi opened the meeting by welcoming those present and apologising for the short notice given them regarding the meeting. The letter which Mr. Aluko had written several days previously suggesting the holding of the meeting was only received that morning. Moreover, another meeting on the same subject was being called by him for Monday 24th August. Copies of the United Nations' Experts' report on Metropolitan Lagos had been sent to interested Ministries while at the same time inviting them to the meeting of Monday. The Ministries concerned which included, Local Government, Agriculture and Natural Resources, Economic Planning and Community Development, had been asked to study the report and bring their comments upon it to the meeting. Such comments were to be embodied in a memorandum to the Executive Council.

Mr. Aluko said the reason why he had written to suggest the holding of the meeting of that day was that he thought that at that stage either those of them who had attended the meeting held in Lagos on the report or a small body of people should meet to discuss the report and send their views to the next meeting to be held at Lagos on August 31st, 1964. He knew that those organisations in Lagos that had attended the meeting would send their own views to the next meeting. The views to be expressed at this stage should be professional views. It should be after the various views had been collected that an Executive Council Memorandum would be necessary.

Mr. Akinyemi disagreed with this suggestion and stated that the report had already been submitted to the Federal Government which had accepted it in principle. He said it was important that the Report together with the views which the officials intended to express upon it at the meeting to be held in Lagos be submitted to the Executive Council. The officials ought to know the attitude of the Council for it would be embarrassing to our government if the Western Region officials attending the meeting at Lagos should express views with which the Regional Government was not in agreement. It would be difficult, if not impossible, for the officials to dissociate themselves from such views subsequently. ✓

Agreeing in the main with Mr. Akinyemi, Dr. Otolorin said the meeting being held that day ought in fact to have been held much earlier in order to decide the line the officials going to attend the meeting in Lagos should take. Although, he thought a report of the meeting held in Lagos should have been made to the Government earlier he was surprised to hear that an Executive Council Memorandum was contemplated at that stage.

Mr. Akinyemi said he had spoken to Chief Ejiwunmi about the report and the meeting held in Lagos to discuss it. Since the Federal Government had accepted the report it was necessary too to present it formally to the Government of this Region. It was for this purpose that the meeting called for the following Monday was to be held. ✓

Dr. Otolorin said that the more he read the report the more convinced he was that it should be laid before the Regional Government who would then give directions as to the line of action to be taken by the Region's representatives at the meetings to be held in Lagos. There were two ways, in his opinion, that could be adopted in dealing with the report, either to accept it straight-away or, if we knew that our Government was not in favour of it, to condition our views and recommendations at the Lagos meetings accordingly.

Contributing to the discussion, Mr. Johnston said it would be realised that there were a lot of political implications in the report. He thought that this Region was being too much rushed with respect to the report. The representatives from the Region were at a disadvantage compared with their counterparts from Lagos who had had the opportunity of studying it and knowing the attitude of their Government. He said that the kind of joint services envisaged for Metropolitan Lagos were in operation in other parts of the world, e.g., New York and New Jersey. How they functioned in these places ought to be observed before final decisions were taken on the Nigerian brand.

Mr. Abiose supported Mr. Johnston and added that such joint services operate in Greater London too.

Replying to the points raised by previous speakers, Mr. Aluko said that the people who wrote the report were experts and that enormous sums of money had been expended to get it produced. These experts knew what was happening in New York/Jersey and Greater London. It was not for the representatives going to the Lagos meeting to know what was going on in those overseas places before meeting their colleagues at Lagos. The report, he said, had been called an outline report. If it was accepted by our Governments, then consultants would be appointed to study it and advise upon its implementation. He knew the enormity of the problem in Lagos for he had worked in Lagos for the Lagos Town Council and knew about the uncontrolled development of Lagos. When the United Nations' experts first visited the capital, they interviewed him in his capacity as an ex-official of the Lagos Town Council. He said the report had long been sent to our Government but work upon it by the Government had been halted by the recent political crisis in the Region. The Leader of the experts had visited the Region and held discussion with the Premier who had said he had no objection to the report provided it did not touch political boundaries. The report had been ready for the past two years. In his opinion, to prepare a memorandum and to get Executive Council's views on a matter which was still subject to further investigation was a round about way of doing things.

Mr. Akinyemi said that the Premier had to be polite to the visitor and that was why he said what he was reported to have said to the leader of the experts. In view of its implications and importance he still had to consult his Cabinet colleagues on the matter. As nothing definite had as yet been known as the Western Nigeria's official views upon the report it was important to obtain the Government's views on the proposed metropolis.

Dr. Otolorin said two alternative ways of administering the metropolis were either by another government or by a statutory corporation. The report had recommended a statutory agency and a body to be set up to go into the details of its recommendations. To a question by Mr. Aluko as to why could not the Region's representatives not express their contrary views at the Lagos meeting if they had such views, Dr. Otolorin replied that any views expressed by representatives from this Region would be taken as representing government's view.

As government officials, our function was to study the proposals contained in the report and to advise our government on their implications and to suggest alternatives where necessary. For example, he had found it difficult to understand the difference between a corporation and a statutory undertaking as written in the report. Mr. Aluko replied that the term statutory undertaking was being used in preference to corporation because the name corporation seemed to have acquired some ill connotation in this country.

Members felt that it was the tendency of the Federal Government to regard the whole of Western Nigeria as just a single department like the Lagos Executive Development Board, etc. because while the representatives of these small bodies had been invited to attend the meeting in Lagos, Western Nigeria was asked as a unit to send her representatives. The correct procedure would have been for the representatives of agencies like the Western Nigeria Housing Corporation, the Ikeja Town Planning Authority etc. to be invited to attend. The views of the agencies represented in Lagos had already been submitted to the Lagos meeting but the representatives from the West had not had sufficient time to study the report. It was therefore decided that a letter should be written to Lagos suggesting that the meeting fixed for 31st of August be shifted a month forward.

Dr. Otolorin expressed the views that the Metropolitan Development agency suggested in the report was going to be an octopus, a terribly unweildly entity which would become politically charged and would end in dictatorship. He would prefer that several big agencies should be created to supply the needs of the place. The Electricity Corporation of Nigeria was already operating throughout the country and it could provide electrical services for the area. A water Corporation could as well be set up to supply water.

Mr. Aluko, insisting that it was not yet the stage to prepare an Executive Council Memorandum on the report, said he did not want the West's official representatives to do anything that might detract from the status of Western Nigeria but the officials could still make their views known to their colleagues in Lagos. He reminded the meeting that the theme running through the report was that there had been no co-ordinating body for all the social services in Lagos e.g. those being provided by the Lagos Executive Development Board, the Electricity Corporation of Nigeria and the Lagos City Council and that this lack had led to certain undesirable repercussions which were now beyond their control.

Dr. Otolorin disagreed with this but Mr. Aluko insisted that an agency like the Lagos Executive Development Board could take decisions which did not take the interest of the other agencies into consideration. The uncontrolled growth of Lagos had been due to this lack of co-ordination. Dr. Otolorin said there was no doubt that a sort of a consultative body was necessary. Mr. Jinadu said that it was only a Metropolitan Board or a Regional Planning Board that can solve the problem of Lagos. He had always advocated this. He did so in his thesis, a copy of which he brought to the meeting.

It was decided that each interested Ministry should study the report and record its views for consideration at the meeting to be held on Monday following. Dr. Otolorin thought, that it might be premature to submit views on the report to the government as officials had not had sufficient time to study it. A general guide, however, could at this stage be sought from the government as there were plenty of political implications in the report.

Mr. Aluko who would in a few days' time be travelling abroad was asked to express his views on the report. Although he had, he said, expressed part of his views at this meeting and his Ministry would be expressing its views when he was away, he would answer the questions put to him by saying that the body to be set up to administer Metropolitan Lagos should consist of professional men and not just politicians. He cited the example of the Niger Dam, the chairman of which was an electrical engineer. The body should consist of few members appointed because of their knowledge and experience. Such members should not be representatives of existing bodies like the Lagos Executive Development Board etc.

Dr. Otolorin said that the report appeared to him lopsided for the experts had not consulted all right sources for its information, for example, it had mentioned the Lagos Executive Development Board while not a word was said about any contact with the Western Nigeria Housing Corporation or the Ikeja Town Planning Authority. The experts had used less than a page to recommend a statutory corporation to administer Metropolitan Lagos without giving the reasons for this recommendation.

Mr. Akinyemi said the experts ought to have realised that the Ikeja Town Planning Authority was no less important than the Lagos Executive Development Board. The Government of this Region already had a master plan for Ikeja but they in Lagos seemed either not to know this or to ignore it.

65

Mr. Jinadu again suggested one Metropolitan Planning body made up of both Lagos and the Western Region in equal partnership. Mr. Johnston thought this might not work if one of the two partners put in more money than the other.

Mr. Akinyemi suggested a Joint Planning Board the implementation of whose decisions and recommendations would be the function of the service bodies. The Joint Planning Board itself would function in an advisory capacity.

Dr. Otolorin did not like the idea of such an advisory body which he compared with the National Council of Health whose decisions might or might not be implemented by the different Ministries of Health - the decision to implement its decisions being based upon whether a Ministry of Health thought or did not think it was in its interest. He wondered if the body to administer the metropolitan area should not better be made up of the service bodies like the Electricity Corporation of Nigeria etc.

Two copies each of the report were taken away by Dr. Otolorin and Mr. Aluko for use in their respective Ministries.

It was agreed that the meeting of representatives of interested Ministries arranged to take place on Monday, August 24th, 1964 should be held.

The meeting ended at 1.30 p.m.

CONFIDENTIAL

ARCHIVED

CONFIDENTIAL

Ref. No. C. 161/38.

Ministry of Lands & Housing,
Western Nigeria,
Ibadan.

12th September, 1964.

United Nations Report on Metropolitan Lagos.

67-72 I am directed to forward, herewith, the minutes of the meeting held at the office of the Permanent Secretary, Ministry of Lands and Housing on the above-named subject on August 24th, 1964.

Kate Olajide
for Permanent Secretary,
Ministry of Lands and Housing.

The Secretary to the Premier and Executive Council. ✓

(For the personal attention of Mr. A.B.A. Johnston).

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

(For the personal attention of Chief J.M. Beckley).

The Permanent Secretary & Controller
of Medical Services,
Ministry of Health, Ibadan.

(For the personal attention of Dr. M.P. Otolorin).

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan.

(For the personal attention of Mr. F.A.O. Shoga).

The Permanent Secretary & Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

(For the personal attention of Mr. M.O. Onofowokan).

The Permanent Secretary,
Ministry of Econ. Planning & Com. Development,
IBADAN.

(For the personal attention of Mr. A.A. Babalola)

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

(For the personal attention of Mr. E.A. Adepoju).

The Solicitor-General & Permanent Secretary,
Ministry of Justice,
Ibadan.

(For the personal attention of Mr. S.O. Abidogun).

Mr. M.O. Abiose, Senior Town Planning Officer,
Ministry of Lands and Housing.

Mr. G.B. Jinadu, Town Planning Officer,
Ministry of Lands and Housing.



MINUTES OF THE MEETING OF REPRESENTATIVES OF INTERESTED
MINISTRIES HELD ON THE UNITED NATIONS REPORT ON METROPO-
LITAN LAGOS AT THE OFFICE OF THE PERMANENT SECRETARY,
MINISTRY OF LANDS AND HOUSING ON MONDAY, AUGUST 24, 1964

PRESENT:

Chief J.M. Beckley,	Permanent Secretary, Ministry of Local Government.
N.O.A. Akinyemi, Esq.,	Permanent Secretary, Ministry of Lands and Housing.
Dr. M.P. Otolorin,	Chief Health Officer, Ministry of Health.
A.B.A. Johnston, Esq.,	Under-Secretary, Premier's Office
F.A.O. Shoga, Esq.,	Under-Secretary, Ministry of Agriculture and Natural Resources.
M.O. Onofowokan, Esq.,	Chief Architect, Ministry of Works and Transport.
M.O. Abiose, Esq.,	Senior Town Planning Officer, Ministry of Lands and Housing.
G.B. Jinadu, Esq.,	Town Planning Officer, Ministry of Lands and Housing.
A.A. Babalola, Esq.,	Ministry of Economic Planning and Community Development.

IN ATTENDANCE:

R.A. Olajide, Esq.,	Acting Assistant Secretary, Ministry of Lands and Housing.
---------------------	--

The meeting commenced at 10.20 a.m. The Chairman welcomed members to the meeting. He then outlined the object of the meeting which was to afford representatives of different Ministries, particularly those whose services would be affected, one way or the other, by the proposed Metropolitan Development Authority, the opportunity to discuss the United Nations' Report on Metropolitan Lagos with a view to presenting their views in the form of a memorandum to the Executive Council. It was after such a memorandum had been presented to the Executive Council and Government's views obtained that representatives of this Region could speak with authority when they met their counterparts at the meeting of the Special Committee on the Development of Metropolitan Lagos to be held in Lagos on August 31st, 1964.

Chief Beckley said that unless there was a basic agreed decision between the Federal Government and the Western Nigeria Government on the subject of the proposed Metropolitan Authority, all the meetings etc. would come to nothing. He recalled what had happened a few years pre-

viously when the matter of the supply of water for industrial purposes at Ikeja was arranged between the Federal Government and the Western Nigeria Government. When a similar arrangement was desired for the supply of drinking water for Agege, several meetings were held, agreements reached and papers signed but it all came to nothing.

Continuing, Chief Beckley said that when the United Nations experts visited Ibadan he saw them but the Premier and the Deputy Premier refused to see them. He said that it was the Deputy Premier's view that anything calculated to extend the boundary of Lagos in any shape or form was political and one would find it impossible to convince the people to the contrary. A month after the visit of the experts to Ibadan the United Nations' Report on the proposed Metropolitan Lagos arrived and he was asked to comment upon it by the Ministry of Lagos Affairs, but he passed the report on to Chief Dina. After this Mr. Collings Bugger himself came to Ibadan and telephoned him saying that the United Nations had a sum of £3,000,000 with which to help with the development of Metropolitan Lagos and that it was necessary a decision was reached by the two governments on the report as early as possible. Mr. Collings Bugger also wanted to have a meeting with the Deputy Premier but this could not be arranged. He later visited the Premier's Office and returned to New York where he told Chief Adebo that the people of the West had lost the country a sum of £3,000,000.

Concluding, Chief Beckley said it was necessary to have the views of the Western Nigeria Government on the matter, especially, to know whether the Government was prepared to accept the proposal setting up the Metropolitan Authority to which it would have to surrender a certain amount to its sovereignty in the Ikeja-Agege area.

Mr. Akinyemi agreed with Chief Beckley's views and stated that it was necessary to get the Government's directives as to the line of action that representatives for Western Nigeria should take at the meeting of the Special Committee to be held in Lagos on the 31st August. He said further that he was surprised that when Mr. Collings Bugger visited Ibadan he deliberately avoided him (Mr. Akinyemi) despite the fact that he (Mr. Collings Bugger) knew that his Ministry was in charge of Town Planning in the Region and that the proposed development of Lagos was a Town Planning matter.

Both Chief Beckley and Mr. Akinyemi also remarked that the United Nations' Report was silent on what the Western Nigeria Government had done in the area concerned while placing all emphasis on what had been done in Lagos.

Mr. Akinyemi informed the meeting that at a previous meeting held to discuss this report it was decided that each Ministry should study it and comment on those portions of it which referred to the Ministry. He wanted to know whether any Ministry had done this. Dr. Otolorin said he had reported the decision taken at the previous meeting to his Permanent Secretary who held the view that the matter was of such importance that decisions over it should not be hurried. Continuing, Dr. Otolorin said that since most of the recommendations in the Report concerned health matters he had his personal views but he would not want to commit his Ministry. He thought the Report was a wonderful compendium of the study of conditions in Lagos which it examined in great detail. The Report which purported to envisage an equal partnership between the Federal Government and the Western Nigeria Government on the proposed Metropolitan Authority should not have concentrated entirely on the examination of conditions in Lagos to the utter neglect of the other party to the partnership. What we could not admit, said Dr. Otolorin, was that the Metropolitan Development Authority proposed was the best solution to the problem. He concluded that we should advise our Government :-

- (a) that the Report gave a full and factual description of the conditions and the problems in Lagos but said virtually nothing in these respects concerning the Western Nigeria portion of the area covered by it;
- (b) that it should be admitted that the Metropolitan Development Authority was one of the methods that could be applied to the solution of the problems but that there existed other alternatives which were not sufficiently examined by the Report and that its writers did not give sufficient reasons to justify their recommending the setting up of a Metropolitan Development Authority;
- (c) that a Committee of interested bodies in both areas should be set up and be empowered to take decisions on matter affecting the areas, such decisions to be implemented by each government in a spirit of co-operation;
- (d) that if the physical conditions of Shomolu and Mushin areas were to be improved they could not be left in the hands of Local Councils. An Agency made up of the service bodies operating in the areas which might be called a Development Agency could be set up for the improvement of

these areas and if there was any dispute this could be referred to the respective governments for solution;

- (e) that we had studied the report in detail, especially, in respect of the health hazards mentioned in it, but we were of the opinion that the services recommended could be carried out without setting up a Metropolitan Development Authority, for example, the central sewerage system which the Report recommended had for many years previously been recommended by the Ministry of Health.

Mr. Akinyemi said that his Ministry did not like the proposals contained in the Report. He mentioned the great deal of development that the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority had carried out in the area and wondered what would become of this in the event of the Report being accepted.

Contributing to the discussion, Mr. Onofowokan said that when Mr. Collings Bugger visited Ibadan he met both himself and the Controller of Works Services. He expressed the same views to Mr. Collings Bugger as Dr. Otolorin had expressed that morning. It was his opinion that the proposed Metropolitan Development Authority would be an enormous giant - an octopus. He had the feeling that the Report was going to be handed as was done in the case of the proposed Metropolitan Water Board a few years previously. At that time an agreement was reached but when this was taken back to the respective governments nothing further was heard of it. He agreed that all the interested Ministries should deal as a body with the report and submit their views to the Government jointly.

It was therefore decided that each interested Ministry should study the report and submit its **views** upon it to the Ministry of Lands and Housing which would in turn summarise these **views** and prepare a memorandum accordingly to be submitted to the Executive Council.

All the members agreed that it was necessary to produce a Master Plan for the development of the areas concerned, but knowing the prevailing political situation in the Western Region, they wondered how the impression would not be created that a part of the Western Region was being given away to the Federal Government.

Mr. Shoga said that if the Metropolitan Authority proposed was not acceptable he wondered if similar service bodies like those set up for the metropolitan area of London would be the solution - bodies like the

Metropolitan Water Board, Metropolitan Transport Authority and the Metropolitan Police. He stated, for example, that Essex which is not part of London was served by these service bodies.

Chief Beckley said he had once suggested a single Service Authority to provide all the services needed in the area. This Service Authority would not replace the local government councils which would continue to exist and carry out their functions in respect of chieftaincy affairs and rating. Such a Service Authority should also be set up for the city of Lagos. Officials of both Service Authorities could meet whenever occasion demanded to discuss matters of common concern. The said officials who would be experts in their own fields would be people who speak the same language and understand one another.

Referring to the membership of the Special Committee set up to study the Report to which representatives of Western Nigeria had been invited, Dr. Otolorin said that it would appear that representatives of many agencies in Lagos were invited to attend e.g. the Lagos Executive Development Board and the Lagos City Council, while instead of following a similar procedure in respect of similar agencies in Western Nigeria, the whole of the Region was taken as a single entity and a few representatives were invited from there. In his opinion, this did not look like an arrangement between two equal partners. He added that the Federal Government had agreed in principle to the proposals contained in the Report and that what it wanted was for its officials to advise it on their implementation (of the proposals). Here in Western Nigeria, our Government had not agreed to the proposals hence it was necessary that we should obtain the Government's views on the matter before representatives from the Region could speak with authority on it. ✓

The following decisions were taken:-

- (a) that a letter should be written to the Ministry of Lagos Affairs requesting it to postpone or to advance the date of the next meeting of the Special Committee by a month in order to give representatives from Western Nigeria sufficient time to study the report and obtain their Government's views upon it;
- (b) Each Ministry concerned should write its comments upon the report within the following fortnight - such comments to be submitted to the Ministry of Lands and Housing at the end of the fortnight.

- (c) The Ministry of Lands and Housing should send a reminder regarding the submissions of these comments.
- (d) After the comments had been received from all the Ministries, the Ministry of Lands and Housing should produce an Executive Council memorandum based upon the comments from the Ministries.
- (e) That the Ministries of Labour and Social Welfare and of Justice should be invited to participate in the exercise as both of them were also interested in the area concerned. The Solicitor-General should be asked to provide a Lawyer to attend future meetings to advise upon matter which might have law implications.
- (f) After the memorandum should have been prepared by the Ministry of Lands and Housing another meeting should be called to discuss it and to help the Ministry to frame the final recommendations. Copies of the memorandum should be sent to the various Ministries two days before the meeting. It was envisaged that this last meeting would take place in about three weeks' time.

The meeting came to an end at 12. noon.

CONFIDENTIAL.

73

IMMEDIATE PERMLANDS IBADAN X

CLO605/438 REFERENCE YRLET REQUESTING POSTPONEMENT OF MEETING
OF SPECIAL COMMITTEE ON DEVELOPMENT OF METROPOLITAN LAGOS X
REGRET TO INFORM YOU MEETING STILL HOLDS MAINLY TO DISCUSS
FADAHUNSI REPORT X

PERMLAGOS

C. 161/T/2.

Ministry of Lands and Housing,
Ibadan: 30th September, 1964.

Copy to:-

The Secretary to the Premier and
Executive Council,
Premier's Office,
Ibadan.

(For the attention of Mr. A.B.A. Johnston).

The Permanent Secretary and Controller
of Works Services,
Ministry of Works and Transport,
I b a d a n.

(For the attention of Mr. T.M. Aluko).

The Permanent Secretary & Controller
of Medical Services,
Ministry of Health,
I b a d a n.

(For the attention of Dr. M.P. Otolorin).

PREMIER'S OFFICE
RECEIVED
30 SEP 1964

WESTERN REGION
NIGERIA

For information.

Rade Adele
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL.

MINISTRY OF LANDS



AND HOUSING

IBADAN · WESTERN NIGERIA

Your Ref. No.....
Further communications on this
subject should be addressed to the
Permanent Secretary quoting
Our Ref. No. C.S. 161/70.....

Date 15th October, 1964.

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan.

(For the personal attention of Mr. A.B.A. Johnston).

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

(For the personal attention of Chief J.M. Beckley).

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
Ibadan.

(For the personal attention of Dr. M.P. Ojoṣorin).

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan.

(For the personal attention of Mr. F.A.O. Shoga).

The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

(For the personal attention of Mr. T. M. Aluko).

The Permanent Secretary,
Ministry of Econ. Planning & Com. Dev.,
Ibadan.

(For the personal attention of Mr. P.T. Odumosu).

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

(For the personal attention of Mr. J.O.I. Longe).

The Solicitor-General & Permanent Secretary,
Ministry of Justice,
Ibadan.

(For the personal attention of Dr. F.A. Ajayi).

Minutes of the 2nd meeting of the Special
Committee on the Development of Metropolitan
Lagos.

I am directed to refer to the above minutes a copy of which
you might have received and to forward, for your comments, the
attached copy of a letter which I intend to send in reply to the
letter under cover of which the minutes had been sent.

2. I shall be grateful if you can kindly let me have your
comments immediately as the reply is expected in Lagos on or before
the 19th of October, 1964.

o Akinyemi
Permanent Secretary

75

The Chairman and Co-ordinator,
Special Committee on the Development
of Metropolitan Lagos,
Ministry of Lagos Affairs,
P.M.B. 12589,
Lagos.

Minutes of the 2nd Meeting of the
Special Committee on the Develop-
ment of Metropolitan Lagos

I am directed to refer to your letter No. CL0605/S.4/13 dated 7th October, 1964, inviting comments on Appendix 'A' of the minutes of the above-mentioned meeting at which this Region was not represented. P78

2. In order to meet the target date, that is, the 19th of October, 1964, the following brief comments, which are not intended to represent those of the Regional Government on the entire United Nations' Report, are made in the meantime. It is not possible yet to forward full comments on the whole Report as all the Ministries concerned have not been able to complete their study of it and forward their own comments to this Ministry.

3. The main point in the Report appears to be the proposal for the creation of a development agency for Lagos and its environs or the so-called metropolitan area which the Report considers to extend to beyond $2\frac{1}{2}$ miles of the Agege Railway Station.

4. You are no doubt fully aware of conditions in Lagos to which the Report appears to have given its full attention. In those areas of the proposed metropolis which fall within the Western Region to which the United Nations' team gave little or no attention, there are four local government councils, namely, Mushin District Council, Ikeja District Council, Agege District Council and Ajeromi District Council, which have functions similar to those of the Lagos City Council as well as two

planning and development agencies, namely, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority. In spite of the fact that these bodies have carried out considerable local government and planning functions in their areas, their position in the United Nations' Report does not appear to be clear, for example, the Report is silent on what would happen to them in the event of the proposed Metropolitan Development Agency being created.

5. It is agreed in principle that there is a need for the co-ordination of the activities of these bodies with those of their counterparts in the Federal territory, especially as regards those services whose operations extend beyond the boundaries of each body, e.g. transport, water supply, electricity, trunk roads and sewage disposal. It does not appear, however, that the proposal made in the United Nations' Report to effect the co-ordination of these services is the best in the circumstances.

6. Although, it is agreed in principle that there should be a co-ordinating agency for these services, the name of which may be the Metropolitan Development Agency or any other, the constitution and the powers of such an agency should be different from those proposed in the Report. In this connection, it is suggested that the membership of the co-ordinating agency should be made up of representatives of the local government councils in the area to be covered by the Development Agency, that is, the Lagos City Council, the Mushin District Council, the Ikeja District Council, the Agege District Council and the Ajeromi District Council and the planning and development bodies in the same area, that is, the Lagos Executive Development Board, in the Federal capital, and their counterparts in the Ikeja area, namely, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority. It is to be borne in mind that these local

77

government councils and the planning agencies have all along been responsible for local government, planning and development activities in their respective areas. Thus the body hereby proposed as an alternative to that proposed by the United Nations' team will fit in with the present organisation and practice.

7. In conclusion, I am directed to say that if the alternative proposal herein outlined is accepted, then the question of the grouping of certain subjects under various sub-committees as proposed in appendix 'A' of the minutes under reference would appear unnecessary.

for Permanent Secretary,
Ministry of Lands and Housing.

ARCHIVES OF

MINISTRY OF LAGOS AFFAIRS,
P.M.B. No. 12589,
LAGOS, Nigeria.

Ref. No. CLO605/S.4/13

7th October, 1964.

Mr. R. Boyd,
Lagos City Council,
Lagos.

Mr. F. C. O. Coker,
Lagos City Council,
Lagos.

Dr. O. Adeniyi-Jones,
Lagos City Council,
Lagos.

Mr. S. O. Williams,
Director of Federal Public
Works,
Ministry of Works & Surveys,
Lagos.

Mr. G. C. Abangwu,
Ministry of Economic
Development, Lagos.

Dr. E. O. Iwuagwu,
Ministry of Economic
Development, Lagos.

Dr. I. O. A. Lasode,
Ministry of Communications,
Lagos.

Mallam Abubakar,
Ministry of Transport,
Lagos.

Dr. A. Ademola,
Federal Ministry of Health,
Lagos.

Mr. E. L. Jegede,
Federal Ministry of Labour,
Lagos.

Dr. Otolorin,
Ministry of Health,
Ibadan.

Mr. Abiose,
Town Planning Officer,
Ibadan.

Mr. T. Aluko,
Ministry of Works & Transport,
Ibadan.

Mr. Akinyemi,
Ministry of Lands & Housing,
Ibadan.

Mr. A. O. Craig,
Lagos Executive Development
Board, Lagos.

Mr. Euba,
Lagos Executive Development
Board, Lagos.

Mr. S. M. O. Denloye,
Nigerian Railway Corporation,
Ebute-Metta.

Mr. J. F. Lane,
Nigerian Ports Authority,
Lagos.

Mr. B. A. Ehizuenlen,
Federal Ministry of Finance,
Lagos.

Mr. E. N. Ukpoma,
Ministry of Works & Surveys,
Water Supply, Lagos.

Mr. Akpanoka,
Federal Ministry of Labour,
Lagos.

Minutes of the 2nd Meeting of the Special Committee
on the Development of Metropolitan Lagos

I am directed to forward a copy of the minutes of the 2nd Meeting of the Special Committee on Metropolitan Lagos held on 30th September, 1964, and to say that if no comments on Appendix 'A' of the Minutes are received on or before the 19th of October, 1964, the Chairman will proceed to summon the first meetings of the members of the Sub-Committees.

(M. D. Obianwu)
for Chairman & Co-ordinator.

79

MINUTES OF THE 2ND MEETING OF THE SPECIAL COMMITTEE
ON METROPOLITAN LAGOS HELD IN THE BOARD ROOM OF THE
FEDERAL MINISTRY OF ESTABLISHMENTS ON THE 30TH OF
SEPTEMBER, 1964

Present:-

Dr. O. B. Alakija	(In the chair)
Mr. R. Boyd	Lagos City Council
Mr. F. C. O. Coker	-do-
Dr. O. Adeniyi-Jones	-do-
Mr. O. A. Young	Federal Ministry of Labour, Lagos.
Mr. C. O. Nri	Ministry of Communications, Lagos.
Mr. G. C. Abangwu	Ministry of Economic Development, Lagos.
Mr. S. M. O. Denloye	Nigerian Railway Corp- oration
Mr. S. O. Williams	Federal Ministry of Works and Surveys, Lagos.
Mr. E. N. Ukpoma	Lagos Water Supply
Dr. M. A. Silva (Mrs.)	Federal Ministry of Health, Lagos.

In attendance:-

Mr. M. D. Obianwu	Ministry of Lagos Affairs
Mr. I. Oju	Ministry of Lagos Affairs

Declaring the meeting open at 10.25 a.m., the Chairman remarked that no more time should be wasted in waiting for more members to come.

Minutes of Last Meeting:- The Chairman invited the attention of the members to the minutes of the Inaugural meeting, copies of which they had all received in advance, and moved that in the absence of no alterations or amendments the Minutes be accepted. As there were none, the Minutes were unanimously adopted. At this stage, the Chairman explained to the members his reason for not having sent out in advance the comments on the United Nations Report which had been submitted by some of the members of the Committee. This was as agreed at the Inaugural meeting to avoid possible influencing of each others comments.

Absentees:- The Chairman drew the attention of the meeting to the absence of the Western Nigeria Government representatives, and expressed apologies for absence from the Federal Ministry of Transport and Mr. Fadahunsi of the Lagos Executive Development Board.

Commenting further on the absence of the Western Nigeria Government representatives, the Chairman remarked that he was not surprised as they had earlier written to request a postponement. The attention of members was, however, drawn to the communication he had had with both the Permanent Secretary of the Ministry of Lagos Affairs and with the Secretary to the Prime Minister in connection with the Western Nigeria Government's request, and pointed out to the meeting that this was the second time the Western Nigeria Government had asked for a postponement of the meeting.

Consideration of Mr. Fadahunsi's Comments:- As the meeting was being held mainly to consider Mr. Fadahunsi's comments on the United Nations Report on Metropolitan Lagos, with particular reference to the re-grouping of the Ten problems shown in the report, the Chairman sought the views of the members as to whether or not the meeting should proceed to consider

Mr. Fadahunsi's comments in his absence. After some members had expressed their views, it was agreed that the meeting should proceed to consider Mr. Fadahunsi's comments even though he was not present at the meeting.

Before the meeting proceeded to consider in full Mr. Fadahunsi's comments with particular emphasis on the Formation of Sub-Committees which formed Appendix 'I' of the comments, the Chairman invited members to turn to page two of the main comments and asked that items (ii) and (iii) of paragraph 7 be reduced to a single item.

In view of the numerous amendments made in the original Appendix to the comments, a revised copy is being attached to these minutes as Appendix 'A'.

General:- As to the suggestion by a member that each of the proposed Sub-Committees should have its own Chairman and Secretary, it was agreed that before this was done the Chairman of the Special Committee should act as the Chairman at the inaugural meetings of the different Sub-Committees and during those inaugural meetings a Chairman and a Secretary for each Sub-Committee would be appointed.

Date of Next Meeting:- The Chairman was empowered to summon the first meetings of the members of the agreed sub-committees, as at Appendix 'A'.

(Sgd) O. B. Alakija

C H A I R M A N

UNITED NATIONS REPORT ON METROPOLITAN LAGOS
FORMATION OF SUB-COMMITTEES

FOUR SUB-COMMITTEES

SUB-COMMITTEE	DUTIES	REPRESENTATION
(A)		
Land & Housing Problems	To determine the type of organisation required	(1) Federal Ministry of Works & Surveys
	(a) to carry out overall planning and the use of land.	(2) Lagos Executive Development Board
		(3) Lagos City Council
	(b) Slum Clearance	(4) Ministry of Economic Development
		(5) Ministry of Finance
	(c) The development of housing and the problem of housing finance.	(6) Ministry of Lands and Housing, Ibadan
		(7) Town Planning Authority, Ikeja
		(8) Ministry of Economic Planning, Ibadan
		(9) Ministry of Works & Transport, Ibadan
(B)		
Traffic, Parking Transport and Communications Problems	To determine a suitable type of organisation to	
	(a) Investigate the use of existing road net-work and development.	(1) Federal Ministry of Works & Surveys
		(2) Ministry of Economic Development
	(b) Consider (i) existing transport services, including roads, rail and launch and improvement of existing services;	(3) Nigerian Ports Authority
		(4) Ministry of Communications
	(ii) co ordination of all services including facilities for changing from one service to the other on a journey within the metropolis.	(5) Lagos Executive Development Board
		(6) Lagos City Council
		(7) Nigerian Railway Corporation
		(8) Western Nigeria Ministry of Works and Transport
		(9) Federal Ministry of Transport
		(10) The Nigeria Police
(C)		
Water Supply and Waste Disposal Problems	To determine the type of organisation to	(1) Federal Ministry of Works & Surveys
	(a) Investigate existing water supply and waste disposal facilities and their improvement	(2) Lagos City Council
		(3) Lagos Executive Development Board
	(b) Examine existing system of refuse collection and disposal and their improvement.	(4) Western Nigeria Ministry of Works
		(5) Ministry of Lands and Housing, Ibadan

SUB-COMMITTEE

DUTIES

REPRESENTATION

(D)	To determine the type of organisation to (a) Investigate existing social and medical services and their improvements.	(1) Federal Ministry of Health (2) Western Nigeria Ministry of Health (3) Lagos City Council (4) Federal Ministry of Labour (5) Federal Ministry of Education (6) Western Nigeria Ministry of Social Services (7) Western Nigeria Ministry of Education
(E) Co-ordinating and Local Govern- ment Committee.	To determine the role of the Lagos City Council and other existing Government Agencies in respect of the general problem of Local Government as it relates to an Agency or groups of Agencies recommended by the Sub-Committees.	To be decided after Sub-Committees have finished sitting and issued their reports.

ARCHIVES

SECRET

84

C.161/70

S.197/84

17 October 1964.

The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.

(For the personal attention of Mr. N.O.A.Akinyemi

Minutes of the 2nd meeting of the
Special Committee on the Development
of Metropolitan Lagos.

P 74
I am directed to refer to your
letter No. C.161/70 of 15th October,
1964, and to telephone conversation
which the undersigned had with
Mr. Akinyemi this morning and to confirm
that the interim letter, the draft of
which was attached to your letter under
reference, has the support of this
office.

L the a

DESPATCHED
Date 17/10/64
Initials Recd

(A.B.A. Johnston)

for Secretary to the Premier
and Executive Council.

SECRET

C. 161/93.

17th October, 1964.

The Chairman and Co-ordinator,
Special Committee on the Development
of Metropolitan Lagos,
Ministry of Lagos Affairs,
P. M. B. 12589,
Lagos.

(For the attention of Dr. O.B. Alakija)

Minutes of the 2nd Meeting of the Special
Committee on the Development of Metropolitan
Lagos.

I am directed to refer to your letter No. CL0605/S.4/13 dated 7th October, 1964, inviting comments on Appendix 'A' of the minutes of the above-mentioned meeting at which this Region was not represented.

2. In order to meet the target date, that is, the 19th of October, 1964, the following brief comments, which are not intended to represent those of the Regional Government on the entire United Nations' Report, are made in the meantime. It is not possible yet to forward full comments on the whole Report as all the Ministries concerned have not been able to complete their study of it and forward their own comments to this Ministry.

3. The main point in the Report appears to be the proposal for the creation of a development agency for Lagos and its environs or the so-called metropolitan area which the Report considers to extend to beyond 2½ miles of the Agege Railway Station.

4. You are no doubt fully aware of conditions in Lagos to which the Report appears to have given its full attention. In those areas of the proposed metropolis which fall within the Western Region to which the United Nations' team gave little or no attention, there are four local government councils, namely, Mushin District Council, Ikeja District Council, Agege District Council and Ajeromi District Council which have functions similar to those of the Lagos City Council as well as two planning and development agencies, namely, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority. In spite of the fact that these bodies have carried out considerable local government and planning functions in their areas, their position in the United Nations' Report does not appear to be clear, for example, the Report is silent on what would happen to them in the event of the proposed Metropolitan Development Agency being created.

5. It is agreed in principle that there is a need for the co-ordination of the activities of these bodies with those of their counterparts in the Federal territory, especially as regards those services whose operations extend beyond the boundaries of each body, e.g. transport, water supply, electricity, trunk roads and sewage disposal. It does not appear, however,

see p 98

that the proposal made in the United Nations' Report to effect the co-ordination of these services is the best in the circumstances.

6. Although it is agreed in principle that there should be a co-ordinating agency for these services, the name of which may be the Metropolitan Development Agency or any other, the constitution and the powers of such an agency should be different from those proposed in the Report. In this connection, it is suggested that the membership of the co-ordinating agency should be made up of representatives of the local government councils in the area to be covered by the Development Agency, that is, the Mushin District Council, the Ikeja District Council, the Agege District Council, the Ajeromi District Council, the Lagos City Council and the planning and development bodies in the same area, that is, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority in the Western Region portion of the Metropolitan area and their counterpart in the Federal capital, namely, the Lagos Executive Development Board. The agency will, of course, have its full-time staff of experts who will be responsible for its day to day activities. It is to be borne in mind that these local government councils and the planning agencies have all along been responsible for local government, planning and development activities in their respective areas. Thus the body hereby proposed as an alternative to that proposed by the United Nations' team will fit in with the present organisation and practice.

7. If the alternative proposal herein outlined is accepted, then the question of the grouping of certain subjects under the various sub-committees as proposed in Appendix 'A' of the minutes under reference would appear unnecessary.

8. As a matter of interest, I observe that it would appear that all the interested bodies in the Federal capital were given representation on the Special Committee on the development of Metropolitan Lagos while this is not the case with their counterparts in Western Nigeria. One would have expected that all interested bodies both in the Federal capital and Western Nigeria would have been adequately represented on such a Committee. It is thus not clear how the present mode of representation was arrived at.

9. The above comments are official views only which are given in order to meet your request to have our views by the 19th of October, 1964. It has not been possible to place the proposals contained in the Report before the Executive Council for directions. These views have not taken into account the political acceptability of the proposals on which the Cabinet is the only competent authority to take a decision. It is suggested, therefore, that the implementation of the proposals should be suspended until the Western Nigeria Government has had the opportunity of dealing with this aspect of the matter.



Sgd. N.O.A. AKINYEMI,
Permanent Secretary,
Ministry of Lands and Housing

87

CONFIDENTIAL

Our Ref. No. C. 161/96.
Ministry of Lands & Housing,
Ibadan: 26th October, 1964.

Copy to:-

The Secretary to the Premier ✓
and Executive Council,
Premier's Office,
Ibadan.

(For the personal attention of Mr. A.B.A. Johnston).

74
84
For information with reference to my letter No. C.161/70
dated 15th October, 1964 and your letter No. S.197/24 dated
17th October, 1964.

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

(For the personal attention of ^{Chief} J.M. Beckley).

For information with reference to my letter No. C.161/70
dated 15th October, 1964 and your letter No. C.226/1/22 dated
16th October, 1964.

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
Ibadan.

(For the personal attention of Dr. M.P. Otolorin).

For information with reference to my letter No. C.161/70
dated 15th October, 1964 and your letter No. CG.2.6/ dated 17th
October, 1964.

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan.

(For the Personal attention of Mr. F.A.O. Shoga).

For information with reference to my letter No. C.161/70
dated 15th October, 1964 and your letter No. ADC.695/341 dated
16th October, 1964.

The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

(For the Personal attention of Mr. T.M. Aluko).

For information with reference to my letter No. C.161/70
dated 15th October, 1964.

The Permanent Secretary and Chief
Planning Officer,
Ministry of Econ. Planning & Com. Dev.,
Ibadan.

(For the personal attention of Mr. P.T. Odumosu).

For information with reference to my letter No. C.161/70
dated 15th October, 1964 and your letter No. AD.249/853 dated
17th October, 1964.

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

(For the personal attention of Mr. J.O.I. Longe).

For information with reference to my letter No. C.161/70
dated 15th October, 1964 and your letter No. CLW.138/26 dated
16th October, 1964.

The Solicitor-General and Permanent
Secretary,
Ministry of Justice,
Ibadan.

(For the personal attention of Dr. F.A. Ajayi).

For information with reference to my letter No. C.161/70
dated 15th October, 1964.

Kade Olayide
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL.

CONFIDENTIAL "

Our Ref. No. C. 161/101.

Ministry of Lands & Housing,
Western Nigeria,
Ibadan.

9th November, 1964.

The Secretary to the Premier ✓
and Executive Council,
Premier's Office,
Ibadan.

(For the personal attention of Mr. A.B.A. Johnston).

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

(For the personal attention of Chief J.M. Beckley).

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
Ibadan.

(For the personal attention of Dr. M.P. Otolorin).

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan.

(For the personal attention of Mr. F.A.O. Shoga).

The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

(For the personal attention of Mr. T.M. Aluko).

The Permanent Secretary and Chief
Planning Officer,
Ministry of Econ. Planning & Com. Dev.,
Ibadan.

(For the personal attention of Mr. P.T. Odumosu).

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

(For the Personal attention of Mr. J.O.I. Longe)

The Solicitor-General and Permanent
Secretary,
Ministry of Justice,
Ibadan.

(For the personal attention of Dr. F.A. Ajayi).



United Nations' Report on the Development
of Metropolitan Lagos.

I am directed to forward, for your comments, the attached draft,
being a first draft memorandum for submission to the Executive Council
on the above-named subject.

P.T.O.

90

- 2 -

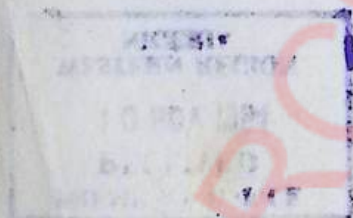
2. I shall be grateful if your reply can reach this
Ministry by the 16th of November, 1964.

Rede Ojo

for Permanent Secretary,
Ministry of Lands and Housing.



CONFIDENTIAL.



91

UNITED NATIONS' REPORT ON METROPOLITAN
LAGOS.

In response to a request to the United Nations by the Ministry of Lagos Affairs, a United Nations' team was appointed in 1962 to conduct a comprehensive study of the problems of the Metropolitan area of Lagos and to advise as to the best ways of carrying out and co-ordinating most effectively the multitude of development projects that were intended for the area. The team was to bear in mind that the metropolitan area consists not only of the Federal territory of Lagos but also of parts of the Western Region of Nigeria which are contiguous to it. It was anticipated that the team would make practical recommendations for the expansion of the city of Lagos as well as for the solution of its multifarious problems of slums, overcrowded housing, transport, rising land values and lack of community facilities and services.

The team which issued its report in April, 1963 listed the problems of the city of Lagos under the following headings:-

"Competition for land, long journeys to work, Traffic and Parking difficulties, shortage of housing, Lack of housing finance, Growth of Slums, Health hazards, Underdeveloped human resource, Community neglect, absence of metropolitan government."

THE PROPOSALS:

For the solution of these problems, it made the following proposals:-

1. The expansion of the city of Lagos should be channelled towards the north and along the lagoon as any other alternative would be too expensive to satisfy the most pressing need of land for low-income housing. This expansion should go beyond Agege by a distance of $2\frac{1}{2}$ miles.
2. New towns should be built within the Metropolitan area using existing villages as focal points for the growth of new urban settlements. The first with a population of 250,000, should be built within a radius of $1\frac{1}{2}$ miles of Agege Railway Station. This new town should, "in conjunction with the Ikeja Industrial Estate, become a new focus of trade, business and manufacture and a secondary central business district." Another town of 20,000 should be developed around the village of Iwaya, another 50,000 around the land earmarked for the Lagos University, a third of about 70,000 at Bariga East, and a fourth around Ogudu Creek for about 120,000 settlers.
3. High intensity market gardening and truck-farming should be developed along the western boundary of Metropolitan Lagos.
4. In order to ease the transport difficulties of Lagos, a "Master plan" to co-ordinate all transport systems in the metropolitan area should be undertaken. The master plan should include " a better Railroad Passenger Service between Apapa, Mushin and Agege, a new Monorail system for rapid transit from north Yaba through Lagos island to Obalende, the utilisation of lagoon and harbour for fast water bus services connecting the

University and the new settlements on the shore of the lagoon with strategic landing points on Lagos island and in Apapa. "A unified urban Transport Authority should be established for the whole of the Metropolitan area to synchronise the different services and safeguard the interests of the working population of Lagos."

5. For the purpose of easing the acute shortage of housing, an agency should be set up whose sole function would be the attainment of the annual housing target of 6,000 houses. The agency should, as its first and foremost task, "exercise compulsory acquisition powers to secure land for low-cost housing." The agency should next plan self-contained neighbourhoods and the construction of streets and planting of trees, the demarcation of plots, the provision of water, drains, electricity and underground sewerage."

The Nigerian Building Society should be helped financially by the Federal Government to be able to fulfil its role of granting loans to private persons to build houses. A "Roof Loan Scheme," whereby roofing materials are supplied to builders when the rest of the house is completed should be introduced.

6. The Lagos water supply should be extended and improved with a view to supplying the whole of the Metropolitan area through universal house connections. A comprehensive sewage disposal project should be taken in hand immediately and should be co-ordinated with the project for the renewal and extensions of the Lagos Water Supply system. A comprehensive re-design of the Lagos storm water drainage and the introduction of covered drains in all built-up sections of the city should be undertaken. A universal refuse collection and disposal system should also be organised.

7. An agency which should be a statutory undertaking should be set up to deal with those aspects of metropolitan administration that transcend regional boundaries e.g., planning the metropolitan area, water supply, sewage, refuse and storm water collection and disposal, acquisition, development and distribution of urban land for housing, industry, food production, transportation, health education, recreation and other social needs, control of land use, and ensuring that sufficient new houses are built to accommodate the growing population and to improve the housing conditions in the older parts of the capital. This agency should be known as the Metropolitan Development Agency. It should "consist of three full-time members appointed, for a term of 5 years, by the Prime Minister in consultation with the Premier of the Western Region. The members would be assisted by professionally qualified directors and staffs for the main activities of the Agency such as land use planning, water supply, Drainage and Waste removal and Housing. The Agency would assist the federal and regional Ministries concerned in the implementation of the policies agreed upon in the Economic

Development Programme, co-ordinate the activities of the statutory bodies such as the Nigerian Ports Authority, Nigerian Railway Corporation, Electricity Corporation of Nigeria, Western Nigeria Housing Corporation etc. and assist local authorities in the metropolitan area by executing major development projects on their behalf."

The existing political boundary between the capital and Western Nigeria will remain intact while the functions of the Metropolitan Development Agency, as has been stated, will transcend this boundary. The area of service of the agency should include all now developed areas within the urban complex of Lagos, Apapa, Mushin, Shomolu, Ikeja, Agege, all settlements from which people commute to Lagos, Apapa or Ikeja and all land within $2\frac{1}{2}$ miles from Agege Railway Station. The Metropolitan Development Agency will take over the properties, powers and responsibilities of the Lagos Executive Development Board while projects, properties and responsibilities of the Western Nigeria Housing Corporation and Town Planning Authorities within the Metropolitan District may also be transferred to it.

The Chairman of the Agency should "appoint and convene an Advisory Council consisting of the professional officers of ministries and departments of both governments concerned with metropolitan affairs, of professional officers of the Local Authorities within the metropolitan district, of representatives of Statutory Corporations and other important bodies whose advice, in the opinion of the Chairman, should be sought and whose activities should be co-ordinated with those of the Agency."

The agency shall establish four directorates, namely, a directorate of Land and Transport, a directorate of Housing, a Water Supply directorate and a Drainage and Waste Disposal directorate.

The Metropolitan Development Agency should be financed by grants from the Federal and the Regional Governments or by capital raised in form of loans.

While the necessary statute and its passage through the Federal and the Western Nigeria legislatures are being arranged an interim arrangement should be made whereby a Metropolitan Development Commissioner will be appointed whose function will be:-

- (a) Implementation of the recommendations of the United Nations Planning Team with the help of existing departments, statutory bodies and local authorities on both sides of the Federal boundary, and
- (b) Preparations for the establishment of a Lagos Metropolitan Development Agency, including the engagement of legal draftsmen for the drafting of the necessary statute, the feeding back of experience from (a) to the drafting team, and

the conduct of the negotiations needed to obtain consensus on the establishment of the new Agency.

8. Consideration should be given to the possible creation on the Western Region side of the boundary, a town council (on the pattern of the Lagos Town Council) or alternatively several large metropolitan boroughs, the United Nations' team having gained the impression that the existing four district councils in the Western Nigeria portion of the Metropolitan area were not designed for the difficult task of administering urban settlements which they now perform.

THE IMPLICATIONS OF THE PROPOSALS:

The implications of these proposals can be far reaching and a number of them are stated hereunder:-

1. It is to be noted that in the Western Region portion of the Metropolitan area there already exist four local government councils, namely, Mushin District Council, Ikeja District Council, Agege District Council and Ajeromi District Council and two planning and development agencies, namely, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority. The report seem to be undecided as to what would happen to these bodies in the event of the Metropolitan Agency being set up. see p. 113

2. It is to be noted also that the Western Nigeria Housing Corporation has carried out a lot of development and has considerable assets in the area, for example, the £1,000,000 Ikeja Industrial Estate. It has also proposals for the extension of this Estate and the establishment of the Ajeromi Industrial Estate. Since these areas of jurisdiction of the Western Nigeria Housing Corporation are to come within the proposed metropolitan area the money already expended and the assets already acquired are to pass away into the hands of the proposed Metropolitan Agency. This, no doubt, will be a colossal loss to the Western Region of Nigeria. ✓

3. Although the United Nations' Report suggests that the boundary between the Federal capital and Western Nigeria should remain intact, it is to be noted that there is no physical, except a political, boundary between the two areas and that the likelihood will be for this boundary to become blurred or disappear altogether when the proposed metropolitan development agency begins to function. In other words, Western Nigeria is likely to lose part of its territory to the Federal capital.

4. The proposed abolition of the Lagos Executive Development Board is bound to have the effect of increasing the powers and the area of jurisdiction of the Lagos City Council and with a not-too-clear boundary between the Federal capital and Western Nigeria, there will be the tendency for the Lagos City Council to expand its area of jurisdiction to the

...../r.

environs of Lagos, which means portions of land which at present belong to Western Nigeria. This is bound to affect very adversely the existing local government councils in those areas.

5. The recommendation that the Nigerian Building Society should be helped financially to be able to give loans to more people without recommending similar help to the Western Nigeria Housing Corporation in spite of the fact that the latter has given more loans to the members of the public than the former is suggestive of discrimination against this Western Nigeria agency.

6. The proposed Metropolitan Development Agency is to consist of three members to be appointed by the Prime Minister in consultation with the Premier of Western Nigeria. This means, in effect, that the members of the agency can be appointed exclusively by the Prime Minister although it is supposed to serve both the Federal capital and Western Nigeria. This mode of appointment of its members is bound to attach their loyalty to the Federal Government rather than to both the Federal Government and the Western Nigeria Government.

7. In recommending that the Lagos Executive Development Board should wind up and its affairs taken over by the Metropolitan Development Agency, the United Nations' Report stated that the Ikeja Town Planning Authority's and the Western Nigeria Housing Corporation's affairs in the Metropolitan district may be similarly wound up and transferred to the Metropolitan Development Agency. As has been stated earlier, the Western Nigeria Housing Corporation has carried out a lot of developments in the area and sunk a lot of money thereby acquiring considerable assets, the Ikeja Industrial Estate being one of them. This estate is just getting ripe to yield dividends. To have it and the other assets of the Corporation transferred at present is to deprive Western Nigeria of the revenue for which it had worked hard and now about to begin to earn.

RECOMMENDATIONS:

In view of the implications of the proposals made in the United Nations' Report as stated in the preceding paragraphs, the following recommendations are made:-

1. It is agreed, in principle, that there should be a co-ordinating agency for those services whose operations transcend the boundaries of the existing local authorities, e.g. transport, water supply, trunk roads, electricity, sewage disposal and so forth, but the membership of this co-ordinating body should be made up of representatives of the local government councils in the area to be covered by the agency, that is, the Mushin District Council, the Ikeja District Council, the Agege District Council, the Ajeromi District Council and the Lagos city Council, and the planning and development bodies in the area, that is, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority.

96

in the Western Nigeria portion of the metropolitan area and their counterpart in the Federal capital, namely, the Lagos Executive Development Board. The members should be appointed for a term of three years each with staggering terms of office. The agency will, of course, have its full-time staff of experts who will be responsible for its day to day activities.

2. The local government councils in the metropolitan area should be strengthened so that they may be able to cope with the increased responsibilities that would devolve upon them as a result of social and industrial expansion that will be taking place in the metropolitan area. The political boundary and the identity of each local council should remain intact while steps should be taken to ensure that the boundary between the Federal capital and Western Nigeria does not become obliterated.

These local government councils should carry out local government functions in their respective areas of jurisdiction while surrendering to the proposed co-ordinating agency the operation of those services enumerated in the preceding paragraph.

3. There is no objection to the name proposed for the co-ordinating agency, that is, the Metropolitan Development Agency.

4. The Metropolitan Development Agency should have ^{two} co-chairmen, one appointed by the Prime Minister and the other by the Premier of Western Nigeria.

5. While there is no objection to the metropolitan area developing to as far as $2\frac{1}{2}$ miles radius of the Agege Railway Station it is suggested that the metropolitan area should have a firm boundary beyond which it cannot expand. Without such a firm boundary there is no doubt that within the next few years it may expand as far as to Otta and beyond.

6. The proposal to abolish the Lagos Executive Development Board and transfer its affairs to the Metropolitan Development Agency may be modified by asking the Lagos City Council to create its own department of town planning and housing into which it should absorb the Lagos Executive Development Board. Local planning and the execution of such plans should be local activities. The Metropolitan Development Agency should confine, as has been recommended above, its activities to those services that operate beyond the local boundary of each local authority. For example, the Ikeja Town Planning Authority should be able to carry out local planning and development control in the Ikeja area while similar agencies should be able to carry out similar functions in the areas of jurisdiction of the other local authorities.

7. On the expansion of the Federal capital itself, consideration should be given not only to expansion towards the north and along the lagoon as recommended but also to drainage and the reclamation of swamps which has been the practice in Lagos for a very long time. This practice should continue while the development of the mainland settlements towards the west.

should also be given impetus. Although reclamation of swamp-land is a slow process it is bound to help considerably with solving the problem of land shortage in the Federal capital in the long run if it is well planned and well executed not necessarily by the use of expensive methods of reclamation like dredging the lagoon to fill the swamps but by cheaper methods like tipping, for example.

8. The proposal to build new towns within the metropolitan area, e.g. one with a population of 250,000 within a radius of $1\frac{1}{2}$ miles of Agege Railway Station etc. is a laudable one which should be encouraged, but the establishment of such of the towns that will situate in Western Nigeria should be left in the hands of Western Nigeria agencies, the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority.

9. The methods recommended for easing the shortage of housing in the Federal capital e.g., the "Roof Loan Scheme" should be adopted throughout the metropolitan area but this too should be executed by the agencies responsible for housing in each area.

10. The recommendations regarding the methods to be adopted by the proposed Metropolitan Development Agency to ease transport, water supply, sewage disposal, are all acceptable and should, in our opinion, remain the functions of the Metropolitan Development Agency which, of course, must be composed as had been stated in paragraph 1 above.

ARCHIVES

S. 197/98

// November, 1964.

D/O

Committee on the Development of
Metropolitan Lagos

I refer to a telephone conversation which you had with me yesterday morning on the above subject particularly in connection with the acceptance or otherwise of an invitation which you had received in your Ministry for representatives of this Region to attend meetings of two of the proposed Sub-Committees of the above Committee, namely, Sub-Committee A - Lands and Housing problems and Sub-Committee C, Water and Waste Disposal problem.

2. In conversation, you expressed the opinion that in view of the letter which you had earlier on sent to the Chairman and Co-ordinator, Special Committee on the Development of Metropolitan Lagos (ref. No. 161/93 of 17th October, 1964), the draft of which was cleared with this office amongst other Ministeries/Departments, it would not appear to you to be proper for us to agree to send representatives to any meetings of the proposed Sub-Committees; before refusing to accept the invitation and in order not to appear to be 'over-stepping' the mark, you wanted to get the concurrence of this office as well as that of some other Departments which had sent representatives to the first meeting of the Committee in Lagos; you also thought it sufficiently important that I should, as a matter of urgency, discuss this point with Chief Ejiwunmi.

3. I am now confirming what I mentioned in a subsequent telephone conversation with you yesterday that in view of your letter to which I have referred in paragraph 2 above, it is my view that you should not accept the invitation to attend the forthcoming meetings in Lagos until the views of the Government of the Region on the whole subject are known. I have discussed this point with Chief Ejiwunmi who is quite agreeable with my view. I understand from your Mr. Olajide that Dr. Otolorin, Ministry of Health, also does not think that we should accept the invitation to attend these meetings.

4. I have also mentioned to Chief Ejiwunmi that I have received from your office, the draft of an Executive Council Memorandum on the above subject and that I will be forwarding our comments on it to you within the next few days.

5. As I had stated in previous conversations with you, the Honourable the Premier as President of the Executive Council will be briefed on this subject before the final Memorandum is considered by Council.


A. B. A. Johnston

Mr. N. O. A. Akinyemi,
The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.

99

CONFIDENTIAL

C. 161/113.

10th November, 1964.

The Permanent Secretary,
Ministry of Lagos Affairs,
Special Duties Division,
Independence Building,
Lagos.

Inaugural Meetings of Sub-Committees 'A' & 'C'

I am directed to refer to the circular letters Nos. CLO605/Vol.III/449 and CLO605/Vol.III/452 dated 6th November, 1964 which were signed by Mr. M.D. Obianwu for the Chairman and Co-ordinator and to invite your attention to our letter No. C. 161/93 dated 17th October, 1964.

2. The decisions of the Western Nigeria Government are yet to be obtained on the proposals contained in the United Nations' Report on the development of Metropolitan Lagos. It is regretted, therefore, that until these decisions are obtained, no representatives of this Region will attend any further meetings on the subject.

3. I shall be grateful if the Chairman and Co-ordinator can be informed accordingly.

4. It will be appreciated if all future correspondence on this matter can, in the meantime, be directed to the Permanent Secretary, Ministry of Lands and Housing, Ibadan.

Sgt. R.A. Olajide,
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL.

Our Ref. No. C. 161/114
Ministry of Lands & Housing,
Ibadan: 11th Nov., 1964.

Copy to:-

The Secretary to the Premier ✓
and Executive Council,
Premier's Office,
Ibadan.



(For the personal attention of Mr. A.D.A. Johnston).

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

(For the personal attention of Chief J.M. Beckley).

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
Ibadan.

(For the personal attention of Dr. M.P. Otolorin).

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan,

(Attention: Mr. F.A.O. Shoga).

100
The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

(For the personal attention of Mr. T.M. Aluko).

The Permanent Secretary and Chief
Planning Officer,
Ministry of Econ. Plan. & Com. Dev.,
Ibadan.

(For the personal attention of Mr. P.T. Odumosu).

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

(For the personal attention of Mr. J.O.I. Longe).

The Solicitor-General and Permanent
Secretary,
Ministry of Justice,
Ibadan.

(For the personal attention of Dr. F.A. Ajayi).

For information and necessary action.

2. It has been decided, in consultation with the Secretary to the Premier and Executive Council, that no representatives of this Region will attend any future meeting on the subject of the development of Metropolitan Lagos until the views of the Government of the Region on the matter are known.

3. Any future invitation to meetings on the subject should, therefore, be ignored until further notice.


for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL.

13th November, 1964.

C. 161/120.

Dr. O.B. Alakija,
Chairman & Co-ordinator,
Special Duties Division,
Ministry of Lagos Affairs,
Lagos.

Dear Dr. Alakija,

Special Committee on the Development of
Metropolitan Lagos.

Thank you very much for your letter No. CLO605/Vol.III/446 of 5th November, 1964 and, in particular, for the copy of the letter from the Secretary to the Premier and Executive Council which you attached.

As had been stated in my letter to which your letter under reference is a reply, and I am sure you will agree with me, it is necessary for the interested Ministries to make a thorough study of the proposals contained in the United Nations' Report in order to be able to make well informed submissions to their respective Ministers and to the Government. Unfortunately, however, the number of copies of the Report that were available for distribution to these Ministries was inadequate with the result that we had had to produce here several more copies.

You will observe from paragraph 2 of the letter from the Secretary to the Premier and Executive Council that at the time the letter was written the interested Ministries had not had the opportunity to study the Report and consider its recommendations.

Every effort is now being made to put the proposals contained in the Report before the Government of this Region in order to know its attitude, in principle, to these proposals and to obtain its views and directives on them. It is when this has been done that representatives of this Region can properly participate in the deliberations of the Special Committee.

From the foregoing, I am sure you will understand our position and appreciate the fact that no harm is intended by the non-participation of this Region's representatives in the deliberations of the Sub-committees in the meantime. As soon as our Government's views on this Report are known, it is expected that we shall be able to resume participation.

Any inconvenience that the inability of our representatives to participate at present may cause you or the Committee is regretted.

Yours sincerely,

Sgd. N.O.A. AKINYEI,
Permanent Secretary,
Ministry of Lands and Housing.



102

CONFIDENTIAL

Our Ref. No. C. 161/122.
Ministry of Lands and Housing,
Ibadan. 14th November, 1964.

Copy to:-

The Secretary to the Premier
and Executive,
Premier's Office,
Ibadan.

103-104

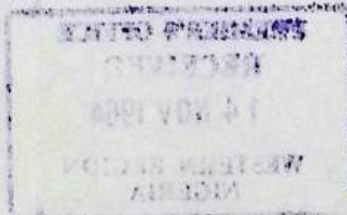
For information.

----- 2. Copies of Dr. Alakija's letter and its
attachment are forwarded herewith.

Rade Rajide
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL

ARCHIVES OF THE PRESIDENT



CL0605/Vol.III/44.6
Ref. No.

Special Duties
Division

5th November, 1964
Date

The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan,
Western Nigeria.

Special Committee on the Development of
Metropolitan Lagos.

I have to refer to your confidential letter No. C.161/93 of the 17th of October, 1964, and must express surprise at the various statements made in that letter.

2. In the first place, it is on record in this office that the visiting team that wrote the Report in question actually visited Western Nigeria and was conducted by representatives of the Western Nigeria Government around certain areas specifically mentioned in their Report such as Agege, Ikeja and the surrounding areas. In fact, it has been stressed by the writers of the Report that it is important to have the full co-operation of the Western Nigeria Government and this we here have done all along. It is therefore a matter of surprise to get your letter practically accusing us of excluding certain Ministries in your Government from participating in the study of the Report.

3. At the very first meeting of the Committee set up to study the recommendations, it was decided that your Region could bring along anybody it considered fit or necessary. Again, a close study of the Appendix to the Minutes of the 2nd Meeting which was the subject of your present letter will show that the various sub-committees proposed consist of a good proportion of representatives of Western Nigeria bearing in mind that subjects like Communications, Water supply, Electricity supply, Railway, to mention a few, are entirely Federal matters and if there would appear to be a predominance of Federal representatives, it is because these various services have to be taken into consideration.

4. Finally, it is intended that the sub-committees as such should mainly make recommendations on the type of organisation required for the matters suggested and it is after such recommendations have been made that the future of bodies like the Lagos City Council, Mushin and Agege District Councils etc., will be studied and the role they are to play be determined. I can see no harm in our continuing to study the Report as such.

5. May I draw your attention to a copy of the letter attached from the Secretary to the Premier of Western Nigeria who at the very start agreed to the composition of this meeting. It therefore surprises me to read from your letter that you are now again not in agreement. I should say as a last word that as the Chairman and Co-ordinator I give you full liberty to bring in anybody you like into the discussion so long you feel that that person will have valuable contributions to make.

Sgd. O. B. ALAKIJA
Chairman and Co-ordinator.

CONFIDENTIAL

(C O P Y)

PREMIER'S OFFICE
IBADAN. WESTERN NIGERIA

CONFIDENTIAL.

Our Ref. No. S.197/9.

8th June, 1964.

Dr. O.B. Alakija,
The Permanent Secretary,
Ministry of Lagos Affairs,
Administrative Division,
Lagos.

Dear Dr. Alakija,

With reference to your letter No. CLO605/II/349 of the 21st May, 1964, I am pleased to inform you that your proposal concerning the representation of the Western Region Government on the proposed Committee to be set up to study the United Nations Report on Metropolitan Lagos has been approved.

I should be grateful if you would now forward in advance of any meetings contemplated, as such information as you can for distribution to the representatives of the West Government, and to let me know roughly when the meetings of the Committee will be held.

Yours sincerely,

Sgd. T. O. EJIWUNMI
Secretary to the Premier
and Executive Council.

CONFIDENTIAL

MINISTRY OF LAGOS AFFAIRS

CL0605/III/458
Ref. No.

Special Duties
Division.

13th November, 1964
Date.

The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan,
Western Nigeria.

Inaugural Meetings of Sub-Committees 'A' & 'C'

I refer to your confidential letter No. C. 161/113 of the 10th of November, 1964, and presume that at the time it was written my letter No. CL0605/Vol.III/446 of the 5th of November, 1964, had not reached you. In view of the contents of that letter and the attachment to it, which is a copy of a letter from the Secretary to the Premier of Western Nigeria, I trust that it would be possible for you to revise your decision not to attend any of the meetings of the Sub-Committees.

2. I stress that you are at liberty to bring with you any representative you feel can be of any assistance to us in our deliberations. With regard to your paragraph 2, even the Federal Government itself has made no decisions on the proposals in the United Nations Report and has mainly accepted the Report in principle which your own government has also intimated by letter to this government and the various Committees and Sub-Committees now being set up are to study the Report more fully and then make recommendations to the Governments concerned for their consideration. It is at that stage, I trust, that it will be necessary for decision to be taken.

Sgd. O. B. ALAKIJA,
Chairman and Co-ordinator.

CONFIDENTIAL.

Ref. No. C. 161/126.
Ministry of Lands and Housing,
Ibadan: 19th November, 1964.

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan.

For information.

2. I do not propose to reply to this letter in view of my letter No. C. 161/120 of 13th November, 1964 which was endorsed to you.

101
PREMIER'S OFFICE
RECEIVED
19 NOV 1964
WESTERN REGION
NIGERIA

Rade Opejide
for Permanent Secretary
Ministry of Lands and Housing.

CONFIDENTIAL.

CONFIDENTIAL.



MINISTRY OF LANDS

AND HOUSING

IBADAN · WESTERN NIGERIA

Your Ref. No.....
Further communications on this
subject should be addressed to the
Permanent Secretary quoting

"RE M I N D E R"

Date... 5th December, 1964.

Our Ref. No. C. 161/134.

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan.

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
Ibadan.

The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

United Nations' Report on the Development
of Metropolitan Lagos.

P-89
I am directed to invite your attention to my
letter No. C. 161/101 of 9th November, 1964 to which
no reply has been received and to request you to be
kind enough to forward your comments now.



Rede Olayide
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL.

US
I have read some of the enclosed papers
herein. Ref para 6 of P-86, I shd. like us to discuss.

US
10/12/64

MINISTRY OF JUSTICE

IBADAN . WESTERN NIGERIA

"CONFIDENTIAL"Our Ref.No. G.252/48.

17th November, 1964.

The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.

United Nations' Report on the Development
of Metropolitan Lagos

I am directed to acknowledge receipt of your letters Nos. C.161/70 and C.161/96 of 15th and 26th October, 1964, respectively and to say that as the matter of the proposed establishment of a Metropolitan Development Agency for Lagos and certain parts of Western Nigeria adjacent thereto is just about to be submitted to the Executive Council, agreement to the proposal in principle as contained in your letter No. C.161/93 of 17th October, 1964, should not have been previously expressed in official correspondence with Lagos. The expression of such agreement in principle before the Executive Council has had an opportunity to consider the matter might amount to committing the Government of the Region in advance at a level where there is no constitutional authority so to do.

2. With reference to the Memorandum attached to your letter No. C.161/101 of 9th November, 1964, I am directed to say that the existing organs of the Government of Western Nigeria in the area included in the scheme provide and maintain the works and services in pursuance of authority conferred upon them by law. In order to enable the Metropolitan Development Agency to engage in such matters authority for so doing will have to be conferred upon it by law. Unless the powers of the organs of government operating in the area are revoked there will be a duplication of powers which may eventually lead to conflict between the Agency and the organs of government. If the instrument so provides a local government council may provide and maintain schemes for planned rural development and settlement; drains, sewage systems, public latrines and wash places; the removal and disposal of refuse and night soil; and public water supplies. Section 66 of the Local Government Law, Cap. 68. The scheme provides for the provision and maintenance of almost all the works and services which at the moment are being provided and maintained by the local government councils. What is more, the Agency will be empowered to enact regulations and ordinances governing the conduct of individuals and local government employees in matters which in the judgment of the Agency are essential for public safety and convenience as to land use, transportation, housing, water, sewage and drainage and to establish methods of enforcement including penalties and fines enforceable by law. Paragraph (j) of page 302 of the Report.

3. The boundaries between the Federal territory and Western Nigeria are clearly defined in the Constitution of the Federation. Alteration of the boundaries can be effected only in accordance with the provision of section 4 of the Constitution. In any case, it is not being suggested that part of Western Nigeria included in the scheme should be transferred to the Federal territory. The nature and extent of the powers which are to be conferred on the Agency are very wide. Administration of Western Nigeria or any part thereof is a matter for the Government of this Region and the Government may not do anything which may impede the exercise of that authority. If the Agency is given the powers the effect will be that the day to day provision of works and services in that part of Western Nigeria included in the scheme is being transferred by the Western Nigeria Government to an Agency whose main objective is the securing of benefit to the inhabitants of the Federal territory.

108

4. The Agency can exercise any of the powers mentioned in the Report only in pursuance of authority conferred by either the Federal Government or Western Nigeria Government. In so far as that part of Western Nigeria included in the scheme is concerned the Government of Western Nigeria is the only competent authority that can delegate powers to the Agency. Alternatively, the legislature of Western Nigeria may enact a law conferring authority upon Parliament to make laws for the purposes of the scheme. There are legal and constitutional objections to this, at any rate, from the point of view of the Government of this Region. If Parliament makes laws for the purpose of the scheme such laws may be amended or repealed without consultation with the Government of Western Nigeria. In case the Government of this Region does not wish to continue to participate in the scheme the authority conferred upon Parliament must be withdrawn in accordance with the provisions of section 72(2) of the Constitution of the Federation. The law enacted by the legislature of Western Nigeria conferring authority on Parliament must first of all be made to cease to have effect. Thereafter, any provision enacted by Parliament, to the extent to which it was made in pursuance of that authority will have effect as if it had been enacted by the legislature of Western Nigeria. The last step will be to repeal the provision. No doubt this is an elaborate procedure and may not be easy to accomplish in case it is necessary for the Government of Western Nigeria to take quick action in order to prevent the Agency from taking certain measures which the government considers to be detrimental to the interest of the Region.

5. The provisions of section 72 of the Constitution can only be invoked with respect to matters not included in the Legislative Lists. The legislature of a Region cannot therefore confer authority upon Parliament to make laws with respect to water-power which is item 27 of the Concurrent Legislative List in Part II of the Schedule to the Constitution of the Federation.

6. Even if the scheme is acceptable to the Government of Western Nigeria a native of Lagos who lives in that part of Western Nigeria included in the scheme will be subject to the laws of Western Nigeria as the boundaries between the Federal territory and Western Nigeria will remain unaltered. In particular, the Customary Courts Law, Cap. 31, will apply to such persons and it does not make any difference that there are no customary courts in Lagos - the place of their origin. A customary court has jurisdiction over all Nigerians. Section 17 of the Customary Courts, Law, Cap. 31. A citizen of Nigeria who lives in any part of Western Nigeria is subject to the jurisdiction of the customary courts even if where the person lives is a few yards from the Federal territory.

7. Finally, it is clear that the present proposals, if agreed to by this Region, would without in law altering the boundaries of Western Nigeria with Lagos result in point of fact in diminution of the authority of the Regional Legislature to legislate ordinarily for such part of Western Nigeria as may be included in the scheme and also in the exclusion from that area of the activities of the agencies of the Regional Government with respect to such matters as local government, the provision of social services and public utility, and the administration of justice. The practical result would in effect be an indirect amendment to the Constitution whereby what properly belongs solely to this Region under the Constitution would have been handed over to an agency over which the Region has no sole control.

(Sgd.) Y. O. Adio
Ag. Senior State Counsel,
for Solicitor-General.

CONFIDENTIAL

No. C.161/130.

Ministry of Lands and Housing,
Ibadah: 19th November, 1964.

The Secretary to the Premier and Executive Council,
Premier's Office,
IBADAN.

(For the personal attention of
Chief T.O. Ejiwunmi, C.O.N., I.S.O.)

p. 89 For information, with reference to my letter No. C.161/101 of
9th November, 1964.

2. Attention is drawn to paragraph 7 of the letter under endorsement.

3. As regards the views expressed in paragraph 1 of that letter, it would appear that the Senior State Counsel has misunderstood paragraph 6 of my letter No. C.161/93 of 17th October, 1964, addressed to the Chairman and Co-ordinator, Special Committee on the Development of Metropolitan Lagos. It is not the proposals contained in the report that were agreed to in principle but that there should be a co-ordinating agency for certain services whose operations extend beyond the boundaries of the two territories concerned.

N.O.A. Akinyemi

(N.O.A. AKINYEMI)
Permanent Secretary
Ministry of Lands and Housing.

CONFIDENTIAL

S. 197/110

CONFIDENTIAL

15 January, 1965

The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.

United Nations' Report on the Development
of Metropolitan Lagos

P.89
P.106

I am directed to refer to your letter No. C. 161/101 of 9th November, 1964, and to your reminder No. C.161/134 of 5th December, 1964, and to state that from the official point of view, the recommendations contained in the draft Executive Council memorandum forwarded under cover of your earlier letter referred to above, have the support of this office. As regards the recommendation No.6, I am to state that it is important to ensure that the interests of the local authorities in the Western Region area of the proposed "Metropolitan Lagos" will be adequately protected in the sense that their representations should be full and that there should be no danger that the composition of the Metropolitan Development Agency will make such interests otherwise than paramount.

2. It is observed that you have obtained the views of all interested Ministries/Departments and that the law officers have examined the constitutional as well as the legal implications of the United Nations' proposals but it is equally important to state that as far as this office is concerned, the proposal to establish a Metropolitan Development Agency has some political implications of which you are no less aware than this office. It is, of course, difficult to anticipate what the reaction of Government will be when a final memorandum is submitted to Council for consideration but once again, I should state that the Premier as President of the Executive Council will be briefed when the time for consideration of the proposal by Council is due.

PREMIER'S OFFICE
DESPATCHED
16 JAN 1964
WESTERN REGION
NIGERIA mmo

See P. 129

ASAT
A. B. A. Johnston
for Secretary to the Premier and
Executive Council

CONFIDENTIAL

U.S.
Above f-y. i pl. It might be
a wise thing to browse thro' this file
ASAT 15/11

MINISTRY OF WORKS AND TRANSPORT,
WESTERN NIGERIA,
IBADAN.

Our Ref.No. CT.1597/70.

C O N F I D E N T I A L

29 January, 1965.

The Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.

United Nations Report on the Development
Metropolitan Lagos

Further to my letter No.CT.1597/69 of 17th December, 1964, I have now had the opportunity of discussing your draft memorandum on the above subject with my Minister and I am now in a position to make the following observations:-

PROPOSALS:

In sub-paragraph 5 of paragraph 7 at p.3 you record "the Metropolitan Agency should be financed by grants from the Federal and the Regional Governments or by capital raised in form of loans". This gives the impression that the proposals envisage involving all the Regional Governments of the Federation and the Federal Government in the activities and control of the proposed Agency. I believe that in the proposals only the Federal Government and our own Western Nigeria Government will, in fact, be involved and for this reason I think the words 'Regional Governments' should be amended to read 'Regional Government'.

IMPLICATIONS:

It is noted that in your paragraph 2 at p.4 you consider that the passing into the hands of the proposed Metropolitan Agency the assets already acquired on the Ikeja Industrial Estate and the money already expended would be a colossal loss to the Western Nigeria Government. We take the view in this Ministry that the surrendering of existing assets to the proposed Metropolitan Agency should not be considered a loss to Western Nigeria as the ownership and control of the new Agency will still be vested in both the Western Nigeria Government and the Federal Government. We believe that what the memorandum should emphasize is the necessity for sufficient safeguards being written into the Constitution of the new Agency.

RECOMMENDATIONS:

Much thought has been given to your recommendation in paragraph one at page 5 that membership of the co-ordinating Body should be made up of representatives of the local government Councils in the area to be covered by the new Agency. It is feared that we are unable to support this recommendation for the following reasons. This recommendation runs completely counter to the spirit of the United Nations Report and in our

112

view does not take into consideration the fact that neither now nor in the foreseeable future can the Local Councils concerned command sufficient resources both financial and human to form a co-ordinating body which can carry out the highly complicated functions that would be required of the proposed Agency. Even elsewhere in the World where local authorities are a lot more developed than the councils now under consideration, experience has shown that when the problems of a metropolitan area reach the magnitude of those now besetting Lagos the local authorities themselves usually look for a solution through their state governments. Considering the fact, therefore, that the local governments in this area and indeed all over the country have not yet been developed to an extent where they can effectively plan and execute schemes that can in any way be called complex, it would be quite unrealistic to think that a representative body made up of councillors and perhaps some officials from the district councils and indeed from Lagos would effectively formulate and execute plans in a metropolitan Lagos, the problems of which are indeed very grave.

Again it is feared that your recommendation that the Lagos Executive Development Board be incorporated into the Lagos City Council as its Town Planning Department cannot be supported by this Ministry for the following reasons. It is the personal knowledge of the Controller of Works Services and a view shared in responsible quarters in Lagos that the moderate achievements of the Lagos Executive Development Board up to date have been possible only because the Board has been allowed to operate as a semi-government body without being exposed to the disadvantages of municipal politics which could have had serious adverse effect on its activities. Particularly was this so in the years before 1960 when the Board membership included a good number of professional men from government Ministries and corporations, and its decisions reflected their mature professional and impartial views.

It is not quite clear what you mean when you say that local planning and the execution of such plans should be local activities. If by this you mean that all plans for projects within the area of a local authority should be made and executed by that authority it is feared that we will not be able to support you. It is precisely because all concerned discovered that the local problems of each authority and the problems of each semi-government body operating in the metropolitan area were so much inter-woven with one another that they were not being effectively tackled. It was for this reason that the United Nations survey was commissioned with the result now before us in their recommendation that the best way to tackle the problems is the formation of a bigger body. If, however, by local planning you limit yourself to the planning of streets and little pockets of housing and interim development control etc., then we would support your suggestion. But then, beyond this local planning

113

there is the need for the much more important and complicated problem of planning for communications, metropolitan housing, water supplies, sewage - all those activities which transcend the various local authority area boundaries. It is these that require a metropolitan agency which in our view should in its composition and activities be responsible not to local authorities or indeed to a co-ordinating body composed of local authority representatives but to the Federal Government and the Western Nigeria Government.

Coming now to the proposed Metropolitan Development Agency itself it is noted that the proposals in the Report are a departure from the existing practice in this country in two important ways: the membership is small and does not consist predominantly of politicians. The opinion has been gaining ground for some time that it is both uneconomical and ineffective having on a statutory body large numbers of men whose background is hardly related to those subjects required for successfully carrying out the assignment entrusted to them. In the Tennessee Valley Authority in the United States there are only three members, one being an Engineer, another a lawyer and a third the details of whose qualifications are not immediately available to me. This is a line of thought that should commend itself to authorities in developing countries where prudence indicates that the few available qualified men should be used to the best advantage and not be deployed in an uneconomical manner. I believe that this line of thought is already taking root even here in Nigeria where in the youngest of our national corporations - the Kainji Dam Authority - there are only five members; 2 of these are professionally qualified Engineers with many years experience. A third is the Finance Officer of the Authority. A fourth is a top Civil Servant appointed by the Prime Minister while the fifth is I believe a politician also appointed by the Prime Minister. Against this background, therefore, we in this Ministry are in sympathy with the proposals that the Metropolitan Development Agency should be small in number and be composed predominantly of professionally qualified men. We would, however, modify the proposal in the Report to a membership of FIVE, three or four of whom should be professionally qualified in the professions required for successfully carrying out their assignment.

Finally we would like to comment on your suggestion which is supported here that consideration be given to the expansion of the Federal capital not only towards the north and along the lagoon but by the reclamation of swamps. It will always be necessary to continue land reclamation in Lagos if even it is in association with the expansion towards the north or the west. Hydraulic sand reclamation has been practised fairly extensively in Lagos in the last 15 years. This is quite effective but relatively expensive. It is feared, however, that your suggestion of the cheaper method of land reclamation by refuse tipping will hardly touch the problem

114

of making land available quickly enough for the rapidly ^{growing} ~~growing~~ population of Lagos. In the first place reclamation by refuse tipping is very slow indeed, a limitation being imposed by the quantity of refuse generated in the city. In the second place land that has been reclaimed by refuse is not suitable land for building on without the use of very expensive methods of building construction. Those areas of Lagos which have been refuse-reclaimed are known to be unsuitable for building on and are now being used either as open spaces or as areas for growing vegetables.

You are requested to amend your memorandum to reflect the observations of this Ministry. Should you find yourself unable to agree with any of these observations and suggestions perhaps you will discuss them with the Controller of Works Services before your memorandum goes to Council.

(Signature)

(T. M. Aluko)
Controller of Works Services
& Permanent Secretary,
Ministry of Works and Transport.

CT.1597/70A.

Ibadan. 28th January, 1965.

Copy to:

The Secretary to the Premier
and Executive Council,
Premier's Office,
IBADAN.

P. 56

Above for your information, please. With reference to a letter No. C.161/15 of the 18th of August, 1964, from the Permanent Secretary, Ministry of Lands and Housing.

(Signature)
(T. M. Aluko)
Controller of Works Services
and Permanent Secretary.



Re. 1572/65

(Signature)

28/1/65

see P. 116

C. 161/51.

23rd September, 1964.

The Chairman and Co-ordinator,
Special Committee on the Development
of Metropolitan Lagos,
Ministry of Lagos Affairs,
P. M. B. 12589,
Lagos.

(For the attention of Dr. O.B. Alakija)

Sir,

Special Committee on the Development of
Metropolitan Lagos.

I am directed to refer to your letter No. CLO605/Vol. III/431 dated 18th September, 1964, and to inform you that owing to the difficulty in producing sufficient number of copies of the United Nation's Report for study by all the affected Ministries, it has not been possible, as had been previously anticipated, to complete the study of it to enable representatives from this Region to be able to participate fully in the discussion of the report.

2. It is suggested, therefore, that the meeting proposed for 30th September be postponed for a month by which date it is hoped that representatives from this Region will have completed their study of the Report.

I am, Sir,
Your obedient servant,

(Sgd) R. A. Olajide,
for Permanent Secretary,
Ministry of Lands and Housing.

Ref. No. C. 161/52.
Ministry of Lands & Housing,
Ibadan: 24th Sept., 1964.

Copy to:-

The Secretary to the Premier and
Executive Council,
Premier's Office,
Ibadan. (For the attention of Mr. A.B.A. Johnston)

The Permanent Secretary and
Controller of Works Services,
Ministry of Works & Transport,
Ibadan. (For the attention of Mr. T.M. Aluko)

The Permanent Secretary,
Ministry of Health,
Ibadan. (For the attention of Dr. M.P. Otolorin)

For information, please.



R. A. Olajide
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL

Our Ref. No. C. 161/170.
Ministry of Lands & Housing,
P. M. B. 5146,
Secretariat,
Ibadan.

12th February, 1965.

The Controller of Works Services and
Permanent Secretary,
Ministry of Works & Transport,
Ibadan.

United Nations Report on the Development of
Metropolitan Lagos

Thank you for your letter No. CT. 1597/70 of 28th January, 1965 which conveyed your observations upon the draft Executive Council Memorandum on the above subject. Since several of the points which you raised in your letter seem to indicate that some further clarification of some of the recommendations in the Memo is called for, I should like to reply to your letter by dealing with the points raised one by one.

2. You will observe that the draft Executive Council Memo is divided into three sections entitled, respectively, Proposals, Implications and Recommendations. The first section merely sets out the main recommendations of the United Nations team. Thus the suggestion that the Agency should depend upon grants from the Federal or the Regional Governments or upon capital raised in form of loans is that of the United Nations team and not mine. It is contained in paragraph 11.29, at page 304 under the heading, "The Finances of the Agency" in the United Nations Report. Any impression that this suggestion may give can therefore only be attributed to the authors of the Report. It seems obvious, however, that since the proposed Metropolitan area lies within the territories of the Federal and the Western Nigeria Governments, the authors of the Report must have had in mind these two Governments.

3. In paragraph 3 of your letter you expressed the view that the surrendering of the assets of the Western Nigeria Housing Corporation to the proposed Metropolitan Development Agency would not mean a loss to Western Nigeria since the ownership and control of the new agency would be vested in both the Western Nigeria Government and the Federal Government. We contend that this will be a loss because the surrendering of these assets as envisaged would mean surrendering what at present solely and exclusively belong to the Western Nigeria Government to a dual ownership by the Federal Government and the Western Nigeria Government and yet a third party the Metropolitan Development Agency.

There is thus no doubt that these assets will cease to be the exclusive property of the Western Nigeria Government and whatever financial profits that may accrue from them will also not belong to the Western Nigeria Government alone as would have been the case if the assets were not transferred to the proposed Metropolitan Development Agency. At present the Ibeja Industrial Estate is the leading one of its kind in Nigeria. It goes without saying that a lot of money has been sunk in the project in anticipation of the revenue it would yield to the Region. To expect the Government to surrender such an estate as well as others of its kind planned for the area, e.g. the Ajeromi Industrial Estate, to an agency over which it will have no sole control is to expect the Government to give up one of its important potential sources of revenue and to surrender for ever an achievement of which it can justifiably be proud and from which it would have derived perpetual prestige and satisfaction.

4. You did not support our proposal for the membership of the co-ordinating body to provide those services that transcend the boundaries of the existing local authorities on the ground that the local councils cannot now or in the foreseeable future "command sufficient resources both financial and human to form a co-ordinating body which can carry out the highly complicated functions that would be required of the proposed agency." Our contention here is that our recommendation is a better alternative to that of super-imposing an entirely new body upon this area where considerable work has been done and services provided all along by these same bodies which we now recommend to form the co-ordinating agency. To form an agency consisting of these bodies, in our view, certainly fits in with the present organisation and practice. On the question of resources, I should like to point out that even the Metropolitan Development Agency proposed in the United Nations Report cannot command human and financial resources unless the power to do so is conferred upon it by law. In the same way, the co-ordinating body which we propose can only have such resources if the power to do so is conferred upon it by law and it is to be expected that once it is decided to set up a co-ordinating body of either description steps will be taken to give it such power by law. I should like to add that the body we propose will have its own identity apart from those of its component parts and that its resources will not depend upon those of these component parts.

5. As has been stated in the draft Memo, the co-ordinating body that we recommend will have a body of officials and experts of its own who will not only advise it on the technical

aspects of its functions but will also execute the schemes agreed upon by it. This means that, contrary to your view, the formulation of schemes and the execution of such schemes are not to be carried out solely by councillors. As you have noticed it is our proposal that the co-ordinating agency should be made up mainly of the accredited representatives of the people of the area to be affected by its schemes. It is in this way, in our view, that the interests of the inhabitants of the area can be best served and the likelihood of the body being accused of executing schemes which are to the detriment of the area or part of it will be remote. An agency which consists only of experts, as you seem to recommend, is most likely to be out of touch with local sentiments and local desires and may consequently be in constant conflict with the inhabitants over its schemes.

6. Further, on the question of the composition of the proposed co-ordinating agency it is necessary to state that our recommendation is in keeping with what obtains in several civilised parts of the world which have Constitutions that are similar to our own. An example is the Metropolitan Toronto Council in Toronto, Province of Ontario, Canada. This Metropolitan Council is made up of the city of Toronto and twelve Municipalities adjoining Toronto. It is this Metropolitan Council that is responsible for providing the services which transcend the boundaries of the various local authorities.

7. Our recommendation that rather than wind up the Lagos Executive Development Board the Lagos City Council should be asked to create its own department of Town Planning and Housing into which it should absorb the Lagos Executive Development Board is in consonance with our recommendation that local planning and the execution of such plans should be local activities. It is to be noted that we do not support the winding up of the affairs of the Western Nigeria Housing Corporation nor that of the Ikeja Town Planning Authority because we believe that they have an important role to play in planning and the execution of such plans in their areas of jurisdiction. In the same way, we believe that the Lagos Executive Development Board has such a role to play in the Federal capital. If, however, it is considered more useful that the Lagos Executive Development Board should continue to maintain its separate existence apart from the Lagos City Council we will have no objection to this, our contention being that it should continue to exist to carry out local planning and the execution of such plans in the Federal capital.

8. In our recommendations we did emphasize that the co-ordinating body should concern itself only with those services that

transcend the boundaries of each local council. Such services were also clearly defined. They were not what we included in local planning as you seem to think. Local planning and local services obviously refer to planning and services that operate within the areas of each local authority.

9. We note that you agree with our recommendation that for the expansion of the Federal capital, consideration should be given not only to expansion towards the north and along the lagoon but also to drainage and the reclamation of swamps but disagree with our suggestion of a cheap method of reclamation, the tipping method. You will observe that our suggestion was that cheaper methods than dredging the lagoon to fill the swamps be employed and we only named tipping as one of such methods and not the sole one. By naming only one of the cheap methods, we left the room open for other suggestions. While you disagreed with our suggestions, and at the same time stated that hydraulic sand reclamation was relatively expensive, we would have expected that you would proffer other suggestions as alternatives or additions to our own.

10. It is hoped that in view of the explanations contained in the preceding paragraphs the reasons for our recommendations have been made clearer. Bearing this in mind, we do not intend to amend our memorandum to reflect the observations of your Ministry. If, however, you feel strongly about any matter in the memorandum I would suggest that you brief the Honourable Minister well on those points so that he might raise them when the matter is taken at Executive Council.

(N.O.A. AKINYEMI)
Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL

CONFIDENTIAL

Our Ref. No. C. 161/174.
Ministry of Lands & Housing,
P. M. B. 5146,
Secretariat,
Ibadan.
12th February, 1965.

Copy to:-

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan..

The Permanent Secretary,
Ministry of Local Government
Ibadan.

The Permanent Secretary & Controller
of Medical Services,
Ministry of Health,
Ibadan.

The Permanent Secretary and Controller
of Agricultural Services,
Min. of Agric. & N. Resources,
Ibadan.

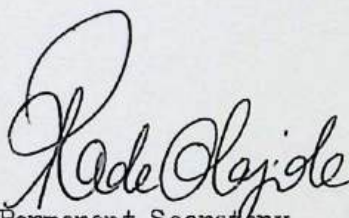
The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

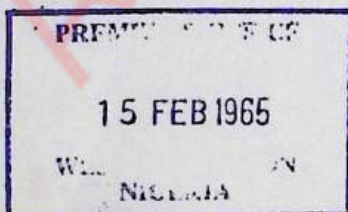
The Permanent Secretary and Chief
Planning Officer,
Min. of Econ. Plan. & C&M. Dev.,
Ibadan.

The Permanent Secretary,
Ministry of Labour and Social Welfare,
Ibadan.

The Solicitor-General and Permanent
Secretary,
Ministry of Justice,
Ibadan.

For information.


for Permanent Secretary,
Ministry of Lands and Housing.



CONFIDENTIAL

CONFIDENTIAL

Our Ref. No. C. 161/181.
Ministry of Lands & Housing,
Ibadan: 20th Feb., 1965.

Copy to:-

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan.

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

The Permanent Secretary & Controller
of Medical Services,
Ministry of Health,
Ibadan.

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & N. Resources,
Ibadan.

The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

The Permanent Secretary and Chief
Planning Officer,
Ministry of Econ. Plan. & Com. Dev.,
Ibadan.

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

The Solicitor-General and Permanent
Secretary,
Ministry of Justice,
Ibadan.

P.123

Overleaf for information. A copy of my letter
reference No. C. 161/177 of 15th February, 1965 is
attached.



Rede Olayinde
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL.

122

CONFIDENTIAL

MINISTRY OF LANDS AND HOUSING
IBADAN, WESTERN NIGERIA

Our Ref. No. C. 161/180.

20th Feb., 1965.

Dear Sir,

Special Committee on the Development of
Metropolitan Lagos

With reference to your Circular letter No. CLO605/Vol. III/489 of 15th February, 1965, I am directed to refer to my letter No. C. 161/177 of 15th February, 1965 and to inform you that it will not be possible for any representatives of this Region to attend the meeting until the matter has been cleared with our Government.

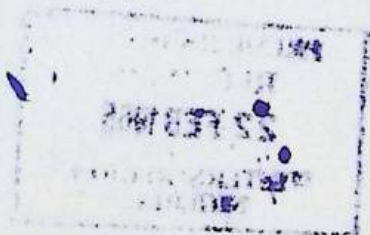
I am, Sir,
Your obedient servant,

Sgd. R.A. Olajide,
for Permanent Secretary,
Ministry of Lands and Housing.

Dr. O.B. Alakija,
Chairman and Co-ordinator,
Special Duties Division,
Ministry of Lagos Affairs,
Lagos, Nigeria.

CONFIDENTIAL

ARCHIVES



123
(Coo p y)

CONFIDENTIAL

C. 161/177.

15th February, 1965.

Sir,

United Nations Report on Metropolitan
Lagos.

I am directed to refer to your letter No. GLO605/Vol. III of 10th February, 1965 and to inform you that 60 copies of the above-named Report will be required.

2. In view of the fact that the Report is at present being processed for the information of the Executive Council these copies are urgently required.

3. I shall be grateful, therefore, if you will let me know as soon as they are ready for collection so that I may send someone to collect them.

I am, Sir,
Your obedient servant,

Sgd. R.A. Olajide,
for Permanent Secretary,
Ministry of Lands and Housing.

Dr. O.B. Alakija,
Officer on Special Duties,
Ministry of Lagos Affairs,
Special Duties Division,
Lagos.

CONFIDENTIAL



MINISTRY OF LANDS AND HOUSING

IBADAN · WESTERN NIGERIA

Your Ref. No.....
Further communications on this
subject should be addressed to the
Permanent Secretary quoting

Our Ref. No. C. 161/193......

Date. 5th April, 1965......

The Secretary to the Premier
and Executive Council,
Premier's Office,
Ibadan.

Metropolitan Lagos.

PP. 126-128
..... I am directed to forward a copy of the
notes of the meeting which I held with Mr. S.O.
Fadahunsi, Chief Executive Officer, Lagos
Executive Development Board, Lagos in my office
on March 23rd, 1965.



Padeclajide
for Permanent Secretary
Ministry of Lands and Housing

CONFIDENTIAL

[Handwritten signature]
5/4/65

NOTES OF A MEETING HELD BETWEEN THE PERMANENT
SECRETARY, MINISTRY OF LANDS AND HOUSING, MR.
N.O.A. AKINYEMI AND THE CHIEF EXECUTIVE OFFICER
OF THE LAGOS EXECUTIVE DEVELOPMENT BOARD, MR. S.
O. FADAHUNSI ON MARCH 23RD, 1965

PRESENT:-

N.O.A. Akinyemi, Esq., Permanent Secretary, Ministry
of Lands & Housing, Ibadan.

S.O. Fadahunsi, Esq., Chief Executive Officer, Lagos
Executive Development Board.

IN ATTENDANCE: R.A. Olajide, Esq., Assistant Secretary,
Ministry of Lands and
Housing.

The meeting commenced at 10 a.m.

METROPOLITAN LAGOS:

Mr. Fadahunsi asked that the Western Nigeria delegates should please resume their attendance at the meetings of the Special Committee on the Development of Metropolitan Lagos. Mr. Akinyemi replied that as civil servants, delegates had to know the reaction of the Government to the proposals in the United Nations Report before they could properly participate in the Committee's deliberations. There had been some delay in obtaining the comments of all the interested Ministries on the Report and the present position was that a memorandum on it was being prepared for submission to the Executive Council.

Speaking next, Mr. Fadahunsi said that what was important to decide was the form that the provision of services in the Metropolitan area would take, either these services would as at present, maintain their separate existence or they would all be unified under one authority.

Mr. Akinyemi replied that the official attitude in this Region was that while agreeing that there should be a coordinating agency for those services that transcend the boundaries of each local authority, this coordinating agency should be made up of representatives of the local councils and of the planning and development agencies in the area, that is, the people who would be directly affected by the activities of the agency should be directly represented on it. Care should be taken so that the creation of the agency should be regarded by the uninformed as the extension of the Lagos boundary. The day to day activities of the agency would, of course, rest on officials who would be experts in their respective fields. It was his opinion that a Federal Ministry should handle the affairs of the agency, e.g. the Ministry of Lagos Affairs, which should have a Town Planning Division. Regarding the suggestion made sometime ago by Mr. Fadahunsi that committees should be formed

129

to study the different aspects of the proposals made in the United Nations Report, Mr. Akinyemi thought that what was necessary at this stage was to decide whether the machinery recommended by the United Nations team was acceptable or not before setting up committees to study the various proposals.

Replying, Mr. Fadahunsi said that the purpose of setting up the committees was to make it possible for the various proposals to be thoroughly examined so that well-informed recommendations could be made to the Special Committee. Speaking about the various services that the proposed Metropolitan Development Agency was supposed to provide, he said that it was his opinion that certain of these services would eventually have to be provided as separate entities. He knew, however, that it was essential that the various utilities should be co-ordinated. Mr. Akinyemi said that among things to be taken into consideration when deciding on the proposed agency was the fact that in the Western Region portion of the Metropolitan area, unlike in the Federal portion, rates were not being paid by property owners.

In answer to a question from Mr. Akinyemi, Mr. Fadahunsi described how the Lagos Executive Development Board carried out its building programmes. He said that what the Board did was to borrow money from the banks with which to develop a piece of land, that is, provide it with roads, water and light. When the land had been thus developed, it was sold at the rate of £750 per plot of 50ft by 100 ft.

Concluding this aspect of the discussion, Mr. Akinyemi requested Mr. Fadahunsi to please speak to Dr. Alakija on the line of their discussion that morning. Replying, Mr. Fadahunsi said he would discuss all the matters touched that morning with Dr. Alakija. He would also discuss his own suggestion of forming an agency for each utility and he would arrange to come back again for further discussion.

Lagos Executive Development Board's
REQUEST FOR LAND IN IBEJA AREA:

Mr. Fadahunsi informed Mr. Akinyemi of the plan of the Lagos Executive Development Board to build low-and medium-cost houses for workers and stated that the Federal Government itself had promised, during the Morgan Commission negotiations with the Joint Action Committee, that it would build such houses for workers. The Joint Action Committee would shortly be meeting and this same matter would be discussed at that meeting. Continuing, Mr. Fadahunsi said that the Lagos Executive Development Board wished to ask the Western Nigeria Government for

land near Lagos which it would develop for building low-and medium-cost houses for the workers. The place the Lagos Executive Development Board had in mind was the area south of Itire. Mr. Akinyemi suggested to Mr. Fadahunsi to get a map of the area concerned and indicate the portion that the Lagos Executive Development Board wanted. It would be after this that it could be ascertained whether Regional Government already had its own plan for the area or not and consequently whether it could be released to the Lagos Executive Development Board or not. At this stage, Mr. Akinyemi asked Chief S.O. Oyediran, the Principal Land Officer and Mr. W. Gascoyne, Surveyor-General, to bring forward the maps showing the master plan for the area and the different zones into which it had been divided. After studying the maps Mr. Fadahunsi said that if the Regional Government agreed to make available the land required by the Lagos Executive Development Board, the latter would follow the master plan already drawn up for the area. Mr. Fadahunsi was supplied with a small copy of the master plan for the area and he was advised to hold further consultations on the matter with Mr. G.B. Jinadu, Chief Executive Officer of the Ikeja Town Planning Authority before submitting the Board's application to the Regional Government for land.

ASSOCIATION OF HOUSING CORPORATIONS OF NIGERIA:

Mr. Fadahunsi wanted to know the reaction of the Ministry to the proposed Association of Housing Corporations of Nigeria. Replying, Mr. Akinyemi said that the Ministry had no objection to the formation of this Association but Government's approval must be obtained before the Western Nigeria Housing Corporation could be associated with it. For this purpose, the matter had been referred to the Government for formal approval. He would advise Mr. Fadahunsi to do likewise in Lagos so that the Federal Government's blessing on the proposed Association could be obtained. Mr. Fadahunsi promised to do so.

The meeting ended at 10.45 a.m.

CONFIDENTIAL

Our Ref. No. C. 161/198
Ministry of Lands & Housing,
Western Nigeria,
Ibadan.
22nd April, 1965.

The Secretary to the Premier
and Executive Council, ✓
Premier's Office,
Ibadan.

The Permanent Secretary,
Ministry of Local Government,
Ibadan.

The Permanent Secretary and Controller
of Medical Services,
Ministry of Health,
Ibadan.

The Permanent Secretary and Controller
of Agricultural Services,
Ministry of Agric. & Nat. Resources,
Ibadan.

The Permanent Secretary and Controller
of Works Services,
Ministry of Works & Transport,
Ibadan.

The Permanent Secretary and Chief
Planning Officer,
Ministry of Econ. Planning & Com. Dev.,
Ibadan.

The Permanent Secretary,
Ministry of Labour & Social Welfare,
Ibadan.

The Solicitor-General and Permanent
Secretary,
Ministry of Justice,
Ibadan.

United Nations' Report on the Development
of Metropolitan Lagos.

I am directed to refer to your letter No. S. 197/110 of
15th January, 1965
and to forward for clearance the attached draft Executive Council
memorandum on the above-named subject.

2. It will be appreciated if you will please expedite action
on the memorandum as Lagos has been pressing for the resumption of
participation by officials from this Region in the deliberations of
the Special Committee on the Development of Metropolitan Lagos.



See p. 144
for Permanent Secretary,
Ministry of Lands and Housing.

CONFIDENTIAL

HS
Akin J. was
dealing with this -
Can you take it in?
WJ
20/4

130

S E C R E T

THIS DOCUMENT IS THE PROPERTY OF THE
EXECUTIVE COUNCIL OF WESTERN NIGERIA

E.C.

COPY NO:

April, 1965.

EXECUTIVE COUNCIL: WESTERN NIGERIA

METROPOLITAN LAGOS

Memorandum by the Minister of Lands and Housing.

1. In 1962, at the request of the Ministry of Lagos Affairs, a United Nations team of experts was appointed to "conduct a comprehensive study of the problems of the Metropolitan area of Lagos and to advise as to the best ways of carrying out and co-ordinating most effectively the many development projects that were intended for the area."

2. In April, 1963 the team issued its report in which it made a number of proposals for the solution of the problems in the Metropolitan area. The problems were listed as "competition for land, long journeys to work, traffic and parking difficulties, shortage of housing, lack of housing finance, growth of slums, health hazards, underdeveloped human resource, community neglect, absence of metropolitan government."

3. The proposals which are set out in greater detail in Annexure I to this memorandum include recommendations for the following:-

- (a) The setting up of a statutory agency to be named the Metropolitan Development Agency and vested with powers to deal with those aspects of Metropolitan Administration that transcend regional boundaries.
- (b) Expansion of the city of Lagos.
- (c) Construction of new towns in the Metropolitan area.
- (d) A "Master Plan" to co-ordinate all transport systems in the Metropolitan area.
- (e) The setting up of an agency for the construction of houses aiming at an annual target of 6,000 houses.
- (f) The expansion and improvement of the Lagos water supply and the establishment of a comprehensive sewage disposal system.

4. For the purpose of deliberating upon these proposals a body known as the "Special Committee on the Development of Metropolitan Lagos" was set up in Lagos in 1964. To this

Committee were invited officials of interested Ministries in this Region. After attending the first meeting these officials felt unable to continue to participate at the deliberations until the proposals had been cleared with the Regional Government.

5. Since this inaugural meeting of the Special Committee, copies of the Report have been made available to all the interested Ministries who have studied and commented upon it. The gist of their comments which are set out in greater detail side by side with the United Nations team's proposals in Annexure I is:-

- (a) that rather than a statutory agency what is required in the Metropolitan area is a co-ordinating machinery which should be consultative and advisory in nature in respect of those services that transcend the boundaries of each local government;
- (b) that this coordinating machinery should be composed of representatives of all the local government councils as well as all the planning and development bodies in the Metropolitan area, namely, the Mushin District Council, the Ikeja District Council, the Agege District Council, the Ajeromi District Council, the Lagos City Council, the **Ikeja Town Planning Authority**, the Western Nigeria Housing Corporation and the Lagos Executive Development Board.

6. The Legal implications of the proposals made in the Report have been examined by the Solicitor-General and the gist of his advice is that if they are adopted, the result will be an indirect amendment to the Nigerian Constitution whereby the Western Nigeria Government will transfer its lawful and proper responsibility to provide works and services and generally administer that portion of Western Nigeria that would be included in the Scheme to an agency whose sole aim is the securing of benefit to the inhabitants of the Federal territory and over which it will have no sole control. In effect, as I understand the Solicitor-General's advice, the establishment of this proposed agency will mean the virtual excision of a part of the territory of Western Nigeria. The full comments of the Solicitor-General are attached as Annexure II.

7. Having regard to the comments of the interested Ministries and the legal implications of the proposals, it is now proposed that official representatives from this Region should resume participation at the deliberations of the Special Committee and forcefully press the views of the Regional Government on the United Nations team's proposals.

8. Since enough copies of the Report are not available for distribution to members of Council and since there is pressure to dispose of the matter expeditiously, a summary of the Report together with our comments on the main proposals have been prepared and attached as Annexure I.

9. Council is invited to approve:-

- a/for after examining & endorsing*
(examining)
- (a) the recommendations in paragraph 5(a) and (b) above ~~and endorse~~ the official views as expressed in Annexure I;
 - (b) that officials of this Region should resume participation in the deliberations of the Special Committee on the Development of Metropolitan Lagos;
 - (c) that these officials should press forcefully these recommendations and the views expressed in Annexure I at the meetings of the Special Committee on the Development of Metropolitan Lagos.

Minister of Lands and Housing.

Ministry of Lands & Housing,
Western Nigeria,
Ibadan.

April, 1965.

(C. 161).

SECRET

SUMMARY OF THE PROPOSALS IN THE UNITED NATIONS
REPORT ON METROPOLITAN LAGOS AND THE COMMENTS
OF INTERESTED MINISTRIES THEREON

<u>UNITED NATIONS EXPERTS' PROPOSALS</u>	<u>REGIONAL OFFICIALS' COMMENTS</u>
<u>1. ESTABLISHMENT OF A METROPOLITAN DEVELOPMENT AGENCY</u>	
The United Nations team recommends the establishment of an Agency which should be a statutory undertaking to deal with those aspects of Metropolitan administration that transcend Regional boundaries, e.g. transport, water supply trunk roads, electricity, sewage disposal and so forth.	It is the view of the interested Ministries that what is required in the Metropolitan area is a co-ordinating machinery, rather than a statutory agency, which should be consultative and advisory in nature. At the moment the works and services which the Metropolitan Development agency is supposed to provide are being provided by the agencies of the Federal Government in the Federal territory and of the Western Nigeria Government in the Western Region portion of the Metropolitan area. What is necessary therefore, is not a body to take over from these agencies the functions that have been conferred upon them by law, but a body that can be referred to by the different agencies for consultation and advice regarding those services that they wish to introduce which may require the co-operation or participation of more than one agency or the goodwill of the local communities.
<u>2. COMPOSITION OF THE METROPOLITAN DEVELOPMENT AGENCY</u>	
The United Nations team recommends that the proposed Metropolitan Development Agency should "consist of three full-time members appointed for a term of five years by the Prime Minister in consultation with the Premier of the Western Region. The members would be assisted by professionally qualified directors and staffs for the main activities of the agency such as land	The officials' view is that the alternative body that they propose above should be composed of representatives of the local government councils as well as those of the planning and development bodies in the Metropolitan area, namely, Mushin District Council, Ikeja District Council, Agege District Council and Ajeromi District Council, the Lagos

UNITED NATIONS EXPERTS' PROPOSALS

REGIONAL OFFICIALS' COMMENTS

the planning, water supply, drainage and waste removal and housing.

City Council, the Ikeja Town Planning Authority, the Western Nigeria Housing Corporation and the Lagos Executive Development Board.

These representatives should be appointed for a term of three years each with staggering terms of office. In nominating members to serve on the body, it is our recommendation that only enlightened persons who are not active politicians should be so nominated. This is because it is only such persons that can readily understand and appreciate the heavy responsibilities that would devolve on them as well as carry out their duties in an atmosphere not dominated solely by political considerations.

3. AREA OF SERVICE OF THE AGENCY

The area of service of the agency as proposed by the United Nations team is to include all now developed areas within the urban complex of Lagos, Apapa, Mushin, Shomolu, Ikeja, Agege, all settlement from which people commute to Lagos, Apapa or Ikeja and all land within 2½ miles from Agege Railway Station.

There is no objection to these areas being included within the Metropolitan area of Lagos provided that there is a clearly defined limit beyond which the Metropolitan area cannot expand. Although the boundary between the Federal territory and Western Nigeria is clearly defined in the Constitution and this boundary cannot be changed unless by an amendment of the Constitution, every effort should be made to see that the creation of the Metropolitan area is not misunderstood and misinterpreted by the uninformed as the extension of the boundary of Lagos.

4. POWERS OF THE METROPOLITAN DEVELOPMENT AGENCY

The United Nations team recommends extensive powers for the proposed Metropolitan Development Agency. These include, among others, powers to provide and administer works and services in the Metropolitan area, to acquire land and dispose of property of all types, to enact regulations and ordinances

The powers which are recommended by the United Nations team to be conferred upon the proposed Metropolitan Development Agency in our view are extremely wide. It would virtually be another Regional Government in the Metropolitan area. There can be no doubt also that the result of the establishment of this agency would be

UNITED NATIONS EXPERTS' PROPOSALS

REGIONAL OFFICIALS' COMMENTS

governing the conduct of the inhabitants of the Metropolitan area and so forth. The Metropolitan Development Agency is also recommended to take over the properties, powers and responsibilities of the Lagos Executive Development Board while projects, properties and responsibilities of the Western Nigeria Housing Corporation and Town Planning Authorities within the Metropolitan District may also be transferred to it.

the rendering of the local government councils in the area virtually impotent. According to the advice of the Solicitor-General, the power of the Government of this Region to legislate for the Western Region portion of the Metropolitan area would be greatly diminished.

It should be recalled also that the Western Nigeria Housing Corporation has carried out a lot of development and has considerable assets in the area, for example, the one million Ikeja Industrial Estate. It also has proposals for the extension of this Estate and the establishment of another at Ajeromi. The transfer of these assets to the Metropolitan Development Agency, an agency over which the Western Nigeria Government will not have the sole control, will be a colossal loss to Western Nigeria. It is recommended, therefore, that the works and services being provided in the Metropolitan area should continue to be so provided by the agencies of the two Governments as is at present the case and that in order to avoid dissipation of energy, resources and man-power there must be consultation among these agencies to ensure the coordination of their plans. It is the officials' view that the consultative body which has been suggested above will admirably serve this purpose. In addition, it will serve another purpose, that of being the vehicle through which the local inhabitants could be acquainted with the developments in the area. Such a body, as is here proposed will not be vested with any statutory powers and will not take over the powers and duties of any existing agency of the Federal or the Regional Government.

UNITED NATIONS EXPERTS' PROPOSALS

REGIONAL OFFICIALS' COMMENTS

5. ESTABLISHMENT OF NEW TOWNS

The United Nations team recommends the building within the Metropolitan area of new towns, using existing villages as focal points for the growth of new urban settlements. The team recommends that the first with a population of 250,000 should be built within a radius of $1\frac{1}{2}$ miles of Agege railway station. This new town should, "in conjunction with the Ikeja Industrial Estate, become a new focus of trade, business and manufacture and a secondary central business district". Another town of 20,000 should be developed around the village of Iwaya, another of 50,000 around the land ear-marked for the Lagos University, a third of about 70,000 at Bariga East, and a fourth around Ogudu Creek for about 120,000 settlers.

There is no objection to this recommendation except that it is suggested that the establishment of such of the towns that will situate in Western Nigeria should be left in the hands of the agencies of the Western Nigeria Government, e.g. the Western Nigeria Housing Corporation and the Ikeja Town Planning Authority. Those that will situate in the Federal territory of Lagos should similarly be left in the hands of the Federal Government agencies.

6. EXPANSION OF THE CITY OF LAGOS

The United Nations team suggested that the expansion of the city of Lagos should be channelled towards the north and along the lagoon as any other alternative would be too expensive to satisfy the most pressing need of land for low-income housing.

It is the officials' view that consideration should be given not only to expansion towards the north and along lagoon, but also to drainage and the reclamation of swamps which has been the practice in Lagos for a very long time. This practice should continue while the development of the mainland settlements towards the west should also be given impetus.

7. EASING TRANSPORT, HOUSING, WATER SUPPLY AND SEWAGE DISPOSAL DIFFICULTIES

According to the United Nations Report the proposed Metropolitan Development Agency shall establish four directorates, namely, a directorate of land and transport, a directorate of housing, a water supply directorate and a drainage and waste disposal directorate to handle these problems.

This recommendation has already been nullified by the suggestion regarding the establishment of an advisory and consultative body rather than a statutory agency. These problems should be handled on each side of the boundary by the respective Government agencies, but with full consultation with each other through the consultative and advisory body which have been proposed.

MINISTRY OF JUSTICE
IBADAN. WESTERN NIGERIA

Our Ref. No.G.252/48.

17th November, 1964.

CONFIDENTIALThe Permanent Secretary,
Ministry of Lands and Housing,
Ibadan.United Nations' Report on the Development of
Metropolitan Lagos

I am directed to acknowledge receipt of your letters Nos.C.161/70 and C.161/96 of 15th and 26th October, 1964 respectively and to say that as the matter of the proposed establishment of a Metropolitan Development Agency for Lagos and certain parts of Western Nigeria adjacent thereto is just about to be submitted to the Executive Council, agreement to the proposal in principle as contained in your letter No.C.161/93 of 17th October, 1964 should not have been previously expressed in official correspondence with Lagos. The expression of such agreement in principle before the Executive Council has had an opportunity to consider the matter might amount to committing the Government of the Region in advance at a level where there is no constitutional authority so to do.

2. With reference to the Memorandum attached to your letter No. C.161/101 of 9th November, 1964, I am directed to say that the existing organs of the Government of Western Nigeria in the area included in the scheme provided and maintain the works and services in pursuance of authority conferred upon them by law. In order to enable the Metropolitan Development Agency to engage in such matters authority for so doing will have to be conferred upon it by law. Unless the powers of the organs of government operating in the area are revoked there will be a duplication of powers which may eventually lead to conflict between the Agency and the organs of government. If the Instrument so provides a local government council may provide and maintain schemes for planned rural development and settlement, drains, sewage systems, public latrines and wash places; the removal and disposal of refuse and night soil; and public water supplies.

Section 66 of the Local Government Law, Cap.68. The scheme provides for the provision and maintenance of almost all the works and services which at the moment are being provided and maintained by the local government councils. What is more, the Agency will be empowered to enact regulations and ordinances governing the conduct of individuals and local government employees in matters which in the judgement of the

Agency are essential for public safety and convenience as to land use, transportation, housing, water, sewage and drainage and to establish methods of enforcement including penalties and fines enforceable by law. Paragraph (j) of page 302 of the Report.

3. The boundaries between the Federal territory and Western Nigeria are clearly defined in the Constitution of the Federation. Alteration of the boundaries can be effected only in accordance with the provision of section 4 of the Constitution. In any case, it is not being suggested that part of Western Nigeria included in the scheme should be transferred to the Federal territory. The nature and extent of the powers which are to be conferred on the Agency are very wide. Administration of Western Nigeria or any part thereof is a matter for the Government of this Region and the Government may not do anything which may impede the exercise of that authority. If the Agency is given the powers the effect will be that the day to day provision of works and services in that part of Western Nigeria included in the scheme is being transferred by the Western Nigeria Government to an Agency whose main objective is the securing of benefit to the inhabitants of the Federal territory.

4. The Agency can exercise any of the powers mentioned in the Report only in pursuance of authority conferred by either the Federal Government or Western Nigeria Government. In so far as that part of Western Nigeria included in the scheme is concerned the Government of Western Nigeria is the only competent authority that can delegate powers to the Agency. Alternatively, the legislature of Western Nigeria may enact a law conferring authority upon Parliament to make laws for the purposes of the scheme. There are legal and constitutional objections to this, at any rate, from the point of view of the Government of this Region. If Parliament makes laws for the purpose of the scheme such laws may be amended or repealed without consultation with the Government of Western Nigeria. In case the Government of this Region does not wish to continue to participate in the scheme the authority conferred upon Parliament must be withdrawn in accordance with the provisions of section 72 (2) of the Constitution of the Federation. The law enacted by the legislature of Western Nigeria conferring authority on Parliament must first of all be made to cease to have effect. Thereafter, any provision enacted by Parliament, to the extent to which it was made in pursuance of that authority will have effect as if it had been enacted by the legislature of Western Nigeria. The last step will be to repeal the provision. No doubt this is an

elaborate procedure and may not be easy to accomplish in case it is necessary for the Government of Western Nigeria to take quick action in order to prevent the Agency from taking certain measures which the government considers to be detrimental to the interest of the Region.

5. The provisions of section 72 of the Constitution can only be invoked with respect to matters not included in the Legislative Lists. The legislature of a Region cannot therefore confer authority upon Parliament to make laws with respect to water-power which is item 27 of the Concurrent Legislative List in Part II of the Schedule to the Constitution of the Federation.

6. Even if the scheme is acceptable to the Government of Western Nigeria a native of Lagos who lives in that part of Western Nigeria included in the scheme will be subject to the Laws of Western Nigeria as the boundaries between the Federal territory and Western Nigeria will remain unaltered. In particular, the Customary Courts Law, Cap.31, will apply to such persons and it does not make any difference that there are no customary courts in Lagos - the place of their origin. A customary court has jurisdiction over all Nigerians.

Section 17 of the Customary Courts, Law, Cap.31. A citizen of Nigeria who lives in any part of Western Nigeria is subject to the jurisdiction of the customary courts even if where the person lives is a few yards from the Federal territory.

7. Finally, it is clear that the present proposals, if agreed to by this Region, would without in law altering the boundaries of Western Nigeria with Lagos result in point of fact in diminution of the authority of the Regional Legislature to legislate ordinarily for such part of Western Nigeria as may be included in the scheme and also in the exclusion from that area of the activities of the agencies of the Regional Government with respect to such matters as local government, the provision of social services and public utility, and the administration of justice. The practical result would in effect be an indirect amendment to the Constitution whereby what properly belongs solely to this Region under the Constitution would have been handed over to an agency over which the Region has no sole control.

(Sgd) Y. O. Adio,
Ag. Senior State Counsel,
for Solicitor - General.

S.P.E.C.,

As you are aware, some time ago a report was submitted by the United Nations Organisation's team which inquired into the problem of developing a metropolitan area of Lagos. The main proposals in the report are:-

- (i) the expansion of the city of Lagos beyond Agege by a distance of $2\frac{1}{2}$ miles;
- and (ii) the establishment of a statutory body to be known as the Metropolitan Development Agency to deal with those aspects of metropolitan administration that transcend regional boundaries e.g. planning the metropolitan area, water supply, sewage, refuse, land acquisition, transportation e.t.c.

2. The P.S.M.L. & H., who is processing the report, circulated in Nov. last year draft Exco memo at pp. 91-97 to interested Ministries for comments. It is observed in the memo that the Ministry raised no objection to the metropolitan area expanding $2\frac{1}{2}$ miles beyond Agege, but it felt that there should be a firm boundary beyond which it cannot expand. It also supported the recommendation for the establishment of an agency to co-ordinate those functions that transcend the boundaries of the existing local authorities e.g. transport, water supply, trunk roads, electricity, sewage disposal and so on. The Ministry strongly recommended, however, that the local govt. council, at present in the area should continue to exist and perform local govt. functions within their respective areas. It also recommended that membership of the co-ordinating agency should consist of the representatives of the Councils in the metropolitan area. The point that need to be emphasized here was that the only functions which the Ministry had recommended for transfer to the Metropolitan Development Agency were those that transcend the boundaries of the local authorities in the metropolitan area.

3. In our comments at p. 110, we expressed support for

141

the memo, but warned that as the proposals in it are full of political implications, it would be difficult to guess what would be the reaction of Council to the recommendations when the memo is finally submitted for consideration. Two other Ministries also commented on the memo.

4. First, at pp. 107-108, the Solicitor-General examined the legal implications and concluded that the practical result of the proposal would in effect be an indirect amendment to the Constitution whereby what properly belongs solely to the Region under the Constitution would have been handed over to an agency over which the Region has no control.

5. P.S. & C.W.S. also commented on the memo at pp. 111-114. He was unable to support the suggestion that the membership of the Co-ordinating Body should consist of representatives of the local govt. councils in the metropolitan area. His reason is that the Councils concerned cannot, neither now nor in the foreseeable future, command sufficient resources both financial and human to form a co-ordinating body which can carry out the highly complicated functions that would be required of the proposed agency.

6. In view of the above observations, the P.S.M.L. & H. now submits at pp. 130-132 a revised memo, to which he has attached two annexures, One and these contains a summary of the recommendations in the report, and also what he has termed the "regional official comments" thereon. The difference between the original memo and the revised one is that the functions of the co-ordinating body as envisaged in the original memo have been changed in the revised memo to mere advisory and consultative.

7. Having regard to the advice of the Solicitor-General, it is easy to appreciate the cautious way in which the Ministry of Lands & Housing has been trying to tackle this problem. Nonetheless, I feel that if it is the consensus of opinion at the official level that the establishment of the Metropolitan

142

Development Agency as proposed in the report will not be in the best interest of the Region, either from the political or economic point of view, we should be frank about it and advise Council accordingly.

8. In my view the type of co-ordinating body being proposed by the Ministry of Lands & Housing, whose functions will be consultative & advisory in nature will not be an ideal organisation to supervise or provide essential works and services in a metropolitan city as large as the one being proposed for Lagos. The role of such a body in the local govt. affairs of the city will soon develop to that of the Local Govt. Adviser who can only advise, or be consulted by local govt. authorities in his area, but has no legal power to enforce such advice. Also, the various Ministries e.g. Works & Transport, Lands & Housing, and Health already exist, and will continue to give advice to the local govt. councils in the metropolitan area on the works and services for which they are responsible. The establishment of a new consultative body in the area to do precisely the same duties, therefore, would appear to be unnecessary.

9. Despite the Solicitor-General's advice, I still feel that the proposal in the original memo that a co-ordinating agency be appointed to perform certain functions in the metropolitan area looks better than the one in the revised memo recommending the establishment of the type of consultative body referred to in the preceding paragraph. What I think we should safeguard against is to confer on such an agency those functions, the exercise of which may render such an agency harmful, politically speaking, to this Region e.g. compulsory acquisition of lands. The appointment of the members of the agency, also, should be the joint responsibility of the Prime Minister and the Premier of this Region. The representation of Lagos (as at present) and ^{that of} this Region on the agency should also be agreed by the two govts.

S. A. Thomas
Under Secretary
29/4/65.

S.197/144

3rd May, 1965.

The Permanent Secretary,
Ministry of Lands & Housing,
IBADAN.

United Nations' Report on the Development
of Metropolitan Lagos

P. 129
I am directed to refer to your letter No. C.161/198 dated 22nd April, 1965, and to say that it is not proposed to make further comments on the draft memorandum attached to your letter. As it stands, the memorandum would appear to have brought out all the salient points which would help the Executive Council to take a decision in the matter.


(S. A. Thomas)
For Secretary to the Premier
and Executive Council

Desp.
CA
3/5/65

PA.
3/5/65

ARCHIVES OF OYSCAC

2055

23

8-2

102

22

at

ARCHIVES OF OYSCAC

ARCHIVES OF OYSCAC

