

Original Paper

Physical Planning Administrative Structures; Impacts and Implication for Urban Development & Its Management

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Received: November 5, 2022 Accepted: December 9, 2022 Online Published: January 2, 2023

doi:10.22158/uspa.v6n1p1 URL: <http://dx.doi.org/10.22158/uspa.v6n1p1>

Abstract

This paper examines the physical planning administrative structures, impacts and implication for urban development and its management in Nigeria by identifying the various forms of administrative structures, examining how the identified administrative structures impact on the development and management of urban areas. The extensive literature reviews show-case four different and unique administrative structures; Weak Mayor-Council Structure, Strong Mayor-Council Structure, Commission System and the Council-Manager System. The purposive sampling technique was used to draw 4 planning authorities with different or similar administrative structures and how it has affected physical planning within the urban metropolis. The snowball, Purposive and Convenience sampling methods were employed for the Face-to-face interview and the documents that were reviewed on the 4 planning authorities. The thematic and content analyses were used to analyse the face-to-face interviews and over 70 archive documents. The results revealed that two of the planning authorities have the same administrative structures; The Commission System and the Council-Manager System administrative structures were reflective of the planning authorities. The impact of these structures revealed a high level of haphazard development around and about the entire metropolis, Nigeria and an implication of inadequacy of the administrative structures to control urban development and its management over the years. Based on the results obtained, recommendations were made for the academia, practitioners and policy makers.

Keywords

Physical planning, administrative structures, impacts and implication, urban development and management

1. Introduction

Urbanisation in the context of physical planning is caused by the transformation processes of key aspects of urban development and management through the planning institutions using their policy guide. Policies tend to be urban bias, as basic infrastructure needed are located in urban areas due to the pressure on the government, hence it develops faster experiencing an unprecedented population growth as a result of migration and natural population increase which happens to be the major cause of urbanisation and urban spread in both developed and developing countries in the world (United Nations, 2017). Though for urban development as it relates to economy, level of the provision of infrastructure initiatives like the construction of roads and the provision of infrastructure using public money encouraging development are the immediate causes of its occurrence as argued by Chineyere and Chukwuma (2017). Based on these causes, the direct implication of these phenomena is the change in land use and land cover of any region.

Urbanisation occurs and eventually gets to a level that the physical landscape within the confines of the region results into suburbanisation. Urban growth is population increase of a city, which results from people moving to urban areas en mass, from suburban and rural areas. It can sometimes be referred to as urbanisation. Urbanisation is the outward growth of towns and cities causing them to engulf surrounding villages and countryside. It has been possible because more and more people have cars or access to public transport like buses, trams and trains. Certain factors have pushed and pulled people and businesses to move out of the inner city towards the outer edge of the city, now the issue of insecurity Dung-Gwom, (2014) and Chineyere and Chukwuma (2017). The determinants of urban growth can be grouped into three; natural increase of urban population, migration, both intranational (rural-urban and urban-urban) and international, and the boundary redefinition through annexation of the surrounding areas. This alone brings about 20% changes in the developing countries which mean that more factors could be responsible for urbanisation (United Nations, 2017).

Urban growth is determined by the size, rate and scale of urbanisation. The following are causes of urbanisation globally; (i) natural increase; which accounts for about 60% (ii) net migration to urban areas, which accounts for about 20% (iii) reclassification of settlements as towns or its declassification as a result of changes in the nature of economic activities and acquisition of urban characteristics and (iv) the extension of boundaries of cities and towns with about 20% contribution as argued by Kim & Newman (2020) in a related study.

Migration is enhanced when people are in search of social and economic opportunities which abound in the urban areas and this tends to be higher rates in the developing countries which is less than 20% in countries of Africa such as Burundi, Ethiopia, Malawi, Burkina Faso and Uganda and South Africa,

with 60% in an industrial economy, but the scale of urbanisation would be higher in Africa within countries such as South Africa, Egypt, and Nigeria amongst others and in Asian, Malaysia, Bangladesh, India, China and Hong Kong amongst others.

The urban administrative structures are usually being affected by the trends illustrated above in many areas. This is partly due to related production, mobility, transport and infrastructure. The urban areas and cities expand due to related productions as well.

The governance of any given area is enhanced by a good structure of administration which is a nexus required for a planned development and growth to be observed. The knowledge derived from the study and acquisition of the knowledge between urban development and sustainable development considering the factors and indicators as enshrined in sustainable urban planning have become pertinent in view of the fact that land parcels are lost without trace for possible revenue generation (Attahiru, 2014; Hirse, 2014; Sofeska, 2016; Newman, Shi, Yao, Li, Sansom, Kirsch, Casillas, & Homey, 2020; Gongu, 2020a; Wetnwan & Kassem, 2021).

Without the careful application of urban design principles and land use planning techniques, the backwash and trickledown effects of overpopulation and increasing demand for land use in metropolitan areas may have resulted in low density ribbon, leapfrog, or isolated physical development along many urban fringes in Nigeria as argued by (Federal Government Printer (1999) and Ayo-Odifiri, Emeana, Fagbami, & Duruanyim, 2021) and in this instance, Jos City within the Greater Jos urban metropolis.

The choice of Jos Metropolis, Nigeria an old Tin-mining area is owned to the fact that it was inhabited by different tin mining companies in the 1904s and has a well-designed grid layout over the years. The Jos metropolis is now experiencing a haphazard development, leading to the sprawling of the urban metropolis and the capital of Plateau state, Nigeria.

Furthermore, long-term forecast of the urban form is essential for the next round of urban master planning. Comprehensive urban models have been developed to simulate urban systems for some major metropolitan areas, such as the London metropolitan area, the San Francisco Bay area, and the California area as opined by Ying, Qizhi, and Anrong (2009) and Asomani-Boateng, (2014). However, there is no urban model for Jos metropolis, or most other cities in Nigeria, reflecting a physical planning administrative structure to guide urban development and management. It also discusses the implications for implementing urban development strategies and policies rooted in indigenous Sub-Saharan African urban forms where it is divinely located and shares from its characteristics as upheld by Attahiru, (2014). The underpinning theory for this paper is the theory of structuration which eschews extreme positions, arguing that although people are not entirely free to choose their own actions, because their knowledge is limited, they nonetheless are the agency and in this case the Planning authorities which reproduce the social structure and lead to social change. This theory works within a planning authority largely concerned with the control of development that is anticipated to be planned. He went further to develop his line of thought in central problems in society theory (1979) and the constitution of society (Giddens, 1984; Hirse, 2014; Gongu, 2020b).

It is against this background that this study examines the physical planning administrative structures, impacts and implication for urban development and its management in Nigeria. This is with a view to make recommendations towards adopting a viable and sustainable administrative structure to ensure a stable urban environment by identifying the various forms of administrative structures, examining how the identified administrative structures impact on the development and management of urban areas.

For the purpose of this paper, numerous planning authorities in the study area working towards achieving planned environment which end up with haphazard developments, as their administrative structures, are critically analysed. Levi-Faur (2010) opines that in the governance of any given area a good structure of administration is required for development and growth to be observed. It is based on this that this review section critically considers the various forms of administrative structures and how this administrative structures impact on the development and management of urban areas.

Drawing from various studies, four (4) basic types of administrative structures were identified from various regions across the globe in respect to the delegation of responsibilities (Pinto, 2000 as cited in Nallathiga, 2008; Attahiru, 2014; Wetnwan & Kassem, 2021). These are;

- (a) The Weak Mayor-Council Structure
- (b) The Strong Mayor-Council Structure
- (c) The Commission System
- (d) The Council – Manager System

1.1 The Weak Mayor-Council Structure

Characterized by urban areas having a mayor and his council members who are elected by the voters, the mayor-council variant may be broken down into two main variations depending on the relationship between the legislative and executive branches, becoming a weak mayor is based upon the powers of the office. These forms are used principally in modern representative metropolitan urban cities governments. This could be obtained in the United States, United Kingdom and also are used in some other countries that use mayors who head their councils (Pinto, 2000; Nallathiga, 2008).

This type of administrative structure is one of the first kinds in the modern industrial era. In this structure, the Mayor can recommend legislation and has policy making functions while administrative functions are vested in a Council through an elaborate committee system. This form of structure is obtained where the Mayor position exists and there is a need for the overseeing of the governance of the area. This approach is good as both the Mayor and council as well as local officials (Heads of Departments) are elected and power is not vested on one single office where individuals in such positions use their veto power to achieve their selfish aims (Pinto, 2000; Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Nallathiga, 2008; Hirse, 2014; Wetnwan & Kassem, 2021).

1.2 The Strong Mayor-Council Structure

The mayor-council government system of administration, sometimes called the mayor-commission government system, is one of the two most common forms of local government administration frequently adopted for large urban cities. A strong mayor is based upon the powers of the office. This form is used

principally in modern representative urban governments found in United States but also, they are used in some other countries. Here the mayor assumes supreme control over administration a likened to the presidential form of political governance (Levi-Faur, 2010).

This form of structure is obtained where the Mayor position exists and there is delegation of power from the mayor down to the various heads of department who are experts in their fields. In this form of governance model, the Mayor appoints an officer to assist him in the administration of the departments and the Manager/chief administrative officer heads the Departments (Pinto, 2000; Nallathiga, 2008; Hirse, 2014). Strong-mayor system has existed in Pakistan since 2001, since its devolution plan that was used as a substitute. In India, West Bengal, a cabinet-type system of executive was introduced called mayor/chairperson-in-council, in its local governments during 1980-1991, that resembles the strong-mayor system, except that the mayor may be removed through a vote of *no-confidence* by the elected council in the British model of government (Pinto, 2000; Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Nallathiga, 2008).

1.3 The Commission System

Here, a commission is made in charge of city affairs with the commissioners acting as full time paid administrators and legislators. This type of administrative structure was borne out of the understanding of the city of Galveston, Texas, USA. It works efficiently and effectively where the urban areas involved are small as it is not considered suitable to large cities, given its weaknesses or its inability to cope with pressures as well as complexities in administration and development of the urban environment (Healey, 2007; Pinto, 2000; Nallathiga, 2008; Rydin, 2011; Hull, 2011; Hirse, 2014).

1.4 The Council-Manager System

Under this system, the elected Council is responsible for policy making as well as administration, under a professional manager, who is responsible to the council. The Manager is appointed by the Council and serves during his tenure with the elected body being the deliberative, reviewing, annulling and monitoring body.

Under the council-manager form of government for urban centres, the elected governing body (commonly called a city council, city commission, or board of selectmen) is responsible for the legislative function of the urban or city council such as establishing policy, passing local ordinances, voting appropriations, and developing an overall vision (Pinto, 2000; Nallathiga, 2008; Municipal Yearbook, 2011; Hirse, 2014).

1.5 Administrative Structures and the Development and Management of Urban Areas

This section clearly discusses the challenges and implications for implementing urban development strategies and policies depending largely on the administrative structures rooted in indigenous Sub-Saharan African to bring up well-planned urban forms.

With a different rubric for the governing body, the County and other types of local government follow the same pattern, the legislative body, which is voted into office by public elections, appoints a professional manager to oversee the administrative operations and implement its policies (Master plans) as well as

advise it to manage physical development (Attahiru, 2014; Newman, Shi, Yao, Li, Sansom, Kirsch, Casillas, & Homey, 2020; Wetnwan & Kassem, 2021).

The council -manager position in this form of urban government is similar to that of corporate chief executive officer (CEO), providing professional management to the board of directors. It is much like a publicly-traded corporation. In a corporation, the board of directors appoints a (CEO), makes major decisions and wields representative power on behalf of shareholders. In council-manager government, the elected council appoints a city manager, makes major decisions, and wields representative power on behalf of the citizens (Newman, Shi, Yao, Li, Sansom, Kirsch, Casillas, & Homey, 2020; Gongu, 2020a).

This system of government is used in 40.1% of American cities, India, Mumbai, Delhi and Chennai amongst others, with population of 2,500 or more. Where a professional manager and other top appointed local government administrators/CAOs operate or head the administration of the planning authority it has always been effective as observed by different scholars such as (Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Svara, 2008; Newman, Shi, Yao, Li, Sansom, Kirsch, Casillas, & Homey, 2020; Wetnwan & Kassem, 2021).

Administrative system is based on the principle of division of roles and responsibilities subdivided into (a) policy and regulation functions delegated to the deliberative wing of elected councilors and (b) administration and executive powers to the commissioner and the heads of departments. Although this design looks good on paper, it leads to several conflicts between and with people and the planning authorities found in the field (Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Rosenbaum, 2008). Finally, many developing countries have similar administrative structures; these models adequately capture the functions of the metropolitan spatial structures and also the form coordinating institutional mechanisms for both planning and service delivery in place (Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Rosenbaum, 2008; Nallathiga, 2008; Wetnwan & Kassem, 2021).

These explain a major form of urban governance and management approach towards ensuring the growth and development in the urban centres in both the developed and developing economies.

2. Method

The approach adopted for this paper is the qualitative with a deductive-inductive reasoning, using multiple case studies (planning authorities) to present the administrative structures and how they impact on physical development and management. The qualitative based evidences from 30 semi-structured face-to-face interviews with town planners working in the 4 case studies (planning authorities) and from the documents reviewed operating within Jos Metropolis, Nigeria, were used as sources of data four (4) planning authorities were purposively sampled for the study. The snowball, Purposive and Convenience sampling methods were employed for the Face-to-face interview, documents on the 4 planning authorities; a ministry (policy formulation), planning authority: b: development board (policy implementation) planning authority c: ministry (policy formulation) and d:

the local government areas (local planning authority). This was for purpose of gathering information on the impacts of the administrative structures on physical planning within most urban areas. The thematic and content analyses were used to analyse the face-to-face interviews and over 70 archive documents on the physical planning and urban policy.

3. Results & Discussion

The following section presents the findings from the study which leads to the discussion about the approaches employed in some cities in Nigeria.

A line has been drawn to link the appropriate urban governance/management administrative structure to management of urban development in a bid to provide explanation on how to address the problem observed. The next section gives a detailed application of international models of urban governance and management drawn from Africa, Asia and the United Kingdom as a means of planning for any given urban area. This would be presented by answering the questions in this study; what are the various forms of administrative structures and how do the identified administrative structures impact on the development and management of urban areas.

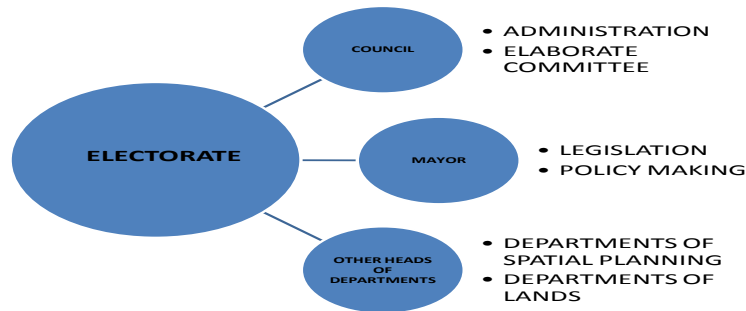
3.1 The Forms of Administrative Structures

From the data analysis, the results obtained show that the four planning authorities (ministries of lands survey and town planning and ministry of physical planning development, Jos metropolitan development board and the section of land in the six local governments carved into the greater Jos urban master plan) selected purposively manifested two forms of administrative structures which are the weak mayor-council structure and the strong mayor-council structure.

3.1.1 The Weak Mayor-Council Structure

This is characterized by urban areas having a mayor and his council members who are elected by the voters. The mayor-council variant may be broken down into two main variations depending on the relationship between the legislative and executive branches; becoming a weak mayor is based upon the powers of the office. These forms are used principally in modern representative metropolitan urban cities governments. This could be obtained in the United States, United Kingdom and also is used in some other countries that use mayors who head their councils (Pinto, 2000; Nallathiga, 2008).

This type of administrative structure is one of the first kinds in the modern industrial era. In this structure, the Mayor can recommend legislation and has policy making functions while administrative functions are vested in a Council through an elaborate committee system. This brings together political legitimacy and professional performance together under scope (Pinto, 2000; Nallathiga, 2008; Gongu, 2020b; Wetnwan & Kassem, 2021). See Figure 1



The Structure of weak Mayor- Council

Figure 1. Structure of Weak Mayor-Council

Source: Pinto, 2000; Nallathiga, 2008

This form of structure is obtained where the Mayor position exists and there is a need for the overseeing of the governance of the area. This approach is good as both the Mayor and council as well as local officials (Heads of Departments) are elected and power is not vested on one office where individuals in such positions use their veto power to achieve their selfish aims, (Pinto, 2000; Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Nallathiga, 2008).

From the analysis of the planning authorities, the archived documents, face-to-face interviews interactions, it shows that Nigeria was colonized by Britain, the structure of the planning authorities does not follow this nomenclature and hence it has not adopted this means of administrative structure. The processes of managing the urban development and its management did not follow this pattern to guide physical planning development. considering the fact that this form of governance approach is good as both the Mayor and council as well as local officials (Heads of Departments) are elected and power is not vested on single office where individuals in such positions use their veto power to achieve their selfish aims yet it is absent in the Jos Metropolis, Nigeria.

3.1.2 The Strong Mayor-Council Structure

The mayor–council government system of administration, sometimes called the mayor–commission government system, is one of the two most common forms of local government administration frequently adopted for large urban cities. A strong mayor is based upon the powers of the office. This form is used principally in modern representative urban governments found in United States but it is also used in some other countries. Here the mayor assumes supreme control over administration; it is likened to the presidential form of political governance. He is also powerful that he combines both political and administrative leadership of the council which in turn becomes the scrutinizing body of his/her performance, policies and programmes (Pinto, 2000; Nallathiga, 2008). See Figure 2.

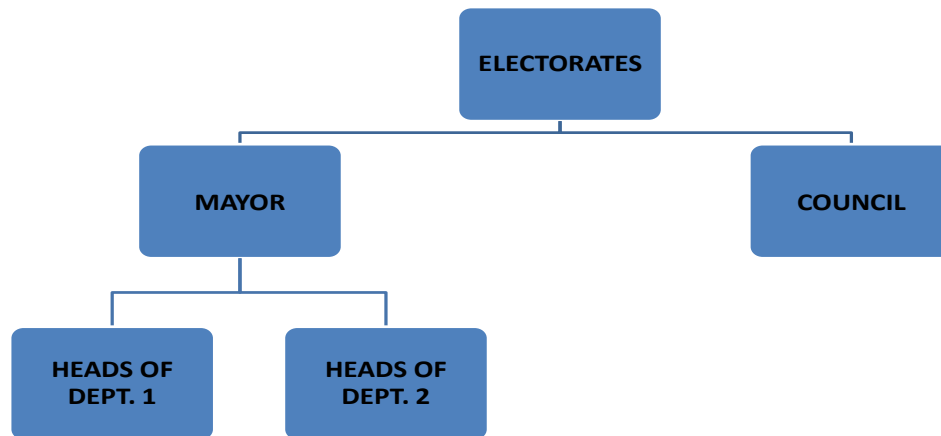


Figure 2. Structure of Strong Mayor-Council

Source: Pinto, 2000; Nallathiga, 2008.

This form of structure is obtained where the Mayor's position exists and there is delegation of power from the mayor down to the various heads of department who are experts in their fields; in this form of governance model, the Mayor appoints an officer to assist him in the administration of the departments and the Manager/chief administrative officer heads the Departments (Pinto, 2000; Nallathiga, 2008; Gongu, 2020b). Strong-mayor system has existed in Pakistan since 2001, since its devolution plan was used as a substitute. In India, West Bengal, a cabinet-type system of executive was introduced called mayor/chairperson-in-council, in its local governments between 1980 and 1991, that resembles the strong-mayor system, except that the mayor may be removed through a vote of *no-confidence* by the elected council in the British model of government (Pinto, 2000; Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Nallathiga, 2008; Chinyere & Chukwuma, 2017; Gongu, 2020b).

From the analysis of the planning authorities, the archived documents, face-to-face interviews interactions, it shows that Nigeria was colonized by Britain; the structure of the planning authorities does not follow this nomenclature, hence it has not adopted this means of administrative structure. The processes of managing the urban development and its management did not follow this pattern to guide physical planning development considering the fact that in this form of governance model, the Mayor appoints an officer to assist him in the administration of the departments, this is currently absent in the physical administrative structure of Jos Metropolis, Nigeria.

3.1.3 The Commission System

Here a commission is made in charge of city affairs with the commissioners acting as full time paid administrators and legislators. This type of administrative structure was borne out of the understanding of the city of Galveston, Texas, USA. It works efficiently and effectively where the urban areas involved are small as it is not considered suitable to large cities, given the weaknesses of its inability to cope with pressures as well as complexities in administration and development of the urban environment (Healey, 2006; Pinto, 2000; Nallathiga, 2008; Rydin, 20011; Hall, 2011; Hirse, 2014; Gongu, 2020b). See Figure 3.

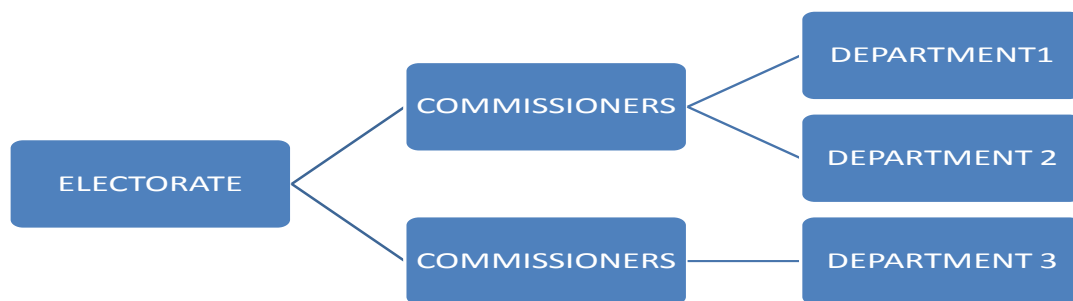


Figure 3. The Commission System

Source: Pinto, 2000; Nallathiga, 2008; Gongu, 2020b.

From Figure 3, showing the analysis of the planning authorities, the archived documents, face-to-face interviews interactions, it shows that Nigeria was colonized by Britain the structure of the planning authorities follows this nomenclature, hence it has adopted this means of administrative structure, clearly seen to consider the two ministries under consideration. The processes of managing the urban development and its management follow this pattern to guide physical planning development considering the fact that this form of governance model, given the weaknesses of its inability to cope with pressures as well as complexities in administration and development of the urban environment is present in the Jos Metropolis, Nigeria (Dung-Gwom, 2014; Hirse, 2014, Attahiru, 2014). This is so, because by the statute of establishments, they are policy formulation-cum-making body, thus could be having an implementing body to control urban development and management.

3.1.4 The Council-Manager System

Under this system, the elected Council is responsible for policy making as well as administration, under a professional manager, who is responsible to the council. The Manager is appointed by the Council and

serves during his tenure with the elected body being the deliberative, reviewing, annulling and monitoring body. See Figure 4.

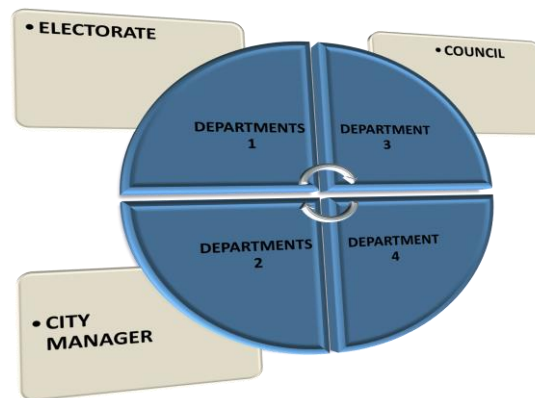


Figure 4. Structure of Council-Manager System

Source: Pinto, 2000; Nallathiga, 2008.

Under the council-manager form of government for urban centres, the elected governing body (commonly called a city council, city commission, or board of selectmen) is responsible for the legislative function of the urban or city council such as establishing policy, passing local ordinances, voting appropriations, and developing an overall vision (Pinto, 2000; Nallathiga, 2008; Dung-Gwom, 2014; Hirse, 2014, Attahiru, 2014; Chinyere & Chukwuma, 2017).

With a different rubric for the governing body the County and other types of local government follow the same pattern, the legislative body, which is voted into office by public elections, appoints a professional manager to oversee the administrative operations and implement its policies as well as advise it. The council-manager position in this form of urban government is similar to that of corporate chief executive officer (CEO), providing professional management to the board of directors. It is much like a publicly-traded corporation. In a corporation, the board of directors appoints a CEO, makes major decisions and wields representative power on behalf of shareholders. In council-manager government, the elected council appoints a city manager, who makes major decisions, and wields representative power on behalf of the citizens.

This system of government is used in 40.1% of American cities, India, Mumbai, Delhi and Chennai amongst others, with population of 2,500 or more.

From Figure 4 and the analysis of the planning authorities, the archived documents and the face-to-face interviews interactions; it shows that Nigeria was colonized by Britain, the structure of the planning authorities follows this nomenclature (council-manager system), hence it has adopted this means of administrative structure, clearly seen to consider the two organisations (Jos Metropolitan development Board and the Local government area) under consideration. The processes of managing the urban development and its management follows this pattern to guide physical planning development, considering the fact that in this form of governance model, the Manager is appointed by the Council and serves during his tenure with the elected body being the deliberative, reviewing, annulling and monitoring body present in the Jos Metropolis, Nigeria. This is so, because by its statute of establishment, it is the policy implementation-cum-executing body, yet manifested in haphazard urban developments observed throughout the metropolitan areas. For further details see Table 1 with the four 4 planning authorities examined.

Table 1. Physical Planning Administrative Structure as Obtained in the Planning Authorities, Nigeria

S N	Planning Authorities, Administrative structures, Notes & results obtained	<i>Planning Authority A: Ministry (Policy formulation)</i>	<i>Planning Authority B: Development Board (Policy Implementation)</i>	<i>Planning Authority C: Ministry (Policy formulation)</i>	<i>Planning Authority D: Local Government Areas (Local Planning Authority)</i>
1	Ministry	Lack of adequate planning and development control	The development control is the main emphasis to be carried out according to the divided zones within the metropolis.	Lack of adequate planning and development control owning to the increase in population	The development control at the lowest level, that is implementation on but lack structure no unit or department saddled with the responsibility to implement,

					not eligible man power to execute the plans within the divided zones within the metropolis.	
2	Development Board & Local Planning Authority	The way documents are processed have so many steps that makes it cumbersome and unending owing to the fact there are so many corrupt practices associated with it.	Development control are frustrated, where bribes in the name of gratification are collected either to facilitate or enhance the process of a document of gain fast approval.	The cumbersome and unending processes of documents are fast tracked or delay owing to gratification in form of bribes, here we see so many corrupt practices associated with it.	Development control is almost absent, where the local / indigenous land owners sale lands to individual without consultation with the relevant bodies.	
3	Ministry (MLSTP)	Associated with so much Bureaucratic bottleneck and red-tapesm in the procedures of the processing of documents	There are many Bureaucratic steps in the process which form bottlenecks and red-tapes in the process of the approval of documents	There are many Bureaucratic steps in which forms, bottlenecks and red-tapesm in the process of the approval of	There are many Bureaucratic steps in in the process of the approval of documents processed in the local government authority.	<i>There are many bureaucratic steps in the process which form bottlenecks and red-tapes in the process of the</i>

		such as C of O or R of O.	processed in the Board.	documents processed in the ministry.		<i>approval of documents processed in all the planning authorities in the study area.</i>
4	Ministry (MLSTP)	A ministry of lands survey and town planning is a physical policies formulation ministry at the state level. Hence, they are operational as the local government levels too.	This is a policy implementing organization on the physical planning at the state level. Hence, its operations falls covering six local government areas. The tools the specialist used for development control are the notice, contravention, temporal permit as a legal include amongst others.	This is the physical policies, plans and programme formulation ministry at the state level of administration. Hence, they are operational at the urban areas only. Preparing and making policy on urban issues such as urban master plan, urban area regeneration plan, and construct urban road.	Highly inadequate in terms of man-power, policy documents to implement, poor funding availability, no clear direction in controlling urban development and its management.	<i>The planning authorities seem to have similar responsibilities of implementing and policy formation at the state and local government areas respectively.</i>
	Administrative Structure	Commission System	Council – manager	Commission System	Council – manager	

Identified & Characteristics	The Planning ministry is	system The Planning Board is	The Planning ministry is	system The local government
RESULTS OBTAINED	Headed by a nominated and appointed Commissioner	Headed by an appointed General Manager	Headed by a nominated and appointed Commissioner	council is Headed by an Elected Council Chairman
NOTES ON THE RESULTS OBTAINED	<i>High level corruption is reflected in the planning authorities as approval have not been obtained as at when due in any other organization owing to corrupt practices (institutional deficiency)</i>	<i>Due to high population density the planning authorities lack of adequate planning and development control to ensure proportional and controlled development</i>	<i>It is expected that High level corruption is reflected in the planning authorities as approval have not been obtained as at when due in any other organization owing to corrupt practices (institutional deficiency)</i>	<i>Due to high population density the planning authorities lack of adequate planning and development control to ensure proportional and controlled development</i>

Source: Developed by Authors in 2022 and from various secondary source and interviews 30 respondents during face-to-face interviews working in the 4 case studies.

Finally, many developing countries have similar administrative structures, these models adequately capture the functions of the metropolitan spatial structures and also the form coordinating institutional mechanisms for physical planning ensuring planned settlements and best service delivery in these places confirming the studies of Salet, Thornley and Kreukels, 2003; Savage and Dasgupta, 2006; Rosenbaum, 2008 and Nallathiga, 2008.

3.2 The Administrative Structures and Impact on the Development and Management

Administrative system is based on the principle of division of roles and responsibilities subdivided into (a) policy and regulation functions delegated to the deliberative wing of elected councilors and (b) administration and executive powers to the commissioner and the heads of departments. Although this design looks good on paper, it leads to several conflicts between and with people and the planning authorities found in the field (Salet, Thornley, & Kreukels, 2003; Savage & Dasgupta, 2006; Rosenbaum, 2008; Wetnwan & Kassem, 2021).

This section is best explained by a theory of Structuration which was propounded by the early sociologists (Marx, Weber, Durkheim, Simmel) who in their capacities did not provide satisfactory ways of connecting micro and macro analysis or agency structure i.e. planning authorities. It was until in 1976 when Lord Anthony Giddens published his ontological analysis in new rules that this view shifted. This elevated him to being the leading authority and most important figure in the debate. He went further to develop his line of thought in central problems in society theory (1979) and the constitution of society (1984). Giddens' theory of structuration eschews extreme positions, arguing that although people are not entirely free to choose their own actions, because their knowledge is limited, they nonetheless are the agency which reproduces the social structure and leads to social change.

Hence, Wallace Steven suggested that....

'we live in the tension between the shapes we take as the world acts upon us, and the ideas of order that our imagination imposes upon the world'.

This led Giddens' into exploring the questions of whether it is individuals or social forces that shape our social reality and he wrote that there is a connection between structure and action which is a fundamental element of duality of structure that cannot be conceived separately. Structure agency is a duality which means that people make society, but are at the same time constrained by it because they live in it and form part of it. Action and structure cannot be analysed separately, as structures are created, maintained and changed through actions (human activities), while actions are given meaning only through the background of the structure: the line of causality runs in both directions making it impossible to determine what is changing what. Social structures are constituted by human agency that is our planning authorities within our metropolis (Jos), and yet at the same time are the very medium of this constitution (Now with the Greater Jos Urban Master Plan).

In this regard, social structures are defined as consisting of rules and resources (plans and capital for implementation) involving human action: the rules constrain the actions, the resources make it possible. There are differences between systems and structures. Systems display structural properties but are not structures themselves. Giddens (1976 in 1984) in his article *Functionalism: apres la lutte* (1976) observed that "To examine the structuration of a social system is to examine the modes whereby that system, through the application of generative rules and resources is produced and reproduced in social interaction".

The process of structures (re)producing systems is called structuration. Systems mean the situated activities of human agents planning authorities with Town planners and others within the Built Environment (Giddens, 1984) and (Dung-Gwom, 2014; Hirse, 2014; Attahiru, 2014). Giddens (1984) in his book *The Constitution of Society* observed the patterning of social relations across space-time that administrative structures are then "...sets of rules and resources that individual actors draw upon in the practices that reproduce social systems, thereby ensuring planned neighbourhoods".

The article 'Politics, Sociology and Social Theory' explains systems as generative sets of rules. This was implicated in the articulation of social systems (*The Constitution of Society*), existing virtually "out of time and out of space" (*New rules....*). Structuration therefore means that relations that took shape in the structure can exist "out of time and place": in other words, independent of the context in which they are created. An example is the relationship between an employer and his employee when they come across each other in another location; say in a restaurant, the relationship between them is reserved as argued by Hirse (2014).

Structure can act as a constraint on action, but it also enables action by providing common frames of meaning. Considering the example of language: structure of language is represented by the rules of syntax that rule out certain combinations of words. But the structure also provided rules that allow new actions to occur, enabling us to create new, meaning sentences (Giddens, 1984). Structures should not be conceived as simply placing constraints upon human agency, but enabling. Giddens, (1984) suggested that structures (traditional, institutions, moral codes, and other sets of expectations-established ways of doing things) are generally quite stable, but can be changed through the unintended consequences of action, when people start to ignore them, replacing them, or reproduce them differently. Evidently, could be seen if this is applied on the administration of urban areas by planning authorities well-planned and organised physical development could be achieved which has a great potential of triggering socio-economic, political and environmental-friendly society.

Thus, actors (planners) (agents; planning authorities) employ the social rules appropriate to their culture, ones that they have learned through socialisation and experience. These rules together with the resources at their disposal are used in social interactions. Rules and resources employed in this manner are not deterministic, but are applied reflexively by knowledgeable actors, albeit that actors' awareness may be limited to the specifics of their activities at any given time. Thus, the outcome of action is not totally predictable (Giddens, 1984). Actors act in the agencies to achieve stated goals of the agencies (planners and planning authorities). Their goals have the social, economic and physical urban planning targets which are clearly seen in their spatial dimensions. Hence the structure can be for actors (planners) and agencies (planning authorities). One may argue that this is the most classical theory that explains the rationality of the planning authorities and the actions of the planners acting the way they do to ensure they meet the set targets of a good and habitable urban environment, yet it is not clear how and why.

4. Conclusion

This research has provided answers to the questions; what are the various forms of administrative structures and how do the identified administrative structures impact on the development and management of urban areas using the Jos Metropolis in Nigeria. The findings of the research are applicable to the overall urban and regional areas in Nigeria.

The strong mayor-council government system of administration and the weak mayor-council government system of administration are not available in the system. Whilst that is the case, the commission system is present as well as the council-manager system. Hence, the structure of the planning authorities follows this administrative structure.

The administrative structure can be for actors (planners) and agencies (planning authorities). One may argue that the administrative structure has positive impacts on the development and management of urban areas using the Jos Metropolis in Nigeria, even though it was unable to bring about controlled urban development and management.

Furthermore, research is needed to compare different methods of organisational-based models of administrative structure of urban development and management in different countries which would facilitate knowledge transfer amongst developing countries.

Finally, the confirmation of the theory of structuration was achieved as the administrative structures were reflected within the four 4 planning authorities sampled and used in the study where the commission system and the council-manager systems were clearly identified.

Conflict of Interests

The authors declare that they have no conflicts of interests.

Acknowledgement

The authors wish to sincerely thank the physical planning authorities saddled with the responsibility of urban development and its management in Jos metropolis, Nigeria for allowing them access to their employees' views and opinion during the questionnaire administration. Thank you very much. The authors take total responsibility for any typographical errors observed in this article.

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