

**SUB THEME 1: CONCEPTUAL AND METHODOLOGICAL ISSUES IN
ENVISIONING NIGERIAN CITIES BEYOND 2020**

**CONCEPTUAL AND STRATEGIC FOUNDATION FOR
EFFECTIVE INTEGRATION OF CULTURAL HERITAGE
IMPACT ASSESSMENT IN SITE ANALYSIS REPORT AND
PLAN**

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Abstract

Cultural Heritage protection and management is an integral part of the solution to the challenges of urbanization and achieving the New Urban Agenda. Yet in Nigeria, Urbanization has posed serious threat to its continual existence; exposing them to destruction, removal, damage, neglect and extinction. This paper reviewed International and local institutional issues in protection of cultural heritage; and some of the problems exhibited in implementing planning schemes in different parts of the country and how they threatened Cultural Heritage. It described an integrative framework of Cultural Heritage Impact Assessment (CHIA) in Site Analysis Report and Plan (SARAP) to mitigate damage and ameliorate inclusiveness of Cultural and natural heritage for working documents. The urgency to safeguarding and harnessing cultural heritage presents an unusual opportunity for Town Planners to demonstrate their ability and advance their discipline through their design, implementation and evaluation of inclusive designs that have firm conceptual and strategic bases.

Key Words: *Cultural Heritage, Environmental Impact Assessment, Site Analysis*

1.0 Introduction

Cultural Heritage properties are inevitably, tangible manifestation of Indigenous Knowledge systems (IKS) which is the sole driver of socio-economic, political, environmental and, most importantly scientific innovations employed to guide developmental goal among local communities in many parts of Africa (Wahab and Ojelowo, 2018). Regrettably in Nigeria, the existence of external forces especially rapid rise in Nigeria's urban population growth at 4.3 per cent per annum with 20 per cent annual increase in housing demand (Urbanet, 2018) creates tension between heritage property

protection and planned development. This indicates a need for coherent planning capable of linking the objectives of heritage property protection and urban socio-economic development.

Indigenous architectural structures, Monuments, historic buildings and landscapes of ancient landmark settlements in Nigeria, display authentic planning values that reveal ageless patterns of adaptation and profiling which brought harmony, self-reliance and sustained development in the three epochs of Nigeria's historiography – the pre-colonial, the colonial and the post colonial (Afigbo, 1981). Several historic scholars (Thurstan Shaw, 1972; Abimbola, 1977; Dmochowski, 1990) assent that Nigerian artifacts, indigenous architecture and landscapes consolidate ancient civilization dating back as far as 9th Century. Wangboje (1977, p. 112), explained further that the history, development and therefore the civilization of Nigeria can only be derived from her tangible heritage.

They have been growing concern for environmentally sustainable development and appropriate resource management on the universal value of Indigenous architecture, historic settlements, monuments and cultural landscapes. Heritage conservation of these properties is in direct confrontation with values and practical management issues related to planning of the built environment to satisfy emerging needs. In developing countries like Nigeria, they are threatened by demographic growth, increase of private motor transport, change in industrial and commercial operations, introduction of modern functions and lack of maintenance and understanding of their functional cultural values.

In other parts of the World, heritage properties are being integrated in master plans and upgraded from pure restoration to serve proposed functions while their historical or architectural value/ integrity are maintained with consequent economic value added to the salvage structure. Examples of cities inherent of this strategy include Venice, Laos, Istanbul, Rome, Brsec, Erbil, Aleppo, Tongli, Guangzhou and Luoyang to mention a few. These cities grew on ancient and prehistoric settlement, with traces of prehistoric fortifications incorporated into the structure of modern towns. This methodology of their approach is what Feilden, and Jokilet (1998) termed as integrated conservation

Monuments, archaeological and historic sites, indigenous architecture, historic towns and cities abound in the 36 States of Nigeria (Onyejekwe, Awonusi & Babagana, 2019). Scheduled heritage properties by the National Commission for Museums and Monuments (NCMM) have shown remarkable relevance in the socio-economic prosperity of the communities they are situated. This is evident in the management of Nigeria's two World heritage Sites - Sukur Cultural landscape in Adamawa State and the Osun Oshogbo sacred grove in Osun State which are currently reaping the plethora of tourism in terms of recognition, attraction, revenue, employment, popularity, pride and attraction of infrastructural development (Ozomah, 2018).

On the contrary, these World Heritage assets as well as other speculative cultural heritage properties are endangered due to the ignorance of guiding laws that protect these properties and absence of coordination or due process to obtain consent of the status of cultural

properties before demolition, alteration or planned development by professionals in the built environment especially Town Planners. This problem can be hinged on the assessment of planned developments squarely within the framework of Environmental Impact Assessment (EIA) and/or Social Impact Assessment (Patiwael, Groote & Vanclay, 2019). The primary inadequacy of the EIA framework is the exclusion of heritage in its site analysis plan and inadequate impact assessment method on heritage which tends to occur too late to salvage the cultural heritage property (King 2000; Fleming 2008; Jones and Slinn 2008; Antonson, Gustafsson, & Angelstam 2010; Bond et al. 2004; Langstaff & Bond 2002; Teller & Bond 2002; Jerpåsen & Larsen 2011); (Teller & Bond 2002; Bond et al. 2004; Masser 2006; Antonson, Gustafsson, & Angelstam, 2010; Lindblom 2012).

This paper explores the development of an integrative framework for planning in areas distinguished by specific Cultural Heritage values. It explicates Cultural Heritage Impact Assessment (CHIA) in Site Analysis Report and Plan (SARAP) by consultant Town Planners during appraisal of proposed plan applications for planning permit by prospective developers to mitigate damages to cultural artifacts and promote inclusiveness of cultural heritage in the practice of urban and regional planning in Nigeria for working planning documents.

To achieve this, we reviewed - conceptual and institutional issues (international and local) in the protection of cultural heritage; and Implications of contemporary SAP in the protection of Cultural properties in Nigeria. We also formulated a framework for integrating CHIA that urban planners and professionals in the built environment can easily relate to. Recommendations were made for Town Planners to demonstrate their ability and advance their discipline in CHIA and concluded in the last section of this paper.

2.0 Conceptualization and Institutional Issues on Cultural Heritage Protection

2.1 The Concept of Heritage and Conceptualization of Cultural Heritage Impact Assessment

The concept of heritage is multifaceted holding multiple meanings depending on different sets of values on objects (tangible) and practice (intangible). According to Osuagwu (2006) and Usman (2013), heritage is a broad concept that includes cultural and natural environment; it consists, landscapes, historic places, Sites and built environment, biological diversity collection, cultural practices, knowledge and living experience. It also record and express the long process of historic development forming the essence of diverse national, regional, indigenous and local identity of a people. Conclusively, it is a dynamic reference point and positive instrument for growth, change, peace, international corporation, socio-economic development and vision for the future (Osuagwu, 2006) passed down from previous generation and worthy of preservation (Harrison, n.d.).

From the authors' definitions above, it can be deduced that heritage is classified into three – cultural (artifacts, monuments building, music etc.), natural (geological

formations, plants, animals, aesthetics etc.) and mixed heritage (cultural landscapes) which can be categorized into tangible (moveable and immovable) and intangible. An explanatory diagrammatic illustration of the typology and categories of heritage is shown in figure 1.

Preservation was also emphasized in their definition which suggests the need to maintain and retard deterioration of existing state of a cultural property for posterity and sustainability.

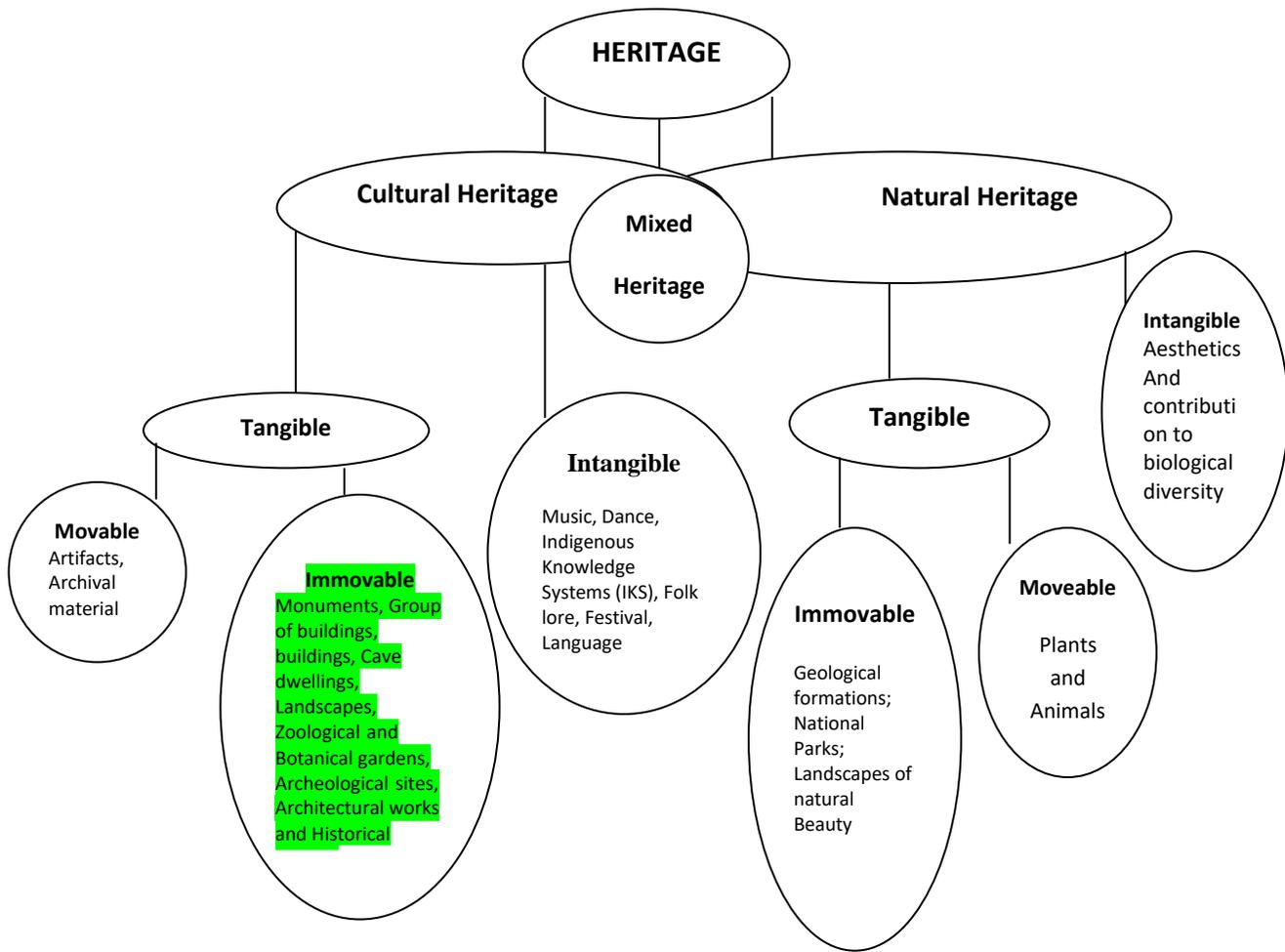


Figure 1: Illustration of heritage type and category.
Source: Onyejekwe et al.

For the purpose of this paper, Cultural heritage is defined by the United Nations Educational Scientific and Cultural Organization (UNESCO, 2019), as monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations

of features, which are of outstanding universal value from the point of view of history, art or science; groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science.

The character defining element of UNESCO's definition include the material, form, location, spatial configuration, uses and cultural association that adds significance to the heritage value. In line with UNESCO's guidelines of 1998 and 2019 for nomination of cultural heritage, Horayangkura (2005) stated that cultural property must satisfy one or more of the following eight critical criteria to qualify as heritage -

1. Represent a master piece of creative genius;
2. Exhibit a major interchange of human values on development in architecture or technology, monumental arts, town planning or landscape design;
3. Expressing a unique testimony to a cultural tradition/civilization which is living or has diapered;
4. Being an outstanding example of a building type or architectural or technological ensemble or landscapes in human history;
5. Being an outstanding example of a traditional human settlement or land use of a culture under vulnerable impact of irreversible change;
6. Being associated with events or living traditions, with ideas or beliefs, with artistic or literary works of outstanding universal significance;
7. Meeting the test of authenticity in design, materials, workmanship, setting and cultural landscapes in their distinctive character and components;
8. Having adequate legal/ contractual/ traditional protection and management/planning control mechanism.

Nigeria possesses rich sources of cultural properties that meet one or more of the listed criteria; some of which are documented and others that are yet to be publicly known. These cultural properties and their attributes are constantly under threat by public infrastructure development leading to the deterioration or disappearance of the cultural heritage property, the message they conveys as well as compromising the attainment of sustainability.

To address this situation, the United Nations Educational Scientific and Cultural Organization (UNESCO) adopted several recommendations concerning the protection of heritage properties in the 1972 UNESCO general conference. It stated in article 5(a) to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes.

According to Yang and Phares (2002), this UNESCO's clause paved an innovative approach that emphasized the intricate links between heritage property protection and harmonious development. In article 5 (d) it stated that appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation should be established.

In October 1987, the International Council on Monuments and Sites (ICOMOS) approved the *Washington Charter* for protecting the ancient urban center of a city and other historical landscapes. This charter originated from the impact of urban development on historic urban areas, large and small, including cities, towns and historic centres or quarters, together with their natural and man-made environments. According to the Charter, the spatial layout and the relationship between the block and its environment must be given special attention. This suggests that the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level.

These recommendations by UNESCO and ICOMOS Washington Charter heightened interest in preserving cultural heritage and thus, the issue of cultural impact assessment was conceptualized.

Cultural Heritage Impact Assessment (CHIA) as defined by Awoniusi, (2004) is the process of identifying, predicting, evaluating and communicating the probable effects of a current or proposed development policy or action on the heritage life, institutions and resources of communities, then integrating the findings and conclusions into the planning and decision making process with a view of mitigating adverse impact and enhancing positive outcomes. It follows an Environmental Impact Assessment (EIA) protocol, which 'disaggregates all the possible cultural heritage attributes and assesses impact on them separately ... without applying the lens of OUV (Outstanding Universal Value) to the overall ensemble of attributes' (ICOMOS, 2011).

According to Ozomah (2018), CHIA is the analysis of potential positive and negative impact on the full range of cultural resources of an area which may result from proposed development or work or environmental trends; and the design of measures to mitigate impacts which are unacceptable and maximising those which are beneficial. Awonusi, (2013).The procedure of Cultural Heritage Impact assessment involves consecutive steps starting with initial development and design; early consultation; identifying and recruiting suitable organisations to undertake works; establishing scope of work; data collection and collation; characterizing the heritage resource; modelling and assessing impacts; drafting mitigation; drafting report; consultation; moderation of assessment results and

mitigation; final reporting and illustration- to inform decisions; mitigations and dissemination of results and Knowledge gained.

Invariably, implementation of CHIA requires well established protective legislation at the International, national, State and local government level. Thus, knowledge of laws and policies for its enforcement is imperative.

2.2 International Response on Law and Policy for preservation of Cultural Heritage

The first international treaty for protection of Cultural heritage property was the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict in 1954. The law stemmed from the widespread destruction from bombings and lootings during the World Wars (I and II). The preamble states that "the preservation of cultural heritage is of great importance for all peoples of the world and that it is important that this heritage should receive international protection (Guruswamy, Roberts, and Drywater, 2013). The limitation of Hague convention is its implementation only in time of Military conflict but this setback was compensated for in the United Nations Educational Scientific Cultural Organization, UNESCO 1972 World Heritage Convention.

Concerning Labour mandate in respect of Cultural Property Protection, the International Labour Organization (ILO) Convention No. 169 -Project to promote ILO policy on Indigenous and Tribal Persons or PRO 169, stated in Article 2: 'Governments shall have the responsibility for developing, with the participation of the [indigenous and tribal] peoples concerned, co-ordinate and systematic action to protect the rights of these peoples and to guarantee respect for their integrity', (ILO, 2007). It also stipulated in Article 4 subsection 1 that, 'special measures shall be adopted as appropriate for safeguarding the persons, institutions, property, cultures and environment of the [indigenous and tribal peoples concerned (ILO, 2007; Guruswamy, Roberts, and Drywater, 2013). These can be interpreted that the participation of indigenous people in developmental project is imperative to mitigate detrimental effect to their heritage. This is also in line with the United Nations Draft Declaration on the Rights of Indigenous People Part III, Articles 12 and 13 (Cultural Survival, 1994).

Recent references in support of the integration of cultural heritage in Urban development can be found in the New Urban Agenda adopted at the UN Conference on Housing and Sustainable Urban Development (Habitat III) held in Quito in 2016. Governments gathered 'committed to the sustainable leveraging of natural and cultural heritage...in cities and human settlements, ...through integrated urban and territorial policies,..., to safeguard and promote cultural infrastructures and sites, museums, indigenous cultures and languages, as well as traditional knowledge and the arts,..' (Baltà Portolés, 2018). This statement refers to the inclusion of cultural heritage properties as a priority component of urban plans. Thus strategies and tools for their inclusion is imperative.

The World Urban Forum 10 held in Abu Dhabi in 2020, officially declared in section 3 that culture is an integral part of the solution to the challenges of urbanisation and to achieve the new Urban Agenda. They were in agreement that Culture and heritage are essential in the context of peoples' empowerment as well as their universal access to services and thus, need to be planned, designed and managed to attain sustainable cities and communities. This can be emphasized that integrated urban and regional planning that provides tools to ensure the integration of cultural heritage is expedient in achieving sustainable and resilient cities and communities.

2.3 Legal Support for the Protection of Cultural Heritage in Nigeria

Nigeria became a signatory and a state party of the World Heritage in 1972. Her duty is to co-operate in protecting, assisting, identifying and conserving sites and not to take deliberate measures that may directly damage cultural heritage properties. In line with International treaties in the protection of Cultural Heritage and local efforts to protect and preserve these resource, National Commission for Museums and Monuments (NCMM) CAP 242 of 2000 (Decree 77 of 1979) was enacted with the responsibility to acquire, declare, exhibit and manage cultural heritages. The commission was given power to protect and preserve all heritage properties in danger of being destroyed or under threat from injurious treatment (NCMM, 2013).

According to Onyejekwe, Awonusi & Abdul (2019), a total of sixty-five (65) National Monuments declared by the National Commission of Museums and Monuments (NCMM) spread across the six-geo political zones of Nigeria. Two of these Monuments are United Nations Educational Scientific and Cultural Organization (UNESCO)/ International Council for Monuments and Sites (ICOMOS) World Heritage Properties- Sukur Cultural landscape in Sukur Adamawa State and Osun Osogbo Sacred Grove in Osun State. Twelve sites are in UNESCO/ICOMOS tentative list for declaration as World Heritage while 100 have been proposed for declaration in commemoration of Nigeria's centenary celebration.

The attributes of these sites does not only satisfy the criteria(s) highlighted by Horayankura (2005) but can be summarized as some of Africa's most extensive ruins, ancient earthworks, ecclesiastical architecture, extensive forest with endangered biological diversity and techno-spiritual Iron and bronze casting sites (Oluwole, 2014)

Other statutes in Nigeria protecting Cultural Heritage include the Environmental Impact Assessment (EIA) Procedural Guidelines, 1995 and the Nigerian Urban and Regional Planning law, 1992 (CAP 18, 2000). The EIA procedural guidelines include full scale assessment of projects located or close to heritage properties. The Nigerian Urban and Regional Planning law (CAP N138 LFN 2004 Part III section 64 to 72) enables NCMM to list all buildings of special architectural or historic interest. According to the law, owners have to seek permission from NCMM for the

demolition, alteration or extension in any manner that changes the character of a listed building (NCMM, 2013; Onyejekwe, Awonisi and Babagana, 2019).

However, Onyejekwe et al. (2019) affirmed that even though the above laws exist, sites are highly threatened in the course of development projects in Nigeria. They added that the approach of heritage protection in accordance with the provision of the Urban and Regional Planning Law, 1992 (CAP 18, 2000), shows leniency in penalty in the destruction of cultural heritage. There is therefore the need for heritage practitioners and town planners to collaborate and strengthen the legal, management and physical planning instruments for the preservation of cultural heritage property and their integrity through inclusive national and state policies, guidelines and regulations in line with the global best practices that will enable the integration of CHIA in Site Analysis Plan (SAP).

3.0 Site Analysis Plan and Cultural Heritage Property Protection in Nigeria

Site Analysis Plan (SAP) is a land survey plan (Realserve, n.d) which forms the basis for good site planning, retention of desirable landscape elements, establishing building footprints, determining building orientation, and protecting heritage fabric (Lake Macquarie City Council, 2013). Incorporating Site Analysis Plan (SAP) into the development review process can result in designs that offer superior protection to important natural and physical features as well as determine whether a development meets a municipality's natural resource protection standards and other ordinance requirements (Lowenthal, 2000). In this respect, SAP is expected to take cognizance of heritage properties and existing legal and institutional framework that protect them.

Heritage properties in Nigeria are significant to the sustainability of communities, but implementation of planning schemes without regards to existing legal and institutional framework for their protection has posed serious threat to their continual existence. This could be hinged to the obsolete Site Analysis technique that excludes assessment of heritage impact within the framework.

For instance, shortcoming of approved development plan of the construction of the road passing through Zungeru in Niger State, led to the destruction of a colonial prison (Fatusin, 2006). Other cases include the Encroachment of Olokun groove/archaeological site (Fatusin, 2006); the destruction of Ilojo Bar (Awonisi, 2018) and defacement of Coal Corporation Headquarters (Udoh, Onyejekwe & Okorie, 2014; Onyejekwe, 2017) which were all scheduled for declaration as National Monument were depleted; creating ignorance of the past and ignorance of the future. Destruction of these symbolic markers, break links with the past, the people and their cultural heritage identity.

Another weakness of SAP in Nigeria is demonstrated in the displacement of indigenous communities and their livelihoods that have stood the test of time when planning schemes are implemented. The Cross River National Park project in an attempt to protect the best remaining area of the tropical moist forest did not only displaced livelihood of vulnerable

groups but also introduced an alien ideology of forest protection that conflicts with indigenous forest systems in protection of biological diversity (Onyejekwe, 2016). This is also similar to the forceful eviction and demolition of indigenous structures which adversely affected the cultural ties and relics of the Gwaris and Gbayis (ISHPS, 2018). In these two relative cases people have been displaced, indigenous production systems have been dismantled, kingship groups were scattered, long established harmonious settlements were disorganized, local labour market are disrupted, daily sustenance systems are dissolved.

The effect of the lacuna in SAP in Nigeria is consequential to official neglect of monumental structures to destruction, decline in historic skill and knowledge, displacement of livelihoods and harmonious development. These cumulative effects of government neglect of cultural property heritage is capable of tearing apart the socio-economic fabric of communities leading to impoverishment, joblessness, landlessness, food insecurity, deteriorating health and loss of access to community assets.

However, National Commission for Museums and Monuments (NCMM) in 2011 conducted the first Cultural Heritage Impact Assessment in Osun Oshogbo in accordance with 2011 International Council for Monuments and Sites (ICOMOS) Heritage Impact Assessment Guidance on World Cultural Heritage. Though the assessment was limited to the buffer region, it effectively evaluated the impact of development on the Outstanding Universal Value (OUV) of the property and has been adequately put to use for the management of the groove without compromising the authenticity of the site and its tourism potentials.

It is therefore obvious that contemporary modus operandi of Site Analysis in Nigeria needs to be upgraded by integrating the impact of Cultural heritage in its analysis. In this way, Town Planners can be skilful in forestalling damage to heritage properties and reconceptualise them in ways that will be compatible with a nature of development that respects the landscape resources of humanity. An integral and holistic approach towards heritage resources protection during urban and regional planning is thus required.

4.0 Assessment Models for Cultural Heritage Impact Assessment

Several analysis and evaluation models exist in the assessment of development impact on heritage resources. Commonly used ones aside from Cultural Heritage Impact Assessment (CHIA) which have been earlier criticized are Environmental Impact Assessment (EIA) and strategic environmental assessment (SEA). Others not popularly known include the landscape-based-approach, historic urban landscape approach (HUL), Interdisciplinary approach, morphological-historical approach, participatory triangulation and Cross sector approach .

The Landscape approach an inclusive, holistic way in which to consider heritage, where the site in itself is no longer an end; it is placed in a social, economic, ecological, and cultural context, whereby the process becomes emphasized, in addition to or even over the site itself. This means that, even when targeting the protection of individual buildings, the emphasis

should be on the whole, at the scale of the urban and the individual building, both including spatial, operational, and narrative qualities. Not only should the protection of historical monuments be integrated in a larger strategy of sustainable urban management, but also it should be more aware of how individual buildings, monuments, and special areas relate to one another and are part of a process of change (Veldpaus, Roders, & Colenbrander, 2013).

The Historic Urban Landscape (HUL) model was established as a management approach in the Vienna Memorandum 64 and was officially adopted at the Thirty-sixth General Conference of UNESCO in November 2011. It builds upon the assumption that, when an urban settlement is properly managed, initiatives, opportunities and development can contribute to both quality of life and conservation of cultural heritage, while ensuring a social diversity and justness. The steps include (i) Comprehensive surveys and mapping of the city's natural, cultural, and human resources; (ii) Reach consensus by participatory planning and stakeholder consultations on values and attributes conveying those values; (iii) Assess their vulnerability to socioeconomic pressures and impacts of climate change; (iv) Integrate the outcomes of i, ii, and iii into a wider framework of city development; (v) Prioritize actions for conservation and development; (vi) Establish the appropriate partnerships and local management frameworks for each of the identified projects and activities.

The interdisciplinary model makes use of multiple methods and techniques of analysis, such as operative sheets, panoramic optical cones, map-overlay, and historical-spatial analysis. These techniques allow us to follow trends from past to future projections, highlighting the sustainability of the processes (Lowenthal, 2000).

Morphological-historical model analyzes the dynamics of growth/urban transformation, spatial analysis and relationship of urban land plots; both the built and of green and water. The analysis is effective for identifying homogeneous urban areas, highlighting extraordinary events and allowing the definition of actions based on specific spatial-morphologic units. On the other hand the participatory triangulation model is a qualitative approach used in social research to ensure higher quality of research and reduce measurement error and consists of collecting data using two or more techniques followed by comparing and combining results (Prokopowicz, 2020) (Mrak, 2013). Common techniques used include participatory mapping (Narayan, 2000), opinion polls, focus groups, referendum, citizen forums, citizen juries, deliberative surveys, citizen panels and e-forum (Coote & Lenaghan, 1997; Landry, 2000). Mrak (2013) indicated that the aforementioned techniques can increase the transparency and rationality of discourse while clarifying the objectives and hidden interests, revealing the bases for new creative proposals of intervention on the landscape.

Cross sector approach is used for evaluations in social life cycle assessment (SLCA) in terms of the effects on what is important in human life (Reitinger, & Hillerbrand, 2011). It is also used to elucidate the notion of human well-being in the context of sustainable development (Comim et. al. 2007; De Vries and Peterson 2009; Holland 2008; Van Ootegem and Spillemaeckers 2009). Its indicators include number of jobs created and local employment in relation to five main stakeholder groups – workers, consumers, local

community, society and value chain actors (Realserve, 2020). Though this model have not been expressly utilized in heritage assessment, it is important in analyzing the inherent product of heritage assets in relation to employment and level of material comfort derived from their existence.

From the overview of the existing models in cultural heritage assessment, it is obvious that there is a need for a model that could somehow assess the impact of transformation of both built heritage/monuments and cultural landscape features.

5.0 Incorporating Cultural Heritage Impact in Site Analysis

This paper aim to evolve a model that can actually be useable and rational, logical and coherent in balancing the protection of heritage properties while providing for infrastructural development in order to attain sustainable cities and communities. For this reason the designed model is adaptable in various contexts as well as integration with different techniques of issue-based analysis. The model is articulated for any category of heritage property. The adapted framework for the analysis and identification of heritage property incorporates elements of the HUL, Morphological-historical and Cross sector models or approaches as it relates to on site features and constructed potential casual chain which encompass the following stages like identification of cultural heritage property, planned project activities, presume changes to cultural heritage attributes, potential impact and mitigation strategy (Figure 2).

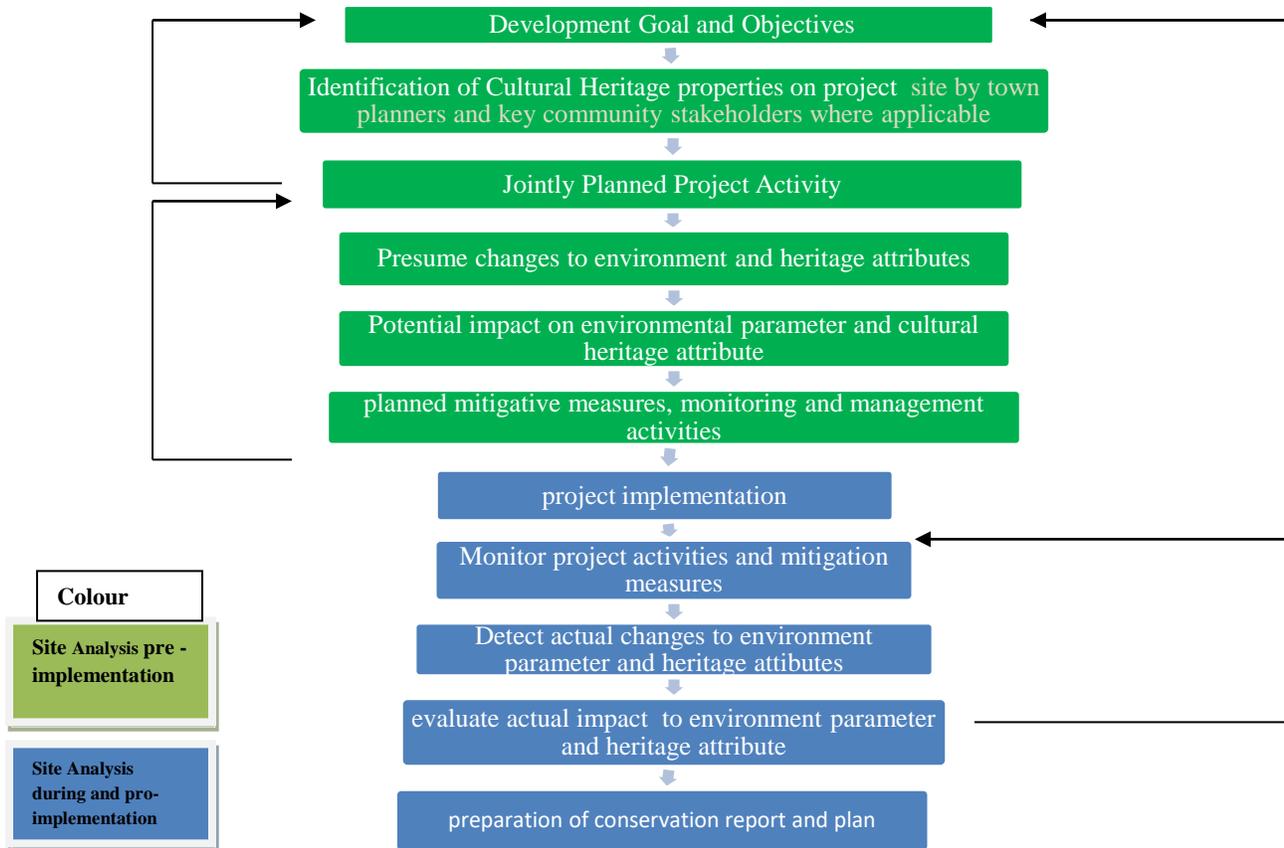


Figure 1. Overview of the evolved Framework for Integrated Heritage Impact in Site Analysis (adapted from Lohani et al, 1997)

Source: Onyejekwe, Essaghah and Nduka, 2020

From the above framework, goals and objectives of proposed project development directed at improving level of material comfort are formulated to the developers. Cultural heritage properties are then identified taking cognizance of its location, ownership, significant features, description of cultural resources located within the site where necessary in company of key community stakeholders; description of international, federal, state, local or communal recognition of the heritage assets; and depiction of adjacent heritage property and cultural resources to the heritage property. Also, a comprehensive review of the heritage property through archival, historical, archaeological written and visual records is imperative (Ozomah, 2018). Reconnaissance survey, particularly transect walk, participatory mapping, key informant interviews, oral traditions and questionnaires can be employed to identify the heritage property.

The next stage is identification and description of development activities in relation to cultural heritage attributes using an adapted Leopold Heritage Matrix (Table 1). On the

horizontal axis of the matrix table are the planned actions that potentially cause heritage and environmental impact. These are sub-grouped into Land Modification, Land transformation, Resource extraction, Land Alteration, Resource Renewal, Traffic/ Transportation, Climate, Agriculture, Waste Management, Chemical Treatment and Accident. On the vertical axis are the existing heritage attributes and environmental conditions that will be affected by the actions. These are sub-grouped into Ecological, Biological, Physical, Chemical and Cultural Heritage. Under Cultural Heritage subgroup, the attributes include: Ancestral relics, Cultural ties, Architecture, Cultural landscape, cultural land mark, Human History, Art work, Social life (Functionality) and Finance. The matrix will provide a comprehensive review of the interactions between proposed development activities and the heritage attributes to rate magnitude of the impact. Once the assessment of the magnitude of impact by each development action to the cultural heritage attribute have been completed, mitigation measures are set jointly with custodians of the cultural heritage property and are prescribed to prevent, reduce or displace attributes to the cultural heritage property. This may lead to project relocation or other adaptive measures or revise the proposed development goal and objective(s).

In the next phase still under impact identification, a network of system diagrams can be used to identify casual basis for impact by accommodating higher order stages from the initial stage. This is capable of making qualitative predictions of the cumulative impact of a number of activities on the heritage attribute and this can thus be used to express the impact hypotheses (Lohani, Evans, Ludwig, Everit., Richard, Carpenter & Tu, 1997). The potential impact of the development project and attributes of the cultural heritage property is then classified into one of these five possible categories adapted from (Lohani et al 1997) -

1. No Impact – implies the proposed development activity does not interfere with the cultural heritage attributes.
2. Significant Impact – this is defined to encompass a number of attributes and criteria including that the proposed development activity have potential to affect the cultural heritage attribute under the following impact criteria or dimensions:
 - i. Spatial scale of Impact.
 - ii. Time horizon of impact
 - iii. Magnitude (small, moderate, large)
 - iv. Importance to cultural custodians
 - v. International profile of outstanding universal value
 - vi. Importance in evaluating the impacts of development and in focusing regulatory policies.
3. Insignificant Impact – implies potential impact does not meet the criteria to qualify for significant impact.
4. Unknown Impact – the potential impact of the six criteria are unknown.

5. Mitigated Impact – there is potential for significant impact and the proposed mitigation measure will prevent the impact or reduce deterioration to acceptable levels.

Based on the outcome of the evaluation of significance of impact from each heritage property attribute the impact hypotheses will then be constructed for each major potential impact – (Significant, Unknown and mitigated) to heritage attribute. To provide the information base upon which the terms of reference (ToR) of the impact assessment of the heritage property is derived the following information is presented for each hypotheses:

1. A detailed description providing a statement for each network in the impact hypotheses;
2. Documentation of evidence for and against the statement in the hypotheses;
3. List potential or proposed jointly set mitigation measures;
4. List areas for further research and monitoring requirement (Lohani et al 1997).

As the project moves toward implementation, a heritage management plan must be put in place to ensure that the planned mitigation or adaptive measures will be implemented. The Plan should also specify monitoring that must take place to determine actual impacts and to evaluate the effectiveness of the mitigation measures. When the development project begins implementation, the development activity may lead to actual changes and impact to the heritage attribute. Depending on the feedback obtained from monitoring and evaluation programs on the project implementation operational activities the actual impacts and effectiveness of mitigation measures, the implementation activities may be altered. As development progresses, activity monitoring results may lead to the revision of the initial development goal and objectives.

The report will contain the conservation plan for the heritage property and norms for the implementation. These consists of: the location map at a scale that can identify individual properties; the ownership map; a survey showing the histography or epochs of the heritage property; Typology surveys of architecture/function, public and private open spaces as well as townscape and landscape analyses; Condition status; and conservation plan defining propose conservation, policy and degrees of treatment as well as norms and regulations for implementation.

Table 1: Modified Cultural Heritage Impact matrix

s/n	Existing Cultural Heritage property Attribute													
	Ancestral relics	Cultural ties	Cultural landscape	Architecture/technical	Cultural Landmark	Art work	Social life functionality	History	Finance/Revenue	Educational	Political			
1												Urban renewal	Modification and development regime	Development Action causing impact
2												Change of Use		
3												Land fragmentation		
4												housing		
5												Road construction		
6												Building encroachment		
7												demolition		
8												Climate change		
9												mining	Resource	
10												Oil exploitation		
11												poaching		
12												Effluent discharge	Waste treatment	
13												Legal waste dump		
14												Illegal waste dump		
15												Vandalism	Security	
15												Boundary trespass		
17												terrorism		
18												Fire outbreak	accident	
19												Operational failure		
20													Agriculture	

Source: Onyejekwe, Essaghah and Nduka modified Leopold Matrix, 2020

6.0 Recommendations

For the developed integrative framework to be effectively implemented into SARP the following recommendations were made:

1. Collaboration with National Commission for Museums and Monuments-
Nigeria Institute of Town Planners and Town Planners Registration Council, NITP – TOPREC should collaborate with National Commission for Museums and Monuments (NCMM) to strengthen the legal bases for protection of cultural heritage properties through inclusive national and state policies, guidelines and regulations in line with UNESCO’s operational guidelines and the Washington Charter.
2. Collaboration with other professional-
Integrated conservation of heritage properties should involve the skills of archeologist, ethnographer, sociologist, historian, architects, and engineers under the leadership of a conservation-conscious qualified Town Planner (Feilden, and Jokileto, 1998).
3. Inclusion of Heritage studies in the Planning curriculum-
This will facilitate understanding and appreciation of cultural heritage property among future planning professionals and foster public awareness and engagement in the need for their protection and conservation. It will also proffer skills and understanding in documenting heritage properties and communicating the significance its historic fabric and cultural values; protecting them from the adverse impact of intrusive interpretive infrastructure, inappropriate interpretation, create respect authenticity and inclusiveness or adaptive re-use in future plans.
4. Contextualization -
Physical plans and planning schemes designed within a cultural heritage property should relate to the property’s wider social, cultural, historical, and natural contexts and settings. This should also take into account all groups that have contributed to the historical and cultural significance of the cultural heritage property. According to UNESCO (2019), the surrounding landscape, natural environment, and geographical setting are integral parts of a site’s historical and cultural significance, and, as such, should be considered in its interpretation.
5. Inclusion of multi-disciplinary expertise-
Other professionals such as archaeologist and ethnographers should be integrated in the plan formulation where a heritage property is involved. The traditional rights, responsibilities, and interests of property owners and host and associated communities should be noted discussed, clarified, and agreed in the planning process.
6. Linkage-
Form linkages with other international efforts on the protection of Cultural heritage property such as International Council on Monuments and Sites (ICOMOS), International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), International Federation of Landscape Architects (IFLA) etc.

7.0 Conclusion

Cultural heritage in Nigeria display authentic planning values that expose ageless patterns of adaptation and profiling which brought harmony, self reliance and sustained development. However, the demand for infrastructural development to meet the growing population in Nigeria has threatened the continual existence of these irreplaceable assets and challenges the actualization of sustainable cities and communities in the country. Though several international (UNESCO) and local (NCMM laws) legislation and charters exist in favour of its protection, the continual defacement of Heritage properties indicates that planners and developers are unaware of these regulations, legislation and operational guidelines. Scholars attributed the destruction of heritage properties to absence of cultural heritage impact in SARAP and the inadequacy of EIA's for its assessment. National Commission for Museums and Monuments (NCMM) have successfully utilized the Cultural Heritage Impact Assessment for Nigeria's two World Heritage sites with positive significant results that are sustainable and at the same time, did not interfere with the integrity of the properties.

An integrative framework of CHIA in SARAP was developed - a holistic approach in analyzing cultural heritage impact in site analysis plan without compromising the economic objectives of infrastructural development and the integrity of the property. The authors presume that the developed framework will equip Town Planners in contextualizing cultural heritage properties for adaptive re-use if necessary in their SARAP. For effective implementation of the developed framework, it was recommended that NITP/TOPREC collaborate with NCMM to strengthen laws concerning the protection of Cultural heritage; include heritage studies in planning curriculum; contextualize heritage properties in planning schemes; include multi-disciplinary expertise in planning process and form linkage with international bodies in the protection of heritage.

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