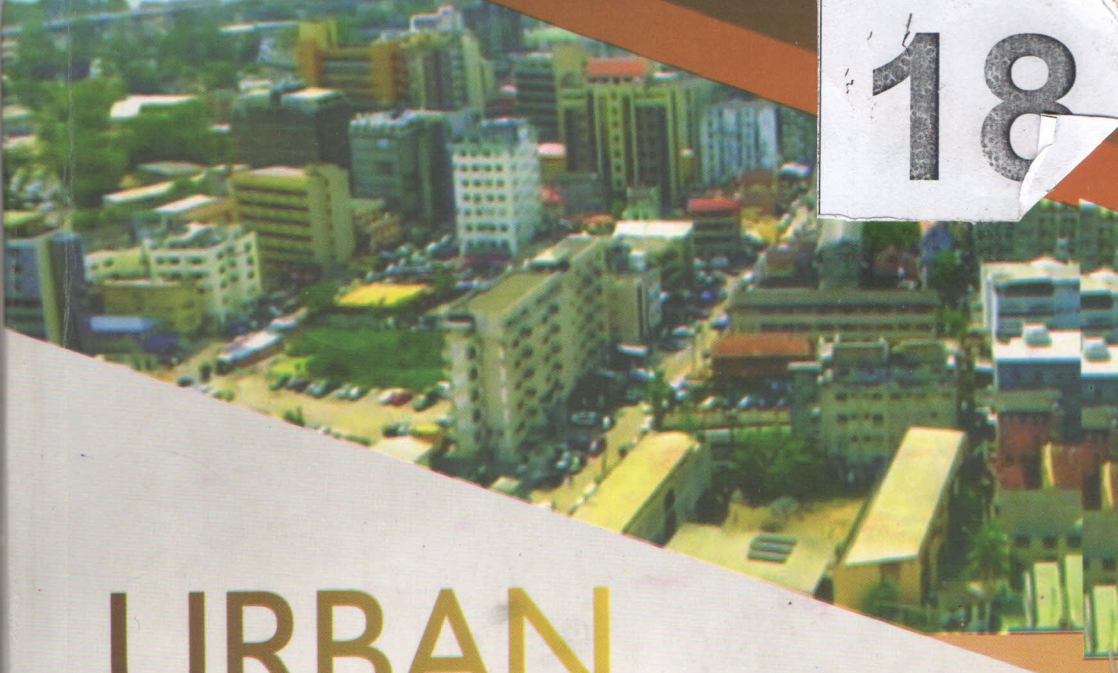


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URBAN DEVELOPMENT AND MANAGEMENT IN NIGERIA

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URBAN DEVELOPMENT AND MANAGEMENT IN NIGERIA

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Dedication

This book is dedicated to all stakeholders involved in the creation of pleasant environment for ALL.

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Urban Governance and City Development

Bako, A. I. & Aduloju, O. T.

Introduction

Urbanization invariably remains a defining trait of the 21st century, as cities become decisive for the future of sustainable development, the emerging importance of cities as actors in the global political arena for sustainable development can no longer be underscored. According to Stepputat (2016), more than half of the global population now lives in urban areas, and from 2015 to 2030 the urban population will increase by more than one billion people, mostly in Asian and African cities. The growing role of cities as centres of innovations and drivers of economic growth have been on the increase, therefore, urban governance has been seen as seriously issue in the process of city development. Devas (2005); Egunjobi (2015) have recognized the importance of urban governance in major subject of research in urban planning and city development. The process of urban growth and development is a universal phenomenon occurring all over the world. Pacione (2005) has acknowledged the result of a combination of natural increase of the urban population and net immigration of people to urban areas as the cause of the increasing levels of urbanization and urban agglomeration. Dutta (2012) identified the development in economy, industrialization, government impact and tremendous immigration as factors augmenting urban expansion and development. Wan Ibrisam (1996) highlighted the key factors contributing to the unregulated growth of Kelantan: locational, economic, infrastructure and political. As observed, the pattern of urban agglomeration across the world has constantly been a clog to good urban governance. The notion of urban governance literally refers to the relationship between civil society and the state, between rulers and the ruled, the government and the governed. All through, the subject of urban governance in this respect is referring to the government of cities; specifying the overall responsibility of the political and administrative

units. The major focus of urban governance seeks to protect the public interest, while ensuring that government objectives are also being met in both urban and rural area (Egunjobi, 2015). Consequently, urban governance in urban areas is much more challenging than rural areas (Attahi, et al., 2001). For instance, in rural area people did not rely on complex infrastructure of sewerage, potable water, electricity, and other things that urban area craves for.

Avis (2016) labels urban governance to be how government (local, regional and national) and stakeholders decide how to plan, finance and manage urban areas. It is a continuous process of negotiation and consultation over the allocation of social and material resources and political power. Accordingly, Basorun (2006) refers to good urban governance as the sum of the many ways, individuals and institutions, public and private, plan and manage the common affairs of the city and furthermore a continual process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and social capital of citizens (UN-Habitat, 2000). From the (Kinuthia-Njenga, 1999) angle, good governance is the manner in which power is exercised in the management of a country's economic and social resource for development.

It was revealed in the studies of Dick (2016) that cities are increasingly becoming drivers of global sustainable development, due to their socially and economically transformative roles as well as their connectivity beyond their own administrative borders. UN-Habitat (2016) reports the widespread growth of slums or informal urban settlements, particularly in the developing world has become a central policy issue during the last two decades. Images of slums are now ubiquitous. Nevertheless, in the studies of Stepputat (2016), it was estimated that one billion people live in informal settlements with no or limited basic services, and the number is expected to increase further. The challenge of providing growing urban populations with water, sewerage, transport, security and other services lies on poor urban governance and is compounded by the exposure to disasters and the effects of climate change, which will increase if urbanization continues in its current forms. However, against the background of the aforementioned urban governance gaps and the

relevance of cities, this chapter attempts a review of urban governance and city development, most especially in the Third World cities.

Urban Governance as a Concept

Governance is central to urban planning, determines the legal and administrative processes that underpin development, and the roles of formal and informal actors that shape urban change (Brown, 2015). Governance has become an important concept with the decreasing role of the welfare state since the 1980s (Tasan-Kok & Vranken, 2011). Interests in urban governance arise from its concern for the effectiveness of city development efforts it supports and governs (World Bank, 1991). As Jiboye (2011) avers, governance is a neutral concept in which the actors, mechanisms, processes and institutions can produce positive or negative results, hence the notion of "good urban governance". As indicated in the UNDP policy document, good governance is a necessary ingredient to achieve equitable and sustainable growth and development. A general definition of governance is the "exercise of authority, control, management, the power of government" (Hirschman, 1970). A more relevant definition for the purpose of this paper is "the manner in which power is exercised in the management of a country's economic and social resources for development. Urban governance thrives on the availability of resources, and these resources remains the *sine qua non* of any meaningful urban development.

Meanwhile, poverty has been recognized as an urban phenomenon and urban governments face an increasing number and complexity of challenges (Altpeter, 2016). Tasan-Kok and Vranken (2011) identify economic, social and cultural globalisation to be leading economic competition and pressures on national and local institutional structures. However, with the sovereign challenges being confronted with, urban governments seem no longer to be able to manage cities and city developments by using the former approaches and models. Additionally, COM (2001) believes cities, thus need to break away from compartmentalised approaches and to integrate formerly fragmented policy actions by taking the spatial, economic and social dimensions of urban development into account. According to Basorun (2006), urban governance in Nigeria is dated back to the pre-colonial era when indirect rule of land development was patterned according to the convenience of

the kings or traditional heads (Obas, Obis, Igwes and Emirs) in various parts of the country. In the colonial era, new agglomeration emerged in Government Reservation Areas (GRAs) in the form of organized neighbourhood only for the colonial masters. Nevertheless, from the era of independence, the structure of and framework of urban governance has been dictated by governmental agencies in consonance with some Decrees, which were specifically designed for the management of urban affairs. The Nigeria Urban and Regional Planning Law (otherwise referred to as Decree No. 88 of 1992 and its amendments Decree No. 18 of 1999) for instance came up with certain designated organs at the Commission, Board and Authority to govern the affairs of land development. Furthermore, the promulgation of Land Use Decree vested all powers into the hand of the military governor (thereafter the executive governor). These governmental structures could not sufficiently provide precautionary responses to the infrastructure breakdown, Traffic congestion, poverty, crime and deteriorating neighbourhoods that are unfolding in our cities today.

In the course of the Global Campaign on Urban Governance, UN Habitat (2002) advocate for good urban governance in the planning development and management of cities across the world. The agency identifies various principles which are sustainability, equity, subsidiary, transparency and accountability, efficiency, civic engagement/citizen and security. Across cities in the world, large gaps often exist between poor and better-off urban residents in terms of access to social, economic and political opportunities (particularly decision-making) and the ability to participate in, and leverage, the benefits associated with urban living. According to Slack & Côté (2014), urban governance:

- i. Plays a critical role in shaping the physical and social character of urban regions;
- ii. Influences the quantity and quality of local services and efficiency of delivery;
- iii. Affects residents' ability to access local government and engage in decision-making, influencing local government accountability and responsiveness to citizen demands.
- iv. Ensures sustainability in all dimensions of urban development.
- v. Advocates decentralization of authority and resources

- vi. Determines the sharing of costs and distribution of resources among different groups; and
- vii. Equity of access to the decision-making process by equal representation of women, men and poor, especially deflecting their needs and priorities

Urban Governance Dimensions

Drawing on an existing framework of governance, Lange (2009) identifies a technical, apolitical, an institutional as well as a cultural dimension. The technical dimension highlights the relationship between economic and human development. Recognizing tremendous imbalances, particularly in cities of developing countries, this dimension addresses issues of service provision or the allocation of resources. Urban governance involves a range of actors and institutions; the relationships among them determine what happens in the city. In managing urban transformations, government (at all levels) needs to play a strategic role in forging partnerships with and among key stakeholders (UNESCAP and UN-Habitat, 2010).

However, one has to notice that the technical, political and institutional dimensions are not only closely related to each other, but also strongly affiliated to the normative concept of “good governance” generally promoted by international donor agencies. They incorporate principles such as equity, accountability, transparency and participation. In this respect the cultural dimension recognizes the importance of specific values, beliefs and norms existing in a (urban) society. Thus, economic growth has often proved to be a major aspect of improved development since increased literacy, life expectancy or health statuses in most cases resulted from urban generated economic surpluses (Cohen, 2004). However, good urban governance is usually operated within:

1. **Urban Governance Frameworks:** Since urban governance is exercised at different governmental levels (federal, state and local), defining the roles and responsibilities of – and coordination between these levels is essential. Decisive elements are national urban policies, among other institutional frameworks; multi-level and -sectoral cooperation and coordination mechanisms; and formal and informal linkages beyond city borders.

2. **Intra-Urban Partnerships:** Effective partnerships and cooperative practices between local authorities, the private sector and civil society constitute the backbone of good urban governance. In particular, mechanisms and space for the participation of disadvantaged groups in collaboration and decision-making processes must be defined and the related capacities built.
3. **Transformative Urban Governance:** In order to effectively confront global challenges in the sense of truly transformative development, key elements of climate-friendly governance at the city level must be defined, relating to both mitigation and adaptation measures.

The Relationship between Urban Governance and City Development Processes

The concept of development is contentious among both theorists and practitioners (Egunjobi and Orji, 2016). Okafor (2004) defines development to be a condition (state) of a society, positive change (progress), and change over time (process). Furthermore, development has been viewed as economic growth, modernization, and redistributive justice. However, Nigeria URP Decree No. 88 of 1992, gives a general definition of development to be “the carrying out of any building, engineering, mining and other operation in, on, over or under any land, or making of any environmentally significant change in the use of any land or demolition of any building, including the felling of trees and the placing of free standing erections used for display of advertisement on the land”. According to Devas (2005), many actors and institutions influence urban development outcomes. Broadly, these include: local, regional and national agencies of government; civil society, including non-governmental organisations (NGOs), community-based organisations (CBOs), social movements, trade unions, political parties, religious groups, and the private sector (Brown, 2015).

The notion of urban development is a wide and complex one (Lange, 2009). However, urban growth, which is an essential element of sustainable urban development, is inevitably influenced by general conditions, including globalization, decentralization and demographic change (Ejumudo, 2013). However, there exist a nexus between urban governance and city development processes. Lange (2009) reports UN

Habitat now promotes “good” urban governance, which is considered to foster city development processes such as urban poverty reduction, a more equitable share of economic growth and the increase of local ownership in development projects, thus adding up to the concept of social inclusion. In the same vein, recognizing that social exclusion is wider than poverty is often regarded as static income poverty. The quality of governance is considered to determine the ability of urban dwellers to participate in urban facilities and services. Based on that, UN Habitat identifies five principles accounting for “good” urban governance of city development processes, namely effectiveness, equity, accountability, participation and security.

However, as Iheanacho (2012); Egunjobi and Orji (2016) note that, the primary aim of city development is to improve man and his environment. Managing urban growth has become one of the most important challenges of the 21st century. Nonetheless, cities with transparent governance and effective legislation, urban planning can be a creative tool for fostering regeneration or directing urban growth. However, some of the most acute challenges of rapid growth – poverty, environmental pollution and risk – occur in the poorest and most fragile states, especially in sub-Saharan Africa and South Asia, where innovative problem-solving is required. (Brown, 2015).

The philosophy of planning sustainable and inclusive cities integrates the principles of sustainable development (e.g. resource and energy conservation and environmental improvement) with those of social inclusion (e.g. reducing poverty and improving access to housing and urban services) (Brown, 2015). As cities remain the most extraordinary experiments in social engineering that mankind has ever known. They are hubs of creativity and cultures are dynamic democratic, open and cosmopolitan. Urban planning interventions need to be fit for purpose based on a sound understanding of the local environment, politics and economics, with recognition of contextual and capacity limitations, and the degree of political willingness to intervene. A central problem is that, in many countries, planning legislation guiding urban governance is inherited or outdated and is no longer fit to deal with 21st century challenges of urban growth, poverty or climate change.

Urban Governance and Poverty Reduction

Urban poverty is a major determinant of exclusion, and one of the major urban challenges of the 21st century. Globally, there have been significant gains in reducing poverty. The headline figures are impressive. UN figures suggest that Target 1A5 in the Millennium Development Goals (MDGs) before being repealed by Sustainable Development Goals (SDGs), to halve the proportion of people living in extreme poverty between 1990 and 2015, was met five years ahead of schedule. Gains are largely driven by impressive development in China. Yet figures suggest that in 2010, 1.2 billion people, around one in eight of the world's population, still lived in extreme poverty, more than 100 million children under five were undernourished, and numbers of people displaced by conflict or persecution was at its highest for 18 years, totalling 45.2 million (UN, 2014b). Defining poverty is relatively simple. It is generally accepted that all urban dwellers need adequate access to food, clean water, secure shelter, health care and schooling, and a level of income by which to access these needs (Brown, 2015).

The multi-dimensional nature of poverty is now widely understood, and it is recognised that poor people draw on a range of assets to survive, including social and kinship networks, but many basic needs are difficult to measure such as vertically structured urban governance system, political and civil rights, or social support mechanisms, all attributed to the chain of command and/or governance (Moser, 1998; Rakodi and Lloyd-Jones, 2002). Poor urban governance creates a complex interplay between housing, poverty and urban poverty. However, inadequate housing, which is a measure of poverty, includes insecure, hazardous or overcrowded housing, is a major factor contributing to poverty, and although the ‘right to adequate housing’ enshrined in international human rights law is still far from being met (UNH, 2009). Housing poverty can be influenced by the location, the structure and the tenure of a dwelling. Mitlin and Satterthwaite (2013) argue that broadening the definition and measurement of poverty would fundamentally change the basis for action, and that urban programmes and plans should shift perceptions to consider poor people as ‘citizens’ with rights, rather than ‘objects’.

Major Challenges on Urban Governance

Urban government challenges may take a number of forms: policy challenges arising from changed socio-economic and cultural conditions, institutional challenges linked to changes in how decisions are made and additional challenges associated with new understandings of urban governance itself (Skelcher, Sullivan, & Jeffares, 2013). We can identify several ways in which the urban context has changed to challenge urban management and has helped to give rise to urban governance.

Interurban Competition

This has become fiercer, with cities, trying hard to 'sell' themselves for a number of investments and other reasons in what has been termed 'place wars' (Haider, 1992). Short and Kim (1999) describes this as the transformation in urban governance from the welfare-state model towards economic development model. Kearns and Paddison (2000) aver that in an increasingly competitive world, city governments, both elected members and officials, have had to become more entrepreneurial, a role which potential conflicts with local welfarism and urban development processes.

Diversity

One of the major difficulties that cities in developing countries have to face is cultural and socio-economic diversity. Against the background of polarization and segregation, this challenge has a social as well as a spatial dimension. Thus, the lack of coherence arises in dual structures. Homogenising global culture is accompanied by simultaneous attempts to develop a city's local, distinctive culture to attract business investment (Kearns & Paddison, 2000). Culture itself has been increasingly common in an attempt to attract tourism and inward investment. Gated communities offering exclusive schools and private water services stand opposed to illegal settlements without drainage, scant electricity and high crime rates. Given such a fragmented socio-spatial urban structure, some authors recognize "the widespread retreat of the idea that networked services are 'public' services that should be available to all at standard tariffs" (Lange, 2009).

Security

Violence is a universal scourge that tears at the fabric of communities and threatens the life, health and happiness of us all (WHO, 2002). As crime rates are increasing in cities throughout the developing world, security has become a governance issue ever since. Hence the security dimension of city governance "implies that there are adequate mechanisms, process and systems for citizens' security, health and environmental safety" and "signifies there are adequate conflict resolution mechanisms through the development and implementation of appropriate local policies on environment, health and security for the urban areas." (UN-Habitat, 2004a). In this regard rapid urbanization has been a clog exacerbating the ability of authorities to face security and safety demands due to three factors. First, the incidence of crime and violence is likely to be higher in larger cities since they concentrate victims, crime opportunities and markets for stolen items. Second, prison regime is assumed to be hampered by less expenditure on law enforcement per capita as well as a lower degree of cooperation with the community police. Finally, larger cities are presumed to house a higher rate of crime-prone individuals and potential criminals (UN-Habitat, 2007).

Capacity

Given their rapid growth, urban cities today face severe problems regarding service provision. While the urban administration is often responsible for a variety of sectors such as waste, electricity, health, education and transport, there is often a lack of qualified professional staff to meet these responsibilities. In addition, the two factors of urbanization (natural increase in population and rural-urban migration) keep outstripping that capacity of the government at all levels to respond. The most part of the urban fiscal resource base and the level of service demand are not in line at all. Such conditions are commonplace in cities of the developing world since the devolution of duties and responsibilities does not always coincide with the authority to generate sufficient financial capital.

Implementation of Urban Governance and City Development: Physical Planning Approach

The physical planning and management of urban growth has become one of the most important challenges of the 21st century and is critical to the planning of sustainable cities. Brown (2015) avers that between 2014 and 2050, the global population is expected to increase from 7.2 billion to 9.6 billion, and the urban population from 3.9 billion to 6.3 billion. Over 90% of growth will take place in cities and towns of the global South. However, creation of conducive living environment and the need for sustainable growth and development are some of the primary objectives of physical planning attained through the orderly use of space. The contribution of cities to the economy and development of nation states has redefined the notion of physical planning by creating a basis for productive urbanization, adding an important value to economic growth and management beyond the traditional concern of development control. The Nigerian Vision 20:2020 is the outcome of a research by the American Investment Bank, which predicted that Nigeria will be in the league of 20 top economies based on the assessment of the abundant natural and human resources in the country, with the assumption that these resources will be effectively managed (Abdulhamid, 2008). Cities are associated with 80% of global GDP (World Bank, 2005). The 100 largest cities in the world account for 35% of Global GDP, the top 600 for 62% and the top 1000 for 68%. Economic opportunities offered by cities from the adoption of urbanization as a global development strategy are in synchronize with the ideological underpinnings of the new urban agenda.

The Challenges of Urban Governance in Physical Planning and Development

Lack of Governance

The new urban agenda is generally premised on the notion that cities will be self-accounting and governed, however, which is not the case in Nigeria. No city with specific administration currently exists in the country; responsibility for managing cities belongs to nobody and the absence of self-governing body.

Weak Institution for Physical Planning

Nigerian cities continue to grow without the benefit of physical plans to guide and govern them. Weak professional and financial capability of regulatory institutions to control development, including inadequate and unreliable strategies for planning, has long been a baton of problem passed from one generation to the other.

Ineffective Land Administration

Encumbrances in land administration make attainment of urban governance and city development goals of inclusiveness, equity, and access difficult to attain. Also lack of adequate and reliable data. Urban access to land is a crucial problem for the poor. In both private- and state-led systems the urban poor are often marginalised in development processes, and many access lands through non-formal tenure arrangements, often by paying bribes to informal land agents or middlemen. All this invariably weakens urban land governance.

Policy Responses

Governance is central to urban planning and urban planning is impotent without good urban governance. Studies have shown that both city development and urban governance are concepts that are difficult to measure. However, it is of utmost importance to keep doing it as data availability and reliability are major concerns in terms of measuring any type of urban progress, specifically in developing countries. Local leaders and decision makers need to be provided with guide posts on the state of governance in their cities and communities. Recognizing that phenomena like mass poverty, poor health conditions and insufficient education can hardly be ignored, the debate on governance – understood as abroad system of all stakeholders – has to be intensified.

Accordingly, Enabling Approach, which is one of the drivers of sustainability, decentralization of authority and resources, public participation in planning, capacity building needs to be properly institutionalized at all the three tiers of government (federal, state and local). The problem of weak institutions, especially institutions that are connected with urban development like the ministries of Power, Works and Housing and Environment should be strengthened to be able to hold their ground in the face of political interventions from highly placed

individuals who are bent on circumventing the system for their personal benefits. Best practices in fiscal autonomy are required to make cities financially solvent, cities need the power to issue debt, to raise taxes and issue bonds. However, there is a need to strengthen physical planning by first domesticating fully, the Nigerian Urban and Regional Planning Law across the states of the federation and to ensure full implementation.

Accordingly, the interest of Advocacy Planning generated by current efforts of Planners to reduce barrier and bureaucracy in politics as regards development of regions, cities and neighbourhoods should be appropriately internalized by the government as a concept of transparency and accountability in good urban governance. This is a result of the different groups (ethnic, religious, social and economic), by nature the human community has, each constituting a political or interest group whose views are of great importance in planning. Only few governments can afford to intervene directly in land markets to help the poor, so policies often concentrate on simplifying land registration or regularising informal tenure. Reliable population projections are essential to allow city governments to plan land policies and infrastructure investment, and avoid the emergence of sprawling informal settlements;

Where urban agglomerations span administrative boundaries, there is a need to establish effective systems for cross-boundary collaboration; The Nigeria Resilient Cities Network (NRCN) established in the mould of the Rockefeller global 100 resilient cities programme will particularly be a useful platform in bringing cities together to share experience and support each other. NRCN currently has a nine-member city (Kastina, Kano, Kaduna, Minna, Lagos, P/ Harcourt, Enugu, Bauchi and Abuja) and is already implementation its first flagship project of 4P strategy for slum upgrading in Minna in partnership with the German group GIZ international. Finally, access to urban land is a crucial problem, since all city development processes take place on it for the urban poor, many of whom land through non-formal tenure arrangements. Facilitating access to affordable land in accessible locations, particularly for housing, is thus one of the most important functions of the urban governance and planning system;

Conclusion

Rethinking the idea of urbanization should keenly focus on cities as the 'container', which requires growth and development as the 'content' of the container, which together be an integral part of Nigeria economics planning. In creating an autonomous governing system for cities, it becomes imperative for cities to be able to identify themselves as detailed entities with their own administrative structures, but importantly, must be able to act with a single 'leader' the equivalent of a major, who can be the single point of contact for the specific city, its promoter and bring specific city development processes together under one roof. The enhanced role of governments at all levels in the urbanization process over the years has resulted in a corresponding bias, where certain regions and cities are heavily favoured in terms of capital and fiscal allocations, giving favoured regions a cost advantage. This advantage could draw in an enormous number of migrants. However, with the exponential growth of Nigeria urban population, the government in conjunction with international agencies such as the World Bank, the United Nations Centre for Human Settlement (UN-Habitat) and UNDP, which have invested so much in urban development programmes should come to the aid of poor urban governance in Nigeria. Nevertheless, the challenges of resource oriented urban development Planning and Management in our cities at this critical economic period and in the years ahead, present the need for consensus building and partnership between stakeholders on the provision of public services. The view and implications of the current techniques now lie with major actors being involved in the implementation of development programmes required to achieve good urban governance and sustainability of our cities.

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Introduction

Over the years, the quality of dwelling units and facilities, both internal and external environment, housing habitability, quality in a particular area, socio-economic status of the dwelling, particular area, housing quality, current state of future projects, Housing quality, both an objective, consists of many dwelling types, of the dwelling, includes user expectations, such as the character

According to (2006) and essential and elements that beauty, convenience. The authors