EFFECTIVE URBAN MANAGEMENT AND GOVERNANCE FOR SUSTAINABLE CITIES IN NIGERIA IN THE 21ST CENTURY

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ABSTRACT

The objectives the paper sets out to achieve include examining the prevailing state of urban management and governance in Nigeria. They include looking into the bases (policy, legislative etc.) of managing and governing urban areas as well as outlining the relevant requirements and characteristics of sustainable human/urban settlements. It recommends appropriate measures for achieving effective urban management and governance in Nigeria in the 21st Century.

The paper reveals that virtually all our existing cities are unsustainable. It points out the fact that they can either be made sustainable or new sustainable ones built. The presence of numerous agencies with duplicate functions in our cities, adoption of inappropriate planning methodologies, lack of vision for the sort of cities we desire, absence/inadequate provision of urban services, poverty, urban environmental problems, lack of political will/power etc. are identified as the bane of urban management problems and governance for sustainable cities in the country. The paper points out the need for and the importance of urban visions. It enumerates both the marks, pre-requisites of sustainable cities and finally recommends appropriate measures and strategies to facilitate effective urban management and governance for sustainable cities in the 21st Century.

INTRODUCTION

Sustainability and sustainable development are topical issues both at the international, national and local levels. In our professional area, that is, town and country planning, the issue of sustainable human settlements generally and sustainable urban settlements, in particular, is equally topical. The route to achieving sustainable cities in Nigeria, as it is elsewhere, is a complex and multifaceted one with its requirements, demands and problems.

As the 21st Century is just at the corner, the goal of this paper is to explore ways of meeting one of the prerequisites of sustainable cities, i.e. effective urban management and governance.

The objectives of the paper, therefore are (a) to examine broadly the state of urban management and governance in Nigeria; (b) to look into some of the policies, legislations and other bases of managing and governing urban areas in Nigeria; (c) in the light of objectives (a) and (b) to point out the short comings of the prevailing practice of urban management and governance in the country; (d) to outline some of the principles and marks of sustainable human settlements, in particular, and sustainable development in general; and (e) to recommend ways of realising effective management and governance of our urban areas for sustainable cities in Nigeria.

The paper is a product of information obtained mainly through the review of related literature and personal interviews with some officials of some appropriate government agencies, and personal acquaintance of the author with the situation in some urban areas in the Northern states.

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THE STATE OF URBAN MANAGEMENT AND GOVERNANCE IN NIGERIA

Urban Governance:

All the three levels of government - the Local, State and Federal - are involved in urban government, in most cases through their agencies. All the Local Government headquarters are declared urban areas according to the 1976 Local Government Reform Guidelines.

Moreover, parts of some local governments in some cases, and in other cases, the entire local government areas fall within the boundaries of designated urban areas. The different tiers of government and their agencies are assigned certain, often, duplicated responsibilities to perform in the urban areas.

Table 1 provides some of the actual and potential areas of overlap of functions of governmental agencies typical of our urban areas in Nigeria.

TABLE 1
PUBLIC AGENCIES: SOME AREAS OF OVERLAPS IN THEIR FUNCTIONS IN URBAN AREAS

<table>
<thead>
<tr>
<th>FUNCTION</th>
<th>AGENCIES</th>
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<tbody>
<tr>
<td></td>
<td>STATE</td>
</tr>
<tr>
<td>Issuance of certificate of occupancy</td>
<td>X(G)*</td>
</tr>
<tr>
<td>Prep./Imp. of urban/Land Dev. Plans</td>
<td>X(UDB)</td>
</tr>
<tr>
<td>Preparation of Layouts</td>
<td>X(UDB/BLS C.P.)</td>
</tr>
<tr>
<td>Dev. Control/Plann. permit</td>
<td>X(UDB)</td>
</tr>
<tr>
<td>Prov/Maint. of shops, kiosks, markets, motor Parks</td>
<td>X</td>
</tr>
<tr>
<td>Urban Infrastr. Streets/Lighting</td>
<td>X(EPA)</td>
</tr>
<tr>
<td>Recreation/Pub. Conveniences</td>
<td>X(UDB/EPA)</td>
</tr>
<tr>
<td>Refuse/Environ. Protection</td>
<td></td>
</tr>
<tr>
<td>E.I.A.</td>
<td></td>
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<tr>
<td></td>
<td>L/GOV'T.</td>
</tr>
<tr>
<td></td>
<td>X(C)*</td>
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<td></td>
<td>X</td>
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<tr>
<td></td>
<td>X(UC)*</td>
</tr>
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<tr>
<td></td>
<td>FED.</td>
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<td></td>
<td>X</td>
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<td></td>
<td>X(UNNC)</td>
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* G is abbreviation for Governor  
C is abbreviation for Chairman  
N is abbreviation for non-conflicting  
UDB is abbreviation for Urban Development Board  
BLSCP is abbreviation for Bureau for Lands, Survey of Country Planning  
EPA is abbreviation for Environmental Protection Agency  
FEPA is abbreviation for Federal Environmental Protection Agency
The implications of much duplication of functions of statutory agencies for urban management and governance are discussed in pitfalls in the practice of urban management and governance below.

**Urban Management:**

Nigeria like any other developing country, is experiencing rapid urbanisation, which, over one-and-a-half decades ago was put at startling rate of 11% per annum; and whose population is at an explosive population growth rate of 3% annually (Sada and Oguntoyinbo, 1981). Individual urban areas have been found to be growing at a higher rate than the national rate. For example Lagos metropolis had a growth rate of about 19 percent and Ilorin about 16% annually (Sada, 1973). We are reminded further that planning was necessitated by the unsatisfactory consequences of free market forces and private actions which became intolerable (Glasson, 1974; Omuma and Ohoekeroraye, 1986)

Urban planning has, therefore, been accepted and adopted as a management mechanism for controlling human activities and actions taking place over our urban space(s).

Rapid urbanisation in Nigeria has its attendant problems which are categorised under four classes, namely: unemployment, serviceability, manageability and liveability (Ayeni, 1978).

Unemployment is consequent upon the influx of migrants from rural areas into urban areas. Many of these are unemployable due to their lack of education or skills. Our mushroom type of urbanisation which lacks a commensurate level of industrialisation and other job-creating economic activities is, perhaps, a more serious cause of urban unemployment. The result is manifested in hawking, street trading and other informal sector activities as well as their attendant problems, social vices and so on. Lack of jobs is seriously linked to urban poverty.

Serviceability problem stems from the failure of our cities to provide sufficient social facilities, services, amenities or infrastructure for their inhabitants (e.g health, education, recreation, portable water, energy etc).

Manageability problems relate to issues of planning and upkeep of the city, the maintenance of the roads, markets and other systems within the city. The dual-city phenomenon and the existence of urban districts in many of our urban areas today-the creation of colonialism - add to our urban management problems in terms of their planning, development and governance.

The problem of liveability is more or less the product of several of the problems highlighted in the three classes above. Liveability means the creation and maintenance of a decent environment and the ease of circulation within the urban system, including the flow of goods and services. If the provision of urban facilities and infrastructure is not adequate, it leads to their over-utilisation, waste generation and disposal problems, housing shortages, overcrowding, slum development, flooding and urban deterioration. Traffic congestion and pollution must be added to the list of the problems including urban poverty.
In Nigeria, a number of strategies have been adopted as means of ameliorating, eradicating and preventing the future occurrence of these problems. These include the preparation of planning schemes such as layout plans, urban renewal schemes covering parts of our urban areas and comprehensive (physical) master plans for the entire urban areas. The physical master plans are meant to serve as urban development framework for controlling development and directing the future growth of the urban areas concerned.

Although the repealed 1946 Nigerian Town and country planning ordinance did provide for the preparation of planning schemes and the appointment of planning authorities, the production of urban-scale master plans in the country received a boost only during the decade of 1970s. During this period, several states prepared master plans for their capital cities and other major towns. Kwara State, for example, produced master plans for 32 of its major towns while the former Plateau State prepared master plans for Jos-Bukuru and other main towns, especially the local government headquarters. In the same vein urban planning and development boards were set up by many states.

Space limitation would not permit for detailed account of how master planning has fared. However, suffice it to state that the preparation and implementation of urban master plans have been hampered by so many problems due to rapid changes, institutional difficulties and other hindrances as outlined in the pitfalls in the practice of urban management and governance below. These factors constitute the bane of our urban master plans and urban management.

POLICY AND LEGISLATIVE INSTRUMENTS RELEVANT TO URBAN MANAGEMENT AND GOVERNANCE

The main instruments include the Constitution of the Federal Republic of Nigeria, 1979 and 1989; 1976 National Guide lines on Local Government Reforms and State Edicts on same 1976; the Land use Decree of 1978; the F.E.P.A. Decree of 1988; the 1989 National Policy on the Environment; the 1991 National Housing Policy; the 1992 Draft National Urban Development Policy for Nigeria; the Environmental Impact Assessment Decree of 1992; and the Nigerian Urban and Regional Planning Law (Decree No. 88) 1992. Those at state level include edicts on urban planning and development boards, as well as environmental protection/sanitation agencies. Some of these policies especially, the legal enactment together with the national constitution(s), take the bulk of the blame on the duplication of functions of agencies governing and managing the urban areas.

PITFALLS IN THE PRACTICE OF URBAN MANAGEMENT AND GOVERNANCE

These pitfalls are numerous and varied, ranging from conceptual issues to lack of explicit demarcation of functions as well as to attitudinal and political considerations.

They are broadly summarised as follows:-
i. Adoption of Inappropriate Planning Concepts

It is true that master plans are meant to serve as frameworks for controlling and directing the future expansion and development of urban areas for which they are produced; but the very conception and the methodology of master planning itself have been found to be unsuited to our rapid type of urbanisation. This is because they were originally meant for the type of urbanisation in Western Europe and North America (Mumtaz, 1982).

Further weaknesses of master plans include their rigidity, and lack of regular reviews, non-involvement of the public in the process of their preparation, unrealistic projections and costing. Moreover, it takes too long to have them prepared to the extent that by the time they are finally ready, their proposals have been overtaken by very rapid changes which render them outdated (Devas and Rakodi, 1993). The result is that such plans have little effect on the urbanisation phenomenon in Third World cities. Added to this, is the fear that the use of large-scale master plans would result in misplaced social and physical order. This group of factors is one of the fundamental contraints to effective management.

ii. Duplication of Functions of Statutory Agencies Managing and Governing Our Urban Areas.

This is the second and equally fundamental short coming. Duplication of functions found among federal or state owned bodies on the one hand and local governments on the other (Table 1). The table reveals that the functional overlaps are higher between the state and local than between state and federal government parastatals. A further illustrative example comes from Kano where Green (1975, 1977) in his study found that 8 Federal agencies, 8 different state agencies, the Kano Township Authority and the Metropolitan Planning and Development Board were all involved in local urban activities. On a functional basis. It was found that there were five different agencies providing health services, while three agencies were involved in refuse collection and disposal. Moreover, four agencies had responsibilities for drainage. In all this, no system for coordinating all these activities existed. In a similar vein, in Jos a four cornersed fight was found raging between the local government and the then Plateau Capital Development Board, Ministry of Lands and Survey and the Ministry of Housing and Environment over urban land allocation and management (Okpala, 1986). It is noted that changes might have taken place, but the basic facts still remain valid.

The implications of these duplication of functions are that they lead to conflicts, rivalry and poor performance on the part of the agencies. The enshrinement of local government function in the Constitution implies that it will take only an Act of the National Assembly to change those functions. Urban planning cannot therefore, be effective in such a situation (Jiriko, 1986).

iii. Problems of Attitudes, Indiscipline and Lack of Political Will;

It is claimed that the Nigerian society as of now largely works, not through institutions, but rather largely through personalities (Okpala, ibid).
Moreover despite the existence of laws and regulations on planning, personalities tend to be more powerful than the institutions and even the laws. A person who breaks the laws, even if knowingly often gets away with it if he happens to know the right persons at the top to approach. Okpala (ibid) further claims that "this arises largely from the fact that government has generally been unwilling to implement measures that are resisted by powerful groups. It has also been unwilling to move against influential persons who form part of the social strata that are close to those in government and who use their political and social influence to bend the rules." Such situations breed wanton encroachment on land use proposals in master plans, unhealthy mixed land uses and so on. If desired results are to be achieved, laws must not be defective or too loose. They must be enforced by authorities independent of personalities or friendship and kinship (Aje, 1974) and obeyed by all including the law-maker.

The urban management staff must live above-board and in compliance with the provisions of their code of professional practice and conduct.


This led to the creation of a uniform system of local governments which did not recognise urban-rural boundaries and peculiarities. Local government creation was informed by administrative convenience (Olowu, 1985) rather than pragmatism. This appears to be a potent cause of functional and jurisdictional clash between state and local governments in urban areas.

v. Inadequacy of Manpower and Equipment

Urban communities cannot manage and govern themselves. Manpower in terms of number, quantity and mix is required. Currently this requirement is far from being met. The estimates of Adedibu and Afon (1993) on professional town planners needed in various planning environment confirms this fact. The same story may be true of the other sister professions in the urban management and governance arena.

The urban management personnel need the necessary equipment and machinery if they are to function effectively. Sadly enough, these materials are often unavailable, grossly inadequate or broken down.

vi. Finance

Lack of finance is one of the most fundamental obstacles to the issue in view, since most of the other difficulties, hinge directly or indirectly on finance, it can have a crippling effect on the subject under discussion. This is more so in such a situation of economic crunch as is being experienced in our country.

SUSTAINABLE CITIES AND HUMAN SETTLEMENTS: PRINCIPLES AND REQUIREMENTS

1. To set our context right under this objective, one or two issues must be clarified. The first of these is "sustainability". What sort of sustainability are we talking about? Is it social, economic or environmental sustainability of the cities? Or should it
be technical sustainability?

Of these four different types of sustainability, that of the environment is said to look fully at the future and encourages us to use the environment in a manner that will absorb all the threats of today and still remain of optimal usage for generations to come (Olofin, 1996). Technical and economic sustainability address the present time mainly while social sustainability addresses both the present and the future.

The meaning of sustainability is varied. In the U.K. for instance, it is defined in general terms as "the maintenance over time, of the environmental capacity, comprising the various functions performed by the natural environment, inclusive of the provision of resources, the assimilation of waste, amenity and life support services" (Wellbank, 1994). This, essentially, is a definition of environmental sustainability which can be further subdivided into "hard" and "soft" sustainability. "Soft" environmental sustainability is that which requires taking environmental considerations into account in policy or decision making while permitting trade-offs to generate socially optimal results. "Hard" sustainability is one in which environmental considerations act as obstacles to achievement of other social or economic objectives. They are environmental absolutes.

The next question is, should cities in Nigeria be only environmentally sustainable or should they be also socially, economically and even technically sustainable in the 21st century? Before the right answer(s) can be obtained, there are certain pre-requisites that must be met. One of these is the need to have visionary thinking about the sort of urban areas we would like to have, work in, live and bring up our children. Visions are very important for a number of reasons (Adams, 1994).

i. The desire for opportunity is one reason why people live in cities. One may ask why we want sustainable cities in Nigeria. Agglomeration in urban settlements provides opportunities. These include opportunity to develop the mind and body, opportunity to fashion a way of life and a personal identity as well as opportunity to make money and to spend it. Indeed people desire the opportunities that cities provide. Such opportunities are desired for both the present and the future. According to Adams (Ibid) "If we owe one thing to future generation, it is to create for them at least as much opportunity as that which we have enjoyed ourselves".

ii. Visions are important in the urban ordering process. Many Nigerian cities for example have evolved and grown to their present status without the benefits of any enabling vision or design, hence the numerous problems plaguing them today. With a vision, ordering can be imposed on our cities in terms of, for example, sanitation, circulation, open space, security etc.

iii. They help to give direction.

iv. Visions help to provoke imagination.

v. They help to achieve consensus
vi. Where no organising concepts or principles exist, visions help to achieve better results.

In terms of breadth, city visions must not be limited to physical aspects. This is because cities are social and economic as well as physical phenomena. This is attested to by the fact that, the most successful city plans are those which have elements integrating the social, economic and physical aspects into a coherent whole. Thus sustainability should not be limited to environmental issues.

Adams (ibid) goes further to outline the factors which aid in the evolution and realisation of visions for creating and transforming cities as follows:

(i) The understanding of a threat or opportunity - This is where visionary activity begins.

(ii) A vertical integration of authority in taking a decision to prepare a city plan. This is in recognition of the value of visionary activity.

(iii) A display of imagination in the process of plan preparation, signified by the conceptual power of ideals to "move men's mind," and the promise of achieving results that surpass the sum of their constituent parts. This is the vision that should influence the reality.

(iv) An understanding of market economics, i.e. of how profit can be created, who pays and who benefits. This is the reality that should influence the vision.

(v) A horizontal integration in the implementation of programmes across public sector agencies. This is giving expression to the vision.

(vi) A clear structure of authority and accountability in the process of implementation. This is the power to realise the vision.

(vii) An obligation to consult and to review throughout the life of the plan. This is the means of modifying the vision in response to change.

These factors must not be taken as exhaustive. In fact, city visions can greatly and positively shape our urban policies.

The competition for the accolade "Environment City" now opened to all cities of the United Kingdom and other settlements with over 100,000 population and the British Labour Party's city 2020 may be cited as examples of city visions. In Nigeria, there is a vision for 2010 and a national committee was constituted for the purpose. It is hoped that sustainable towns and cities is one of the issues high on Nigeria's vision 2010 agenda; or else, that vision will not be visionary enough.

II. Some of the Principles and Requirements of Sustainable Human Settlements (Selman, 1993):

Although there are specific principles for sustainable human settlements, other relevant principles and requirements for sustainable development generally are also outlined.

a. General Principles and
Requirements:

i. The development and environmental needs of the present and future generations should be met equitably.

ii. Environmental protection shall constitute an integral part of the development process and cannot be considered in isolation from it.

iii. States shall enact effective environmental legislation.

iv. Environmental impact assessments (EIA) shall be undertaken for appropriate development.

Key Principles from Agenda 21

i. The need to change patterns of consumption e.g. encouraging environmentally sound use of new and renewable sources of energy; the sustainable use of renewable natural resources etc;

ii. Integration of the environment and development in decision making as well as integrated planning and management of land resources - sustainable rural land use planning, etc;

iii. Protection of mountain and marine areas and resources;

iv. Conservation of biological diversity;

v. Environmentally sound management of solid wastes;

vi. Role of institutions and N.G.Os and local authorities; should have accomplished on a collaborative basis, a local Agenda 21 for their communities.

vii. The importance of particular groups of citizens e.g. the status of women in environmental decision-making and education as well as public awareness and training must be recognised and taken into consideration.

(b) Other Principles on sustainable Human Settlements (i-v, FROM AGENDA 21)

i. adopting innovative planning strategies;

ii. guiding cities along sustainable paths;

iii. involving citizen participation;

iv. taking resource inventories;

v. issues on energy and transportation systems should be adequately addressed.

vi. determination of development methods which focus on the enhancement of the condition of the population as a whole, with emphasis on raising the standards of living of the poorest residents.

vii. a democratic political system oriented towards development that corrects the inequities of the market.

viii. state control over natural resources, permitting the participation of representative institutions from various sectors of the population, in order to guarantee the rational use of resources and the protection of the
ecosystem.

Fyson (1991) affirms that not only the natural environment, energy transport, waste and pollution but also food and agriculture, the city economy as well as the built and social environments are all topics impinging directly on the viability of cities. Moreover, success is yet to be achieved in satisfactorily reconciling the major elements of a general plan for urban sustainability. To these must be added, particularly for the Nigerian situation, the problem of sustainability criteria to be used in determining whether or not sustainability is being achieved. These are yet to be worked out. Similarly, the individual local authorities in Nigeria have not evolved local Agenda 21 for their own communities and yet the deadline has come and gone.

C. The Marks of a Sustainable City

A sustainable city is a city of our vision realised. Some of the characteristics of such a city may include:

i. well-and flexibly planned designed, and developed as well as fully integrating social, economic and physical issues;

ii. full of opportunities for both the present and future generations;

iii. liveable, properly managed and well provided with essential services;

iv. self-contained;

v. possessing qualitative environment and embracing all functions of an "environment city", i.e as a "centre of environmental excellence";

vi. functional and constituting a level in a functional hierarchy of similar cities;

vii. efficient and rational energy user as well as emphasising more on using new and renewable alternative energy sources;

viii. democracy reigns supreme thus involving full citizen participation;

ix. poverty virtually non-existent;

x. less differentiated in its land-use patterns, hence a high degree of social mix and mixed land uses;

xi. maximally orderly;

xii. recreation, aesthetics and convenience are top priorities;

xiii. provision of congenial surroundings for all sections of the community;

xiv. a disciplined, enlightened informed and self-esteem citizenry;

xv. virtual absence of crime and social vices;

xvi. devoid of most, if not all, the sort of problems facing our today's cities especially those on management and governance;

xvii. principles and requirements of sustainable human settlements and relevant require-
ments on sustainable development are practicalised;

xviii. inter-agency conflict is alien while co-ordination is the administrative cement e.t.c.

In the light of these characteristics and other features, one cannot agree more with Fyson (op cit) that "there is clearly far to go before a city-dominated future can be reconciled with the kind of sustainability which present thinking aspires to"

THE WAY FORWARD

With the above vision of the sort of cities we desire to have by improving the existing ones by the 21st century, one may wish to ask whether such a dream is realisable in the light of the deficiencies and weaknesses in the prevailing practice of urban management and governance in Nigeria. This question is even more relevant when these deficiencies are considered within the context of the demands of the outlined principles and requirements of sustainable human settlements and development. Achievement of sustainable cities in Nigeria is possible. However, there is no doubt that the task is indeed, enormous and may take a much longer time to accomplish if we do not begin at once on the right footing. According to Wellbank (1996) "vision and will are the essential ingredients for getting things done". Some efforts are already being made in a number of respects. One of the routes to sustainable cities is making urban management and governance effective. In order to achieve this objective, the following measures are recommended:

a. Theoretical, Conceptual and Methodological Measures:-

Action planning method, action area plan and subject area plan concepts should be adopted in view of the deficiencies of master planning enumerated earlier (Jiriko, 1976). The first two entail preparing and implementing series of plans of action for parts of the urban areas needing instant attention in terms of the problems facing them. This approach requires participation of the communities and the private sector. It also requires guiding concepts as well as new performance and planning standards that are favourable to our socio-cultural ways of life and values. Terms such as "physical" development plan and "master" plan contained in the 1992, Nigerian Urban and Regional Planning Law should be de-emphasised. The third concept refers to the preparation of single-item plans e.g. for roads, water supply etc and implementing them. The provision for both action and subject plans in the prevailing Nigerian Urban and Regional Planning Law is a welcome development. These evolving planning models recognise the urgency of the tasks involved. A criticism of the action planning model is that it lacks an adequate strategic planning framework to guide the more specific action plans. To overcome this short coming, the structure planning model should be adopted.

b. Solution To Problems Emanating From Duplication of Functions:-

i. defining responsibilities and functions of urban statutory
agencies explicitly requires that
the existing legal enactments
and the National Constitution
should be reviewed accordingly;
ii. choosing the right mix of ur-
ban services and assigning the
responsibilities for them to a
single agency; these include
"hard core" functions which
enable an efficient living and
working urban environment,
namely: land use planning;
control over development,
roads, paths, street lights,
drainage, water supply, san-
titation; waste management,
street cleaning, public trans-
port, and parts and open
spaces; these are functions
which are grouped together in
terms of physical urban ex-
pansion. An urban planning
and development board
should be the most appropri-
ate body to handle these func-
tions. This further accords with
the suggestion by Datta (1970)
that
if it is not found practicable
or desirable to consolidate
all the local government
units in the metropolitan
area, a better solution may
have been to constitute a
single statutory multi-pur-
pose development agency
for the entire urban-com-
plex.
iii. Adoption of a Pragmatic
System of Local Govern-
ments:-
The existing uniforms system of
local governments appears to have
been created out of the drive to achieve
administrative convenience and
simplicity rather than achieving
practical results. It is thus
recommended that a graded two-tier
system of local governments, namely
"urban" and "rural" local governments
should be created. The former should
be state - controlled while the latter
should administer rural areas. This
would be in line with the 1978 Land Use
Decree demarcation of responsibilities
for controlling and managing urban and
non-urban land between state and local
governments respectively. This may
facilitate the implementation of the
planning law in vogue in Nigeria.

b. Consolidating on the Existing
and On-Going Efforts and
Attempts (Jiriko, 1997a).

This relates to the areas of policy,
legislation, urban institution building and
other practices. Necessary
modifications and innovations should
be made and at the same time handling
board soft sustainability issues.
d. Making the Nigerian City
Liveable (Carrion, 1996).

This can be done by providing the
urban poor, for example, with material
conditions for living like houses, basic
services, facilities and amenities on a
sustained basis. This can also be done
by democratizing and humanizing the
city and giving it cultural and democratic
freedom so that its inhabitants can
participate in the policy and decision-
making process and other activities
relating to the city and affecting them.
Participation forms the root of
democracy. Poverty alleviation and
citizen participation are important
marks of a liveable city and a liveable
city is a sustainable city.

e. Need for a Strong Political Will and Leadership:

This is indispensable. An unflinching governmental commitment will provide solutions to a number of teething problems on the way to effective urban management and governance, such as the attitude of the powerful, wealthy and influential members of our urban societies to planning and planning control rules and regulations. Other forms of indiscipline by government officials and the general public, adequate funding, provision of the necessary working materials and manpower will be a reality. Moreover, appropriate strategies and machineries will be evolved and put in place to implement Rio '92 Earth Charter, Principles and requirements of sustainable human settlements and development. Standard, indicators and indices for determining whether or not sustainability is being achieved will also be evolved. Without such indicators, no planner should claim he is planning for sustainable cities. Indeed, virtually all the recommendations made in this paper depend largely on this factor.

f. Need for Partnerships.

Government alone cannot achieve effective urban management and governance. A joint approach involving the private sector, NGOs and the Community Based Organisations is crucially important. If a number of agencies are going to be involved in the local urban activities and their functions are clearly defined, then the agency shouldering the responsibility for the planning, and development of the urban area should, in addition, co-ordinate the activities of all the other agencies.

In the final analysis, the effectiveness of urban management and governance, can best be characterised as follows:

i. Responsiveness to the needs arising from urban growth, especially the needs of the urban poor. Records reveal that in Africa 41.6% of the urban population are living below the poverty line.

ii. Technical competence in the choice, design and implementation of investment in infrastructure and essential urban services, and in their operation and maintenance.

iii. Financial viability, based upon rigorous optimization of the local revenue base and sound financial management.

iv. Equity, efficiency and sustainability in the use of resources, through good planning and budgeting, project development and work-force utilization (UNCHS, 1991).

If all these and other relevant attributes of effectiveness are being realised in the practice of urban management and governance in Nigeria, one can say for sure that we are on the right track to sustainable cities in the 21st century. If otherwise, a re-thinking is imperative. In conclusion, since most of our urban problems are rooted in rural areas,
effective rural management and achieving the subject matter in question. governance is also very basic to 

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