

Urban Governance and Social Services Delivery in Nigeria's Intermediate Cities: Policy Implications

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Abstract

This study examined urban governance and its effects on social services delivery in the city of Enugu. Data used in this study were collected from primary sources through a questionnaire method from 60 respondents who reside in Enugu and Owerri cities. Mean and standard deviation was used in analyzing the data. The mean score results indicate that there is a poor observance of six good governance principles, namely, accountability (2.4), openness to change (2.3), compliance with the law (2.4), subsidiarity (2.4), absence of corruption (2.3) and equality (2.4) by government in the provision of social services in Enugu. This implies the existence of bad governance in the city's administration of social services delivery. However, the other good governance principles namely, transparency (2.5), efficiency and effectiveness (2.5), innovation (2.6), consensus-oriented (2.6), responsiveness (2.6), integrity (2.7), democratic representation (2.8), security (2.8) and cultural diversity (2.9) show moderate observance by the government in the provision of social services. The residents have poor access to social services delivery in areas of potable water supply (1.5), affordable public housing (1.9), recreational services (2.1), efficient effective mass transport system (2.2) and efficient security services (2.2). In addition, bureaucracy, corruption, mismanagement, lack of transparency, lack of political continuity and violation of acceptable norms are the key factors that cause poor social services delivery. A comparative analysis between Enugu and Owerri indicates interesting results, evidence of good urban governance is more pronounced in Enugu than in Owerri, residents of Enugu have more access to efficient social services delivery than Owerri.

Keywords: social services, urbanization, urban challenges, good governance, poor governance, urban development, urban infrastructure.

Introduction

Urban centres' in Africa have witnessed remarkable growth trends in the 20th century due to rapid urbanization (Alhaji and Lawal, 2017). In Nigeria, the human settlements sector is faced with a great challenge caused by the size and pace of urbanization (Federal Ministry of Works and Housing, 2001). Statistics on the growth rate of Nigeria's cities and the attendant problems associated with urbanization are of immense concern for the policymakers and urban administrators. The statistics show that Nigeria has one of the world's highest urban growths, estimated at 5.5% per annum. In addition, it indicates that by the year 2015, more than 50% of Nigerian people will live in cities. This will increase to 65% by the year 2025 (Mabogunje, 2001). This implies that the growth rate is equivalent to adding a city of about 3 million people each year to Nigeria.

The phenomenal urban growth in Nigeria is creating an immense and largely unmet demand for urban services such as water, electricity, sanitation, roads, public transport and waste disposal (Obasi, 2016). Consequently, the burden is quite considerable and constitutes a major challenge for the governance of Nigeria's cities (Nwofia 2010 and Nnamani and Chilaka, 2012). The economic base of the nation has moved to urban centres as a result of expanding industries, trade, commerce and services (Nebo et al, 2020). Urban governance as an issue has assumed critical importance in the context of the ever-growing role of urban centres in overall economic growth, employment generation, social services delivery, and wealth creation. The rapid growth of urban centers has made urban governance an important vehicle for improving the

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well-being and liberty of urban dwellers. Urban centers have been termed as engines of economic growth because it has assumed an important centre for a large investment, specialized services, and social amenities. Consequently, urban governance can rightly be called the wheels of such engines (Nebo et al, 2020).

Good urban governance is necessary for giving equal access for all citizens to opportunities and services provided by the government, especially for vulnerable and disadvantaged groups. Consequently, for urban governance to be considered good, it must meet three basic conditions, namely decentralization, inclusiveness and accountability. A major way of achieving good urban governance is the delivery of social services. This is because social services delivery is the most efficient and effective means of bringing government closer to the people (Agba et al, 2013).

Although social services delivery is a set of a programme aimed at improving the living conditions of the people, its delivery has become problematic in Nigeria's cities (Nwofia 2010 and Nnamani and Chilaka 2012). This is because the social services sector has, over years, been relegated to the background in the issues of overall development. Consequently, such important facilities as good healthcare, education, security, and social justice, among others, are lacking in Nigeria's urban centres (Obasi, 2016). This adversely impacts urban dwellers.

The effectiveness of social services delivery and its impact which differ remarkably among urban centres across the globe depends on the nature of urban governance (Obasi, 2016). However, there is a dearth of studies on the relationship between urban governance and social services delivery in Nigeria's intermediate cities. This poses an enormous challenge that this study set out to achieve. Therefore, the goal of this study is to examine urban governance and its impact on social services delivery in Nigeria's intermediate cities using Enugu as a case study. This study will answer the following research questions. First, what is the level of observance of indicators of good governance in urban social services delivery in Enugu? Second, what is the extent of residents' access to social services delivery in Enugu? Third, what are the factors that influence poor social services delivery in Enugu? Fourth, what are the bad urban governance indicators that affect each social services delivery in Enugu? Fifth, does variation exist between Enugu and Owerri intermediate cities concerning urban governance and social services delivery? The answers to these research questions provide the basis for the development of a system of urban governance that will be responsive to efficient social services delivery.

Overview of Urban Challenges in Nigeria

Nigerian rapid population increase has been put mainly on rural-urban drift and natural increase. The high concentration of urban migrants puts pressure on public health utilities and hazards of infectious and parasitic diseases. Consequently, urbanization is regarded as a major public health challenge of the 21st century (Alhaji and Lawal, 2017). As urban populations are increasing rapidly, basic infrastructures are not increasing at a commensurate rate and therefore are insufficient to meet the health needs of the populace, thus, resulting in significant health inequalities. In the same vein, sanitation and solid waste management services have not increased at the same pace with the increase in population resulting in poor sanitary conditions in the nation's cities

Water supply by utility providers has remained problematic in many Nigerian cities over the years. There is a huge gap between the demand and supply of safe and potable water as a result of urbanization because the majority of water agencies/boards cannot cope with the demand. Consequently, water shortages occur due to a mismatch between demand and availability (Iduseri et al, 2021). The poor water supply in Nigeria's cities is compounded by multiple problems of erratic power supply, inadequate revenue generation, and weak sustainability. As a result, most urban dwellers do not have access to a potable water supply (Jiburum and Mba, 2006).

The city of today is very complex; and it is made up of living, functioning and interacting parts. It covers a large expanse of land and accommodates varied activities. Cities are served with transport facilities to allow the necessary functional inter-relationships among the different land uses in urban areas. As a result, transport systems are the veins and arteries of urban areas which link together social areas and functional

zones. Intra-urban transportation in particular functions to integrate various parts of the city: work, school, recreation, etc into a unified whole. However, there is a poor transportation system in Nigeria's cities, occasioned mainly by greater demand for transport infrastructure and services which is not matched by supply (Solanke, 2013). This results in a high level of traffic congestion, parking problems, accidents, poor transport infrastructure, poor public transport and environmental pollution in most major cities such as Lagos, Kano, Port-Harcourt, Enugu and Abuja. The challenges have hindered the functionality of the nation's cities in terms movement of people, goods and services from one point to another. In major cities, commuters spend long travel time commuting to their places of work thereby resulting in a loss of man-hours that would have contributed to urban productivity.

Urban areas in Nigeria are faced with the challenges of inadequate and poor housing. The housing provision has not kept pace with rapidly expanding urban populations, thus, leading to severe overcrowding and congestion as well as slum and squatter settlements. In some areas of the Enugu metropolis, the cost of living has forced residents to live in low-quality slums and shanty houses (Obasi, 2016). The slum settlements, which provide accommodation for the majority of the low-income group, have evolved in response to the government's inability to provide adequate housing for the teeming population, (Idoko and Ezeodili, 2021).

The incidence of violence and criminal activities are assuming a dangerous tendency in Nigeria's cities. They threaten the lives, properties, peace, security, quality of life and sense of well-being of urban dwellers. The trend of crime and violence is increasing as the nation becomes urbanized, as a result, urban dwellers sleep in fear of dangerous criminals who ravage the nation's cities. Statistics indicate that major crimes in Nigeria's urban centres are armed robbery, kidnapping, rape, murder, child trafficking, political violence, fraud, and suicide among others, (Jiburum and Nwachukwu, 2018). The cause of the high crime rate has been mainly attributed to the resultant factors of urbanization. The impact of urban violence on social and economic development is enormous, thus undermining the capacity of urban centres to generate investment and employment.

Poor sanitation which is occasioned by inadequate waste disposal systems is perhaps the most serious environmental problem facing urban centres in Nigeria. In most cities, there is a huge litter of uncollected refuse that obstructs roads, creates a physical eyesore, and constitutes health hazards and a threat of an epidemic. In addition, air pollution is gradually becoming a serious menace in Nigeria's cities due to inefficient energy consumption in the transport sector. The increase in the importation of second-hand vehicles and the widespread use of single-engine motorcycles and generators in Nigeria's cities have accentuated the general level of air pollution (Mabogunje, 2001).

Most cities in Nigeria are grappling with the increasing rate of urban poverty which is being attributed to rapid urbanization. Recent statistics indicate that the majority of urban dwellers are suffering from multi-dimensional poverty (National Bureau of Statistics, 2022). Most urban poor suffer from social exclusion, underemployment, poor transport systems, lack of access to housing mortgage schemes, criminalisation of their means of livelihood, high vulnerability to environmental risks/disasters, and poor healthcare systems (Ekpo and Uwatt, 2005). They are unable to have a decent and dignified life and are mostly found in the slums, ghettos and shanties. The lack of good urban governance has kept the majority of urban poor in Nigeria in intergenerational poverty.

Overview of Urban Governance in Nigeria

Governance is the activity of governing a country, controlling, ruling, managing, regulating, influencing, or directing a place. Governance recognizes that power exists inside and outside the formal authorities and institutions of government (Jiboye 2011). The priority of the government to the citizenry should be to provide services to the citizens efficiently and effectively regardless of the system of government, be it democratic, military, or otherwise. Governance is the quality of the relationship between the government and the populace whom it protects and serves (Odehale and Badejo, 2018). Governance is a neutral concept in which the actor's mechanisms, processes and institutions can produce positive or negative results, and obtain "good urban governance". To reap the benefits of urbanization, without all its

disadvantages outlined in the previous section, there is a need for strict adherence to the norms and tenets of good urban governance. Consequently, Adeosun (2012), refers to good governance as proper management of a country's resources in a manner that is accountable, transparent, equitable and responsive to the aspirations of the populace. Also, UNDP (1997) opines that good governance is a necessary ingredient to achieving equitable and sustainable growth and development.

The UN-HABITAT launched the campaign on urban governance in 1999. The aim was to increase the capacity of local governments and other stakeholders to produce good urban governance. The agency categorized the norms of good urban governance into seven namely sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security (Federal Ministry of Works and Housing, 2001). As a result, the good urban campaign for Africa was launched in 2001 in Nigeria. This demonstrates that good urban governance is vital to improving the quality of life in the cities (Jiboye, 2011)

A major way of achieving good urban governance is the delivery of social services. Consequently, social service delivery in a satisfactory, efficient and adequate manner, is a good way of bringing the government closer to the people (Agba et al, 2013). Social services are provided by the government or non-governmental agencies to individuals, groups, or communities to cope with social issues and enhance the well-being of the citizens, individually and collectively. The provision of social services is justified outside the free-market mechanism to encourage integration and discourage alienation among the members of society (Nwoba, 2015).

Overview of Social Services Delivery in Nigerian cities

The term social service refers to activities aimed at meeting basic needs and the common good of society. It becomes public service when it is provided by the government or private sector to meet the welfare of individuals or communities (EronduandOladejo,2015). The provision of social services is germane for human existence because the growth, security and development of any nation hinge on its adequacy to the general populace (Nnamani and Chilaka, 2012). Consequently, Iloh and Bahir (2013) described social services delivery as “a social policy directed towards change not only in the structure of society but for the living conditions of the people in the society” (p.21). The efficient and effective provision of social service programmes such as basic infrastructural facilities, free education, healthcare delivery, public transportation, sanitation, road provision, child protection, and public housing, among others, is germane for a nation's overall development. Social service programmes can stimulate job creation, economic growth, poverty reduction, mortality, rural-urban migration, diversification of the economy, citizen empowerment, self-actualization and happiness in a city.

The delivery of efficient and effective social services is the main responsibility of the government in Nigeria's cities. However, the state of social services delivery in most of Nigeria's cities is deplorable (Agba et al, 2013). These cities, such as Lagos, Kano, Enugu, Ibadan and Owerri, experience deficiency in the provision of basic social services such as potable water, good health, education, sanitation, good road, public transportation, electricity, public housing, security, fire service, etc. (Obasi,2016). This is apparent because 47% of urban dwellers in Nigeria still do not have access to potable water, whereas, 83% source their water supply privately (Obasi,2016). Many of the urban roads are in deplorable condition, in addition to the irregular electricity supply that has become a norm. In the educational sector, public schools lack basic facilities such as a library, books, classrooms, desks and quality teachers. The situation in healthcare, security and sanitary sectors is not different because poor healthcare facilities, insecurity and poor sanitation are still highly prevalent in Nigeria's cities (Nnamani and Chilaka, 2012).

The commonest complaint among the three tiers of government in Nigeria is the inadequacy of funds to provide efficient social services delivery. Consequently, successive governments have attempted to deregulate social services delivery in Nigeria's cities, through commercialization and privatization, on the ground that social welfare services are essentially private goods that requires the application of principles of exclusion and cost recovery (Oladoyin and Onabanjo, 2021). This implies that transferring the costs of

the provision of social to the people is tantamount to the government's failure to perform its constitutional duty of social welfare provision.

Overview of Urbanization in Nigeria

Criteria used to classify urban areas are based on a combination of characteristics such as human population threshold, population density, proportion employed in nonagricultural sectors, presence of infrastructure such as paved roads, electricity, pipe water or services and presence of educational and health facilities (Cohen, 2006). Urbanization involves the growth, development and transformation of a built-up area. It can also be a process where society changes from a rural to an urban way of life or the redistribution of the population to urban settlements (Akhmat and Bochun, 2010). The process of urbanization is complex and involves more than a population increase in a place. In most cases, it involves changes in the economy, the social, and political structure of a place (Muhammed et al, 2015).

Urbanization can be planned or unplanned. A properly planned urbanization promotes appropriate space usability, improves urban capacity and encourages urban growth. Therefore, the aim of urbanization is the general increase of quality and value of the urban environment, improvement in social and economic capability, physical and mental well-being as well as meeting urban needs of the people (Nyambod, 2010; Jiboye, 2011). Planned urbanization also leads to gradual growth which allows political development, economic and institutional planning and implementation of appropriate urban management. On the other hand, unplanned urbanization results in a large human population without appropriate infrastructural facilities as a result growth is beyond the carrying capacity of the area (Nyambod, 2010).

Nigerians have witnessed unplanned urbanization in the past six decades. The independence from colonial rule in the 1960s and the subsequent oil boom of the 1970s marked the beginning of a major urbanization drive in Nigeria and the cause of the urban growth (Abiodun and Fadamiro, 2020). The nation's population that inhabited urban areas in 1960 was 15.4%, and it is projected that 67.1% of the population will live in urban areas by 2050. Moreover, Nigeria recorded urban population growth of 17% in 2006, and it increased above 49% in 2016, thus increasing the number of cities by over one million population (Badejo, 2014; Plender, 2019). Consequently, urban areas have added approximately 62.5 million inhabitants and by 2030 the Nigerian urban population will approximate 60% of the total population (Farrel, 2018). The consequent effect of the high magnitude of population increase in Nigeria is the intensive expansion of cities with unequalled development and concentration of employment and social facilities in a few urban centres (Akogun and Akinsola, 2015). Urban infrastructure and the urban environment became overstretched, resulting in disharmony and hazard (Daramola and Ibem, 2010). The rapid growth of Nigerian cities also strained their capacity to provide services such as energy, education, healthcare, transportation, sanitation and physical security. As a result, most Nigerian cities have become areas of massive sprawl, serious environmental problems and widespread poverty (Onibokun and Faniran, 1995; Aluko, 2010; Muhammed, 2015). Today, Nigerian cities are witnessing a high rate of deterioration and are classified among the lowest livable cities in the world with as little as 20% - 30% of the urban population living a decent urban life (Daramola and Ibem, 2010).

Population increase in Nigeria has been attributed to many factors which include high birth rate and rural-urban migration with employment as the explanatory factor. Most often, there is no preparation for the rural migrants in urban centres in terms of housing provision, the establishment of hospitals, construction of more roads, schools waste management, water supply, jobs creation, and electricity supply, among others (Oyeleye, 2013).

Case Study City

Location and Physical Features of Enugu

The city of Enugu is the capital of Enugu State of Nigeria and covers an area of about 100 km² (see figure 1). It lies approximately between latitude 06°21' N and 06° 30' N, as well as, longitude 07° 26' E and 07° 37'E of the Greenwich Meridian. The topography of Enugu is characterized by an undulating landscape

that stretches eastwards from the foot of Udi hills. Enugu is located on a very high relief of about 228.9m above sea level. It falls within the equatorial climate zone. The annual rainfall ranges between 1,250mm and 2,030mm, while the annual mean temperature ranges between 22^c and 30.80^c. The relative humidity fluctuates between 40% and 80%. The prevailing winds are the local monsoons which are of two types, namely north-east trade wind and south-west trade wind. The northeast trade wind blows across the Sahara Desert bringing the harmattan and dry seasons. The dry season usually lasts from November to March. The southwest trade wind blows across the Atlantic Ocean bringing about the rainy season. The rainy season usually starts in April and ends in October. The soil characteristics of Enugu consist of hydromorphic soil, which is mineral soil whose morphology is influenced by seasonal watery logging caused by underlying impervious shale. The soil in the city is gravel soil with a reddish colour and appears to be good in load-bearing and agricultural activities. The Ekulu, Asata, Ogbete, Aria, Idaw and Nyaba rivers are the six main rivers located in the city. The Ekulu River is the largest body of water in Enugu city.

Historical Development of Enugu

The name “Enugu” in local parlance means “top of the hill or hilltop”, denoting the city's hilly geography. The people of Enugu belong largely to the Igbo ethnic group, which is one of the three largest ethnic groups in Nigeria, (Nwachukwu et al, 2023). The city is one of the colonial towns in Nigeria founded at the beginning of the 20th century. It owes its existence to the discovery of coal east of the present city in 1909 by a geographical exploration team led by a British Mining Engineer, Mr. Kitson. This gave rise to the first settlement which came to be known as Alfred Camp, named after the head labourer, Alfred Inoma. Construction work started in 1914 on a railway line to the city's coalfield and was completed in 1916 which provided access to overseas exportation of coal. The mines and railway offered employment to thousands of people and attracted many petty traders who provided for the needs of the workers. This, thus, gave rise to population growth in Enugu, thereby necessitating the development of layouts and houses for the immigrants.

The city has indeed been an important political, administrative, social, industrial and commercial centre in Nigeria for the past six decades. It consists of 32 constituent neighbourhoods and has a population of one million people. In 2014, Enugu was invited along with three African cities (country capitals) namely Kigali (Rwanda), Accra (Ghana) and Arusha (Tanzania) to join the 100 Resilient Cities Network pioneered by the Rockefeller Foundation, New York (Okeke and Ukonze, 2019).

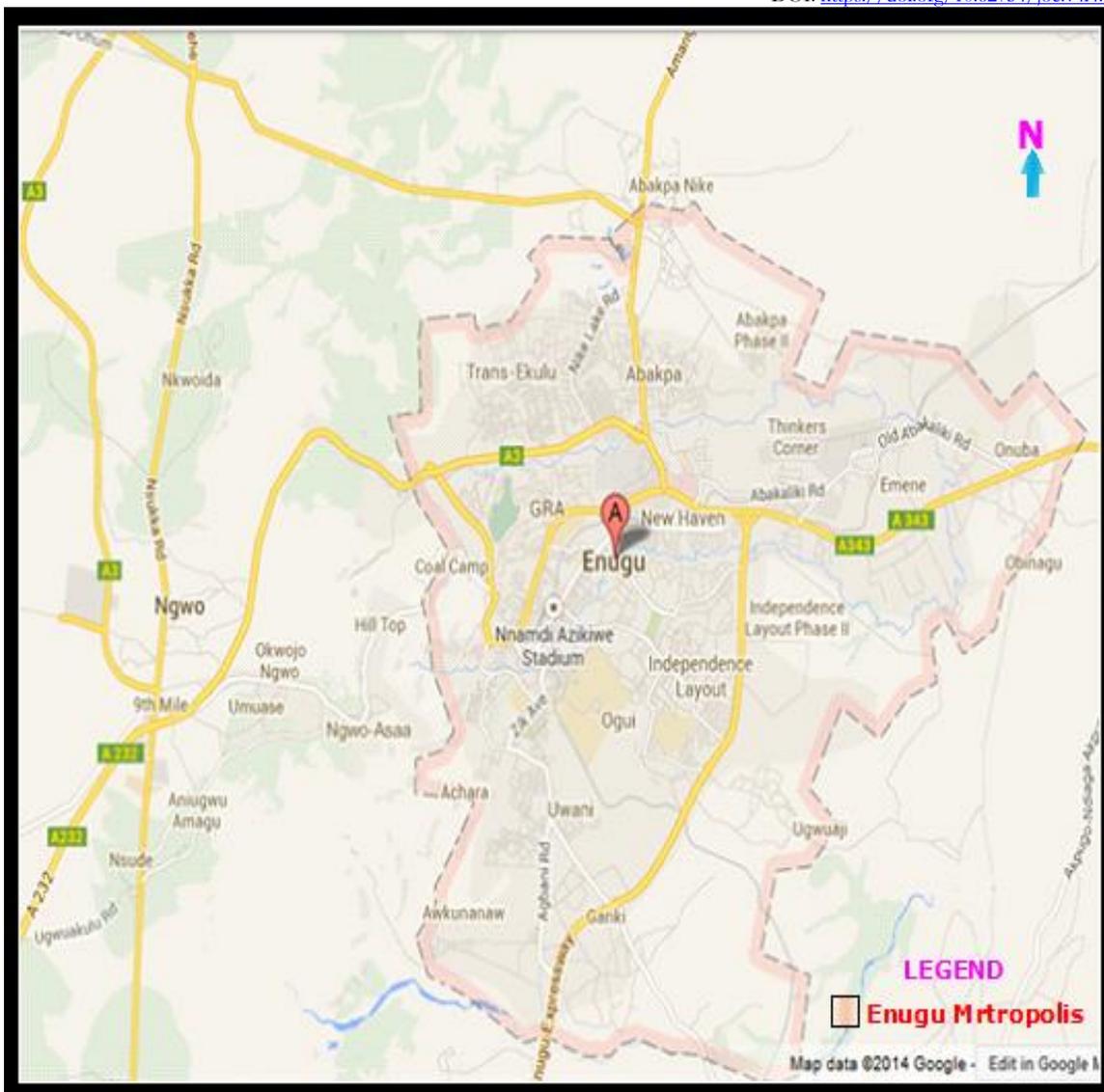


Figure 1 Map of Enugu metropolis

Administration

The city has indeed been an important political and administrative city in Nigeria for the past eight decades. It became the administrative headquarters of Southern province in 1929. In 1939, when the southern province of Nigeria was split into eastern and western provinces, Enugu was made the headquarters of the eastern province. However, with the introduction of regionalism in 1951, Enugu became the capital of the Eastern Region. When Nigeria became a federation of twelve states, Enugu was made the capital of East-Central State. Currently, Enugu is the capital of Enugu State which was created in 1991. As the seat of the government of Enugu state, all the state ministries have their headquarters in the city. Several persons in the active population in the study area are employed by the government in public service while others fall among self-employed, unemployed, skilled manual workers, etc. The public service, in this regard, refers to organizations that are owned and managed by the government or its agencies such as Enugu State Ministry of Transport, Enugu State Housing Corporation, etc.

Methodology

Data used in this study were collected from primary source through the questionnaire method from 60 respondents who reside in Enugu and Owerri cities. The respondents are political officeholders, civil servants and residents. The respondents were chosen because they are either involved in urban governance or the beneficiaries of social services delivery in their respective cities. Consequently, they are in a better position to provide information on urban governance and social services delivery. A total of 30 copies of the questionnaire were distributed in each city (Enugu and Owerri). The data collected focused on urban governance and social services delivery. The respondents were asked to assess urban governance, social services delivery and its challenges on a 5-point Likert scale namely very high (5), high (4), moderate (3), low (2) and very low (1). The responses inform the application of mean and standard deviation in the analyses. The mean score was used in the decision rule for the analysis. The mean score of greater than or equal to 2.5 means that the response is high (significant) whereas a mean score of less than 2.5 indicates that the response is low (not significant). Although this study focused on Enugu as a case study city, Owerri was used as a comparative city to ensure the validity of the outcome of this study. Owerri was chosen as a comparative city because of its similar characteristics (politics, administration, location and culture) with Enugu.

Data Presentation and Analysis

Data Presentation on Urban Governance and Social Services in Enugu

The frequency distribution, calculated mean and standard deviation of respondents' perception of the government observance of 18 indicators of good governance in urban social services delivery in Enugu are shown in table 1. The mean score suggests poor observance of six indicators of good urban governance, namely accountability (2.4), openness to change (2.3), compliance with the law (2.4), subsidiarity (2.4), absence of corruption (2.3) and equality (2.4) in social services delivery in Enugu city. However, the observance of the remaining twelve norms of good urban governance shows moderate existence in the provision of social services in Enugu.

Table 1: Good urban governance indicators

Good urban governance	Very High f(%)	High f(%)	Moderate f(%)	Low f(%)	Very Low f(%)	Mean	Standard deviation	Decision
Transparency	5 (16.7)	1 (3.3)	6 (20.0)	9 (30.0)	9 (30.0)	2.5	1.4	Moderate
Accountability	5 (16.7)	1 (3.3)	6 (20.0)	7 (23.3)	11 (36.7)	2.4	1.5	Low
Innovation	2 (6.7)	5 (16.7)	9 (30.0)	8 (26.7)	6 (20.0)	2.6	1.2	Moderate
Openness to change	3 (10.0)	6 (20.0)	5 (16.7)	11 (36.7)	8 (26.7)	2.3	1.2	Low
Consensus oriented	3 (10.0)	6 (20.0)	5 (16.7)	8 (26.7)	8 (26.7)	2.6	1.4	Moderate
Democratic representation	6 (20.0)	1 (3.3)	10 (33.3)	7 (23.3)	6 (20.0)	2.8	1.4	Moderate
Compliance with the law	0 (0)	5 (16.7)	8 (26.7)	12 (40.0)	5 (16.7)	2.4	1.0	Low
Efficient and effectiveness	1 (3.3)	4 (13.3)	9 (30.0)	12 (40.0)	4 (13.3)	2.5	1.0	Moderate
Proper ethical conduct	2 (6.7)	4 (13.3)	9 (30.0)	11 (36.7)	4 (13.3)	2.6	1.1	Moderate

Subsidiarity	3 (10.0)	2 (6.7)	7 (23.3)	11 (36.7)	7 (23.3)	2.4	1.2	Low
Absence of corruption	4 (13.3)	3 (10.0)	4 (13.3)	6 (20.0)	13 (43.3)	2.3	1.5	Low
Responsiveness	2 (6.7)	3 (10.0)	9 (30.0)	12 (40.0)	4 (13.3)	2.6	1.1	Moderate
Security	4 (13.3)	1 (3.3)	13 (43.3)	9 (30.0)	3 (10.0)	2.8	1.1	Moderate
Equality	2 (6.7)	3 (10.0)	8 (26.7)	10 (33.3)	7 (23.3)	2.4	1.2	Low
Integrity	3 (10.0)	4 (13.3)	9 (30.0)	9 (30.0)	5 (16.7)	2.7	1.2	Moderate
Sound policy	2 (6.7)	2 (6.7)	12 (40.0)	10 (33.3)	4 (13.3)	2.6	1.0	Moderate
Sound financial management	2 (6.7)	5 (16.7)	7 (23.3)	9 (30.0)	7 (23.3)	2.5	1.2	Moderate
Cultural diversity	1 (3.3)	5 (16.7)	17 (56.7)	4 (13.3)	3 (10.0)	2.9	1.0	Moderate

Source: Field study, 2023

Table 1 shows frequency distribution, calculated mean and standard deviation which were derived from analysis of respondents' perception of their access to urban social services in Enugu city. The mean score indicates that residents have poor access to potable water supply (1.5), affordable public housing (1.9), recreational services (2.1), efficient effective mass transport system (2.2) and efficient security services (2.2). On the other hand, residents' access to good road provision and maintenance (2.5) quality and affordable healthcare services (2.5), sanitation services (2.5) quality and affordable education (2.6), and efficient fire emergency response (2.9) were also moderate. However, the analysis suggests that residents do not have very high access to any of the nine urban social services in the city.

Table 2: Access to urban social services in Enugu city

Urban services	Very High f(%)	High f(%)	Moderate f(%)	Low f(%)	Very Low f(%)	Mean	Standard deviation	Decision
Potable water supply	0 (0)	0 (0)	4 (13.3)	8 (26.7)	18 (60.0)	1.5	0.7	Low
Quality and affordable healthcare services	0 (0)	3 (10.0)	15 (50.0)	7 (23.3)	5 (16.7)	2.5	0.9	Moderate
Quality and affordable education	0 (0)	4 (13.3)	16 (53.3)	5 (16.7)	5 (16.7)	2.6	0.9	Moderate
Affordable public housing	0 (0)	2 (6.7)	5 (16.7)	10 (33.3)	13 (43.3)	1.9	0.9	Low
Sanitation services	0 (0)	5 (16.7)	11 (36.7)	9 (30.0)	5 (16.7)	2.5	1.0	Moderate
Efficient and effective mass transport system	1 (3.3)	2 (6.7)	8 (26.7)	10 (33.3)	9 (30.0)	2.2	1.1	Low
Efficient security services	0 (0)	2 (6.7)	13 (43.3)	4 (13.3)	11 (36.7)	2.2	1.0	Low
Efficient fire emergency response	1 (3.3)	8 (26.7)	12 (40.0)	6 (20.0)	3 (10.0)	2.9	1.0	Moderate

Good road and provision maintenance	0 (0)	3 (10.0)	14 (46.7)	8 (26.7)	5 (16.7)	2.5	0.9	Moderate
Recreational services	0 (0)	2 (6.7)	8 (26.7)	12 (40.0)	8 (26.7)	2.1	0.9	Low

Source: Field study, 2023

The frequency distribution, calculated mean and standard deviation in the table show that the respondents' perception of the 20 factors that influence poor social services delivery in Enugu city were high. The mean score indicates that corruption(4.1), mismanagement(4.0), lack of transparency(4.0), poor funding(3.9), poor policy implementation(3.9), rigidity(3.8), the concentration of power(3.8), nepotism(3.8) lack of political continuity(3.7) and incompetence and lack of capacity(3.7) are the ten most important factors that influence poor social services delivery in Enugu. However, political instability is the least factor with a mean score of 2.9.

Table 3: Factors that influence poor social services delivery in Enugu city

Factors	Very High f(%)	High f(%)	Moderate f(%)	Low f(%)	Very Low f(%)	Mean	Standard deviation	Decision
Corruption	13 (43.3)	12 (40.0)	2 (6.7)	2 (6.7)	1 (3.3)	4.1	1.0	High
Mismanagement	13 (43.3)	9 (30.0)	5 (16.7)	1 (3.3)	2 (6.7)	4.0	1.2	High
Lack of social cohesion	4 (13.3)	13 (43.3)	8 (26.7)	4 (13.3)	1 (3.3)	3.5	1.0	High
Violation of acceptable norms	4 (13.3)	10 (33.3)	13 (43.3)	3 (10.0)	0 (0)	3.5	0.9	High
Manipulation of citizens by the government	5 (16.7)	13 (43.3)	9 (30.0)	0 (0)	3 (10.0)	3.6	1.1	High
Rigidity	6 (20.0)	16 (53.3)	5 (16.7)	2 (6.7)	1 (3.3)	3.8	1.0	High
Lack of funds	5 (16.7)	8 (26.7)	11 (36.7)	5 (16.7)	1 (3.3)	3.4	1.1	High
Political conflict	6 (20.0)	8 (26.7)	9 (30.0)	5 (16.7)	2 (6.7)	3.4	1.2	High
Lack of transparency	12 (40.0)	8 (26.7)	8 (26.7)	1 (3.3)	1 (3.3)	4.0	1.1	High
Concentration of power	9 (30.0)	10 (33.3)	7 (23.3)	3 (10.0)	1 (3.3)	3.8	1.1	High
Lack of political continuity	10 (33.3)	8 (26.7)	6 (20.0)	6 (20.0)	0 (0)	3.7	1.1	High
Political instability	4 (13.3)	4 (13.3)	11 (36.7)	8 (26.7)	3 (10.0)	2.9	1.2	High
Lack of public participation	8 (26.7)	7 (23.3)	10 (33.3)	1 (3.3)	4 (13.3)	3.5	1.3	High
Bureaucracy	8 (26.7)	9 (30.0)	7 (23.3)	6 (20.0)	0 (0)	3.6	1.1	High
Nepotism	11 (36.7)	9 (30.0)	5 (16.7)	3 (10.0)	2 (6.7)	3.8	1.2	High
Lack of manpower	5 (16.7)	9 (30.0)	11 (36.7)	2(6.7)	3 (10.0)	3.4	1.2	High

bad policy	4 (13.3)	15 (50.0)	7 (23.3)	3 (10.0)	1 (3.3)	3.6	1.0	High
Poor funding	10 (33.3)	12 (40.0)	5 (16.7)	2 (6.7)	1 (3.3)	3.9	1.0	High
Poor policy implementation	9 (30.0)	14 (46.7)	3 (10.0)	3 (10.0)	1 (3.3)	3.9	1.1	High
Incompetence and lack of capacity	5 (16.7)	16 (53.3)	5 (16.7)	3 (10.0)	1 (3.3)	3.7	1.0	High

Source: Field study, 2023

Table 3 shows respondents' perception of the effect of bad urban governance on each social service delivery in Enugu city. The analysis indicates that corruption (86.7%) is the most prominent factor that hinders the availability of a potable water supply. The most prominent besetting factors for quality and affordable healthcare services, quality and affordable education, affordable public housing, sanitation and efficient and effective mass transport system are mismanagement (80%), bureaucracy (83.3%), corruption (80%), bureaucracy (66.7%) and poor funding (66.7%) respectively. In addition, corruption (73.3%), the concentration of power (76.6%), mismanagement (73.3%) and lack of social cohesion (56.7%) are the most prominent factors that hinder efficient fire emergency response, efficient security services, good road provision and maintenance, and recreational services respectively

Table 4: The effect of bad urban governance on each social services delivery in Enugu city

Social services delivery	Indicators of bad urban governance	Score (%)
Potable water supply.	Corruption	86.7
Quality and affordable healthcare services,	Mismanagement	80
Quality and affordable education	Bureaucracy	83.3
Affordable public housing	Corruption	80
Sanitation	Bureaucracy	66.7
Efficient and effective mass transport system	Poor funding	66.7
Efficient fire emergency response,	Corruption	73.3
Efficient security services,	Concentration of power	76.6
Good road provision and maintenance,	Mismanagement	73.3
Recreational services	Lack of social cohesion	56.7

Source: Field study, 2023

Comparative Analysis of Urban Governance and Social Services of Enugu and Owerri Cities

Table 5 shows a comparative analysis between Enugu and Owerri on respondents' perception of the government application of 18 indicators of good governance in urban social services delivery. The mean score indicates that observance of six principles of good urban governance, namely accountability (2.4), openness to change(2.3), compliance with the law (2.4), subsidiarity (2.4), absence of corruption(2.3) and equality(2.4) in social services delivery in Enugu city is low, whereas the twelve others show moderate observance in the provision of social services. For Owerri, there is a poor observance of all the 18 norms of good governance in social services delivery. This implies that evidence of good urban governance is more pronounced in Enugu than Owerri.

Table 5: Comparative analysis of Good urban governance indicators between Enugu and Owerri cities

Good urban governance	Enugu		Owerri	
	Mean	Decision	Mean	Decision
Transparency	2.5	Moderate	2.1	Low
Accountability	2.4	Low	2.1	Low
Innovation	2.6	Moderate	2.1	Low
Openness to change	2.3	Low	2.2	Low
Consensus oriented	2.6	Moderate	2.2	Low
Democratic representation	2.8	Moderate	2.3	Low
Compliance with the law	2.4	Low	2.3	Low
Efficient and effectiveness	2.5	Moderate	2.3	Low
Proper ethical conduct	2.6	Moderate	2.4	Low
Subsidiarity	2.4	Low	2.1	Low
Absence of corruption	2.3	Low	1.7	Low
Responsiveness	2.6	Moderate	2.0	Low
Security	2.8	Moderate	1.7	Low
Equality	2.4	Low	1.9	Low
Integrity	2.7	Moderate	1.8	Low
Sound policy	2.6	Moderate	1.8	Low
Sound financial management	2.5	Moderate	1.0	Low
Cultural diversity	2.9	Moderate	2.2	Low

Source: Field study, 2023

Table 5 compares residents' access to social services delivery between Enugu and Owerri. The mean score result shows that residents of Enugu have poor access to five social services, namely, potable water supply, affordable public housing, efficient and effective mass transport system, efficient security services and recreational services. The residents' access to the other four social services is moderate. For Owerri, the residents have poor access to all social services delivery except for the quality and affordable education which indicate moderate performance. This suggests that residents of Enugu have more access to social services delivery than those of Owerri.

Table 6: Comparative analysis of access to social services delivery between Enugu and Owerri cities

Urban services	Enugu		Owerri	
	Mean	Decision	Mean	Decision
Potable water supply	1.5	Low	1.8	Low
Quality and affordable healthcare services	2.5	Moderate	2.1	Low
Quality and affordable education	2.6	Moderate	2.8	Moderate
Affordable public housing	1.9	Low	1.8	
Sanitation services	2.5	Moderate	1.9	Low

Efficient and effective mass transport system	2.2	Low	2.1	Low
Efficient security services	2.2	Low	1.7	Low
Efficient fire emergency response	2.9	Moderate	1.7	Low
Good road provision and maintenance	2.5	Moderate	2.1	Low
Recreational services	2.1	Low	2.1	Low

Source : Field study, 2023

The comparative analysis between Enugu and Owerri on the factors that influence poor social services delivery is shown in table 6. The mean score analysis indicates a similar pattern between the two cities on the factors that influence poor social services delivery.

Table 7: Comparative analysis of factors that influence poor social services delivery between Enugu and Owerri cities

Factors	Enugu		Owerri	
	Mean	Decision	Mean	Decision
Corruption	4.1	High	4.0	High
Mismanagement	4.0	High	3.8	High
Lack of social cohesion	3.5	High	3.4	High
Violation of acceptable norms	3.5	High	3.6	High
Manipulation of citizens by the government	3.6	High	3.7	High
Rigidity	3.8	High	3.7	High
Lack of funds	3.4	High	3.9	High
Political conflict	3.4	High	3.7	High
Lack of transparency	4.0	High	4.3	High
Concentration of power	3.8	High	3.7	High
Lack of political continuity	3.7	High	4.0	High
Political instability	2.9	High	3.8	High
Lack of public participation	3.5	High	3.4	High
Bureaucracy	3.6	High	3.6	High
Nepotism	3.8	High	3.8	High
Lack of manpower	3.4	High	3.3	High
Poor policy	3.6	High	3.8	High
Poor funding	3.9	High	3.9	High
Poor policy implementation	3.9	High	4.0	High
Incompetence and lack of capacity	3.7	High	3.7	High

Source: Field study, 2023

Discussion of Findings

The analysis (see table 1) suggests that there is a poor observance of six indicators of good governance, namely, absence of corruption(2.3), openness to change(2.3), accountability (2.4), compliance with the law (2.4), subsidiarity (2.4), and equality(2.4) by the government in the provision of social services in Enugu. This provides evidence of the existence of bad governance; and may have accounted for the high level of corruption being experienced in the city's social services delivery sector (Nnamani and Chilaka, 2012). On the other hand, the results indicate the government's moderate observance of the twelve norms of good governance in social services delivery. These are, in ascending order, transparency (2.5), sound financial management (2.5), efficiency and effectiveness (2.5), innovation (2.6), consensus-oriented (2.6), sound policy (2.6) and proper ethical conduct (2.6). Others are responsiveness (2.6), integrity (2.7), democratic representation (2.8), security (2.8) and cultural diversity (2.9). This indicates the existence of some elements of good governance in social services delivery in Enugu city.

In addition, the absence of corruption and openness to change are the least good governance indicators observed by the government in the provision of social services in Enugu, whereas cultural diversity shows the highest observance with a mean score of 2.9. This indicates the existence of corruption and rigidity in the social services delivery sector. Although there exist some elements of good governance in social services delivery, the results are not high enough to derive efficient social services delivery in the city. This is because their mean scores which range from 2.5 to 2.9 suggest their moderate observance by the government in the provision of social services (see table 2). This may have accounted for the poor performance of some of the social services delivery in Enugu (see table 2). This implies that good governance has a significant effect on urban social services delivery.

Comparative analysis suggests that the evidence of good urban governance is more pronounced in Enugu than Owerri. This is because there is a poor observance of all 18 indicators of good governance in social services delivery in Owerri as against Enugu which indicate moderate observance for 12 good governance indicators, (see table 5). The implication is that urban administration in Enugu performed better than that of Owerri in social services delivery. This suggests that good governance varies among intermediate cities in Nigeria.

The analysis (see table 2) indicates that residents' access to potable water supply (with a mean score of 1.5) is the lowest among the nine social services delivery in Enugu. This follows in ascending order by affordable public housing (1.9), recreational services (2.1), efficient effective mass transport system (2.2) and efficient security services (2.2). This implies that there is poor social services delivery in terms of the provision of potable water, mass transit system, security and recreational services. This is evident in the severe shortages of potable water supply and insecurity being experienced in the city. Besides, the conversion of the city's parks and Zoo into a shopping center and high-income residential area respectively (Jiburum, et al, 2014)

However, residents' access to efficient fire emergency response is the highest, among the nine social services delivery, with a mean score of 2.9. This follows in ascending order by the quality and affordable education (2.6), good road provision and maintenance (2.5), quality and affordable healthcare services (2.5), and sanitation services (2.5). This indicates that the city's social services delivery in fire service, education, road, health care and sanitation sectors experience a moderate performance. This result implies that although the performance of the five sectors of the city's urban services delivery was moderate, they fall short of meeting the expectations of the residents. This is because their mean scores that range from 2.5 to 2.9 indicate an average performance by the five sectors in social services delivery in Enugu. This suggests that social services delivery in Enugu is not meeting the needs of the residents. Moreover, potable water supply is the city's least-performing urban services delivery sector. It is followed by mass transit, security and recreation sectors. On the other hand, the fire service sector is the highest-performing urban service delivery in Enugu city. It is followed by education, road, healthcare and sanitation sectors.

Comparative analysis suggests that residents of Enugu have more access to efficient social services delivery than Owerri. This is evident in table 6 which indicates that the residents of Owerri have poor access to efficient social services delivery except for quality and affordable education which indicate moderate

performance. This is contrary to the situation in Enugu which depict that residents' access to five social services delivery is moderate. This suggests that social services delivery is more efficient in Enugu than Owerri. The implication is that the state of urban administration in Enugu and Owerri accounts for different levels of performance of social services delivery between the two cities. In addition, it implies that the effectiveness of social services delivery differs among Nigeria's intermediate cities. This is a confirmation of the result of an existing study (Obasi, 2016) which indicates that variation in the effectiveness of social services delivery and its impact among urban centres across the globe, depends on the state of urban governance.

The mean score in table 3 indicates that corruption (4.1) is the most prominent factor that causes poor social services delivery in Enugu city. This result is expected because Nigeria ranks 150 out of 180 countries in 2022 on the corruption perception index (Transparency International Corruption Index, 2023). However, 19 other prominent factors that contribute to inefficient social services delivery follow in descending order. These are mismanagement (4.0), lack of transparency (4.0), poor funding (3.9), poor policy implementation (3.9), rigidity (3.8), concentration of power (3.8), nepotism (3.8) lack of political continuity (3.7) and incompetence and lack of capacity (3.7). Others are manipulation of citizens by government(3.6), bureaucracy(3.6), bad policy(3.6), lack of social cohesion(3.5), lack of public participation(3.5), violation of acceptable norms(3.5), lack of funds(3.4), political conflict(3.4), lack of manpower(3.4) and political instability(2.9). This implies that the 20 aforementioned factors account highly for poor social services delivery in Enugu city. Moreover, this indicates the existence of bad governance in the administration of social services delivery in Enugu. This is a confirmation that the state of urban governance accounts for the level of performance of social services delivery. A comparison (see table 6) indicates a similar and consistent pattern between Enugu and Owerri on the factors that influence poor social services delivery. The pattern suggests that bad governance highly influences poor social service delivery in the two cities. This outcome implies that the causal factors of poor social services are similar among intermediate cities in Nigeria.

The analysis in table 4 suggests that corruption (86.6%), bureaucracy (80%) and lack of political continuity (73.3%) are the three most prominent factors that hinder efficient potable water supply in Enugu city. For the healthcare sector, mismanagement (80%) lack of funds (80%) and bureaucracy (80%) are the three key factors that hinder quality and affordable service delivery. Also, the three most prominent factors that account for poor access to quality and affordable education are bureaucracy (83.3%), lack of transparency (80%) and mismanagement (76.6%), whereas corruption (80%), lack of transparency (76.6%) and lack of public participation (70%) affect the provision of affordable public housing.

For sanitation, the study found that bureaucracy (66.7%), poor policy implementation (63.3%) and violation of acceptable norms (60%) are hindrances to effective service delivery in the sector. Similarly, poor funding (66.7%), mismanagement (63.3%) and manipulation of citizens by the government (63.3) are the three main hindrances to efficient social service delivery in the mass transportation sector. In the same vein, corruption (73.3%), lack of transparency (73.3%) and bureaucracy (63.3%) are the three key factors hindering efficient social service delivery in the fire emergency response sector. For security services, political instability (80%), the concentration of power (76.7%) and corruption (73.3) are the three most prominent factors that hinder social service delivery in the sector. Besides, the three main factors which hinder social service delivery in the road sector are mismanagement (73.3%), bureaucracy (66.7%) and lack of political continuity (66.7%). For recreation, lack of social cohesion (56.7%), bureaucracy (66.7%) and violation of acceptable norms (53.3%) are the three main causes of poor social service delivery in the sector.

Interestingly, bureaucracy accounts for poor social services delivery in 7 out of 9 existing social service sectors in Enugu. These are potable water supply, healthcare, education, sanitation, mass transportation, road and recreational sectors. (see table 4). This implies that bureaucracy is the most common factor that hinders efficient social services delivery. This is followed by corruption (potable water supply, affordable public housing, fire service and security sectors), mismanagement(healthcare, mass transportation, quality and affordable education and road sectors), lack of transparency(quality and affordable education and fire emergency response sectors), lack of political continuity (efficient potable water and road sectors) and violation of acceptable norms (sanitation and recreational sectors). However, each of the other factors,

namely, lack of funds, lack of public participation, poor policy implementation, political instability, manipulation of citizens by government and concentration of power accounts for poor social service delivery in each respective sector (also see table 4).

Recommendations

The result indicates that the observance of the norms of good governance in the administration of social services delivery is not satisfactory in Enugu and Owerri. There is, therefore, the need for campaigns on good urban governance. This should be carried out vigorously at the three tiers of urban governance namely national, state and local government levels. The campaign should be accompanied by mass literacy programmes and capacity-building workshops for policymakers and city administrators. The norms of good urban governance should be widely publicized in Enugu and other cities in Nigeria through media, non-governmental agencies, community-based organizations and town hall meetings. The issue of corruption, accountability, mismanagement, lack of transparency and other bad governance indicators should be seriously addressed in the social services delivery. Consequently, the anti-corruption and related offences agencies should be strengthened to fight against corruption and other vices bedeviling efficient social services delivery. In addition, full public participation in all processes of urban governance should be ensured by the governments as well as free and fair elections, especially at the local government level.

The study also indicates that there is poor social services delivery in both Enugu and Owerri cities. Consequently, the provision of social services infrastructure such as water, healthcare, security, education, and housing, among others, should be accorded priority in Enugu and other Nigerian cities. The poor security situation in Enugu and other cities in Nigeria should be addressed through employment, recreational facilities, social security network and proactive crime detection and prevention. Moreover, nobody should be excluded from enjoying the political, economic, and social services benefits of the city by gender, age, ethnicity, physical disability, status and other characteristics. Also, there is a need to address the issue of rapid urbanization in Enugu and other cities which have resulted in a mismatch between urban growth and resources to cope with it. This could be archived through the development of rural areas, the promotion of medium-sized cities and the enhancement of city resources.

Conclusion

This study examined urban governance and its effects on social services delivery in the city of Enugu. The results indicate that there is a poor observance of six indicators of good governance, namely, absence of corruption, openness to change, accountability, compliance with the law, subsidiarity and equality by the government, in the provision of social services. This indicates the existence of corruption in the city's social services delivery. However, the twelve other good governance principles namely, transparency, sound financial management, efficiency and effectiveness, innovation, consensus-oriented, sound policy proper ethical conduct, responsiveness, integrity, democratic representation, security and cultural diversity were significantly observed by the government in the provision of social services. This study recommends for development of a system of urban governance that will be responsive to efficient social services delivery.

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