

Public-Private Partnership and Housing Development in Enugu State – 2015 – 2022

¹Kenneth C. Asogwa,
²Samuel N. Asogwa,
³Anthony, O. Ugwu,
⁴Romanus, O. Ugwuanyi,
⁵Chibuke, C. Ogbonna &
⁶Ijeoma, P. Ogbonne
^{1&6}*Institute of African Studies,
University of Nigeria, Nsukka*
^{2&3}*Department of Political Science,
University of Nigeria, Nsukka*
⁴*Department of Public
Administration & Local
Government (PALG)
University of Nigeria, Nsukka*
⁵*Institute for Development
Studies, University of Nigeria,
Enugu Campus*

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Abstract

This work explored the relationship between the sub-national government's adoption of public-private partnership strategy and the flourishing of housing and estate business in Enugu state since 2015 as a way of addressing housing deficits. Extant analyses of the application of public-private partnership in policy implementation has revolved the implication of domesticating the liberal ideology of public-private partnership to the developing economies. Deploying the theoretical frame of agency and documentary approach, this work argued that the adoption of public-private partnership in the implementation of public policy serves as a viable alternative to the ineffectiveness and bureaucratic bottlenecks that characterize sole dependence on the government. The findings show that within a space of six years of its adoption, Enugu state has witnessed a tremendous increase in estate development and housing for the general public. The implication of this development is that if the state intends to conquer the housing deficit, a sustainable adoption of public-private partnership should be encouraged.

Corresponding Author:
Kenneth C. Asogwa

Background to the Study

It is widely accepted that shelter is essential for human survival. It offers safety, personal security, and protection from extreme weather conditions, prevention of ill health and disease, as well as comfort and relaxation. Its fundamental right is enshrined in section 16(2) d of the constitution of FRN, though non-justiciable. It motorizes the development and growth of economic activities. In his hierarchy of needs, Abraham Maslow identified shelter as one of the fundamental needs that humans need to meet before they can progress to the next level. Maslow referred to these needs as physiological needs, and they form the basis upon which all other needs are built (Fattah and Badarulzaman, 2021). In the 1948 United Nations Declaration of Human Rights, adequate housing was recognized as a human right, not a commodity (Kothari, 2021). The United Nations prioritized housing in its sustainable development goals, making housing the Centre of the New Urban Agenda (NUA). The New Urban Agenda is the UN's position on Habitat III of 2016. The members of international community, especially state actors were encouraged by UNO to give priority to making housing available for the generality of people (Vaidya, H., & Chatterj, 2019).

Yet, the housing deficit remains a global phenomenon, but it is mostly pronounced in Africa. It is estimated by the UNO that 230 million people in Sub-Saharan Africa reside in slum households (Scheba et al, 2021). The continent of Africa is the least urbanized in the world, with 11.3% of the world's population living in urban areas (Chirisa and Matamanda, 2016). In Nigeria, more than 30% of the population, or 62 million people, are experiencing serious housing issues, while about 80% of the country's 206 million people are living in slums, which are characterized by poor quality and inadequate infrastructure. (Moore, 2019). With specific reference to Enugu state, perceptive observers have indicated that many of the residents are residing in slums, informal settlements, and make-shift buildings (Anierobi and Obasi, 2021). Africa adopted the NUA framework at the urban development conference in 2021, as it provides the framework for realizing the African Union Agenda 2063 (AUA 2012). Nigeria also adopted the global development agenda 2030 (NUACR, 2021). These strategies were derived from the UNO Habitat III which birthed the New Urban Agenda (NUA). These measures were adopted in Enugu state in 2015 and has served as a platform for ameliorating the housing deficit which has remained on the increase since the creation of the state. The state adopted the public-private partnership (PPP) model and privatization as its framework for the housing deficit challenge.

Two bodies of thought have emerged to interrogate the forgoing development: The Nationalists and the Reformists. The Nationalists believe that government at all levels should intervene in the economy because economic activities are and should be subordinated to the goal of state building and the interest of the state (Onuoha, 2008). Applied to the housing sector, these Nationalists believe that government provision of housing to the teeming population is one of the ways of delivering social welfare policies which is a constitutional matter (Deng and Chen, 2019, Berry, 2022). The Reformers on the other hand represent the views of the donor agencies such as the World Bank (WB),

International Monetary Fund (IMF), Multinational Corporations (MNC), and other neoliberal economists. This group derives their intellectual strength from the philosophy of economic liberalism. Their major argument is that there is a dichotomy between politics and economics. To these individuals, the market norm with its invisible hands and price mechanism are the best ways of resolving social problems. They therefore contend that the government should concentrate on providing enabling environment for the thriving of overall entrepreneurship of the people (Odoyi and Riekkinen, 2022).

While it is practically unrealistic to unleash the full implementation of neoliberal policies in Nigeria as a result of it still battling with growth in every sector, it appears practical these days for the government to liaise with private organizations, estate developers, and individuals if that will lead to the realization of affordable housing for the community of people, especially, Enugu state of Nigeria. While these views expressed by both schools of thought are not bad, they do not satisfactorily capture the sub-national government programs of housing affordability to the teeming population in Enugu state and do not adequately address the impact of housing programs on estate development in Nigeria. To address this gap, we have raised the following questions: Has Enugu state's adoption of public-private partnership enhanced the provision of housing in the urban areas? The sole objective of the work is to ascertain whether the application of PPP enhanced the development of housing in the urban areas in Enugu state within the timeframe. The study is segmented thus: Following this introduction is the literature review. The third section deals with the literature review and methodology while the fourth section deals with the presentation of data on housing development in Enugu state and subsequent discussion of it.

Literature Review

Public-Private Partnership and the Development of Housing

Numerous challenges in Nigerian housing delivery stem from either the design or implementation of housing policies and programs. One of the policies adopted by the state to address these challenges is the public-private partnership (PPP). Wendell (2002) defines PPP as "the relationship between a government agency and a private or nonprofit contractor for the provision of services or of products of the highest complexity." Kumar (2004) conceptualizes PPP, after identifying PPP as Private Sector Participation (PSP), or Private Finance Initiative (PFI), as "a spectrum of possible relationships between public and private entities for the collaboration of infrastructure services." Public-private partnership (PPP) policy in the national housing delivery is expected to deliver the desired outcome as it has been proven to work well in developed countries around the world, particularly in the UK, according to Olofa and Nwosu, (2015), PPP is derived from the United Kingdom's Private Finance Initiative (PFI) in the 1960's.

According to Oyebanji et al (2013), a public developer is a federal, state, or local government or any of its agencies that undertakes construction activities and uses taxpayers' money for the benefit of the general public rather than for personal enrichment. In Enugu State of Nigeria, the PPP initiative of the Enugu state government was

introduced as a part of a comprehensive approach to address the entire infrastructure deficit in the state. Public-private partnerships (PPPs) involve the implementation of public projects and services using a partnership arrangement with the private sector. The implementation of a Public-Private Partnership (PPP) can take on a variety of forms and approaches, depending on the purpose and objectives, the variation, the character and attributes of the parties involved and the recipients, the type of contract and policies employed, and the allocated responsibilities and resources allocated to guarantee development, sustainability and a higher return on investment (Zakari, et al, 2017). In Leiringer (2006), the definition of Public-Private Partnerships (PPPs) is based on the common contractual practices used in the development of PPPs, including Build, Operating and Transfer (BOT), Build, Owning, Operating and Transfer, Build, Transfer and Operating (BTO), Design, Building, Finance and Operating (DBOF), and Design, Constructing, Managing and Finance (DCMF).

The general procurement method for privately funded developments is the Build-Operate-Transfer (BOT) approach. Other derived and acronymic terms used to refer to concession contracts include (design, build, finance, operate, transfer DBFOT), (finance, build, own and transfer FBOOT), build, own, operate BOO, build operate lease BOL, (build, build, operate and maintain DBOM), build operate, deliver BOD, (build, own, operate, subsidies transfer BOOST), build, rent, transfer BRT, and (build, transfer, operate BTO) (Mac-barango, 2022). There are two main reasons why various governments use PPP. First, there is a macroeconomic argument that using private finance allows for investments that the government would otherwise not be able to afford. Second, there is a microeconomic case that the involvement of the private sector brings a range of efficient management practices and techniques to a sometimes-over bureaucratic public sector that should improve value for money. (Demirag, et al 2012). They argue that the reason for PPP is not only the need for finance on a macroeconomic level.

Various scholars are divided on whether PPP has adequately yielded the desired outcome in making the availability of housing possible. In this instance, Keke et al (2018) with specific reference to the application of PPP in Anambra state observed that while there have been some public-private partnership (PPP) housing projects in the state, there have also been several challenges, some of which are lack of available land for housing which is associated with nature the implementation of the 'Land Use Act' of 1978, which created a 'two-tier' system of land delivery; high construction costs due to the constant inflationary pressures on foreign construction materials and labor markets. The National PPP Policy and Rules have also been able to provide a stable structure to enable government and non-government entities to work together to increase the production of government assets and associated benefits through non-governmental entities (Moljevic, 2016). It has also established a structure that is defined, certain and authorized, supported by competent and experienced management; as well as encourages the selection of public-private partnerships in terms of their value for capital; and engages the economic channel with a clear perspective to reduce monetary uncertainty and ensure the credibility of the obtaining process in the world (Arimoro, 2020).

Chasey et al (2012) also suggest that when considering the time needed to complete a project, a Public-Private Partnership (PPP) will enable the project to be implemented more expeditiously, both of which are highly beneficial. It has been suggested by opponents that PPP may provide the government with the opportunity to shift the risk of public service delivery to the market. However, it has been noted by (Ong, 2003) and the United Nations-Habitat (2006) that the shift in the role of the government from a single provider to a facilitator of housing within the PPP framework does not necessarily imply a decrease in the government's social responsibility towards providing housing to low-income individuals. Other scholars have focused their critique on PPP on results. The consensus is that there has been a cycle of interest in public-private partnerships (PPPs) followed by some dissatisfaction and consolidation. Various countries have experienced these cycles at different points in time. Why is there a lack of sustained interest in PPPs? According to Klein (2015), evaluations suggest that public-private partnerships can be more effective than public-sector firms and can be used to reform service delivery. However, it is currently unclear whether public-private partnerships are consistently better run than public-sector firms. According to Klein, the evidence indicates that well-managed public firms tend to be more successful in regulated sectors than private firms. Klein's remarks serve as a reminder that a considerable amount of empirical research on public-private partnerships (PPPs) has been produced since the end of the 1990s. However, much of this research, particularly in recent years, has not been universally supportive of PPPs, or at least not in the manner of the largely pro-PPP literature published by multilateral development banks and donors in the 1990s and 2000s.

Public-private partnerships (PPPs) have been subject to criticism from these groups for a considerable period; however, in the past, their arguments against private involvement have tended to be more ideological rather than empirical, and thus have not been particularly persuasive (Lamoreaux and Shapiro, 2019). Apart from the ideological critique of PPP, there is also evidence-based criticism of the application of PPP for service delivery. One of the areas of such criticism is on cost and profits. Generally, PPPs are perceived to offer improved service at a lower cost than traditional public projects. The private partner is expected to generate a profit, however, the return on investment should be proportionate. Projects that fail to meet these expectations may be subject to public scrutiny from the government, the media, user groups, and civil society. The 2006 EIB report on road projects in fifteen European countries found that projects undertaken through private-public partnerships (PPPs) were 24 percent costlier than those undertaken through public procurement (Blanc-Brude, Goldsmith and Valila, 2006). Despite the robustness of these analyses, none of them has satisfactorily studied the impact of the public-private partnership and housing development in Enugu state.

Methodology/Theoretical Framework

Drawing from the context of the study, which focuses on examining the implications of the state's government application of the public-private partnership policy in the provision of housing to the teeming masses between 2015-2022, an ex post facto design is found more appropriate. According to Cohen et al (2017), an ex post facto investigation seeks to reveal

possible relationships by observing an existing condition or state of affairs and searching back in time for plausible contributing factors. The *ex post facto* design enabled the researchers to investigate the cause-and-effect relationships of the Enugu state housing policy of PPP and estate development in the state. To ascertain the state of public policy on housing before the adoption of PPA in 2015, the study critically appraised the Enugu State Housing policy and the New Township Development Agreement ("NTDA"), which encapsulates the private actors in the delivery of housing in Enugu state. The work also examined the activities of estate developers such as the Alpha Mead Development Company (AMDC) and Mahfms Investment Limited (Mahfas Investment) as reflected in the Enugu Housing Development Corporation (ESHDC), and AG Mortgage. To bring more clarity to the work, the study utilized tables to show the trends in Enugu state implementations of PPP and its impacts on the provision of estate buildings in the state.

Theoretically, the study adopted the agency theory perspective as a framework for analysis. The theory was first developed in the literature of economics by Ross (1973) in his work, *The Economic Theory of Agency: The Principal's Problem*. By 1976, Jensen and Meckling in their work, *Theory of the Firm: Managerial Behavior, Agency Cost and Ownership Structure*, expounded the theory. In 1984, Moe Terry adapted three major assumptions of the theory into political science and explored its implications for the study of public bureaucracy and its collaboration with private enterprises. The theory was further reflected in the works of (Eisenhardt, 1989) and a host of others. The agency theory helps us to appreciate the fundamental rationale that undergirds the public-private partnership phenomenon. Because the client/owner of the project has limited resources (e.g., time, finance or expertise), a person/entity is contractually obligated to carry out certain activities necessary for the project to be completed. Given the predisposition of private organizations for profit maximization and zero-sum approach to business at all costs, the theory is thus used to describe governance strategy of reducing the self-serving behavior of private organizations that are used to achieving social policies that would have been undertaking exclusively undertaking by the state

The principal is required to appoint an agent with specific expertise or experience in the field to carry out the purposes of governance especially when the principal is constrained by skill, finance, and time.

1. In most cases, formal governmental organizations and non-state actors are engaged in the contract agreement.
2. The regulating framework for the interactions to occur is what is termed a contractual agreement.
3. The contractual agreement is fundamental as it provides the framework to monitor the activities of the agent who could take advantage of the principal's inadequacy of knowledge in the field. It also allows the agent to access certain variables that make delivering the project promptly.
4. While the government is proved as an efficient business organ, there is a need to go into collaboration with business organizations to achieve the goals of the state.

Application of the Theory

The quest to accomplish electioneering promises and the shortage of manpower, as well as time factor in developed and developing countries by various governments, propels government into identifying with a public-private partnership. Enugu state as a sub-national entity keyed into the federal government adaptation of UNO New Urban Agenda which prioritizes government collaboration with the private sector in the provision of housing for the generality of the public. In connection with the agency theory, the Enugu state government (ENSG) immediately went into partnership with Private Estates International West Africa Limited (PEIWA) to arrest the severe housing shortage and inhabitable housing in the state. To realize this vision, the state government entered into a public-private partnership (PPP) with PEIWA based on the New Township Development Agreement (NTDA). The plan was for PEIWA to construct the city on an area of about 1,097 hectares at Obeagu / Amechi Awkunanaw, Enugu East and South local government area, Enugu State. The terms of the agreement stipulated that PEIWA would be responsible for technical planning and raising the necessary funding for the project and ENSG would be responsible for providing Governor's Consent and doing everything in its power to ensure the project's successful completion. Some of the estate developers are the Centenary city project, Enugu lifestyle & golf city. These are expected to become the best city in Nigeria for living, working, learning, playing, and shopping. The buildings and infrastructure have been constructed with state-of-the-art and cost-efficient technology that emphasizes elegance and sustainability. The city has been developed with effective management and high standards of design and development, ensuring consistently superior quality as the city develops.

Empirical Presentation of Data and Discussion

The empirical verification of the hypothesis which states that, Enugu state's adoption of public-private partnership tended to enhance the provision of affordable housing for the masses is tested using a combination of the various units of analysis inherent in the major indicators of both the independent variable and the dependent variable. The hypotheses were therefore tested under the following headings:

- i. The Urban planning policy / law and the provision of housing in Enugu state.
- ii. Private Estates International Africa Limited (PEIWA) and the growth of estates in Enugu state.
- iii. Private organizations and the development of housing in Enugu state.

The Urban planning policy/law and the provision of housing in Enugu state

Public private partnership is an agreement between a Government or a statutory entity and a private sector entity (i.e. the private sector) on the other hand, whereby the private sector undertakes to invest in and/or manage publicly owned assets and/or associated services to provide public benefit for a defined period, in which there is significant risk-sharing with the private sector, and where the private sector obtains performance-linked payments that comply with predetermined and quantifiable performance standards. The role of the government is to provide conducive environments for the thriving of private organizations.

One of the areas that the government makes needed intervention in the area of planning. There are institutional factors that influence the use of land in urban areas. These include social norms, customs, laws, organizations, and other structures of human society. For example, society recognizes private property interests on land, government controls over private rights, financial institutions such as mortgages and urban development banks, and governmental agencies and public corporations are examples of institutional factors that influence land use. Government instruments for controlling land use are particularly influential in urban areas of Nigeria. These tools include the master plan, zoning ordinances, rent ordinances, land acquisition ordinances, sources of title such as letter of assignment and certificate of occupancy, as well as other sources of proper ownership such as family resources, leaseholds, and gifts. The source of ownership determines the use of a landed property. For instance, a property with a certificate of occupancy will have a higher value and use than a property without a certificate of occupancy. Planning laws always dictate the use of the land, or they may require that it be let to a "sitting tenant" at a specific rent. The rent law is expected to affect the maximum amount of rent you can collect on property in Enugu State, as well as the recently passed property land use charges laws in the state. Between 1999 and the present, enacted laws affecting land use decisions in the metropolitan Enugu area can be broken down into two categories.

- i. The Enugu State Housing Corporation (ESHDC)
- ii. The New Township Development Agreement ("NTDA)

The Enugu State Housing Corporation (ESHDC) and Housing Provision in Enugu state

ESHDC is a parastatal of Enugu state government. It is 100% owned by the state government. It was established by Enugu state government Cap. 58 laws of Enugu state government 2004. It is a fully commercialized agency of the state government responsible for the implementation of the state government housing policy for the general public. The state government appoints the board of directors of the corporation which are mostly seasoned individuals. The Board is also made up of highly-skilled professionals in the housing, business, and other sectors of society. The Management Committee is made up of eight (8) members who are responsible for the policy formation and day-to-day management of the Corporation as set out in the Corporation's Law and under the direction of His Excellency, the Governor of the state. The funds raised by the Corporation are used to provide Houses, Estate Infrastructure and Facilities, Maintenance of these Estates and Facilities, the day-to-day management of the Corporation, and transfers to the State Government (<https://eshdc.org/about-us/>). The Corporation has successfully constructed the following estates: Valley Estate GRA, Citadel Estate Phases 2&2, Enugu Rangers Estate 1 & 2, WTC Estate, Zoo Estate, Liberty Estate and Golf Estate (<https://eshdc.org/about-us/>).

The ESHDC has been coordinating the building of houses and estates in Enugu state in conjunction with the state's willingness to encourage collaboration between the state government and estate developers. For instance, a group of Enugu State developers, the state's housing corporation, and a mortgage company once reached a three-way agreement that would provide 1,000 affordable housing units in the state. The agreement,

which was signed by the developers, was expected to help bridge the state's housing deficit and reduce the obstacle to homeownership for the citizens of Enugu State. The development was expected to provide prospective subscribers with an all-in-one solution to their homeownership quest, including acquisition, development, and affordable mortgages with a six-percent interest rate to purchase the housing units. The three-way agreement was reached between the developers, a joint venture led by Alpha Mead Development Company (AMDC) and Mahfms Investment Limited (Mahfas Investment), the Enugu Housing Development Corporation (ESHDC), and AG Mortgage. In another related development, Enugu State Housing Development Corporation (ESHDC) General Manager, Mr Chukemeelie Agu said that they are constructing 750 housing units at the Coal City View estate which is a mix of 1 bed room, 2-bed and 3-bed bungalows. The manager observed that “A project of this magnitude is of great importance to the people of Enugu State because it is further proof of the government's readiness to frontally tackle the affordable housing challenge in Nigeria. Apart from the socio-economic benefits it will bring to the government and the people of the state, we would also like to use it as a demonstration of the public-private partnership model for affordable housing in the country.” We are glad that Enugu state is leading the innovative way to address the long-standing housing shortage that is holding back our nation's social and economic development (Idoko and Ezeodili, 2021). The following table one reflects what the EHDC Corporation has accomplished in this regard:

Table 1: ESHDC and Urban Public Housing in Enugu, 1999-2020

S/N	Housing Provision	Neighborhood density	Housing Type
1	Ebe-Ano	Low density	5-bedroom duplex with boys quarters
2	Golf Course	Medium density	5 bedroom duplex with boys quarters
3	Harmony	Low density	2 bedroom flat
4	Maryland Estate	Medium density	2 bedroom flat
5	Zoo Estate	Low density	5 bedroom duplex with boys quarters
6	Liberty Estate	Low density	5 bedroom duplex with boys quarters
7	Transkulu Housing	Low density	5 bedroom duplex and 4 bedroom bungalow with boys quarters
8	Coal City Estate	Low density	5 bedroom duplex with boys quarters
9	New Abakaliki Road	Medium density	5 bedroom bungalow with boys quarters
10	Transparency	Low density	Block of 4 bedroom flat
11	WTC	Medium density	Block of 2 bedroom flat (4 housing units)
12	Rangers 1	Low density	3 bedroom bungalow
13	Rangers 2	Medium density	3 bedroom semidetached bungalow
14	Citadel Estate Phase	Low density	Block of 4 flat terrace
15	Victory Housing	Low density	Block of 4 flat terrace
16	Trinity	Low density	Block of 4 flat terrace
17	Sand View	Medium density	Block of 4 flat terrace
18	Coal city view	High density	1 and 2 bedroom flat 3 suspended floor semidetached
19	Valley	High medium lower	3 bedroom semidetached bungalow
20	Valley 2	High density	4 housing unit per plot
21	Fidelity phase 1	Low density	4 housing unit per plot
22	Liberty phase 1	Low density	4 bedroom duplex
23	Liberty phase 2	Low density	4 bedroom duplex with boys quarters

Enugu urban's public housing provision from 1999 to 2020, as shown in table 1, is unbalanced and perceptually skewed towards low-income groups, whose share of the city's population is higher. Table 1 shows that the state's government's focus in recent years has been more on the development of higher-income housing. There are indications of several housing programs for low-income and middle-income groups, but their existence is practically nonexistent in the current city's housing provision. The current Ebeano housing project and Golf Course housing project was designed for high-income individuals. Harmony Estates, which was intended to support low-income, middle-income, and high-income residents, was discovered to be occupied by the wealthy only. This leaves the town's poor housing issues unresolved. In addition, the Coal City View and Valley Estate 1&2 for the high-density residents are controlled by the well-to-do group. The high price of building and construction materials and its constant increase in the market price was seen in the city. This limits the availability of cheap homes in Enugu. Therefore, there is a need to look for more eco-friendly building materials.

In addition, gentrification is another development feature in the city, where low-income residents are pushed out of city centers by wealthy people, and many locals become displaced as a result. While gentrification is the process of changing the character of a poor urban area by high-income earners moving in, improving the housing, and attracting new businesses, the study area has not adequately considered the negative consequences of the displacement of original tenants, usually the urban poor. Instead, property and housing providers have focused on quick profits and short-term returns on investments, resulting in the fixation and rise of high rent fees for new developments within certain areas. This ultimately leads to a lack of affordable housing for the poor masses. As the city experiences rapid urbanization and population growth due to mass rural-urban emigration, the residential property stock diminishes to make way for commercial use, mainly along the city's major streets and avenues (Chime Avenue, Market Road, Abakaliki road, Ogui and Okpara Avenue, Agbani and Nike Road, Zik Avenue and many other major roads) which contribute to the soaring rent fee on other areas of residential housing. Violations of planning standards caused by unapproved land development increase traffic congestion, and urban sprawl and put strain on the city infrastructure.

The New Township Development Agreement (“NTDA”) and Estate Provision in Enugu state.

Before the emergence of NTDA as a policy framework guiding the acquisition and development of urban areas in Enugu state, those interested in the estate business in Enugu state were left in the hands of cartels. The Ministry's land delivery programs are strictly cash and carry because only those who can afford it are taken advantage of it. If you are an allottee of a plot in a government layout in Enugu, you must pay eight different categories of fees as at December 2005. These are: (i) Non-refundable application fee: N1000, (ii) Approval fee: N5000, (iii) Deletion registration fee: N4000, (iv) consent fee: N5000 (minimum), (v) Preparing Certificate of Occupancy: N25000 (vi) Development premium: N175 per sq. meter, (vii) Property rate: N500 per square meter (based on the status of layout/ type of development), (viii) Ground rent: N750 per hectare per year paid by you to the state government to confirm your leasehold tenure (Ikejiofor, 2014). In most cases, lands sold to people are resold to other individuals.

Nevertheless, when the New Township Development Agreement (NTDA) was promulgated into law in Enugu state, it regulated the acquisition of lands and its development in the state. One of the first things undertaken by the government was to go into partnership with various private developers under the umbrella of Private Estates International Africa Limited (PEIWA). In order to realize this vision, the Government of Enugu State entered into a Public-Private Partnership (PPP) with the PEIWA Company under the new township development agreement (NTDA). The PEIWA Company was entrusted with the development of the City on a plot of land measuring approximately 1.097 hectares in the Obeagu / Amechi Awkunanaw local government area of Enugu State. The agreement also stipulated that PEIWA would be responsible for technical planning and raising the required finance for the project while ENSG would be responsible for obtaining the Governor's consent and doing everything in its power to

ensure the project's successful completion. The centenary city project is a large-scale, capital-intensive project that seeks to transform the state of Enugu into a modern and dynamic economic hub. Inspired by the style and comfort of the world's most advanced European cities while maintaining broad African influences, it is expected to become the best city in Nigeria for living, working, learning, playing, and shopping. The structures and infrastructure have been constructed using state-of-the-art and cost-efficient technology that accentuates elegance and sustainability. It is a city with effective management and high design and development standards to ensure consistently superior quality as the City develops. As Table 2 shows, the public-private partnership has yielded maximum estate development in Enugu state.

Table 2: The New Township Development Agreement (“NTDA”) and the Explosion of Estate Buildings in Enugu state

S/N	Names of Estate	Location
1	Victory Estate	Old airport Road
2	Trinity Estate	Old airport Road
3	Sunrise Estate Area A	Emene
4	Sunrise Estate Es	Emene
5	Riverside Housing Estate Phase 1	Abakpa
6	Riverside Housing Estate Phase 2	Abakpa
7	Lake Side Estate	Abakpa
8	Harmony Estate Phase 1	Abakpa
9	Harmony Estate Phase 2	Abakpa
10	Harmony Estate Phase 3	Abakpa
11	Harmony Estate Phase 2 Extension	Abakpa
12	Greenland Estate 1	RCC
13	Greenland Estate 2	RCC
14	Greenland Estate 3	RCC
15	Trans Ekulu Phase 1	Trans Ekulu Phase
16	Trans Ekulu Phase 2	Trans Ekulu Phase
17	Trans Ekulu Phase 3	Trans Ekulu Phase
18	Trans Ekulu Phase 4	Trans Ekulu Phase
19	Trans Ekulu Phase 5	Trans Ekulu Phase
20	Trans Ekulu Phase 6	Trans Ekulu Phase
21	Ivory Estate Parcel A (CBN)	Trans Ekulu Phase
22	Ivory Estate Parcel B (CBN)	Trans Ekulu Phase
23	Ivory Estate Parcel C (CBN)	Trans Ekulu Phase
24	Coal City Garde	GRA
25	Golf Course Estate Phase 1	GRA
26	Golf Course Estate Phase 2	GRA
27	Golf Course Estate Phase 4	GRA
28	Golf Course Estate Phase 5	GRA
29	Golf Course Estate Phase 1 Extension	GRA
30	Golf Course Estate Phase 1 Commercial Plots	GRA

31	Ekulu East Estate (Zoo)	GRA
32	Valley Estate Phase 1 Extension	GRA
33	Heritage Estate	GRA
34	Valley Estate Phase 1	GRA
35	Fidelity Estate	GRA
36	Fidelity Estate (Terrace Building)	GRA
37	WTC Estate	Ogui
38	Citadel Estate Phase 2	Ogui
39	Divine Estate 9th Mile	Ngwo
40	Valley Estate Phase 2	Iva Valley
41	Citadel Estate Phase 1	Independence Layout
42	Citadel Estate Phase 1 Extension	Independence Layout
43	Republic Layout (By EHOCOL) Phase 1	Independence Layout
44	Republic Layout (By EHOCOL) Phase 2	Independence Layout
45	Republic Layout (By EHOCOL) Phase 3	Independence Layout
46	Liberty Estate Phase 1	Independence Layout
47	Liberty Estate Phase 2	Independence Layout
48	Independence Pocket Layout (Ebeano)	Independence Layout
49	Q Series Estate	Independence Layout
50	Transparency Estate	Uwani
51	Real Estate (Terrace Building)	Uwani
52	Maryland Estate (Block A-I)	Uwani
53	Maryland Estate (Block 1-10)	Uwani
54	Maryland Estate (Extension)	Uwani
55	Sand View Estate	Akkwuke
56	Network Estate	Ibagwa
57	Rangers Estate Phase 1	Akegbe
58	Rangers Estate Phase 2	Akegbe
59	Palm Beach Estate	Nsukka/Obukpa
60	Old GRA	Nsukka
61	Wuse Abuja Estate	Abuja
62	Himalaya Estate	Ibagwa
63	ESUT	Agbani
64	Ugwuoba Estate	Oji River
65	Coal City View Estate	
66	Trans Ekulu (Off Phase 6)	Transkulu

Source: Agboeze et al, 2022

As shown in the above table, while the NTDA has enabled the explosion of estate housing in the Enugu metropolis and to a larger extent could be said to have filled the housing needs of the urban people, especially the well-to-do in our society, the middle people, and the common man cannot point to the government policy benefitting any of them. This research finding aligns with previous findings by Champion (2007), Egbenta (2009), and

Nwalusi et al (2022), which identified shrinking residential housing for the commoners as key indicators of rural-urban drift and urbanization in Sub-Sahara Africa.

Challenges of Estate Development in Enugu State

Despite the encouraging outcome from the public-private partnership in housing development in Enugu state, the following challenges are still observed as militating its maximum usage:

- i. Over political interference
- ii. Low patronage from the middle class
- iii. Over-emphasis on urban dwellers at the detriment of those residing in the rural areas.
- iv. Incomplete buildings in various areas
- v. The return of the developed estates into slum areas.

Summary

The housing sector in Nigeria is considered to be of limited importance, with only 3.00% of Nigeria's GDP attributed to it. Furthermore, the current housing construction rate of approximately 100,000 units per year for a population of over 190 million is indicative of the dismal performance of the sector. With specific reference to the Enugu state, perceptive observers have indicated that many of the residents are residing in slums, informal settlements, and make-shift buildings (Obasi and Anierobi. 2021). Enugu state government consciously went into alignment with public-private to bridge these gaps by empowering the ESHDC and NTDA, especially since 2015 to date. It is against this backdrop that the study broadly investigated the impact of public-private partnerships and the provision of housing in Enugu state from 2015-2022 with particular attention to the explosion of estate buildings in Enugu state since its promulgation. These specific objectives were accomplished in the light of the data generated.

Drawing inference from the theory agency theory, the study found out that the promulgation of NTDA by the Enugu state government was a conscious decision to provide the framework that would regulate the activities of urban planners and to shield them against land grabbers in Enugu state. Despite the encouraging results from such planning instrument and policy framework, the work finds out that there are some challenges affecting its successful accomplishment as observed above.

Conclusion

The study was guided by the hypothesis which states that the Enugu state's adoption of public-private partnership facilitated the explosion of estate buildings in Enugu state within the years studied. In light of the data generated, especially when the number of estate buildings during the high period of ESHDC is juxtaposed with that of NTDA, the hypothesis is upheld. Arising from the above developments, we state the following findings: 1. The Enugu State Housing

Development Corporation superintended the collaboration with private estate developers and led to the development of not less than 23 various estates in Enugu state.

2. The New Township Development Authority (NTDA) is the government framework that proved to be the major catalyst that mobilized all the private developers under the canopy of Private Estates International Africa Limited (PEIWA) and this led to the development of various estates in Enugu state such that not less than 66 estates buildings were documented within the time studied.

Recommendation

In our study, were able to demonstrate that it was the Enugu state proper utilization of and deployment of ESHDC and NTDA that yielded the results of the various estates in Enugu state within the time studied. Following the above development, we make the following recommendation to the attention of policymakers:

Enugu state government should strengthen the NTDA so that land grabbers would not interfere with the building processes and more importantly, arrangement should be made to capture the low-income earners in the housing provision in the state.

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