

**RIVERS STATE UNIVERSITY,
PORT HARCOURT**



**GLOBAL URBAN TRANSFORMATION
AND THE
CHALLENGES OF BUILDING
THE 21ST CENTURY NIGERIAN CITY**

AN INAUGURAL LECTURE

By

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WEDNESDAY, 17TH JANUARY, 2018

Dedicated To:

THE LOVING MEMORY OF MY
LATE DAD AND MUM,

DCN DAVID DABERE TOM
GEORGE

AND

DCNS MARGARET DOKU
GEORGE
(nee Hutton Tom George)

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The Vice Chancellor
Deputy Vice Chancellor
Registrar and other Principal Officers of the University
Members of the RSU Governing Council here present
Distinguished Professors and members of Senate
Deans, Directors and Heads of Departments
Staff and Students of RSU
Distinguished Colleagues
Members of my biological and church families
Friends and Well Wishers
Gentlemen of the Press
Ladies and Gentlemen

Preamble

It is a privilege for me to give this 51st inaugural lecture of this great citadel of learning. This is only the second inaugural lecture from the Faculty of Environmental Sciences. The first was given by Prof. Mrs. Yomi Oruwari – a true friend and mentor – from the Department of Architecture. I am humbled by the fact that many Professors in the University have done this before me and there will be many more after me. I am indeed grateful to the Vice Chancellor for making this possible and to the Chairman of the Lecture Committee, Prof I. K. E. Ekweozor, for keeping faith with me.

John F. Kennedy, the 35th President of the United States of America declared, “we will neglect our cities to our peril. For in neglecting them, we neglect the nation”. The city in the 21st century has been described as the centre of innovation and sites of structural transformation. However, cities of the world have differential capabilities to adequately handle these roles. For cities in less developed countries, there are huge constraints that limit their performance. In 2008, the United Nations Centre for Human Settlements (UN-HABITAT), published the *State of African Cities*. The African city was described as facing grave challenges of rapidly expanding urban populations, of urban economies not growing at a rate that can provide employment for its teeming populations, of rising poverty, insecurity and inadequate and declining urban services. Other challenges include poor and inadequate housing, transportation and waste disposal services. The situation can be described as dire!

There are many contributory factors including the relative poverty of African countries. Urban growth management is an expensive process and many African countries do not have the resources to adequately address the many challenges. The state of urban infrastructure is a portrait of a nation's level of development. When electricity distribution lines hang at various dangerous angles, refuse dumped on major streets and massive slum neighbourhoods; they indicate our inability to manage urban growth. The UN-Habitat is the only United Nations Agency with Head Office in Africa. This is significant as the operations are focused especially on African and other less developed countries. Yet, African countries can be argued to have long histories of urban planning deriving from their colonial pasts. It is therefore pertinent to query the planning process, and the ability of those who control it. Our cities showcase all that is good and decent, bad or ugly, about us and our ability, or otherwise to manage our affairs.

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Dr Mrs Lizzy Olise, Engr. Segun and Dns Dr Mrs Obele Adebisi, Mr Donald and Ochuwa George, I pray the Lord reward you richly. To my siblings must be added my nieces and nephews, for your prayers and the love you have shown over the years. May your lives continue to bring us joy.

My children looked forward to this day. Engr Sesan and Funke Omitayo, Tarilate Owei, Dr Ibiye Owei, Dr Timinyo Owei, Tonye and Lolita Jack, today is your celebration as much as mine. Thank you for accepting and loving me despite my many failings. You remain my source of pride. I acknowledge the contributions to my success of Dr Daru Owei who despite the delays never stopped believing in my ability to excel. I am also indeed grateful to my extended family especially my uncles and aunties – Hon. Justice Hebron Tom-George (late), Chief Opuwari Tom-George, Rev. C.T.T. George (late), Chief Dr Charles T. Numbere, Madam Georgina H. Tom-George, for their encouragement and advice that ensured I did not derail as a young girl growing up.

Finally, I appreciate all who made time today to attend this inaugural lecture. God bless you all.

Thank you for listening.

I can humbly recall the genesis of my journey in Urban and Regional Planning and the many challenges I have experienced as a professional town planner and as an academic engaged in research and teaching. This journey has taken me all over the world, from Reykjavik in Iceland, to so many other countries in Europe, China, Southern and Eastern Africa, and to countries in West Africa. As exciting as this journey has been, it has also been the source of many concerns. Why for instance, do we come from so much orderliness to the drama that welcomes one at our airports on arrival from countries outside Nigeria? Why are there so many stories to tell when all you want is approval of a building plan? Why the confrontation with series of young men supposedly representing indigenous community groups, as soon as one commences construction on a site in many cities in Nigeria, from Port Harcourt to Lagos? A cursory observation of the chaotic transport situation, inappropriately located taxi ranks and truck loading bays, markets, shops, banks and other land uses including places of worship, sometimes makes you wonder if there are institutions and people responsible for planning and managing the city. What is our urban future and how are we building it? The 21st century is with us and cities globally are being packaged for effective competition and participation.

Vice Chancellor Sir, distinguished ladies and gentlemen, this inaugural lecture will highlight the many challenges of managing urban growth and proffer recommendations on how positive changes can be effected to build cities that we can be proud of.

1.0 INTRODUCTION: GLOBAL URBAN TRANSFORMATION IN PERSPECTIVE

The 21st century is the age of the city with more than half the world's population living in towns and cities. In 2016, an estimated 54.5 % of the world's population lived in urban settlements (UN, 2016). Urbanisation trends across the globe show the continuous growth of urban populations and increase in population size of urban centres. The world has transited from “millionaire” cities i.e. cities with populations over one million people to “megalopolis” or those with populations over ten million. The United Nations, World Bank and regional agencies such as the African Development Bank have in recent years focused a great deal of attention on the potentials and challenges presented by urbanisation in both developed and developing countries. In September 2014, the General Assembly of the United Nations holding in New York affirmed that cities should be profiled more explicitly in global development priorities, endorsing a dedicated urban Sustainable Development Goal (SDG), that commits the world to, “make cities and human settlements inclusive, safe, resilient and sustainable” (UN Resolution A/RES/70/1 of September 25, 2015).

The UN has also initiated a New Urban Agenda (also known as the Quito Declaration) under Habitat III. In the context of the Urban Agenda under Habitat III, every member country within the organisation commits to shape the urban future of the 21st century. Governments and its people, civil society organisations, the private sector are encouraged to seriously engage in the state of urbanisation in their country, to determine what needs to be done to achieve transformation outcomes over the next twenty years. The New Urban Agenda was adopted at the United Nations Conference on Housing and Sustainable Development (Habitat III) in Quito, Ecuador in

Okoh, Dcn Isobo and Mrs Jim-George, Dcn Bisi and Mrs Adeosun and Rev Kio Batubo (late) were always there for me. I shall not forget your labour of love.

The Foundation for what we are celebrating today was laid by my parents – Dcn David Dabere Tom-George and Dcns Margaret Doku George, both of blessed memory. Both were teachers of the finest calibre. Dad was the first indigenous principal of the famous Kalabari National College (KNC), Buguma in Asari-Toru Local Government Area. Mum was my first teacher at primary school level holding my little fingers and trying to get me to write alphabets properly. Both parents were strict disciplinarians. Our family is a testament of their strong Christian values and discipline inculcated in love in all their children. Dad believed in the education of the girl child and made sure that all daughters were university graduates before they got married. I confess that years after their passing, both Mum and Dad are sorely missed. I wish they were here!

My children and siblings have remained my greatest pillar of support, praying, giving, encouraging, and showing understanding and love. Even when I became emotionally weary from the waiting, they never gave up on me. Today, they are as proud of me as I am of them, outstanding and accomplished professionals who have made their contributions in their various endeavours. When our father died suddenly in 1980, the parenting role fell on the shoulders of my eldest brother, Dr Seliye Davidson George and my eldest sister, Dcns Dr Ibiere Akuiyibo. Thankfully, they did not fail. All my siblings and their spouses opened their homes to me and gave of their time and resources in times of my greatest needs. I appreciate all of them. To Dr Ayobola and Kaine Brimmo, Chief (Dr) Lionel and Ibinabo Ebenibo, Dcns Dr Tomina George, Mrs Ibiteyin Myers, Dcn Steve and Boma Akhiojemi, Arc. Biokpo and Satba George, Dr Greg and

and Space Technology, while he was co-ordinator. From this beginning, we have built research collaboration recognized internationally, particularly within the International Society of City and Regional Planners (ISoCaRP). Together, we have tried to expand the discourse in planning to embrace more of the economic and environmental issues. We have travelled to many cities across different continents, the latest being to the 53rd Congress of ISoCaRP in Portland, Oregon, USA in October 2017. Thank you, Professor Ede.

I cannot fail to mention my students at graduate and undergraduate levels, who are today, accomplished professional town planners. These include: Tpl Tonte Davies, Tpl Simeipiri Wenike-Johnbull, Tpl Kpobari Visigah, Tpl Tari Eyenghe, Tpl Tari Ikposo, Tpl Aloysius Nwuzi, Tpl Mina Aprioku, Tpl Hope Thompson, Tpl C. Wocha, Tpl Edmund Obinna, Tpl Samuel Dagogo and Mrs Kabor Obowu. They were always willing to assist my research effort, providing and collecting relevant data for various studies. I appreciate the goodwill and support demonstrated on my behalf by successive Executive Committees of the Rivers State branch of the Nigerian Institute of Town Planners.

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October 2016. It was endorsed by the UN General assembly in December 2016. The Agenda is a shared vision in which the international community reconsiders the urban systems and physical forms of urban spaces to achieve equal rights and access to the benefits and opportunities that cities can offer. The New Urban Agenda lays out standards and principles for the planning, construction, development, management and improvement of urban areas based on the five pillars of implementation i.e. national urban policies, urban legislation and regulation, urban planning and design, local economy and municipal finance and local implementation.

The United Nations Centre for Human Settlements (UN-Habitat) and the United Nations Economic Commission for Africa (UNECA) together with African states have been working to realize an African Urban agenda. Making the case for such an Agenda, the Executive Secretary of UNECA notes:

Unfortunately, few African countries have adequately factored the challenges and opportunities of sustainable urbanization in their national development planning. Although urbanization has the potential to make economies and people more prosperous, most African countries have found themselves grossly unprepared in the face of the spatial, demographic, social, cultural, economic and environmental challenges associated with urbanization. If the potential to harness urbanization is not “captured” by forward-looking policymakers within the next several years, the continent may witness intractable obstacles to its vision (UN-Habitat/UNECA, 2015).

More and more people are living in cities in this century than ever before and the rate is highest in the developing countries. A world in which half of human population live in cities, and over 70 per cent of economic output and 80 per cent of energy consumption attributed to cities has prompted ARCADIS (2015) to describe the 21st century as the 'age of the city' (Ede & Owei, 2015).

In preparation of this new urban agenda, the Federal Government of Nigeria hosted the meeting of representatives of African National Governments in February 2016. Also attending the meeting were local and regional authorities, intergovernmental organizations, United Nations agencies, professionals and academia, private sector, civil society organizations, women, children and youths. The Abuja meeting was held preparatory to the UN's Quito conference. The main product of this meeting was the Abuja Declaration. In this declaration, African governments accepted the African Agenda 2063 as a strategic framework for ensuring inclusive socioeconomic transformation and recognized the importance it attaches to urbanization as a driver of structural transformation.

In 2006, the World Planners Congress, a body made up of national professional town planning institutes from across the globe (including the Nigerian Institute of Town Planners) made the Vancouver Declaration calling for a new urban planning; arguing that, “there can be no sustainable development without sustainable urbanisation and no sustainable urbanisation without effective planning: political will and investment is required for effective planning” (World Planners Congress, 2006).

Global urban expansion can be divided into three historical periods. The first period started with the earliest cities founded with the advent of settled agriculture and the domestication of plants and animals. This period is placed from about 10,000 BC to about 1800. The

Christian Ibeakuzie, Tpl Ibama Brown, Tpl Emmanuel Dike, Tpl Nekabari Visigah. Colleagues in the faculty including, Dr Victor Akujuru (former Ag Dean, Faculty of Environmental Sciences); Surv. Anwuri Okwere, Surv. T. Opuaji, Surv. Adebajo Durojaiye, Prof Ibimina Kakulu, Dr. Napoleon Imaah, Dr Mrs Ebiwari Wokekoro, Dr Mrs Augusta Ayotamuno, Arc. Paul Uchenna, Arc Tony Enwin, Arc. Tonye Pepple, Dr Dumo Mac-Barango, Pst. Samson Beals, Dr Mrs Anjiba Lamptey Puddicombe.

Many of our former Vice Chancellors, esteemed professors and colleagues within the university system touched my life in positive ways. They are: Emeritus Professor S.C. Achinewu, Emeritus Professor Augustine Ahiazu and Emeritus Professor Steve Odi-Owei (all former Vice Chancellors). Others include: Professor Howells Hart, Professor Solomon Braide, Professor Maureen Koko, Professor Seth Accra-Jaja (Vice Chancellor, Federal University, Otuoke), Professor Emmanuel N. Amadi, Dr. Mrs Data Ekine, Dr. Mrs Boma Dambo, Akpezi Ogbuigwe, Professor S.N. Okogbule, Professor C.I. Israel-Cookey, Professor Mildred A. Amakiri, Mrs Data Akobo, Professor, G.K. Fekarurhobo, Dr. Dennis Ewubare, Professor Jane Alamina, Professor Ann Amakiri, Professor Akuro E. Gobo and Dr. Isaac Zeb-Obipi.

Non-academic staff who worked with me when I served as Head of Department and Dean of Faculty also contributed to my promotion. Specifically, I want to thank, Florence Isaiah, Awolayeofori Iboroma, Mrs Epelle (rtd) and Mrs. Patience Ebere and Ibiwari Tamunoibi (late) who typed many papers for me without complaint.

Within the university system, some friends and colleagues became family. Professor Precious Nwobidi Ede is one such person to me at the Rivers State University. Our paths crossed when I started supervising post-graduate students at the Institute of Geo-Sciences

acknowledge with a deep sense of respect and gratitude, the contribution to my academic supervisors Professor Adetokunbo Ademola Salau and Dr Peter Onyige both of blessed memory.

I acknowledge the contribution of staff of the Faculty of Environmental Sciences with whom I have worked closely over the years. Emeritus Professor Dagogo M.J. Fubara for all the times you sat to assess my work, God bless you. Professor Mrs. Yomi Oruwari was my mentor, elder sister and friend at the Rivers State University. She brought together our three-man research team which included Mrs. Margaret Jev. She infused us with discipline and introduced us to many international networks such as the African Technology Policy Institute (ATPS), Council for the Development of Social Science Research in Africa (CODESRIA), Social Science Research Council (SSRC) and the Nordic Africa Institute. Under Professor Oruwari's leadership I learnt so many things about academics and life in general. On a personal note, her family practically adopted me as one of theirs. Up till today, she remains an inspiration to me. I acknowledge with appreciation, Professor Sika Orupabo, my current Dean, who is always pushing for us to do better as a Faculty.

I also remember with gratitude those who contributed to my success here but are no longer with the university due to retirement, transfer of service or death. These include: Dr. Edmund Sokari George (late), Professor Joseph Uyanga, currently Dean, Faculty of Environmental Studies, University of Uyo; Chief (Dr) Wokemnasi Nnah (late); Engr. Dienye T. Jaja (late) Mr. Basil Ndiomu (late) and Alabo Jigekuma Ombu-Kieri (late).

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second period covers from around 1800 until 2010. The second period is unique in the sense that it marked the watershed when 50% of the world's population lived in cities. The third period is the one we are living in. It is projected that within this third period between 75 and 80 percent of the world's population will be living in cities (Angel, 2012). Angel asserts that global urban expansion is what we must come to terms with. Table 1 shows the rate of world urban population change from 1995 to 2015, by regions.

Table 1: Urban Rate of Change 1995-2015

Region/Area	Average Rate of Change of Urban Population (%)				Entire Period
	1995-2000	2000-2005	2005-2010	2010-2015	1995-2015
World	2.13	2.27	2.20	2.05	2.16
High Income Countries	0.78	1.00	1.00	0.76	0.88
Middle Income Countries	2.74	2.77	2.61	2.42	2.63
Low Income Countries	3.54	3.70	3.70	3.77	3.68
Africa	3.25	3.42	3.55	3.55	3.44
Asia	2.79	3.05	2.79	2.50	2.78
Latin America & the Caribbeans	2.19	1.55	1.55	1.45	1.74
Europe	0.10	0.34	0.34	0.33	0.31
North America	1.63	1.15	1.15	1.04	1.24
Oceania	1.43	1.49	1.78	1.44	1.54

Source: World Cities Report, 2016

The historical transition of urban settlements was fuelled by technological innovations, leading to industrialisation and improvements in public health. It was also marked by increasing spatial expansion of cities following improvements in transportation modes and personal mobility. It is important to assert that urbanisation and urban growth did not occur in different parts of the world at the same time. While some countries urbanised rapidly in the

period before 1800 (e.g. Netherlands and England), other countries like Japan urbanised and industrialised in the early twentieth century. Yet other countries like Indonesia are becoming more urbanised and industrialised in the twenty-first century. Most countries in Sub-Saharan Africa including Nigeria fit into the last mode of countries becoming more urbanised and industrialised in the 21st century.

Colonial rule in these countries played a major role in re-defining urbanisation. Nigeria has a rich and diverse urban history taken from across its geographic regions. Nigeria's history of urbanization dates from pre-colonial to post-colonial and the nation's post-civil war periods. One of the earliest works on this history is that carefully documented by Mabogunje in the historic book, "*Urbanisation in Nigeria*" (Mabogunje, 1968). He outlined essentially two urban periods - the pre-colonial and colonial. In the pre-colonial era, the nation had three city-systems. These were the Hausa-Fulani system of northern Nigeria, the Yoruba and Benin systems of south west Nigeria and the city-states of the Niger Delta. Mabogunje argued that with colonialism came the imposition of a new urban system on the existing traditional city systems; developed in response to the economic and political needs of the colonial administration. To facilitate the exploitation and evacuation of agricultural and mineral raw materials, the colonial government built railway lines and seaports. Railway lines ran from the Lagos seaport (Western line) through Kano to Nguru. The Eastern line ran from Port Harcourt through Enugu, Jos to Kano and Maiduguri. Whereas the construction of the western line began in 1896, it was the discovery of coal in the Udi Hills that led to the construction of the eastern line from Port Harcourt in 1913, following its establishment in 1912 as a seaport. The history of Port Harcourt's growth and development have been documented by Anyanwu, (1979); Ogionwo, (1979) and more recently by Alagoa and Nwanodi (2013). Vice Chancellor, Sir,

8.0 ACKNOWLEDGMENT

Vice Chancellor, distinguished professors, colleagues, family and friends, the journey to today's inaugural lecture would not have succeeded without the participation and partnership of many persons within and outside the university system.

First, I give thanks to the Lord Almighty for His unfailing mercies. "Now thanks be unto God, who always causes us to triumph in Christ Jesus" (2 Corinthians 2:14). In line with this scripture, I can testify of God's goodness; and can boldly say that I am a product of grace.

I am very grateful to the Vice Chancellor of the Rivers State University, Professor Blessing C. Didia who allowed this inaugural lecture to take place today. I recall with gratitude, how the Vice Chancellor noted an anomaly in my designation on his maiden visit to the Faculty of Environmental Sciences, and took immediate action to correct it without any report or petition from me. I am also grateful to the Deputy Vice Chancellor, Professor Boma Oruwari, who contributed to my research effort in allowing his wife to lead our research team to Bolo for field investigation. By this singular act, the team was saved from the usual, harassment by local boys. I am grateful to Prof Barineme Fakae (former Vice Chancellor) under whose tenure I was promoted to the rank of Professor. Let me, also acknowledge the roles of the Ag. Registrar, Mrs. Vicky Jamabo, the immediate past Registrar. Mrs Daba C. Odimabo and the Bursar of the university in making my work here a rewarding experience.

I must mention His Majesty, King Professor T.J.T. Princewill Amachree XI, Amayanabo of Kalabari Kingdom, who as Dean, Post Graduate School, University of Port Harcourt, admitted me into the Ph.D. programme and later at the Rivers State University continued to play the role of a father to me in my first sojourn as Ag. Dean, Faculty of Environmental Sciences. God bless you richly. I

First is to affirm the truth that God Almighty created the world but people build cities. Thus, for urban dwellers, the basic form of our city and its challenges are essentially our own creation. Therefore, what we see and experience in Nigerian cities are products of our collective actions or inactions.

Secondly cities in Nigeria have lost their pride of place within the global urban hierarchy due largely to governance failures. Those who had functional and jurisdictional responsibility for managing our cities appear to have lost control of the dynamics of growth.

Thirdly, we must do the needful urgently so that our cities can play the transformative role expected of the twenty – first century city; economically, socially and culturally. The rate of positive change occurring in cities globally is very rapid and efforts to meet the challenges this trend portends have led to serious and innovative competition (remember the great lengths cities in the United States of America went into recently to lure Amazon to build its new head office in their cities). In Nigeria, Lagos and Abuja seem to be the most planning friendly cities and has achieved some international recognition and affiliations for this. For our cities to attain sustainability, resilience and smart status, urban and regional planning, as a profession, must be allowed to take its proper place in Nigeria.

working with other competent researchers within and outside this great citadel of learning, I have also made my contributions not only in documenting but analysing various aspects of urban growth, management of land, land use planning, urban development, housing, environmental quality, security and urban governance in Port Harcourt Metropolis and other cities in Nigeria. It has indeed been a privilege. This inaugural lecture however is not only to showcase some of my contributions but to look ahead to the future and engender discussions on how to build the truly twenty-first century city; sustainable, resilient and smart.

The National Bureau of Statistics defines an urban centre as any settlement with a population of 20,000 or more. Applying this, Table 2 shows that in 1931, less than 7 percent of Nigerians lived in urban centres, but by 1952 this has risen to 10 percent and to 19.2 percent in 1963 (Federal Ministry of Power, Works and Housing, 2016).

Table 2: Trends in Nigeria's Urbanisation 1921 – 2010

Year	Total Population of Nigeria ('000s)	Total Urban Population ('000s)	Urban Population as Percentage of Total Population
1921	18,270	890	4.8
1931	20,056	1,343	6.7
1952/54	20,402	3,701	10.2
1963	55,670	10,702	19.2
2006	140,405	54,756	39
2010	158,000	79,350	50.2

Source: Federal Ministry of Power, Works and Housing, February 2016

It has been projected that Nigeria's population will increase to 203.7 million with an urban population above 65 percent by the year 2020, a mere two years from now (FMPWH, 2016). This is the largest urban population in Africa and ninth largest in the world (World Bank, 2014).

Urban growth occurs at two levels – the first is increase in population of several urban centres thus fuelling the “metropolization” of major cities, and secondly is the increase in the proportion of urban population in a country (Owei & Ikpoki, 2007). As indicated in Owei (1997) and Owei and Ikpoki (2007), the critical nature of the challenges of urban growth in Sub-Saharan African countries in general and in Nigeria specifically include among other things the following:

- i. Increasing social and spatial inequality within cities
- ii. Rising poverty with urban economies not growing at a rate that can provide employment for its increasing population
- iii. Inadequate infrastructure and poor service delivery
- iv. Rising insecurity and crime
- v. Housing shortage and growing slum development
- vi. Inadequate transport services and failure of public transport systems.
- vii. Urban Sprawl and the informalization of urban settlements
- viii. Failure of public sector physical planning.

7.3 Preparing the Plan

The plan for the city must be comprehensive but have detailed plans for specific sectors incorporated. Existing Master Plans may need to be reviewed in line with the revised needs in infrastructure, services and technology. The reason for this is that in recent times, urban transportation has become highly sophisticated. At the individual level we now have electric cars. In urban mass transit, there are now electricity operated buses and trams. Drones technology has come to stay. Many developed countries have given notice that petrol and diesel cars will be phased out in the next decade. Even the Federal Government of Nigeria indicated that as part of the measures to battle global warming, it may ban petrol and diesel vehicles within the next decade (The Guardian Newspaper, August 28, 2017). The federal government justifies this stand on grounds of being a signatory to the United Nations Sustainable Development Goals, which has made compulsory reduction of pollution before 2030 a priority. The expected change this will require in urban design, including residential lay-outs, roads, parking spaces and street furniture is huge if such technology is to be adopted. The new plan will have to take all these developments into consideration. The plan will also provide an appropriate implementation framework that includes phasing; and funding.

The Strategic Planning Framework appears more appropriate than the more physical design-oriented master plan. The planning of the cities must from now, moving forward, take not just a regional but national and global perspective.

In concluding this inaugural lecture, there are basic personal convictions that I want to state.

- viii. Regulatory bodies (environmental, standards);
- ix. Non-governmental organisations; and
- x. Urban and Regional Planners who have the expertise to co-ordinate the planning process.

7.2 Establish Functional Institutional Frameworks to Prepare and Implement the Plan

Poor governance and related institutional failures have been the principal factor responsible for planning failures in cities in Nigeria. Taking the example of Port Harcourt, no proper physical planning framework existed in the state between 1967 and 2009, prior to the establishment of the Greater Port Harcourt City Development Authority by law.

The provision in the Nigerian Urban and Regional Planning Law Decree 88 of 1992 (now CAP N 138, LFN 2004) and the Rivers State Physical Planning and Development Law No. 6 of 2003, for the establishment of a State Planning Board and Local Planning Authorities, were never implemented. Effectively, there was no administrative structure and the ministry charged with the responsibility for physical planning is not designed to work at the local level. Lack of continuity and uncertainty continue to hinder the efficiency and effectiveness of physical planning. If the vision of building a twenty-first century city is to be actualized, a well-defined and functional framework will have to be put in place.

1.1 Urban and Regional Planning in Nigeria: Structures, Administration and Legislation

The application of planning laws in Nigeria dates to the ninetieth century, with the Lagos 1863 Town Improvement Ordinance which introduced the basis of control of development and urban sanitation in the Lagos Protectorate. The first two pieces of legislation with direct application to planning were the 1917 Township Ordinance and the Public Lands Acquisition Ordinance also of 1917. The Township Ordinance permitted the colonial administration to classify townships in Nigeria to first, second and third-class townships. Utilities and services, including water supply, roads and electricity were provided by the colonial administration on the basis of this classification. Port Harcourt, Jos, Kaduna, Kano and Zaria were classified second-class townships. In 1948, Port Harcourt was upgraded to a first-class township. Prior to this date, Lagos was the only first-class township in Nigeria (Owei, 2000). The key provisions of this law were the allocation of municipal responsibilities and development control. Also, the Public Lands Acquisition Ordinance of 1917 was enacted to facilitate the acquisition of land for “public purposes” by empowering the colonial government to compulsorily acquire land whether occupied or unoccupied. The watershed of planning legislation in Nigeria was the Nigerian Town and Country Planning Law Cap. 155 (Ordinance No. 4 of 1946), with the objective, “to make provision for the re-planning, improvement and development of different parts of Nigeria” by means of the following (i) declaration of planning areas. (ii) preparation of planning schemes and (iii) the appointment of planning authorities to serve as the executive authority for

planning and development control (Owei, Jev & Nwikpo, 2008; NITP, 2014). The general objectives of planning schemes as noted in Owei (2000) were as follows:

- i. Control the development and use of land within the planning scheme area;
- ii. Secure proper sanitary conditions, amenity and convenience within the planning area;
- iii. Preserve buildings or other objects of architectural, historic or artistic interest or beauty;
- iv. Generally, to protect existing amenities whether in urban or rural portions of the planning scheme area.

It is significant to note that this planning legislation was modelled after the British Town and Country Planning Act of 1932. Constitutional changes introduced in the 1950s made town and country planning a regional matter, spurring the then existing three political regions in the country – north, east and west to adopt the ordinance between 1960 and 1963 as regional laws and the withdrawal of the Federal government from town planning responsibilities. Thus, the Eastern Region came up with the Town and Country Planning Ordinance of Eastern Nigeria, Cap 126 of 1963. Under this law, several planning authorities were established across the region. In Rivers State, the Port Harcourt Planning Authority (1946), re-named the Port Harcourt-Obio Planning Authority (1958) and the Ahoada Planning Authority (1959) were subsequently established.

Planning areas were declared, and planning schemes prepared across the Eastern region. Under the three planning authorities (Port Harcourt, Obio and Ahoada), in the Rivers

The starting point for building Nigerian cities of the 21st century is to have a vision of what our cities should look like. This cannot be limited to government, but it must be shared by all stakeholders in the city. These must include the following:

- i. The Federal and State governments which must drive a conscious and deliberative process of change;
- ii. The local governments that must be given the resources and space to perform all their statutory functions;
- iii. International multilateral organizations including UN organizations that can both initiate and promote specific programmes, support human capacity, and offer funding opportunities;
- iv. Statutory service providers including power distribution companies, security agencies, waste management companies, telecommunications companies. All must bring their operations to the new standards that will be required;
- v. Industries which will partner with government in providing technical support and funding;
- vi. Academia, professional groups, research organizations and specialized bodies such as trusts and religious organizations that will provide technical and professional support including research outputs, data processing, international networking;
- vii. Citizens and citizen groups including guilds or trade associations to mobilize their resources and members to participate. A crucial step in actualizing the vision is to set up effective mechanisms for citizen engagement;

- ❖ Agreed kilometres of electric power distribution lines
 - ❖ Agreed kilometres of telecommunication ducts
 - ❖ Agreed number of mini-sewage treatment plants
2. A business plan submitted by the developer showing its technical capacity, financial capability and managerial competence.

The private sector funds everything but under the FCTA's strict control and supervision. So far 15 investors are building 16 districts in the Federal Capital City. In addition, Abuja is building an industrial park on 245 hectares of land. It is planned to have world class infrastructure (Suleiman, 2014). What is remarkable about the Abuja programme is the synergy being promoted between the relevant departments and agencies. It seems that the FCT and Lagos State administrations are ready to actualize the smart city status for Lagos and Abuja.

7.0 CONCLUSIONS: LOOKING AHEAD

Cities are generally endowed with natural and man-made assets. Cities like Lagos and Port Harcourt are at an advantage deriving from their coastal locations. Lagos appears to be able to leverage this advantage better than Port Harcourt. Being able to take advantage of a city's assets are key to its sustainability and competitiveness.

7.1 The Starting Point: Have a Shared Vision

The mission is clear: to build sustainable, resilient and smart cities for the benefit and wellbeing of the people and the pride of the nation.

State, fourteen planning areas were declared and about nineteen planning schemes prepared between 1948 and 1963. Some of these schemes are very well known including the Diobu Government Residential Area (E.N.L.N.72 of 1961); Port Harcourt Coronation Layout Planning Scheme (E.R.L.N. 205 of 1955); Port Harcourt Ogbunabali West Layout Scheme (E.R.L.N.42 of 1960). The list of Port Harcourt /Obio Layout Planning Schemes is contained in Obinna, Owei and Okwakpam (2010). Wherever fully implemented, these schemes were effective development control tools. However, there were limitations to the use of the planning schemes in the sense that it took a long time between the declaration of planning area to the preparation of the planning schemes and approval. Besides, the planning schemes were a purely physical approach and could not handle substantial planning issues such as overcrowding and urban squalor. Planning authorities were focused on physical layout designs and were not concerned with all other problems facing the urban centres under their jurisdictions (NITP, 2014).

With the creation of states in 1967, some urban centres including Port Harcourt became the administrative capitals of their respective states. The immediate impact of this was rapid population growth of these state capitals. Many of such capitals like Port Harcourt faced crippling housing shortages. The provision of infrastructure and services could not keep pace with demand. This mismatch between need and supply has persisted to this day leading to self-help and slum development. In Port Harcourt, this heralded the rapid expansion of settlements along the waterfronts of the city. These are locally referred to as “watersides” i.e., the

development of slums and squatter settlements along the foreshores of the city. Today, there exists about forty-nine of such “watersides” (Obinna, Owei & Mark, 2010). The immediate post-civil war period of the 1960s witnessed an extensive preparation of master plans in Rivers State. For Port Harcourt, physical planning which began with the application of the Garden City concept by the colonial administration in laying out the old Township and Government Reservation Area (GRA) was followed by the first master plan prepared in 1959 by Professor Elyon, an Israeli (Obinna, Owei & Okwakpam, 2010).

Expansion in economic activities was accompanied by increased in-migration led to the rapid growth of the city. It was immediately obvious that the planning scheme approach of the pre-war era was not adequate to respond to the dynamics of population growth and spatial expansion of Port Harcourt. The first military administration of the state under then Commodore Alfred Diete-Spiff launched a major planning initiative, first to designate the headquarters of the administrative divisions of the state as urban centres and then secondly to prepare master plans to guide their development. A total of nineteen master plans were prepared. The Port Harcourt Master Plan of 1975 prepared by Swedish consultants, Specialists Konsult was the last one of this generation of master plans. Only in the case of Port Harcourt was a planning authority established-namely, the Port Harcourt Metropolitan Planning Authority (PHMPA) in 1977 with a take-off date of April 1st, 1976. It had twenty-eight members and the secretary of the Port Harcourt City Council as its chairman. By PHMPA (declaration of planning area) order 1977, all the area within 24 square kilometres from the

the sense of being opposed to or about the state-of-the-art in running city affairs. As stated earlier, Abuja and Lagos have been regarded as having the potentials of being developed to smart city status. Jiriko et al. (2015) refer to a smart city as, “a city engaged in regional competitiveness, a developed, preferably, a developing, urban area that creates and excels in sustainable economic development”. The federal government planned to hold a Nigerian Smart City Summit in August 2017 with the Lagos, Enugu and Nasarawa states participating. The FCT chapter of the Nigerian Institute of Town Planners (NITP) has weighed in on the debate to building the Abuja smart city.

The Land Swap Initiative was launched under the Jonathan Administration to provide private sector funding for the Abuja Capital City. Details of the policy were published in a special publication of *Tell* in September 2014. Implementation of the Land Swap Initiative is a partnership with the private sector i.e. moving the funding of the FCT from govt to private investment (Agbo, 2014). The bases of the Land Swap Programme are as follows:

1. The programme clearly states what the developer must provide namely;
 - ❖ Detailed district design and the bill of engineering
 - ❖ Agreed kilometres of roads of various specified sizes within the districts
 - ❖ Agreed kilometres of water distribution lines
 - ❖ Agreed kilometres of storm water drains
 - ❖ Agreed kilometres of street lightings

- iv. **Knowledge:** The capacity to learn from the past and take appropriate action based on informed inclusive, integrated and iterative decision making in our cities.

6.3 The Smart City

The smart city is one that is driven by technology. It has been defined by the International Telecommunication Union (ITU) as, “an innovative city that uses Information and Communication Technologies (ICTs) and other means to improve quality of life, efficiency of urban operation and services, and competitiveness, while ensuring that it meets the needs of present and future generations with respect to economic, social and environmental aspects” (ITU, 2015). The ITU agrees that there is no single approach to make a city smarter and more sustainable. It calls for local administrations to prepare municipal strategic plans as frameworks for the implementation of smart cities initiatives. The starting point of the planning must be determining the basic motivations for seeking to build a smart city, the relevant priorities, identifying stakeholders, identifying how the process builds into existing urban governance systems and the mechanisms for ensuring citizen participation. It is important to emphasize that expert opinion is of the view that no authentic smart city exists anywhere in the world today, even with all the hype surrounding the idea and also there are concerns that the smart city has from about 2008, began to displace the sustainable city concept in planning (ISoCaRP, 2017).

Jiriko, Dung-Gwom & Wapwera (2015) suggest that the urban system and its functionality are built around technology. The term smart can be used in two ways; either in

Liberation Square (Isaac Boro Park) were declared as planning area for town and country planning. Unfortunately, the PHMPA was never given the independence to function and was administratively emasculated by being placed under the control of the Ministry of Lands and Housing (Owei, 2000).

A second generation of Master Plans was initiated by the administration of Chief Melford Okilo between 1979 and 1983. Under a hastily created Directorate of New Towns and Conurbations, master plans were prepared for Boro (Kaiama) New Town, Oyigbo and Bori New Towns. As the administration was ousted, the initiative died. It is important to emphasize that the Town and Country Planning Ordinance, Cap 126, Laws of Eastern Nigeria, 1963 remained as the applicable law until 1992 when the Nigerian Urban and Regional Planning Law (NURPL) Decree 88 of 1992 (now CAPN138, LFN, 2004) was enacted as a military decree. The Odili administration enacted the first indigenous town planning law in 2003. This was the Rivers State Physical Planning and Development Law No. 6 of 2003. This law was built along the lines of key provisions of the moribund NURPL. However, the law provided for the establishment of a new administrative framework for planning in Rivers State through the creation of a State Planning Board at the apex and Local Planning Authorities at the local government level. The law also provided for the composition and functions of the Board and Planning Authority (Nnah & Owei, 2007). There were contradictory and contentious aspects of the law such as the provision to use any career civil servant of any profession, not below level 14, rather than a Registered Town Planner with a minimum of fifteen years post-registration experience

as Executive Secretary of the Board and the Local Planning Authority. These in-built limitations show bias against urban planners and impeded the implementation of the law that exists till date. The law has thus never been fully implemented and Port Harcourt has been the worse for it.

In 2009, the Rivers State Government established the Greater Port Harcourt City Development Authority (GPHCDA) to implement the master plan for the Greater Port Harcourt City (GPHC). At the start of the GPH City's development, a new law which firmly established the GPHCDA was enacted. However, this law did not repeal the 2003, State Physical Planning Law. Also, an exclusive Ministry of Urban Development (MUD) was established in 2004. This ministry was to handle physical planning and development control within the state. Thus, there existed in law, a tripartite structure without clearly defined jurisdictional and functional boundaries. It was not clear the extent to which the Rivers State Physical Planning and Urban Development Law No.6 of 2003 had application within the geographic area of the GPHCDA. Sec 2 of the GPHCDA law states that, "subject to the provisions of this law and other statutes governing same, all lands comprised in the city shall be under the management of the authority". The parallel existence of these two laws resulted in conflict of interest and function between the two agencies of government that has still not been resolved. The administration that established the GPCDA obviously regarded the new Port Harcourt city as a panacea for solving the urban crisis in the city. The plan was to build a "world class city". Huge financial resources were committed to implement the plan. The vision of the new city was, "to transform the Greater Port Harcourt Area into a world class

If a city becomes a part of the 100 RC, it is eligible to receive 4 types of supports. The supports are as follows:

- i. Support the city to hire a City Resilience Officer who will lead the city's resilience efforts;
- ii. Expertise to develop a robust resilience strategy;
- iii. Access to a platform of partners that provide technologies and services to help cities implement a resilience strategy that includes Microsoft; and
- iv. It is a learning network; member cities learn from and collaborate with each other.

Presently the 100RC network has hired 81 Chief Resilience Officers across the globe; prepared 32 Resilience Strategies with over 1,600 concrete actions and initiatives. Over 535 million USD have been leveraged from national, philanthropic and private sources to implement resilience projects. The 100RC cover about one-fifth of the world's urban population. More than 13,000 members of the community of practice are working on urban resilience in member cities across the globe.

Resilience has four key dimensions:

- i. **People:** The health and well-being of everyone living and working in the city
- ii. **Organisation:** The economic and social systems that enable urban populations to live peacefully and act collectively.
- iii. **Place:** The quality of infrastructure and ecosystems that provide critical services, protect and connect

cities – Port Harcourt, Enugu, Abuja, Minna, Kaduna, Bauchi, Kano, Katsina. The Network was launched in November 2016. Membership is open to any city in the country.

The objective is to advance resilience thinking across the country, and promote reflection and innovation in applying resilience to the political and economic contexts of Nigeria. The 100 Resilient Networks was pioneered by the Rockefeller Foundation which began in 2013. Cities in Nigeria have no dedicated administration of their own and thus the governance of cities falls to the state government and its ministries, departments and agencies. The city of Lagos was chosen from more than 325 applications worldwide.

The objectives of the Nigerian Resilient Cities Network (NRCN) are as follows:

- i. To work with NRCN state authorities to increase their capacity to manage and deliver services in their urban areas.
- ii. To develop and implement resilience strategies in each of the member cities.
- iii. The NRCN is partnering with the Ahmadu Bello University to create new resilience – themes courses targeted at municipal employees across Nigeria, including a new Masters' degree programme in city management – the first such programme in Nigeria
- iv. Member cities are committed to peer learning and stakeholder engagement in all their efforts. (www.100resilientcities.org. Accessed September 27, 2017)

city, internationally recognized for excellence and the preferred destination for investors and tourists”. The mission of the project was, “to build a well-planned city through the implementation and enforcement of policies that will ensure the provision of first rate infrastructure and delivery of quality services to enhance the standard of living and well-being of the people” (Ede, Owei & Akarolo, 2011; Greater Port Harcourt Master Plan, 2008). It is a mission that obviously cannot rely solely on the public sector for realization. The GPCDA required an inclusionary approach that engaged the private sector as driver and the government as facilitator. The inability to articulate the private sector's participation is a key reason for the difficulty in implementation of the GPHC plan.

The Greater Port Harcourt City Master Plan projecting from its inception in 2008 from a population of 1,884,570, at a growth rate of 2.84% will produce by 2020, a population of 2,637,285 people. It must be understood that this projection is for the entire Greater Port Harcourt area which comprises the whole of Port Harcourt City Local Government, Obio/Akpor Local Government, Oyigbo, Okirika, Ogu-Bolo and Eleme Local Government Areas and parts of Ikwerre and Etche local government areas, all in Rivers State. Fig 1 shows the Greater Port Harcourt Area Plan. The planning philosophy of the firm, Arcus Gibbs, engaged to prepare the Greater Port Harcourt Master Plan adopted a blend of principles, which came from 19th Century Garden City Planning and 20th Century New Urbanism and Sustainability. They argued that the principles of Garden City in England of the 19th century and the Urbanism of 20th century are workable synthesis for the regeneration of Port Harcourt. It was argued that from inception until about the immediate post-civil war period,

Port Harcourt was a well-developed and well-managed port city that boasted good infrastructure and service delivery, well kept open spaces and parks, well-defined Central Business District (CBD) and institutional precinct. The City had status and was visually attractive to the extent that it was known as the Garden City of Nigeria. Sadly, such appellation cannot fit its present state (Ede, Owei & Akarolo, 2011). The principles and objectives of the New City Plan as indicated in Owei, Ede and Obinna (2010); UN-Habitat (2009) include the following:

- i. Introducing open spaces into the old city as a sign of renewal.
- ii. Reducing the density of housing development especially where infill development has taken place and to remove 13 of the city's squatter settlements (housing about 275,000 people) since they were not formally planned. The plan proposes resettlement of the residents of squatter settlements living in unsafe environments.
- iii. Recognizing that Port Harcourt faces acute traffic congestion and is not well served with major arterial roads; the plan proposes to build on existing network of roads and designated major roads carrying traffic across the east-west axis and the north-south spine roads.
- iv. Allocating land to various uses to reflect the garden city concept, with clear urban and landscape design principles. It demarcated as a first phase land area accommodating 20,000 housing units. The housing distribution should be 20% low density, 30% medium

It is important here to highlight the visible decline in the manufacturing sector in Port Harcourt in the last two decades. Many of the industries for which Port Harcourt was known in the seventies such as Michelin, Glass Industry, the Rivers Vegetable Company (RIVOC), Crocodile Machetes, Nigerian Engineering Works (NEW), RivBiscuit, and Amalgamated Distilleries have closed down operations. This economic decline has contributed to the loss of jobs in many establishments in the formal economic sector. Interestingly, a large part of the area now known as Peter Odili Road with high income residential houses was the designated Phase 11 of the Trans-Amadi Industrial Estate. The informal sector remains the largest employer of labour and justifiably, it has grown rapidly. The potential of this sector was not properly addressed in the New City Master Plan (Ede, Owei & Akarolo, 2011).

6.2 The Resilient City

The specific environmental challenges faced by a city are context specific. "Urban resilience is the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience" (100 Resilient Cities, 2017). Chronic stresses are slow moving disasters that weaken the fabric of a city (high unemployment, inefficient public transportation system, endemic violence, chronic food, water and power shortages).

Lagos became a member of the 100 Resilient Cities Network in May 2016. Lagos State was joined by governments of three other cities to form the Nigerian Resilient Cities Network (NRCN). Presently, in addition to Lagos there are eight other

quality communal lifestyle, a sense of place and create a liveable urban environment.

Ede, Owei and Akarolo (2011) sought to establish the sustainability credentials of the 2008 Master Plan for the New Port Harcourt city by analysing the provisions of the plan in the following areas:

- i. Economic sustainability;
- ii. Energy use options;
- iii. Efficient and sustainable transportation;
- iv. Land use and urban structure;
- v. Waste management; and
- vi. Water and sanitation services.

For each of these dimensions of sustainability, the existing situation is described and the plan proposals for ameliorating the general inadequate and inefficient delivery systems discussed and the adequacy of such proposals examined. For instance, on waste management, the plan proposes treatment technologies including land filling, recycling, incineration and thermal desorption. The New City Plan provided for two engineered land fill sites. The suggestion includes waste prevention and minimisation approaches and rehabilitation of existing impacted areas such as waterways and informal dumping sites.

The economic sustainability of the New City is of primary concern. While the oil and gas sector remain important, the economic analysis reveals that non-oil sectors such as agriculture, construction, tourism, cultural and entertainment services have the potential for high growth.

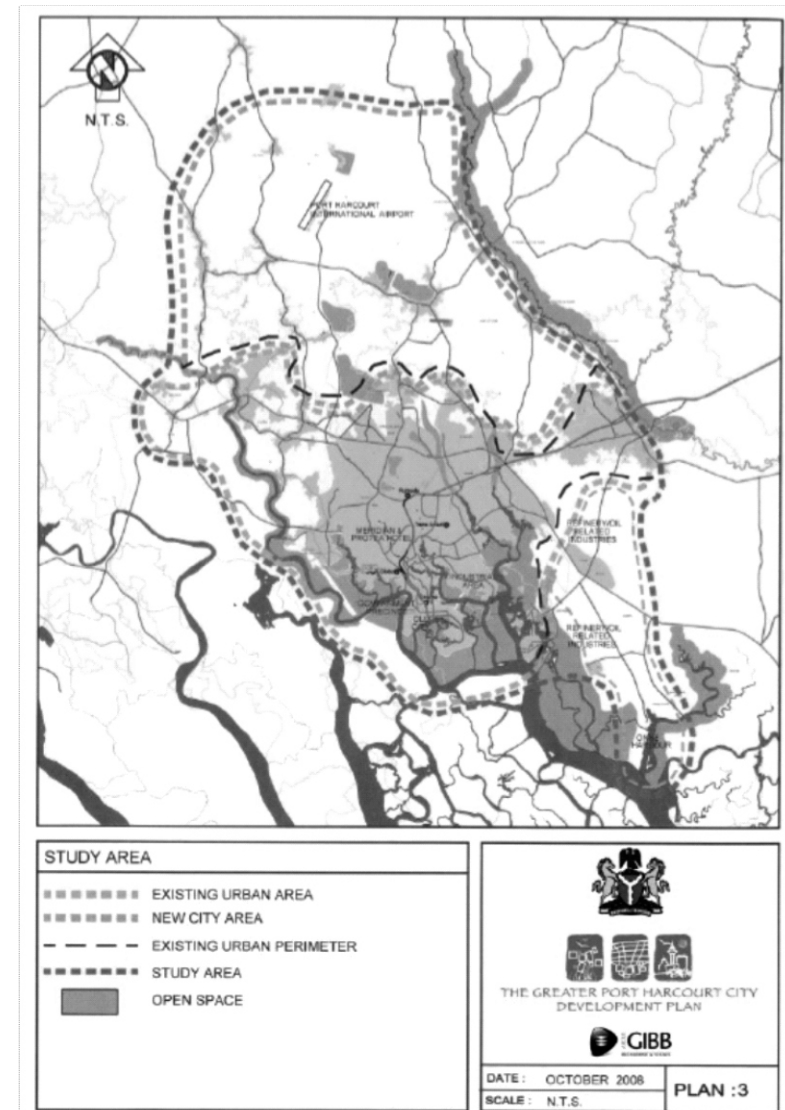


Figure 1: Greater Port Harcourt Area Plan

Source: Ede, Owei & Akarolo, 2011

- density and 50% high density and low-income housing.
- v. Defining some nodes of development which include the Central Business District/old city, site for two universities (Rivers State University and University of Port Harcourt), airport, harbours, industrial area and residential belt.
 - vi. Massive expansion of the city outwards into new areas northwards to embrace the airport and eastwards the Onne Harbour, integrating the old and new parts and purposely to boost investment opportunities in the new city, including tourism.

The existence of the GPCDA and the Ministry of Urban Development (MUD) constitute the existing statutory framework for urban and regional planning in Rivers State. Whereas the MUD operates under the state Planning and Physical Development Law of 2003, the GPHCDA operates under the law establishing it. There are initiatives to revise the 2003 law but the fate of the GPHCDA is not clear. It is obvious that not much can be achieved under such a hybrid structure of laws and regulations.

- iv. Enhance the contribution of urban and human settlements development to continental integration;
- v. Enhance environmental sustainability resilience and effective responses to climate change in cities and human settlements;
- vi. Enhance efforts to advance a global partnership to facilitate the implementation of the new global urban and human settlements agenda; and
- vii. Strengthen UN-Habitat to make it politically visible as the key player in mobilizing all relevant actors, state and non-state in implementing the New Urban Agenda (Abuja Declaration, February 2016).

From this declaration, the Federal Government derived one of its development goals, which is “to support the development of sustainable, prosperous and socially inclusive cities” (FMPWH, 2016).

Sustainable cities can accommodate growth and change whilst simultaneously being improved by these processes. This implies that development is managed in an integrated manner with relation to social, economic and environmental requirements. A sustainable city is much more than green practices and environmental conservation – it is a holistic concept pertaining to the creation of a place that provides adequate shelter, innovative economic opportunities and safety in terms of cultural freedom, resources conservation and development management.

Sustainable cities are liveable; they are attractive to their users and residents. If cities are attractive to live and work in, they will inevitably also become attractive for business life, investment and tourism. Sustainable cities emphasize a

11.6	By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management.
11.7	By 2030, provide universal access to safe, inclusive and accessible green and public spaces, in particular for women and children, older persons and persons with disabilities.
11.a	Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.
11.b	By 2030, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resources efficiency, mitigation and adaptation to climate change, resilience to disasters and develop and implement in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels.
11.c	Support least developed countries, including through financial and technical assistance in building sustainable and resilient building utilizing local materials.

Source: UN-HABITAT: Sustainable Development Goal 11 Monitoring Framework, 2016

The priorities for Africa in the UN's New Urban Agenda include the following recommendations:

- i. Harness the potential of urbanisation to accelerate structural transformation for inclusive and sustainable growth;
- ii. Enhance people-centred urban and human settlements;
- iii. Strengthen institutions and systems for promoting transformative change in human settlements;

2.0 URBAN GROWTH DYNAMICS AND THE STATE OF THE NIGERIAN CITY

Urban growth dynamics in Nigeria and specifically in Port Harcourt has been well documented (Owei, Obinna & Ede, 2011; Obinna, *et al.*, 2009; Owei, 2007). “The State of African Cities Report 2008” was a joint publication by the United Nations Human Settlements Programme (UN-Habitat) and the United Nations Economic Commission for Africa (UNECA). The report describes the process of urban growth as moving from growth beyond cities boundaries i.e., urban sprawl to growth increasingly absorbing neighbouring towns and villages i.e., extended metropolitan regions that are centred on a single leading core city to what in some areas have become mega urban regions consisting of a huge multimillion population urban system centred on multiple metropolitan cores.

Albeit, the processes and forces driving urban growth are different for industrialised economies and less developed countries. The report argued that, “Nigeria experiences severe problems associated with unbalanced population distribution and increasingly rapid urbanisation in the absence of well-articulated and comprehensive physical planning, development control and urban social policy” (UN-Habitat, 2008). Furthermore, the report described most of the rapidly growing cities in Nigeria as contraptions of slum and mega slums. Every state in Nigeria has at least one slum area. Slums are a feature of every large city in Nigeria including Abuja. Slums generally are places of deplorable housing and squalor, characterised by degraded physical environments. Policy makers have often associated such places with high incidences of crimes. Slums as argued by Daniel et al. (2015) provide shelter for over 61 percent of urban dwellers in Nigerian cities.

Slum dwellers do not have access to any form of urban basic service. Characteristically they lack public spaces and public services. A study of the residential quality of life in Port Harcourt of two informal settlements namely; Marine Base Waterfront and Afikpo Waterfront was conducted, and residents of these settlements report gross lack of public services with no public primary or secondary schools, pipe borne water supply, health care facility, police posts, recreational areas, garbage collection and disposal facilities among others (Wokekoro & Owei, 2014). Residents also revealed the existence of neighbourhood gangs and inadequate policing, portending security concerns. Noise pollution especially from excessive use of private generators was another environmental challenge, periodic flooding especially during the rainy season compounded concerns about the environment for those who live in such neighbourhoods.

Another study of Diobu, a typically high density residential neighbourhood showed that Diobu was poorly served with respect to infrastructure provision and could not provide affordable housing at the pace needed. Residential conditions are remarkably similar to those found in the squatter (waterfront) settlements of Port Harcourt (Obinna *et al.*, 2009). Several reasons were adduced for the housing and environmental conditions of Diobu. One is the non-implementation of the Diobu Master Plan which is one of the earliest physical development plans in post Nigerian civil war Rivers State. The context of this plan was to contain the rapid increase in population within the neighbourhood and to match the provision of basic services and infrastructure with expansion. With the failure of the implementation, these were not achieved. Whereas, the numbers of low income families needing housing continued to increase, housing provision did not match this increase. Housing supply declined with the conversion to commercial and industrial uses of once tenement housing (popularly called “face-me-I-face-you housing”) that was affordable by low income families.

There is widespread agreement that sustainable development cannot be achieved without significantly transforming the way we build and manage our urban spaces. The UN-Habitat Monitoring Framework re-iterates that sustainable urban development is a fundamental precondition for sustainable development. If well planned, cities can promote economically, socially and environmentally sustainable societies (Goal 11 Target).

Table 11: SDG Goals 11: Make Cities and Human Settlements Inclusive, Safe, Resilient and Sustainable

TARGETS	
11.1	By 2013, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums.
11.2	By 2030, provide access to safe, affordable accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the reach of those in vulnerable situations, women, children, persons with disabilities and older persons.
11.3	By 2013, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries.
11.4	Strengthen efforts to protect and safeguard the world's culture and natural heritage.
11.5	By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations.

6.0 HALLMARKS OF A TWENTY-FIRST CENTURY CITY

There are three principal characteristics of a twenty-first century city. These are as follows:

- i. Sustainability – A twenty-first century city must be sustainable;
- ii. Resilience – A twenty-first city is built to be resilient; and
- iii. Smart – The smart city is a product of the twenty-first century.

6.1 Sustainable Cities

The September 2014 General Assembly of the United Nations in New York affirmed that cities should be profiled more explicitly in global development priorities, endorsing a dedicated urban Sustainable Development Goal that commits the world to, “make cities and human settlements inclusive, safe, resilient and sustainable” (Goal II). As indicated in table 11, sustainable city life is one of 17 Global Goals that make up the 2030 Agenda for Sustainable Development. Of specific concern are urban poverty, urban sprawl and slum. The UNDP in Nigeria, asserts that, “extreme poverty is often concentrated in urban spaces, and national and city governments struggle to accommodate the rising population in these areas. Making cities safe and sustainable means ensuring access to safe and affordable housing, and upgrading slum settlements. It also involved investment in public transport, creating green public spaces, and improving urban planning and management in a way that is both participatory and inclusive.

Across the city, service and infrastructure provision could not keep pace with physical expansion and population growth. Over time, shortfalls in service provision are more and more difficult to meet. Data from the Rivers State Ministry of Budget and Economic Planning shown in Table 3 indicate a low per capita public-sector expenditure in the provision of water, sanitation and housing from 2003 and 2005.

Table 3: Per Capita Expenditure on Selected Urban Services in Rivers State

	2003	2004	2005
Water	₦ 202.91	₦ 50.9	₦ 363.41
Sanitation	₦ 56.36	₦ 40.72	₦ 285.07
Housing	₦ 338.19	₦ 429.03	₦ 391.70

Source: Owei and Wokekoro (2005)

The World Bank estimates that 36% of the urban population had access to improved sanitation facilities in 2006 and 65% to improved source of water. In Port Harcourt, the main sources of drinking water in 2009 were as follows: borehole (44%), well (0.5%), stream (2.0%), public tap (13.5%) and in-house tap connection (40.0%). In a rating of environmental quality across neighbourhoods in Port Harcourt, the city scored less than average on all the facilities measured in a 5 – point scale of reference; water supply (2.60), Kitchen facilities (2.80), toilet facilities (2.79), bathroom facilities (2.78), electricity (2.64), and refuse disposal (2.62) on a five-point Likert scale (Owei & Wokekoro, 2005). Another assessment of urban residential quality of life in eight neighbourhoods of Port Harcourt - two from the oldest part of the city, which dates to colonial times; two from other planned parts of the city; two from amongst the city's indigenous enclaves now being absorbed into the urban fabric; and two drawn from the informal (waterfront) settlements that line the creeks of the city, was based in part, on residents' perception of neighbourhood attributes,

residential quality of life as a whole and the variables considered by residents to be the most important to enhance residential quality of life. Results from this study when distributed into specific neighbourhoods however, show that the indices are worse for typically high density, low-income areas including Diobu, and the marginal settlements (Wokekoro & Owei, 2014; Obinna *et al.*, 2009). The deplorable living conditions of slum and low-income residential areas in developing countries are widely recognized and targets were set by the United Nations in the context of the Millennium Development Goals (MDGs) to work towards amelioration. Table 5 shows the specific targets set under MDG 7 which is to “Ensure Environmental Sustainability”.

Table 4: Millennium Development Goal 7 and Targets

Millennium Development Goal 7	Ensure Environmental Sustainability
Target 9	Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.
Target 10	Halve by 2015, the proportion of people without access to safe drinking water and basic sanitation.
Target 11	Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers.

Source: United Nations Millennium Project (2005)

The Millennium Development Goals (MDGS) are a product of the 2002 World Summit on Sustainable Development (WSSD). The MDGs were the millennium declarations, an eight-point agenda for improving human well-being worldwide. The eight-point agenda is as follows:

Nigeria as Africa's largest market and economy should lead by making its cities more competitive to place the country on a sustainable path to long-run growth and competitiveness. The predominantly young population's productive capacity must be harnessed with necessary skills to engage in higher value-added employment. A firm scanning for a city in which to locate must examine the positive features of a city in relation to the firm's goal, brand disposition and costs. In this sense a city's relationship with the firms it hosts and the potential to attract more businesses is synergistic and amenable to planning. Just as firms nurture values, cities should cultivate brands around themselves and plan to grow their brand values as well; that way cities create niches that stand them out. It is in the interest of urban and regional planning process to set the stage and mobilise innate endowments for business growth. This can be achieved by concurrently adapting national policies on FDI at the city level. Exploiting this same window, cities enhance their special attributes based on the specific needs of prospective investors and by identifying local assets that promote investment, the process is brought within the ambit of city planning. City investment plans and portfolios should be a prerequisite of urban master plans in Nigeria if it must attain positive city ratings.

Nigeria. In fact, cities like Aba, Onitsha and Lagos that are currently ranked highly within Nigeria have visible competitive spirit among businesses.

Our study identified how cities in Nigeria can attract FDI, but the process may increase inequality (Ede & Owei, 2015). An authentic Nigerian city should look beyond improving investment climate by addressing the needs of the residents, especially those likely to be side-lined by the influx of FDI because of their lack of skills and expropriation of existing jobs through mechanization and digitization. All over Africa there are proposals for technologically savvy neighbourhood developments called smart cities, but such developments will further alienate the urban poor, isolate traditional sectors of the city and engender polarisation instead of inclusiveness. According to (Adepetun, 2015) such smart cities have been proposed for Lagos and Abuja, ostensibly to anchor local technology firms to smartly invest and position for global competition. The UN-HABITAT (2012) advises that it is proper to organise a city in such a way that economic growth benefits a greater number of people; else those deprived become a nuisance. Nigerian cities focusing on attracting FDI as an option for growth should include social and environmentally desirable goals at local levels in their framework as well. Urban growth in Nigeria leap-frogs while urban planners dare to catch-up. This process is well exemplified in the study of Abuja and Port Harcourt (Owei *et al.*, (2008). Nigeria's city planners will have to be proactive to make meaningful input in a rapidly evolving cityscape.

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Global partnership for development

Available data at the time showed that the percentage of Nigeria's population with access to safe drinking water was 70.6% in urban areas and 53.2% in rural areas. Also, the population with access to sanitary means of disposing excreta was 75.4% for urban areas and 44% for rural areas. In Rivers State, the data showed that the proportion of people with access to safe drinking water was 49.6%, and those with access to sanitary means of excreta disposal was 32.3%. Millennium Development Goal 7, which is, "to ensure environmental sustainability" and targets are shown in table 4.

One of the programmes embarked on by the Federal and State governments to provide improved basic services in low-income urban settlements is the Child Friendly Cities Initiative. It was part of an international programme that was implemented in several cities in fifteen countries including Nigeria, Senegal, South Africa, Zambia, India, Malaysia, Croatia, Argentina, Brazil, Nicaragua, Bolivia, Peru, Ecuador, Palestine and Croatia.

The Child Friendly Cities Initiative (CFCI) had selected six waterfront settlements in Port Harcourt, namely; Enugu, Bundu, Egede, Elechi Beach and Eagle Island waterfronts and Gambia Street, a high density, low-income neighbourhood in Diobu, Port

Harcourt as its project areas. The initiative was part of a broader programme known as Urban Basic Services (UBSS) and Children in Need of Special Protection Measures which was introduced in six major urban centres nationwide. These were: Port Harcourt, Onitsha, Lagos, Ibadan, Kano and Kaduna. The programme strategy noted in Owei and Nwuzi (2003), related primarily to the following areas of urban development:

- i. The social domain (covered in the project by the support to children);
- ii. The politico-administrative domain (covered in the project by the support to capacity building and institutional strengthening of the local authorities; and
- iii. The physical domain (through the improvement of the system of basic urban services.

Our study of the CFCI highlighted the challenges faced in its implementation (Owei and Nwuzi, 2003). It is not surprising that the programme had limited success and could not be continued. However, the source of most of the problems was government apathy particularly on the part of the local government. For instance, until the United Nations Volunteer (an expatriate staff) arrived, the Local Plan of Action which was an annual work plan for the programme was not prepared. By the time the volunteer mobilised partners to produce the LPA, it was too late to be used. The local government was also unable to provide its own counterpart funding and logistics support. Seemingly simple administrative support such as a decent office space within the council secretariat and a clerical staff were not provided when required.

Municipality) and the Obio/Akpor Local Government Council. Geographically, parts of Ikwerre, Etche, Oyigbo and Eleme LGAs presently come within the city's control. It poses issues of control, financing and overall management of service delivery. A simple example is the problem of definition of the Port Harcourt School District for planning purposes. Thus, due to multiple centres of administration and authority, large cities in Nigeria are weakened and cannot galvanise citywide effort for resource mobilisation and planning. The jurisdictional gaps have prompted state governments to intervene in the provision of critical infrastructure and services, such as roads and sanitation.

With some framework in place, cities should begin to promote local economic development plans at the level of municipal administration. It is however observed that if the leading business city in a state is not the state capital, as in the case of Onitsha (Anambra State) and Aba (Abia State), they suffer neglect due to resource constraints of the state or distance from the capital (Ede & Owei, 2015).

5.3 Authentic Nigerian Cities

Historically, urbanization in Nigeria predates the advent of Europeans, equated with colonial periods because cities like Bonny, Benin City, Ibadan, Kano and Zaria had prior international exposure across the Atlantic and the Sahara, which colonialism from the 19th century did much to curtail. These pre-colonial cities grew on trade and commerce and their spatial layout had rudiments of planning with measures for development control (NITP, 2014). Principles such as “competitiveness” and “doing business”, contained in recent city rankings are therefore not alien to the character of cities in

liveability. Even the businesses carried on in Aba are predominantly informal, micro-scale and are difficult to monitor and measure. Aba does not merely suffer from poor infrastructure, but also from long neglect of whatever little infrastructure that existed and failure by successive state and local governments to initiate new ones. This description though applicable to some other cities in Nigeria, irrespective of ranking is stark for Aba, hence, the disengagement between published rankings and reality.

5.2 Urban Governance Issues

Urban management in Nigeria is rooted in multiple statutes that impede business development. The Nigerian Urban and Regional Planning Act (NURPL) of 1992 was repudiated by the courts because by the structure of the Nigerian state, Urban and Regional Planning is on the Residual List of the Nigerian Constitution, thereby making it constitutionally impossible for the federal government to legislate on planning matters. Following the suspension of large parts of the NURPL of 1992, many states, including Rivers State, came up with their own versions of the planning laws. However, it fell short of implementing its own Physical Planning and Development Law. The proposed structure was never established until the end of the administration that made the law. Coupled with that is the superimposition of the local government administration on Nigeria's urban centres creating a multiplicity of jurisdictions within large urban areas, especially those with over one million people. The only city in the country that is spared of this debilitating structure is the Federal Capital territory of Abuja, whose special municipal status was guaranteed in the constitution. Port Harcourt has the Port Harcourt City Council (Port Harcourt

2.1 Urban Renewal and Forced Evictions

Urban renewal schemes were an aftermath in Nigeria's urban planning efforts, even though such programmes were specifically mentioned, and improvement provided for in the Nigerian Town and County Planning Ordinance of 1946. As noted earlier, slum formations have grown with the expansion of urban settlements. Studies have documented both the growth of slums and even the incidences of forced evictions. Urban slums exist in every major city of Nigeria including Abuja, Lagos and Port Harcourt. A cursory observation shows that Lagos and Port Harcourt share the highest incidence of slum settlements in Nigeria. Slums are manifestations of the failure of governments in providing affordable housing and urban services to its population and poverty. Due to the high cost of decent housing, the poor and low income who constitute most of the urban population, live in such marginal settlements. The strategy adopted under the 1946 Nigeria Town and Country Planning Ordinance was the declaration of general improvement areas by the local planning authority. Following this, there have been many attempts to build low-cost housing by federal and state governments as efforts to provide affordable housing for low income people. Many of such efforts failed to achieve their stated objectives. In Port Harcourt, the Marine Base, Aggrey Road and Ndoki Street Renewal Projects are important examples. The Rivers State government carried out clearance and rebuilt new houses in these locations. The results have been mixed as most of the houses ended in the ownership of middle and even high-income people (Owei, Oruwari & Jev, 2002).

One of the strategies proposed by the National Urban Development Policy of 2006 was to promote and encourage the development of strategic plans for urban renewal in every urban local government, particularly for inner city slums (Federal Government of Nigeria, 2006). The Rivers State Government has also carried out slum clearance which has translated as forced evictions. Of special note are the clearance of waterfront settlements at Eagle Island, Abonnema Wharf, and Njemanze Street. The demolition of Abonnema Wharf and Njemanze waterfront developments triggered some mobilisation and resistance on the part of those affected and ultimately involved the UN-Habitat. Thousands of households were evicted with the attendant loss of livelihoods (UN-Habitat, 2009). Low income households are extremely vulnerable, and their sources of incomes are fragile. They operate mainly within the informal sector where their activities are not necessarily regulated. Without the renewal plan, the land at Abonnema Wharf and Njemanze remain vacant even though one was prepared by Max Lock Consultancy in 2009. Ever since their evictions, other waterside settlements, though smaller in size, have sprung up across the tidal flats around the city.

2.2 Key Issues and Challenges in Urban Management

It is widely accepted that the urban crisis in Nigeria is a crisis in management. It has been suggested that urban management covers land and infrastructure management, urban environmental management, municipal finance and administration adding that the categories are inter-related (Ogu, 1998). To this list must however be added urban growth

existing clusters of services and industrial parks, such as Port Harcourt (Trans Amadi), Lagos (Oshodi), Enugu (Emene), Calabar (Tinapa) and Agbara in Ogun are examples in Nigeria where FDI can latch hold the potential to serve as platforms. In one of the critical areas, The Economist Intelligence Unit (2015) cited how Lagos State has established a security trust fund thereby shifting the focus from policing to a broader community response. In addition, under public-private partnership resources are being mobilized to fund and manage urban infrastructure in Lagos.

So, what makes business tick in Aba more than other cities in Nigeria and what factors besides ease of starting business, getting permits, property registration and enforcing contract are culpable? The common denominator in the responses was that there is minimal government intervention in the affairs of small and medium enterprises in that city. Regulations and renewal of relevant and operational permits and taxes are not rigorously enforced as a result revenue accruing to government from the city do not match expectations. In a rather malicious twist, urban infrastructure is neglected by government, even though everywhere, businesses seek perpetual tax break. In very large cities like Lagos what is observed in Aba is seen in sectors of the city where informal businesses subsist – those areas of the city lack basic amenities compared to the main business districts for many reasons; in addition, such areas lack critical political and economic muscle to effect change. On the positive side, apprenticeship, mentorship and improvisation are very strong in Nigerian cities ranked highly and that reduces business mortality. Aba which was ranked 1st by the World Bank (2014) has a very good business reputation, but it lags in many other indices like crime, infrastructure, environment and

realise this and incorporate incentives for investors, such a city will potentially be positioned to reap bountifully. It is therefore in the interest of urban and regional planning process to set the stage and mobilise innate endowments for business growth. This can be achieved by concurrently adapting national policies on FDI at the city level. Exploiting this same window, cities can enhance their special attributes based on the specific needs of prospective investors and by identifying local assets that promote investment, the process is brought within the ambit of city planning. City investment plans and portfolios should be a prerequisite of urban master plans in Nigeria if it must attain positive city economic ratings (Ede & Owei, 2015).

There are no overt plans for FDI in most of the leading cities identified by 2014 Doing Business in Nigeria. Cities in Nigeria urgently need to develop frameworks for external exposure, which is the best way to achieving long-time survival and global competitiveness. Physical planning in Nigeria must include the needs of industrial parks; adopt agglomeration economic principles, and specific comparative and locational advantages into the various plan categories. The instrumentality of planning can also be used to galvanize assets and local capacities to showcase on a common platform provided by city plans.

For the benefit of the firm, a copious strategy should be devised in city plans to foster investment. When cities package their viability through planning; investors will take notice and do business in them. Cost of doing business, such as wages, taxes, industrial relations and security though not easy to incorporate into physical planning can become legislative agenda for municipal authorities. City plans with

management (Owei, 2006). The dynamics of urban growth are both spatial and temporal. Urban management is an imperative if the quality of life and the urban physical environment are to be improved. Urban management gained acceptance as an institutional concept in the 1980s when the World Bank, United Nations Development Programme (UNDP) and the United Nations Centre for Human Settlements (UNCHS) developed a joint Urban Management Programme in 1986. Urban Management has become widely accepted as an approach, for dealing with the problem of urban development particularly in developing countries. It is important first, to place the many challenges of urban management in Nigeria in specific contexts based on research findings, professional practice experiences and reflections (Owei, 2006).

- i. First are the urban management challenges that are derived from the planning environment (the organisational, professional and political contexts);
- ii. Secondly are the challenges that are attributed to the problems that urban areas experience (rising poverty, infrastructure deficit, poor service delivery, crime, the informal economy, impact of globalisation, urban spatial expansion especially the “peripheralization” of urban growth, informalization of urban settlements); and
- iii. Thirdly are the challenges that come from the current state of planning practice (the laws, the administrative structure, standards and implementation). All three dimensions are interlinked.

2.2.1 Urban Management Challenges Emanating from the Planning Environment

The environment in which urban and regional planning practice takes place can be deciphered in the context of four levels of environment viz; national political, local political, organisational and professional environments (Ugwuorah & Owei, 2010).

i. The National Political Environment

The federal government under the military enacted by Decree 88 of 1992 (CAP N138 LFN 2004) the Nigerian Urban and Regional Planning Law, it also established the Town Planners Registration Council of Nigeria. The federal government also prepared the National Urban Development Policy (NUDP) and the National Housing Policy (NHP), the NUDP has been reviewed at least twice in 2006 and 2012. It also established the National Urban Development Bank (UDBN) by statute (Federal Government of Nigeria, 1992). One of the key functions of the UDBN is the financing of urban infrastructure. The goal of the National Urban Development Policy is, “to develop a dynamic system of urban settlements which will foster sustainable economic growth, promote efficient urban and regional development and ensure improved standard of living and well-being of all Nigerians (Owei & Jev, 2008). The federal government is a signatory to international agreements on matters of state concerning urban and regional planning such as the UN's Sustainable Development Goals, the Millennium Development Goals, HABITAT III and the World Bank's Urban Development Programmes.

present, power supply from the national grid lasts for only a few hours daily in all cities, and even this epileptic rate is not guaranteed. Despite these drawbacks, Nigerian cities especially Lagos and Abuja according to the Economist are among African cities with the best opportunities for growth in the near future.

Urban ranking processes do not pretend to practice urban economics, therefore only a deliberate infusion of physical planning can leverage the process to grow a city. Urban master plans in Nigeria do not emphasize significant economic variables; for instance, the four volumes that comprise the Greater Port Harcourt Master Plan, 2008 have titles on transportation, water management, social infrastructure and energy, but nothing on economic plan. No city among those surveyed in this study has an economic planning unit and none regularly stages tradeshow. Cities like Lagos, Abuja, Port Harcourt and Kaduna host annual trade fairs, but these are at the discretion of firms, jointly under the various Chambers of Commerce and Industry. No city consciously participates in these fairs with the intension of promoting itself among participating businesses. City administrations ought to take advantage of these events to lure investors by initially establishing commercial desks within the proposed economic units linked to investment agencies and firms. Unequivocal assurances should be given to institutional investors for both green-field and brown-field developments – long-term infrastructure for sectors such as transportation and water supply. Through appropriate pricing of land and land rights, consolidation of revenue channels to eliminate multiple taxation and outright tax breaks in the early years of a business are perfect economic incentives that cities in Nigeria can use to attract investment. If city planners

(Owei, Oruwari & Jev, 2002). Urban development is constrained by cumbersome regulatory systems. For example, the World Bank states that in Lagos and Port Harcourt; titling expenses alone can reach 30 percent of construction costs while total transaction costs range from 12 to 36 percent of a property's value.

The last ten years until the decline of 2015, following a gross reduction in oil prices, annual economic growth for Nigeria, hovered around 7%. If this GDP scorecard was achieved under deplorable infrastructure, improvements will portend even better growth. In this scenario, two factors will help in revitalising Nigerian cities: rising income per capita and lower cost of doing business. Although in one of the variables used by FDI (2015), Nigeria ranked 10th under mega cities' cost effectiveness due largely to low wage bill, taxation and energy cost; Nigerian cities rank among the most expensive in the world, and in Africa, Abuja ranks second and Lagos 4th (The Economist Intelligent Unit, 2013). One of the reasons for the situation is infrastructure deficit, particularly power supply. Nigeria ranked 170th out of 189 countries in 2015, 169th in 2016 on the World Bank's Doing Business rankings. Of negative impacts were: difficulties in getting construction permits, getting electricity, registering property, paying taxes and trading across borders. Power is recognized as the biggest constraint (World Bank, 2011). This year (2017), Nigeria has recorded improvement in its Doing Business ranking according to the World Bank. We are now placed at 145th. Interestingly, there were widespread public expressions of achievement by the federal government. Assuaging the power supply needs of Nigeria alone can improve economic output, employment and livelihood in the short-term. At the

ii. The Local Political Environment

Urban space is a contextual issue (Oruwari & Owei, 2006; Owei & Nwiko, 2005). Whereas most discussions centre on physical urban space, the urban system consists of people, as well as activities. There are the physical as well as the political spaces wherein policies are made and articulated especially in decisions on land. There are multiple actors in the urban space including municipal governments, statutory service providers, formal sector businesses, households, non-governmental organisations and civil society organisations, local community-based organisations and even international development agencies. It has been argued that these different actions and interest groups influence what happens within cities (including its physical urban form and land use) through formal and informal processes of decision making and implementation. Agencies of the state government and the two local governments in the Port Harcourt metropolitan region are responsible for formal decisions on land use in the city. Indigenous communities within the metropolitan region and developers are responsible for informal decisions on land use. Very often the two sets of actors are working in conflict. A key area of conflict is in the matter of land acquisition and development control. The result has been the distortion of the land market and urban sprawl (Owei, Ede, Obinna & Akarolo, 2008; Owei, 2007). Access to land has become part of the larger dimension of the struggle for resource allocation.

The differential access to land, moderated by state agencies through laws that are not in tune with existing customary laws and traditional attachments to land has impacted negatively on urban spatial morphology and housing. In the colonial and post-colonial periods up to the early 1980s, urban growth was matched by large scale public acquisition of land especially for residential development. Studies show that land delivery systems based on legal concepts and administrative systems have proved unable to cope with the demands of rapid urban growth (Owei, 2007; Oruwari & Owei, 2006)). It has been argued that with the Public Land Acquisition Ordinance of 1917, title to land passed from indigenous groups, where an interest in land is held under customary law to the colonial government having been converted into an interest under English law. However, land that is not so acquired, remain under the control of indigenous groups and is held under customary laws. This transfer of land using the British imposed laws laid the foundation for legal pluralism and consequently emerging arenas of conflict over urban land in Nigeria.

The struggle to control title to land in Port Harcourt is a continuous one. In the recent past, the contentions led to a battle between the state government, the indigenous Ikwerre and Okrika people over all land acquired from them by government. The issues at stake include who controls development on such lands and who collects development fees from developers. In the context of this conflict, militant

Table 10: Consolidated ACG1 Ranking of Nigerian Cities (within Africa)

Nigerian Cities	2015
Lagos	13th
Abuja	16th
Port Harcourt	21st
Ibadan	36th
Kano	43rd
Kaduna	47th

Source: Angelopulo, 2015

The World Bank emphasizes reasons to explain the low economic growth of cities in Sub-Sahara Africa (including Port Harcourt). The first is low capital investment which is due in part to the relative poverty of African countries. The second reason is that compared with cities in other developing countries, African cities produce few goods and services that are tradeable on regional and international markets. They are depended on natural resources development. While such developments can create a high demand for non-tradeable goods and services, the results are “consumption cities”. Port Harcourt whose rapid growth in the last quarter of a century can be linked to the oil industry has this characteristic.

Secondly, how the cities are built and managed i.e. the urban form are crucial to their functionality and attractiveness. Inefficient land markets scattered neighbourhoods and ineffective zoning regulations result in an urban system that is lacking in transport and infrastructure connections. These physical constraints common in cities across Nigeria deter regional and global investments (World Bank, 2017). Housing, services and other capital investments are lacking

Hedrick-Wong the Chief Economist at the Master Card Centre for Inclusive Growth suggests that, “inclusive growth occurs when the benefits of an expanding economy are widely shared with the population”. The assessors believe that inclusive urbanisation is a prerequisite for inclusive growth, and so the ACGI is lens through which African cities can be assessed as future investment destinations. Thus, the ACGI is a barometer of current urban conditions and it is also a barometer of urban potential. It is not an explicit measure of inclusive growth, but it reflects the growth potential.

Table 9: ACGI Rankings of Nigerian Cities (within Africa) by Class of City

Class of City	2013	2014	2015
Large	Lagos (13th)	Lagos (6th)	Lagos (3rd)
	Abuja (14th)	Abuja (9th)	Abuja (6th)
	No Nigerian city	Port Harcourt (16th)	Port Harcourt (11th)
	No Nigerian city	Ibadan (25th)	Ibadan (20th)
		Kaduna (26th)	Kano (26th)
		Kano (31st)	Kaduna (29th)
Medium		No Nigerian city	No Nigerian city
Small		No Nigerian city	No Nigerian city

Source: Hedrick-Wong & Angelopulo, 2014, Angelopulo, 2015

community groups called, “Port Harcourt Aborigines” and “Native Landlords” emerged (Oruwari & Owei, 2006; Owei & Nnah, 2002) Holders of statutory rights of occupancy are required by these groups to re-negotiate their titles directly with the communities. The Certificate of Occupancy issued by government which is the title to land, does not protect the holder from forceful re-possession of the land and subsequent sale to another even when such land is within a government prepared scheme.

(iii) The Organizational Environment

The organizational environment consists of the agencies that are responsible for plan preparation, implementation, development control and land management, statutory service providers and urban governance. Following the creation of Rivers State and the establishment of the new administration, a master plan for redevelopment for Borokiri and Diobu was prepared. In 1976, the Port Harcourt Metropolitan Planning Authority (PHMPA) was established. It was a bold move by government to establish a proper framework for planning and development control in the city. The responsibilities of this Department were in the areas of formulating state-wide urban development and planning policies.

As earlier stated the PHMPA had become totally moribund by 1978 with the erstwhile State Ministry of Land and Housing emasculating the agency. Between 1978 and 1983, development control and urban planning activities were performed by the Town

Planning Department in the Ministry, some non-statutory bodies, local governments in Port Harcourt City, Diobu, Trans-Amadi, Obio/ Akpor and their associated functional committees for housing, transportation and environmental sanitation. Planning was left to multiple agencies most of them unqualified to handle the tasks they were assigned (Izeogu, 1986). A Ministry of Urban Development was established in 2008 and in April 2009, the Greater Port Harcourt City Development Authority was also established by Edict. A New Master Plan for the Greater Port Harcourt City was prepared by Arcus Gibbs of South Africa. The implementation of the master plan is still in the first phase. The implementation suffered multiple set-backs and financial shortfalls. The vision to create a “World Class City” appears no longer a priority. The infrastructural provisions were extremely expensive, requiring technology that was not locally available. Those factors contributed to the funding challenges of the GPH City that still exist today. The basic problem existing presently is the inability of the various bodies to function without proper coordination. Also, the development control activities in the state are carried out without lay-out plans thus introducing arbitrariness. The failure of the Rivers State Government to establish the State Urban and Regional Planning Board and Local Planning Authorities in the LGAs as provided in the Rivers State Physical Planning and Development Law No. 6 of 2003, is another limiting factor (Nnah and Owei, 2007).

5.1 Cities' Ranking and the Implications

In the last ten years many organizations have ranked cities and national economies according to an assortment of criteria like GDP per capita, infrastructure and productivity. Florida (2015) synthesized five of these rankings to collate a table of 25 most economically powerful cities in the world, but no African city made the list. However, Nigerian cities featured in other city rankings such as those by MasterCard and AT Kearney (2014) for Africa. Lagos, Abuja, Port Harcourt, Kaduna, Kano and Ibadan made the list. Only Lagos (6) and Port Harcourt (8) are among the top ten; the position of the others was: Kano (11), Ibadan (13), Kaduna (21) and Abuja (26). Nigerian cities' relative position in the Africa City Growth Index (ACGI) published by MasterCard (Hedrick-Wong and Angelopulo, 2014) is presented in Tables 9 and Table 10. The MasterCard African Cities Growth Index (ACG1) uses the following indices to rank the level of inclusive urbanisation of 74 cities across Africa by determining their potential for inclusive growth, infrastructure, business environment, health and education, financial access, economic opportunity and ability to attract investment. The index has rankings of cities in three levels of population.

First the cities are categorized into large (cities with populations over one million); medium (cities with populations ranging from 500,000 to one million) and small (cities with populations under 500,000). The performance of cities in each category is assessed and this is then followed by a composite index where all the 74 cities are taken as a single class. The ACG1 categorizes growth potential as high, medium-high and medium-low.

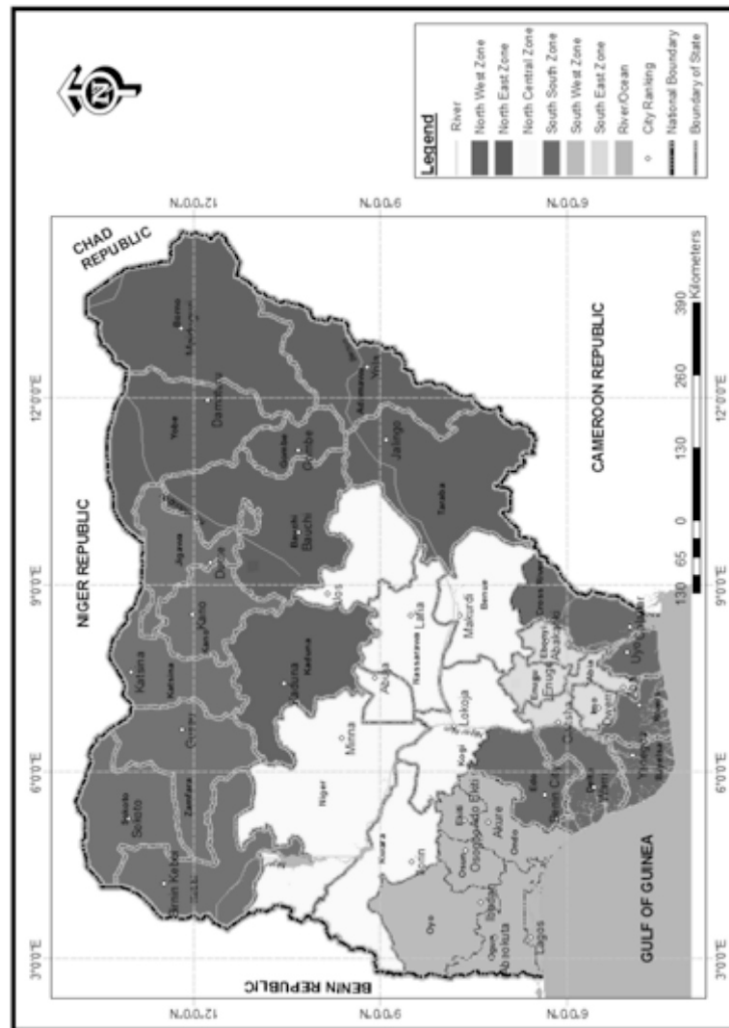


Figure 4: Nigeria's Geo-Political Zones and Cities in the Study

Source: Ede & Owei, 2015

(iv) The Professional Environment

There is a critical shortage of trained town planners in the Rivers State civil service. There are very few in the service of the local government as no local Planning Authorities exist in the state. Statutory service providers and other ministries, departments and agencies in the state are also not using the services of town planners. Thus, decisions that affect land use often fall short of planning standards and conflict with locational requirements. The general lack of awareness of what town planners are trained to do is also a limiting factor. This is further compounded by a Ministry of Urban Development that seems to have totally lost its professionalism and professional ethics. The existence of professional rascality has been noted. To many people, town planning is only about building plan approvals. Yet it is in this area of development control that the worst cases of executive excesses, professional misconduct and incompetence is most visible (Owei, 2015; Owei & Ikpoki, 2006; Owei & Nnah, 2002). Pennington (2000), cited in Onyebueke (2012:12), notes that “expected pecuniary income, power, status, social approval or the pursuits of an ideological project may compel land use planners to follow other vested interests to the exclusion of their statutory obligations. This is actually the root cause of planning or institutional failures”. The situation is sometimes compounded by excessive meddling of other government officials (Owei, 2006). Onyebueke further notes that planning is institution-contingent and as such it is not a misnomer that a government begets the planning

system it deserves. Planning cannot have its proper place without political will on the part of the executive. Thus, for a more efficient planning delivery in Nigeria, government (at federal, state and local levels) needs to put its house in order by establishing a conducive and democratic environment for efficient and result-oriented planning delivery (Owei, 2015).

Nationally and internationally, there is discussion on re-inventing urban and regional planning. In a keynote address to the 51st Congress of the International Society of City and Regional Planners, Patel (2015) submitted that planning has been under re-invention for some time at both a theoretical and practical level, but has been undermined by the contestation around resources and development. Planning has also been under threat from conservative political and market forces. Contestation for political power linked to electoral cycles often overrides long term planning and resource commitments, contestation between sectors and departments often compromises a focus on priority issues and integrated outcomes (Patel, 2015). There is need to emphasize the new direction that planning is to take in order that the planning profession especially in developing countries including Nigeria can appropriately take in order to respond to the challenges of rapid urban growth. The social, environmental and economic conditions of our cities, call to question the competence of the planning profession, queries our urban governance capabilities and indeed our civilization. Cities bear the image of a country and in many advanced climes are packaged

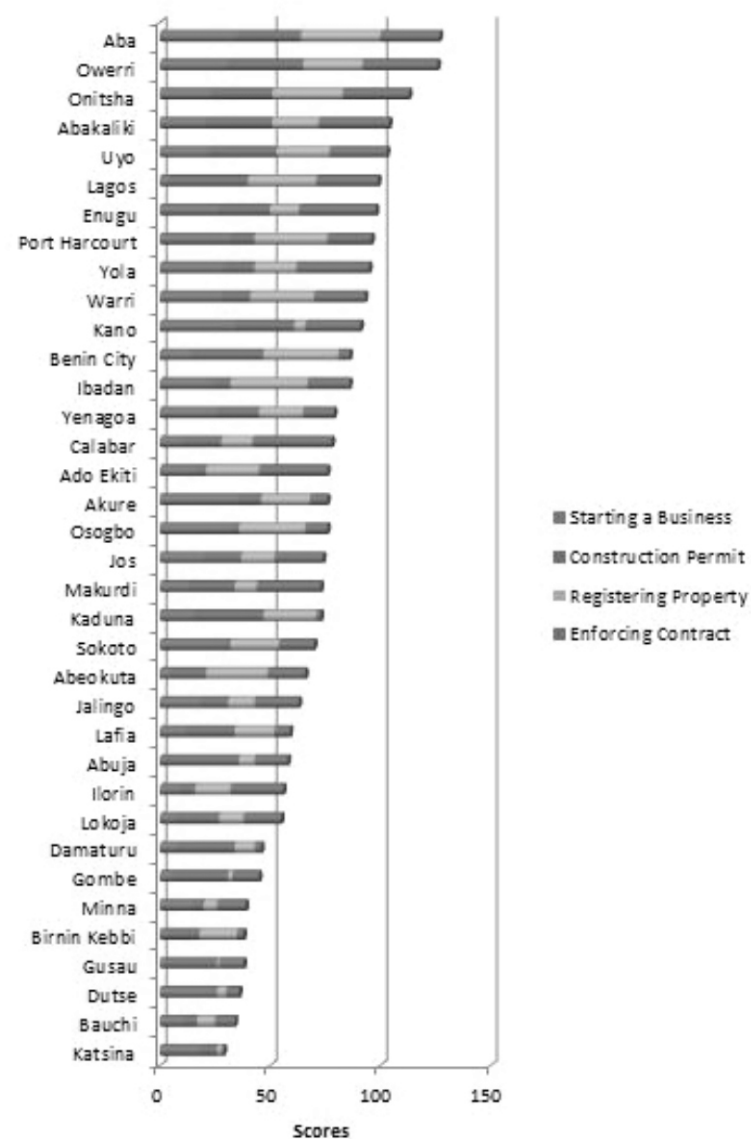


Figure 3: City Ranking on Ease of Doing Business

Source: World Bank, 2014

Despite improvements, the World Bank (2014) notes that challenges persist: no single state or city ranks at the top in all the areas monitored. Sharing local best practices and coordinating better between federal and state governments are critical to improving the business environment for all Nigerians. The 2014 Doing Business in Nigeria compared to four years earlier recorded reforms that make it easier to start a business: 13 states introduced reforms improving the internal processes of federal or state agencies, such as the Corporate Affairs Commission and state ministries of commerce. Less burdensome requirements and faster approvals of construction permits, as in Yola and Dutse, would make Nigeria one of the best performers in this area, which is more efficient than the average for the Organization for Economic Co-operation and Development (OECD). Uneven implementation of federal legislation and differences in state fees drive the large variation in the cost to register property from 7 per cent of the property value in Damaturu to 26.4 per cent in Benin City. Katsina remains the easiest place to enforce a contract within Nigeria: resolving a standardised commercial dispute takes 314 days and 41 procedures and costs 26 per cent of the claim value. Overall, it is easier to deal with construction permits in Jigawa and Sokoto; register property in Zamfara and Gombe; enforce a contract in Katsina and Kaduna and start a business in Abuja, FCT and Zamfara states.

and managed in ways that bring utmost benefits to its citizens.

The town planner has multiple roles –a synthesiser; a catalyst, and a facilitator and these should be brought to bear on the practice of town planning (Owei, 2006). As a synthesiser, the planner is one who organises the many factors included in the increasingly complex procedures of land-use planning decisions. As a catalyst the planner helps to clarify needs and objectives and brings forth alternative plans addressing those needs within the environmental and social contexts, and as a facilitator, for an ongoing learning process which debates the consequences of the various alternatives on the people, on the environment, on the economy and on government. With such multiple roles for the urban planner, the challenges of urban management call for new strategies, new skills and new attitudes.

The Town Planners Registration Council of Nigeria (TOPREC) was established by the Federal government through Decree No. 3 of 1988 (now CAP T7 LFN 2004). TOPREC is the statutory regulatory agency for the planning profession. It is charged with the following responsibilities:

- i. Determining who are town planners;
- ii. Determine what standards of knowledge and skill area to be attained by persons seeking to become members of the profession of town planning and reviewing those standards from time to time as circumstances may require;

- iii. Registration of persons entitled to practice the profession;
- iv. Regulating and controlling the practice of the profession in all its aspects and ramifications; and
- v. Maintaining discipline within the profession.

In fulfilling its mandate, TOPREC continues to organise training programmes and building capacity of its members and carrying out professional accreditation of planning programmes in tertiary institutions in Nigeria (Owei, 2016). TOPREC also produced the Professional Code of Conduct and Practice Regulations in October 1998. A Code of Conduct is a public document. It is instructive as well as punitive. A distinctive characteristic of a profession is that its members adhere to the code of conduct and ethics. The underlying principles of a code of professional conduct are competence, honesty and integrity, independent professional judgement; due care and diligence, equality and respect; and professional behaviour. For many urban and regional planners in practice, especially in the public sector, these principles are often difficult to comply with due to the excesses of policy makers (Owei, 2016). Vice Chancellor, it is a singular honour for me to serve as a member of TOPREC Council, representing Rivers State and to coordinate the Council's Mandatory Continuing Professional Planning Education Programme for 2017 and 2018.

benchmark areas: land registries, building authorities and Corporate Affairs Commission branches in each state. The purpose of the World Bank (2014) study was not to literally rank Nigeria's cities but compare them among themselves and with other leading cities across the world.

In this study the World Bank scores have been aggregated for each of the territories of Nigeria; samples from the leading commercial city of each state was used to produce a grading of business-friendly order.

The study showed that the top ten cities where it is most conducive to do business in Nigeria were Aba, Owerri, Onitsha, Abakaliki, Uyo, Lagos, Enugu, Port-Harcourt, Yola and Warri. The scores for each of these cities ranged between the highest – Aba (127) to Warri (93). Ten least business friendly cities in Nigeria from bottom are Katsina, Bauchi, Dutse, Gusau, Birnin Kebbi, Minna, Gombe, Damaturu, Lokoja and Ilorin (see Figure 3). Politically, Nigeria is divided into six geo-political zones or region and a region may comprise between five to seven states (Figure 4). Every state in the South-east of Nigeria had a city among the top ten places and the best four cities in which to do business in the country were in the zone. The next region with the most cities in the top ten was the South-south with 3 cities. The South-west and the entire north (of 3 geo-political zones) had only one city each in the top ten. The key findings of World Bank (2014) report recorded 34 improvements, of which 13 focused on starting a business, 8 on dealing with construction permits, 10 on registering property, and 3 on enforcing contracts. While most reform efforts focused on reducing the complexity and cost of regulatory processes, several cities also focused on longer-term judicial reforms to strengthen the legal institutions for contract enforcement.

look to its cities to generate employment, and reduce poverty. The bank argues that managed correctly, urbanization can provide that path for Nigeria (World Bank, 2016).

In view of the dismal image of Nigeria and its cities, Ede and Owei (2015) in their study of global urban competitiveness, asked if cities in Nigeria are keeping up with or are capable of changes that can make them compete globally. It also explored the development of cities with authentic Nigerian identity given the peculiar business environment and challenges in the country. What this study espouses is the experience of urbanization in Nigeria in an increasingly global context and the role planning can play to raise its cities' profile.

The study reviewed published rankings of Nigeria's cities with a view to appraising their performance and suggest how planning can be applied to attract investment to them; using published information on cities in Nigeria, supplemented with interviews of city and local government officials. The broad data provided by various surveys on cities in Nigeria were used to characterize their prospects. Ultimately, the purpose was to compare Nigerian cities across indices to determine their national and regional rankings as well as efforts being made to improve themselves. The World Bank's (2014) publication by far presented the most extensive sub-national data as it covers major business cities in 35 of the 36 states in Nigeria and the Federal Capital Territory (FCT) of Abuja. The data from this document formed the principal source relied on to examine cities in Nigeria as to their preparedness not only to do business, but what improvements they are embracing. The 2014 version of the document compares federal and state business regulations that affect four stages in the life of a small to medium-size domestic firm: starting a business, dealing with construction permits, registering property, and enforcing contracts. The report also compares gender-specific employment data from the main public agencies in charge of administering the

It has been correctly observed that the planning profession “requires educating those that will build the society and uphold the ethics of the profession. The quest for making money through practice should not be the ultimate goal of planners. The need to sustain the profession's goal and objectives should be the focus of planners” (Oyesiku, 2015). This is the core mandate of TOPREC.

3.0 KEY ISSUES AND CHALLENGES OF URBAN GROWTH

Urban growth challenges are many and are the hallmarks of urbanism in developing countries. The source can also be traced to unchecked migration into urban areas triggered by the failure to improve life in rural areas. The growth model adopted by newly independent African countries concentrated on growing urban economies and continued the exploitative action by colonial governments of rural areas without attention to the developmental needs of the rural people. Generally, urban areas grew at the expense of rural areas. What is today an urban crisis especially in Nigeria, is partly borne out of this.

3.1 Economic Informality

The proportion of the population living in urban areas that operate in the informal sector is considered one of the urban poverty indicators by the World Bank. The National Bureau of Statistics puts the figures of informal sector employees as follows: national (54,643,676); Rivers State (3, 348,571) in 2009. Incidentally, the Rivers State has the second highest number of informal sector employees, next to Kano State which has the highest (National Bureau of Statistics, July 2010). The urban informal sector provides livelihood for the greater proportion of people especially the urban poor. Official estimates of poverty by the National Bureau of Statistics have applied the World Bank baseline of persons living on less than one (1) US dollar a day as poor. In 1999, it was estimated that 58.2% of Nigerians living in urban centres were poor.

In three studies (Obinna, Owei & Davies, 2009; Ugwuorah & Owei, 2008; Owei & Jev, 2003), several dimensions of the challenges posed by the informal sector in Port Harcourt were examined and their implications for urban management

Economic Empowerment and Development Strategy (LEEDS). I am not aware that any local government in Rivers State has done one.

5.0 RANKING NIGERIAN CITIES IN A GLOBAL AND NATIONAL SETTING

In contemporary perception of a city's worth, large population alone is inadequate; nevertheless, in most analysis only Lagos among Nigeria's cities features in the international platform. In 2013, The Intelligence Unit of the Economist magazine carried out a research which benchmarked 120 cities worldwide based on their competitiveness. The research report titled, "Hot Spots 2025: Benchmarking the Future Competitiveness of Cities" assessed the cities based on projections of their ability to attract capital, business, talents and tourists. The ranking from Africa included Alexandria, Cairo, Cape Town, Durban, Johannesburg, Lagos and Nairobi. According to the report, the cities were selected based on regional diversity, economic importance and size of population. Lagos was placed 119 just above the least ranked city. This raises questions on whether Lagos and other cities in Nigeria have any prospects to keep up with challenges of global competition (Ede & Owei, 2015).

There is presently an academic resurgence on cities because leading cities in the world outperform the country in which they are situated in most economic indices; consequently, they play important roles in driving regional and national growth. The observations imply that cities need to optimize their resources as they grow. UN-Habitat in its World Cities Report (2016) emphasized that cities create wealth, generate employment and drive human progress by harnessing the forces of agglomeration and industrialization. The World Bank has also drawn the attention of the Nigerian government and its people to the fact that the era of "oil" is essentially over and that the nation must

the health and safety implications of such closely sited masts. These acquisitions are significant locational decisions and yet are made outside the formal planning process. The unplanned nature of development in large parts of Port Harcourt and other Nigerian cities, under provision in all types of services, poor environmental conditions and rising crime rates militate against competitiveness of our urban centres in the global arena. Urban planners have a role in working together with other professionals to achieve the following:

- i. Create unique identities (iconic images) that attract investors and visitors
- ii. Meet critical shortages in infrastructure and service provision through partnerships.
- iii. Institute urban transportation systems that are safe, clean and affordable. No Nigerian city has a functioning urban transportation system, including Port Harcourt and Abuja. Some of the innovative transportation system overhauls recommended in master plans have been ignored.
- iv. Generally, provide an environment that is clean and safe through local environmental plans as recommended by Agenda 21.
- v. Promote the expansion of the economic base of the city through local economic development plans especially at the level of municipal administration. The National Economic Empowerment and Development Strategy (NEEDS) was prepared by the federal government. States were required to prepare the State Economic Empowerment and Development Strategy (SEEDS) and Local governments their Local

highlighted. The phenomenon of urban hawking was the focus of the study by Obinna, Owei and Davies, (2009). Urban hawking is an unmistakable component of the informal sector in many African countries and other less developed countries (LDCs) of the world. Participating in the informal sector is attractive because of its simplicity and relative ease of entry as it requires little capital and skills. Moreover, activities in the urban informal sector are not necessarily regulated by law. Our study which focused on six major road junctions in the Port Harcourt metropolis highlighted the following:

- i. Over 80% of hawkers were people within the age groups of 15 to 29 years. Most of them had only primary school education which in several cases had not been completed. Environmental problems attributable to hawking include traffic accidents, indiscriminate disposal of waste especially in drains, use of open spaces and vacant plots around as places for defecation, theft and noise. It is important to note also those incidences of hawking like other forms of street trading increase as employment in the formal sector of the economy decreases. This is exacerbated by a redundant rural sector. Actions taken by the local government councils and the Environmental Sanitation Authority have been negative in the sense that they have entailed coercion rather than planning. Any strategy that seeks to properly manage hawking and street trading in general must be within the broader framework of urban economic planning (Ugwuorah & Owei, 2008). The study focused on street markets, focusing on five areas within the city where street trading takes place. These are: Diobu Mile 3 market,

Rumuokoro and Rumuomasi markets and Creek Road market.

- ii. Unemployment was the main reason given for engaging in street trading by over 53% of respondents. In terms of the age range, over 60% were between the ages of 20 and 34 years. Street trading goes on all day. Street trading is so organised that the traders exhibit their wares on both sides of the road. It is unplanned from the perspective of not being part of an urban land use plan. It has always been a matter of deliberate, systematic colonisation of street set-backs; first one kiosk or table, then another. Within a period, the entire street is taken over by traders with tables, wheelbarrows, basins, baskets, sheets, tools etc. More recently, street trading on the central divide of major highways especially along the East-West road around Choba and Rumuosi have increased (see Plates 1 and 2).

This is a dangerous trend. Illegal expansion of designated markets continues throughout the Port Harcourt metropolis. According to the State Ministry of Environment and the State Waste Management Agency (RIWAMA), street trading is illegal. For this reason, the common measure of discouraging traders is by harassment and impounding their goods. This is done using traffic police, council staff and touts. Local Government Areas are by their constitutional responsibilities expected to have byelaws for the regulation and control of market activities including hawking of goods and to collect fees from operators. These laws provide for the prohibition of trading in

for special residential development where they provide their own security, and services. This results in “gated communities” (an example is the Victoria Garden City in Lagos and many residential estates of Lekki). Many gated communities also exist in Abuja and Port Harcourt. It is not certain how much of this process is being monitored as part of urban growth management strategies. The Master Plan as an instrument of urban management is too inflexible and too comprehensive. It takes too long to prepare and in the process, loses both relevance and effectiveness. Plans are needed that enable planners capture changes as they occur and allow intervention at an appropriate scale; strategies that are flexible and responsive to changes and uncertainties.

4.3 Meeting the Challenges of Increasing Competitiveness of Nigeria's Urban Centres in a Globalizing World

Cities are increasingly open to global influences and cities serve as the strategic sites of a globalizing world. The United Nations suggest that African cities are opening to the world and must continue to do so in order to grow their economies and provide much needed jobs. Cities are affected by a whole set of processes because of globalization that impact on economic activities.

An emerging trend is the marketing of cities to attract investment. In 2006, Lagos and Kano had been advertised on Cable News Network (CNN). At other times, it has been Port Harcourt and Abuja. The development of Tinapa in Cross-River State is also a package for global investment. On a local scale, land owners are carving up small lots in their backyards for telecommunications masts and booster stations ignoring

and the National Housing Policy in 2012, as earlier stated. Despite the commitment expressed in official documents not much has been achieved with these programmes. One problem is the inability to sustain programmes when international donor agencies reduce or withdraw funding or technical support. Institutional failures constitute some of the most intractable problems for town planners as they pose both process and content (what and how) questions for the planner.

In states across Nigeria, planners are contending with the lack of implementation of planning laws, outdated building codes, poor funding, non-recognition of planners and their work. Planning is impotent in the face of powerful interests. Even in the specific domain of land use planning, the available development control mechanisms are unable to cope with both the dynamics and the scale of urban transformation. As an example, not one Nigerian city has evolved an effective urban growth management strategy. In Port Harcourt and even Abuja, development control has not really been effective in regulating land use in the indigenous community areas. Yet, it is in these areas that the middle-income class is buying up land for housing development. In time, urban expansion will engulf these indigenous areas creating massive neighbourhoods that are unplanned and either under-serviced or not serviced at all.

Thus, the nations' major urban centres are sprawling out of control with expansion unmatched by service and infrastructure provision and un-regulated development. Effective urban management must move away from the focus on land use to incorporate the urban system in a holistic way. Perhaps in a bid to protect itself from the chaos evident in urban areas, the wealthy class is carving up large areas of land

specific locations. This does not appear to be the case presently as almost every street corner and junction metamorphoses into a market at any time, even within the GRAs. Those who sell on street sides try to justify their actions. They argue that they make payments to council officials to obtain their license to operate.

The third study on the urban informal sector covered the night markets in Port Harcourt.

This provided an interesting dimension from the perspective of the interface between urban governance institutions and the informal sector. It covered night markets at five locations (Creek Road Market, Mile 1 and Mile 3 Markets) from the urban core and the remaining two (Rumuokoro and Rumukwursi) from the urban periphery.

The investigation covered the major participants in the informal fresh food – retailing sector in Port Harcourt evening markets and the linkages between them and the city authorities. The study noted the paucity of research in respect of the perceptions of and responses from city managers about night markets, the users (buyers) and operators and their effect on urban governance.

3.1.1 Responsibility for Care of the Market

About 45.7% considered the state government followed by 35.5% who said the market union should be responsible for taking care of the night markets. Interestingly, only 4.7% of traders considered the municipal government as the most appropriate institu-

tion to take care of the running of night markets. This is in spite of the fact that constitutionally, municipal governments are the organs given the responsibility for markets. In the case of Port Harcourt, it is obviously a responsibility that it has relinquished to the market unions and arbitrary management structures.

3.1.2 Assessment of Municipal Management of Night Markets in Port Harcourt

To get a standard response on the local councils, the World Bank's report card system was used to show the performance of the local governments. The assessment as seen in Table 5 shows very poor performance, on the nine different measures used in the report card which covered the following: participation, strategic vision, rule of law, transparency, responsiveness, consensus and orientation, equity, effectiveness and accountability. The score obtained was used as against the total score possible for that measure. On consensus and orientation, the highest score obtainable was 12 and the score obtained by the councils was 6 giving it a percentage of fifty. This is not surprising as it shows that the councils, to all intents and purposes, are sitting on the fence. On participation like the promotion of issue-based discussion amongst senior officials and use of mass media for public consensus, the councils scored 13 out of 30, giving it a percentage of 43%.

Planners are trained to take a comprehensive view of the city, including its economy, social life and physical needs. Obviously, the MDGs and SDGs require multi-disciplinary tools, but town planners can make specific contributions in the following areas:

- i. Mapping spatial inequality in the urban centres and urban quality of life especially with the availability of GIS technology and presenting this data in a coherent form to policy makers to influence urban services provision.
- ii. Recognizing and making adequate space for the informal sector activities; not just paying lip-service but having an integrated plan for the sector as is done in organized climes
- iii. Planning and implementing urban renewal programmes
- iv. Engaging in advocacy programmes on behalf of the urban poor.
- v. Creating innovative partnership that promotes the participation of the poor in planning their neighbourhoods.

4.2 Meeting the Challenges of Institutional Failures

Perhaps as a realization of the immense potential of the nation's urban centres and in response to their multiple problems, government especially at the federal level initiated or participated in several programmes. Policy measures taken include revision of the National Urban Development Policy

well-being. Urban quality of life has continued to depreciate as increasing numbers seek their livelihood in the informal economy.

Contemporaneously, the urban informal settlements are rapidly expanding. This expansion has been attributed to the inability of low-income urban people to rent from the formal housing sector. Low income families, despite being very rational in planning their expenditure, operate very tight household budgets, many with monthly deficits and no savings. To meet the need for housing of the urban poor, housing policy cannot be treated in isolation from economic development policy (Oruwari & Owei, 1990). Slums reduce the efficiency of cities and the economic growth of countries and most fundamental – stunt the human potential of enormous numbers of people. Informal settlements generate immense private and public cost. With the level of urban poverty and its negative impacts, the town planner must be an active part of the team that works poverty alleviation through creating space for expansion of economic production and more equitable distribution of wealth. Aspects of urban liveability must include economic well-being. Liveability goes beyond the physical environment and infrastructural needs. Liveable cities are places where residents can find jobs that pay a living wage. Liveable cities are those able to provide citizens with basic services, including safe water and adequate sanitation. The inhabitants of a liveable city have access to educational opportunities and healthcare, and are not at risk of forced eviction and enjoy secure tenure in affordable housing. They live in communities that are safe and environments that are clean. They are also involved in the local democratic processes.

On accountability and equity, the councils scored 6 out of 18 giving it a percentage of 33%. On the rule of law, they scored 3 out of 15 giving them a percentage of 20. On responsiveness to the needs of traders, the score was 4 out of 20 and on transparency, the score was 2 out of a total of 9 giving a percentage of 22% respectively. The lowest score of 8.3% came from their assessment of the councils' strategic vision for the city. This is aptly summed up by one of the officials who said that after 4.00pm (the official closing time of government offices) people can do whatever they want in the city. This statement goes further to buttress the point that even though the municipal officials are aware of the presence of the night markets springing up all around the city, they feel that it is not part of their functions. This has led in some cases to some neighbourhood youths extorting money at will from

Table 5: Port Harcourt Local Councils Urban Governance Report Card

Item	Score	Total Score Possible	Percentage Score (%)
Participation	9	27	33
Strategic Vision	1	12	8.3
Rule of Law	15	3	20
Transparency	2	9	22
Responsiveness	4	21	19
Consensus/Orientation	6	12	50
Equity	2	6	33
Effectiveness/Efficiency	13	30	43
Accountability	6	18	33

Source: Jev, Owei & Oruwari, 2003

the traders. The traders in response have formed unions to take care of this harassment from youths. Rumukwurusi night market is controlled by neighbourhood youths.

The Unions have chairpersons usually women elected due to their strength of character and length of stay in the markets. In the specific case of Mile One Market, when the market became too large, the chairperson delegated some of the duties to another woman in the area. The Union members are the ones that allocate and sell spaces, and instil discipline when necessary. All the dues collected are later given to the council and chairperson who is the point of contact between the marketers and the council. She also networks with other Union members from other night markets when general meetings are called.

Four main issues were deduced from the study. These are as follows: gender perspective of night market operations; issues related to urban governance; the need for night markets; and household livelihood systems.

3.1.3 Gender Perspectives of Night Markets Operations

It was clear from the findings that women dominate the retail sale of fresh food items in night markets. These include fresh fish and sea foods, plantain, garri, fruits and vegetables. Since women are the bulk of traders at night markets, it is not surprising that the control of the markets is also in their hands. In every one of the five markets, a special committee made up of traders with women at the head handles the

4.0 TOWN PLANNERS AS URBAN MANAGERS: EXPECTATIONS AND FAILURES

Urban growth management is the application of planning tools in a coordinated manner to guide development of cities and towns towards desired patterns of growth. The starting point of an effective urban management strategy is that of a clear vision for the city which states precisely where the city should be and what it should become given specific future timelines.

4.1 Managing the Challenges of Urban Poverty and Economic Growth in Nigeria

Urban poverty presents enormous challenges to the town planners. Many scholars have documented the increase in urban poverty in Nigeria (Onibokun, 2004). In 1999, The Federal Office of Statistics has estimated that 58.2% of Nigerians in urban centres were poor. In 2010 it had reduced to 52.4% based on the dollar per day (National Bureau of Statistics, 2012). It is significant that this is still over half of the urban population. Urban poverty impacts negatively on the physical and social environment. It polarizes the society leading to spatial and social fragmentation in cities and towns. The poverty of urban population is also reflected in various other ways including inadequate diet, and worsening housing and environmental conditions. The urban employment base is changing from employment in the public sector and in private but formal enterprise to self-employment or wage work in the unregistered economy. As the urban informal sector provides livelihood for greater proportion of people especially the poor living in cities and towns, aspects of urban liveability must include economic

Table 8: Perceived Residential Quality of Life (QOL) in Port Harcourt

QOL	Planned Area Old GRA & D/Line		PH Municipality (Old Township)		Indigenous Enclaves		Marginal Settlements		Overall QOL	
	No. of Respondents	%	No. of Respondents	%	No. of Respondents	%	No. of Respondents	%	No. of Respondents	%
Terrible	16	9.4	40	20.7	4	2.4	16	8.4	76	10.48
Unhappy	28	16.4	69	35.8	45	26.5	55	28.8	197	27.17
Mostly Dissatisfied	6	3.5	16	8.3	18	10.6	25	13.1	65	8.97
Mixed	21	12.3	22	11.4	43	25.3	19	9.9	105	14.48
Mostly Satisfied	38	22.2	5	2.6	28	16.5	27	14.1	98	13.52
Pleased	33	19.3	31	16.1	22	12.9	30	15.7	116	16.00
Delighted	26	15.2	10	5.2	7	4.1	15	7.9	58	8.00
Non-Response	3	1.8	0	0.0	3	1.8	4	2.1	10	1.38
Total	171	100	193	100	170	100	191	100	725	100

Source: Wokekoro & Owei, 2014

allocation of space for each trader, the cleaning of the markets, and collection of market dues and settlement of disputes. As the municipal governments have dissociated themselves from the control over night markets, there is no official process of assignment of space and traders are at the mercy of market officials. Even though these officials claim to serve as go-between for the local governments and the traders, the councils deny having anything to do with them. As a result, no one can properly give account of the monies collected as dues. In support of the claim by city council officials, one of the market official claims she pays for security at the market, cleaning of the market and looking after the market generally from the dues collected. She obviously cannot be doing so if she hands over dues collected to the council. It is either that the market officials are operating as parallel municipal authorities (even though they have no locus standing), or some council officials are in fraudulent collaboration with them. Either way, it is the women who sell that suffer from arbitrary imposition of dues and control. The gender perspective of urban informal sector is important as researchers often ignore the differential impact and access within the sector.

Buyers at night markets also suffer from the absence of adequate security. There were reported cases of theft and assault by youth gangs popularly called “area boys”. They dispossess hapless buyers before or as they leave the markets of their money, phones and jewellery. Since there is no police or other organized

security at the markets the other traders stand by and watch helplessly. They cannot on their own intervene as to do so would expose them to reprisal.

An emerging dimension of urban economic informality which currently threatens the complete transformation of neighbourhood morphology across the city is the epidemic of unregulated and uncontrolled emergence of commercial areas in Government Reservation Areas (Ayotamuno, Gobo & Owei, 2010). Residential structures have been converted to shops, banks, churches and night clubs thus stripping the neighbourhoods of the quietness and dignity they were initially known for. Examples are Onne, Evo and Woji roads in GRA Phase 11.

3.2 Informal Settlements and Urban Sprawl

The dynamics of un-regulated urban growth of Port Harcourt is clear in the nature and distribution of urban sprawl. This has been an important area of my research contributions (Owei, Ede & Akarolo, 2010; Owei, Ede, Obinna & Akarolo, 2008; Owei, 2007). Urban growth dynamics in Nigeria and specifically in Port Harcourt has been well documented (Obinna, et al., 2009). Urban growth is the physical manifestation of the land use decisions made by all stake holders in the urban system. These include the government and its institutions, households of different social and economic configurations, industries, commerce and business interests. The State of African Cities Report 2008, describes the process of urban growth as moving from growth beyond cities boundaries i.e. urban sprawl to growth increasingly absorbing neighbouring towns and villages i.e., extended

Most residents of Port Harcourt take measures to promote their personal safety. The most common device is the block fence. There are also whole residential lay-outs with multiple structures which are fenced round. These are referred to as gated communities. Even streets are fenced off with strict guidelines on who can be allowed access and when. Houses in high income areas are barricaded by metal protections commonly referred to as “burglary proof”. Often these do not offer any protection from determined robbers but have other serious implications such as impeding escape from fire hazards. More recently, closed circuit television systems are being installed by those who can afford them in businesses and homes. The Rivers State government is also adopting the digital technology in its efforts to prevent crime in Port Harcourt.

The GNSC is currently being implemented in 77 cities in 24 countries, worldwide. What is interesting is that no Nigerian city is participating in the programme.

Our studies have confirmed the existence of urban gangs in the city (Oruwari & Owei, 2006). Respondents to the questionnaire in the study on residential quality of life in Port Harcourt reported this trend (Wokekoro & Owei, 2014). Crime occurs at different levels of space – home, street, neighbourhood and city. Crime is a complex social problem that influences liveability and development in the city. Safety is a key measure applied in ranking of liveability of cities. The qualities entailed in liveability include health and safety, convenience, amenity and economy, which are major elements of public interest (Owei *et al.*, 2007). These are the four-cardinal basis of urban planning in which urban design plays a dominant role. The physical environment of an urban centre induces in the citizens a feeling of mental, physical and social wellbeing to the extent in which their day to day living needs and wants are satisfied. When the urban milieu is unsafe, the fear of being a victim of crime induces a feeling of insecurity and unease.

metropolitan regions centred on a single leading core city to what in some areas has become mega-urban regions to huge multimillion urban systems centred on multiple metropolitan cores (UN-Habitat, 2008).

The report argued that, “Nigeria experiences severe problems associated with unbalanced population distribution and increasingly rapid urbanisation in the absence of well-articulated and comprehensive physical planning, development control and urban social policy” (UN-Habitat, 2008). Furthermore, the report described most of the rapidly growing cities as contraptions of slum and mega slums. As earlier noted, slums are a feature of every large city in Nigeria. Slums generally are places of deplorable housing and squalor, coupled with a degraded physical environment (Daniel *et al.*, 2015).

Whereas the incidence of slum occurrence has attracted a lot of attention, that of urban sprawl has not. An important contribution of my research into urban growth management in Port Harcourt is the rising incidence of sprawl within the periphery of Port Harcourt metropolis (Owei *et al.*, 2008; Owei, 2007). Urban sprawl is commonly used to describe expanding urban areas consisting largely of a pattern of low-density expansion of large urban areas, under market conditions, into mostly surrounding agricultural areas. Sprawl in Port Harcourt consists essentially of informal housing development on the urban fringes on land that is mostly privately owned, sold in single small plots and on marginal lands along waterfronts. Usually no development permits have been granted. In recent times, there is an increase in residential estates on the urban fringe, developed by government or private sector agencies for their workers or

by property developers for sale. Such developments are well planned, serviced and have approved development plans. Thus, there is marked disparity and multiplicity of urban social and spatial structures and wide disparities in quality of urban life in developments on the urban fringe. The pattern of urban sprawl development is multi-nuclei, leap-frogging over areas and leaving agricultural enclaves across the urban fringe, a phenomenon that we have termed, “scatterisation” due to its largely unplanned and unregulated nature (Owei *et al.*, 2008). Urban sprawl in Port Harcourt can best be conceptualized as a dynamic process of physical and social transition occurring in two interlocking directions of growth i.e. an outward expansion from existing core towards the fringes and growth moving from the nuclei of development in towns and villages on the fringe towards the core. The pace and magnitude of this process is far greater than the capacity of government regulatory and service delivery agencies to organize or control.

Our study covered urban land dynamics in Port Harcourt and Abuja; and examined how the process of land acquisition by both private and public sectors that constitute distortions of the urban land markets and promote urban sprawl (Owei, 2007). The attainment of this broad objective was predicated on the simultaneous achievement of three specific objectives. These were as follows:

- i. Review the formal and informal processes through which land enters the market in Port Harcourt;
- ii. Examine how interventions in the land market through public acquisitions, and the application of laws and regulations on land define urban growth patterns

Economic Cities initiative in Marseilles, in 2009 (Owei, 2009)

In Nigeria, there was the usual public rhetoric on achieving many targets by the year 2015 based on the MDG target dates. The 2005 World Habitat Day focused on slums, water and sanitation which are part of MDG 7, with the goal of ensuring environmental sustainability. The National Bureau of Statistics published the nation's first progress report on the MDGs in 2003, which stated that it is unlikely many of the targets will be met. It is important to state that the magic date of 2015 for the realization of MDG targets has since passed with little to show in terms of concrete progress achieved. The nation has now signed on to the Sustainable Development Goals and is set to be committed to achieving the set goals.

3.4.2 Urban Security in Port Harcourt

Urban security has increasingly become a key concern of sustainability. Security is used as a measure of urban liveability (Wokekoro & Owei, 2014; Oruwari & Owei, 2006; UN-Habitat, 2014). In response to request by African Mayors seeking to tackle urban crime and violence in their cities, UN-Habitat launched the Safer Cities Programme in 1996. A Global Network on Safer Cities (GNSC) as an initiative of UN-Habitat with the goal of equipping local authorities and urban stakeholders to deliver urban safety was launched in September 2012 at the Sixth session of the World Urban Forum.

are in unsafe areas, which is of great concern. A minor rainfall event causes major flooding problems around the city. The nightmare that flooding and other disasters bring is a world-wide phenomenon. In September 2017, Houston, America's 4th largest city suffered severe disruptions due to hurricane-induced flooding. Life and work in the city stood still for almost two weeks. The lesson for us is, that no city is *too big to fail* when confronted with disaster. The real danger is that the causes of flooding in Port Harcourt are known but very little is done to prevent it or minimize its impact. It is important to regard urban flooding not just as a physical concern but also a safety and economic problem. Port Harcourt, like other Nigerian cities, lacks both local and regional infrastructure necessary to manage disasters and is therefore unable to protect its inhabitants and economy. The cost of providing such infrastructure is prohibitive and the technological capabilities necessary to develop such infrastructure are also inadequate. The sum of this condition is increased vulnerability. It is the reason why the public-private partnership framework is widely proposed for managing the urban environment (Owei, 2004; Owei & Dick- Irhuenabere, 2003). Worldwide, concerns with the devastating effects of climate change induced disasters have led to emphasis on urban designs that are based on ecological principles i.e. the eco-city. To help cities in developing countries achieve greater ecological and economic sustainability, the World Bank launched the Eco² Cities: Ecological Cities as

especially the incidence of unplanned developments; and

- iii. Highlight the lessons for managing urban growth in Nigeria.

There are different forces and actors that define the dynamics of urban land markets. These include investors, original land owners, estate agents, households and even government agencies. Important questions in examining these dynamics include what the rules/laws are pertaining to land acquisition and ownership. Access to land in suitable locations, at affordable prices, having security of tenure, and entitlement to infrastructure and services is critical to both the roles of cities in economic growth and to the well-being of their populations. Public intervention in urban land delivery systems including land use planning, development control, and provision of land and shelter for low income residents have failed to meet demand. Government policies in Nigeria have emphasized the control and regulation of land use rather than supporting and facilitating the supply and development of land to ensure demand is met as quickly and cheaply as possible (Owei, 2007). Much of the urban housing sector in Nigeria is within the private market. Cost is a deterrent especially to the poor accessing land in the private land market.

In the public land market, the number of plots available is insignificant and the procedure of allocation does not consider the low-income household (Oruwari, 2003). The private land market is also largely informal.

The growth of Port Harcourt and its region has been phenomenal since its inception. Growth has been experienced in terms of population and physical expansion. From a population of about 5000 in 1915, the city grew to about 79,634 as recorded in the 1952-53 population census of Nigeria (Obinna, Owei & Okwakpam, 2010). The 1963 census gave Port Harcourt's population as 179,563. Population estimate for 1973 was 213,443 (Ogionwo, 1979). The population of the Port Harcourt City Local Government Area and Obio/Akpor Local Government Area which essentially constitute the Port Harcourt Metropolis in 1991 was 645,883 (National Population Commission, 1991). The Greater Port Harcourt City or what the United Nations (2016), describes as the Port Harcourt Urban Agglomeration has a population projection of 2,465,000 in 2016. Spatially too, Port Harcourt has grown to cover much of the upper Bonny River Basin. The city covered 15.54 km² in 1914, and grew to about 39.60 km² in 1975 (Owei, Obinna & Ede, 2010). By 1995, map analysis showed the built-up area as 89.4km². By the 1976 Local Government Reform, the Port Harcourt Local Government Area Council stretched from Choba and Rukpokwu in the north, Iriebe in the east and the main western channel of the Bonny River in the west. This is an area of over 239.6km² (Owei *et. al.*, 2008). The New Port Harcourt City, when fully developed is expected to cover 190,000 Ha or 1,900 Km². (Greater Port Harcourt City Master Plan, 2009). The geographic area of the new Port Harcourt City, will constitute a giant metropolis when fully implemented. This has serious implications for planning urban services, infrastructure and housing.

Physical expansion has occurred southwards through the private and public-sector reclamations of mangrove swamps in the Borokiri and Reclamation Layout axis. Between 1965 and

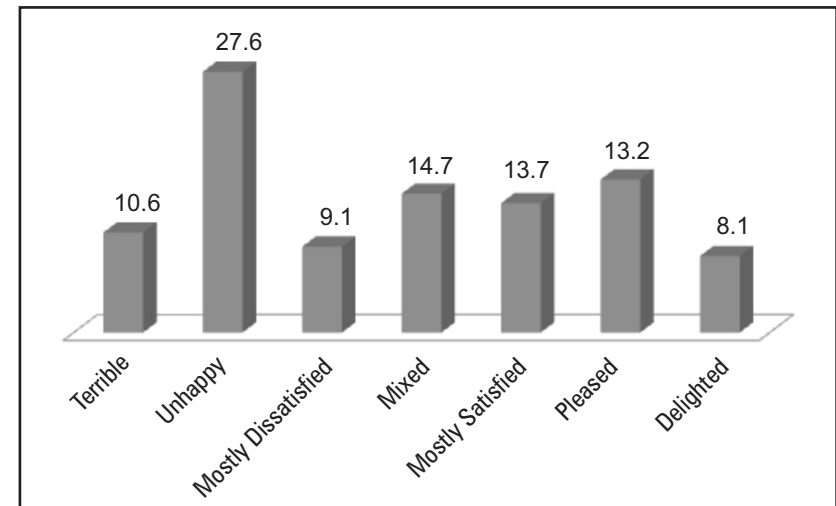


Figure 2: Perceived Residential Quality of Life in Port Harcourt Municipality

Source: Wokekoro & Owei, 2014

Gobo, Amakoromo & Owei (2008), show that the hazards associated with flooding affect properties, and reduce their rental values; those who own or rent such properties also suffer loss of income, loss of property, homelessness and reduced investment. Our study confirms that the prevalence of flooding in Port Harcourt is connected to the attitude of developers (both private and government). Limited habitable space, poor town planning and urban management; lack of a flood and erosion policy have resulted in many structures being built within flood prone areas, while other structures have been built in storm water drainage areas. The consequence is that many houses

Figure 2 reveals that 27.2% of the residents across the neighbourhoods were unhappy. This is closely followed by residents who were pleased with their residential environments (16.0%) while 10.6% perceived their residential environment as terrible. Across the study area, details of perceived residential quality of life are as shown in Table 8.

Urban safety and security is also an important dimension of quality of life. An important aspect of urban safety and security is the occurrence and impact of disasters, both natural and man-made, including flooding and fire. The degree to which a city can bounce back following disasters is its resilience. Port Harcourt has suffered multiple incidences of seasonal flooding with devastating consequences on lives and property. In August 2017, parts of the city were flooded with attendant loss of lives and property. Studies have shown that flooding in Port Harcourt is due largely to the unregulated development.

1975, a total of about 654,136.6m² was reclaimed. Between 1975 and 1985 about 106,261.2m² was reclaimed. However, between 1985 and 1995 about 640,369.7m² of land was reclaimed; and 878,597m² between 1995 and 2005 (Owei *et. al.*, 2008). To the north, expansion is occurring eastwards and northwards at a very fast rate because of the availability of land. The result is the wholesale absorption of once autonomous indigenous communities into the urban fabric. To the north, expansion has gone beyond Omagwa where the international airport is located, 27km to the city centre; and Oyigbo. Eastwards, the Port Harcourt city region expands up to Alesa-Elеме and Onne. The city limit today encompasses over 50 native settlements. A recent study by Visigah (2017) assessed the expansion of the city into the peri-urban settlements. The rate of spatial expansion is captured in Table 6 for Rumuekini, Elioze, Atali and Ozuoba.

Table 6: Cumulative Territorial Expansion Area of four Peri-Urban Settlements

Settlements	Built-up Coverage in 2004 (km ²)	Built up Coverage in 2016 (km ²)	Trend Change (Spatial expansion) (Km ²)	Overall Trend Change in %	Distance from City Centre (km)
Rumuekini	0.52	8.30	7.78	94.1	16
Elioze	0.86	2.12	1.26	71.1	11
Atali	1.22	3.83	2.61	75.8	12
Ozuoba	1.19	6.1	4.91	83.7	15
Total	3.79	20.35	16.56	84.3	

Source: Visigah, 2017

Urban sprawl in Port Harcourt is an integral part of its process of transformation from a port city, to one of the nation's most important industrial and commercial hubs. It is also a testament to the failure of successive governments in the state to manage urban growth. Over the years, government has acquired land ostensibly for public use. Oruwari and Owei (2006) have raised questions on the use of such land and suggested that the beneficiaries have been largely high and to a limited extent, medium income people. Public land acquisition has been the arena of conflict between indigenous land owners and government over the years. Access to land for majority of urban dwellers especially low and medium income people is through the informal land market. Describing the increasing difficulties of the urban poor in gaining access to land in African cities, Watson (2014) describes a process of speculative urbanism which essentially occurs because of emerging alliances between international property capital, national and city politicians and the emerging urban middle classes. For indigenous urban communities, issues of compensation payments contributed to the rapid sell-off of un-acquired land to private buyers at prevailing market prices.

Under the Land Use Act, the Governor issues the statutory Certificate of Occupancy (C of O) which together with a registered survey plan forms the title to land. The Land Use Act was promulgated to enhance peoples' access to land and to remove all constraints against government's access to land in the interest of the public.

The same laissez-faire attitude to implementation of the Rivers State Physical Planning and Development Law has also been taken in the implementation of the State land

areas of the city covered in the study is given in Table 7. The study further revealed that 27.2% of the residents across the neighbourhoods were unhappy with their residential quality of life and 60.7% of the residents perceived their neighbourhoods to be of medium quality. A key conclusion of the study was that the improvement of neighbourhood residential conditions as perceived by the residents was important in raising residential quality of life. The study recommended that the perceptions and preferences of the beneficiaries/target population must be taken into consideration in order to achieve user satisfaction in the provision of public infrastructure and services.

Table 7: Neighbourhood Quality Index

Neighbour- hood Index	Planned Area Old GRA & D/Line		PH Municipality (Old Township)		Indigenous Enclave		Marginal Settlements		Overall QOL	
	No. of Respondents	%	No. of Respondents	%	No. of Respondents	%	No. of Respondents	%	No. of Respondents	%
Low	12	7.6	6	3.1	11	6.5	58	30.4	88	12.1
Medium	84	49.2	114	59.1	141	82.9	101	52.9	440	60.7
High	31	18.1	56	29.0	12	7.1	4	2.1	103	14.2
Non- Response	43	25.1	17	8.8	6	3.5	28	14.7	94	13.0
Total	171	100	193	100	170	100	191	100	725	100

Source: Wokekoro & Owei, 2014

3.4.1 Urban Residential Quality of Life in Port Harcourt Municipality

The study by Wokekoro and Owei (2014), assessed urban residential quality of life in eight neighbourhoods of Port Harcourt, Rivers State, Nigeria -- two from the oldest part of the city, which dates to colonial times; two from other planned parts of the city; two from amongst the city's indigenous enclaves now being absorbed into the urban fabric; and two drawn from the informal (waterfront) settlements that line the creeks of the city. The objective was to ascertain residents' perception of neighbourhood attributes, residential quality of life and the variables considered by residents to be the most important in enhancing residential quality of life. The study applied both objective and subjective measures. Neighbourhood attributes measured included; garbage on the streets, street lighting, traffic congestion and condition of streets, drainage, noise, neighbourhood vigilante groups, neighbourhood gangs, periodic flooding and public transportation. The study also looked at the availability of and accessibility to services such as schools, markets/shops, recreational areas, hospitals and schools, library, police stations and fire stations within the neighbourhood. The study found that residential quality of life in Port Harcourt Municipality was low with garbage on the streets. There was no street lighting in virtually all the neighbourhoods, periodic flooding also occurred in all the neighbourhoods. Neighbourhood quality index in the four residential

development and land registration laws. Land owners and developers are obviously not acting in recognition of any extant laws. The requirement that land be registered and properly titled before development is obviously abused by government officials, communities and private developers as the transfer of titles to land in Port Harcourt goes on mostly outside the formal governmental processes. The greater proportion of developers do not possess the C of O. The local and state governments have little, if any, information about the location, ownership, or use of specific parcels of land. This has both economic and security implications. An attempt to facilitate the processing of the C of O, by setting up the Rivers Geographic Information System (RIVGIS) failed to stand the test of time. The implementation of the Land Use Act of 1978 has been ineffective as the land market is generally informal and the acquisition of a C of O does not precede development as required by regulation.

The differential access to land, moderated by state agencies through laws that are not in tune with existing customary laws and traditional attachments to land (usufruct), has impacted negatively on urban spatial morphology and housing. In the colonial and post-colonial periods up to the early 1980s, urban growth was matched by large scale public acquisition of land especially for residential development. Studies show that land delivery systems based on legal concepts and administrative systems have proved unable to cope with the demands of rapid urban growth (Oruwari & Owei, 2006). Urban expansion is occurring mainly in an unplanned manner with the attendant lack of services and infrastructure. Communities and families who have land holdings not acquired by government have quickly sold them off to avoid

public acquisition. A significant impact is that of escalating cost of land and difficulties in land marketing. There is also the social and spatial fragmentation of the city into planned and unplanned neighbourhoods, legal and illegal developments; “formal” and “informal” land markets.

Coupled with weak development control, urban development is informal and sprawling into wherever on the urban periphery land is available with willing buyers and sellers. Port Harcourt has no clearly defined settlement development policy; neither does it have a clearly defined urban policy. The result remains essentially a one-city state, fifty years after its creation. Administrative decentralization cannot achieve urban development. Efforts to build other urban centres in the state to city status have neither been consistent or committed. The result is increased pressure on Port Harcourt. Urban sprawl has generated its own set of problems for urban management. Unregulated development endangers the existence of the resources shared with other members of the society and the urban fabric. Settlements on the urban periphery which have experienced this growth have suffered the lack of access resulting in the absence of a defined street structure, the absence of right of way for the provision of drainage and electricity supply lines, total lack of pedestrian walkways and even public spaces.

Haphazard urban development is not peculiar to Port Harcourt; Abuja is also bedevilled with the same challenges. Basic issues of the institutional arrangement are also principle factors for illegal and unplanned settlements in the Federal Capital Territory (FCT). When asked why the problem was not given attention earlier, a respondent described it as “the

- ii. Economic environment (currency exchange regulations, banking services, etc);
- iii. Socio-cultural environment (censorship, limitations of personal freedom, etc)
- iv. Health and sanitation (medical supplies and services, infectious diseases, sewage and waste disposal, air pollution, etc.);
- v. Schools and education (standard and availability of international schools, etc.);
- vi. Public services and transportation (electricity, water, public transport, traffic congestion, etc.);
- vii. Recreation (restaurants, theatres, cinemas, sports and leisure, etc.);
- viii. Consumer goods (availability of food/daily consumption items, cars, etc);
- ix. Housing (housing, household appliances, furniture, maintenance services, etc.); and
- x. Natural environment (climate, record of natural disasters, etc.).

The scores attributed to each factor allow for city-to-city comparisons to be made. The result is a *quality of living index*, which compares the relative differences between any two locations (Mercer, 2009).

and sustainable”. The New Urban Agenda which was the output of Habitat III seeks to create a mutually reinforcing relationship between urbanization and development. The two concepts are regarded as parallel vehicles for sustainable development. Sustainable urban development is any process of urban development which improves the quality of life of all citizens in a sustainable manner. Essentially, a liveable city should also be sustainable. A liveable city has the following characteristics: inclusive, safe, resilient and sustainable. Since 2010, The Economist Intelligence Unit's Global Liveability Report has used specific measurable criteria to measure global quality of living in cities across 140 countries. In Nigeria, this measure covered Lagos and Abuja (in 2015: Lagos ranked 211 and Abuja, 212 out of 230; in 2016 Lagos ranked 216 and Abuja 218 out of the 230 cities; and in 2017 Lagos ranked 212 and Abuja 213 out of 231 cities surveyed).

Another effort at measuring quality of life is that by Mercer, a global consulting firm. The Mercer Quality of Living City Rankings (2009) puts Port Harcourt on equal rank with Lagos on personal safety at number 209. Urban security remains a major challenge for cities in Nigeria including Port Harcourt. On the overall ranking of quality of living in 2009, Port Harcourt ranked number 214 out of 215 cities in the survey scoring 30.5 points. In 2006 Lagos ranked 199 and Port Harcourt, 207; while in 2007, Lagos ranked 199 and Port Harcourt 208. Mercer (2008) has evaluated local living conditions for the 420 cities surveyed worldwide. Living conditions are analysed according to 39 factors, grouped into 10 categories:

- I. Political and social environment (political stability, crime, law enforcement, etc);

hangover of past neglect and the mentality that has been built in the minds of developers” (Owei, 2007).

Urban sprawl and unregulated growth in Abuja can be attributed to the following factors:

- i. The Federal Capital Development Authority (FCDA) lacked a consistent policy direction. There were policy shifts that led to the failure to implement the Abuja Master Plan as proposed. Between 1976 and 1978, it was a policy of resettling all villages outside the Federal Capital Territory (FCT). By 1981, this was changed to include only villages within the FCC. From 1984, it was a policy of integration of some villages essentially out of ethnic sentiments and political exigency. While these were going on, the land market was open to large scale speculative buying as many who needed land in the FCC could not get allocations especially as it was taking a long time to develop the necessary infrastructure in a district estimated at 30 billion naira. Middle and low-income people could only obtain land in the towns and villages surrounding the FCC.
- ii. Changes in the organizational structure for implementing the plan. The Federal Capital Territory and posed problems of control; an organizational framework for planning that lacks continuity
- iii. Failure to develop the designated satellite towns. Satellite Towns Development Agency was not set up until recently. Also, the Joint Planning Commission (JPC) which had responsibility to monitor developments in the boundary areas between the FCT

and its adjoining states existed but has remained non-functional. The Area Councils were neither equipped in terms of human capacity nor with resolve to manage the surge of new growth. As the capital city became over-priced, many low-income workers could not afford to live in the city. These drifted to surrounding villages and developed the kind of housing they could afford leading to expansion in the squatter settlements.

- iv. Failure on the part of policy makers and planners to recognize the dynamics of urban growth in a less developed country i.e. that it was largely fuelled by growth in informal sector activities (Owei, 2007)

3.3 Development Control

Development control in Port Harcourt has also been a focus of some of my research studies.

Port Harcourt has a long history of development activities that date back to the colonial administration's attempts to plan and manage urban settlements in Nigeria. For instance, one of the key reasons for the 1946 Nigerian Town and Country Planning Ordinance is the observation that not a single Nigerian town was properly planned. The key provisions of the law dealt with development control. The law laid emphasis on development control and began with a definition of development. This is obvious as you cannot control what you do not know.

Development control is perhaps the most visible, yet the most contentious of the professional tasks that a town planner engages in. The framework for carrying out development control activities has been problematic from the earliest days

manage ourselves. The most commonly breached planning regulations are setbacks, site coverage and zoning. The concept of land use zoning seems no longer recognized in Port Harcourt. Any use can be located on any plot, wherever it takes the fancy of the developer.

Unfortunately, the weakness of development control in Port Harcourt is also evident in massive land use changes occurring within the erstwhile properly planned neighbourhoods within the city including, the Government Reservation Areas. A study of land-use change monitored on just four out of 13 streets in Diobu GRA Phase II shows the total failure to apply control regulations (AyoTamuno, Gobo & Owei, 2010). The study focused on land use conversion and its relationship to environmental quality. Map data from the study area show that over the period from 1986 to 2005, the neighbourhood had over 300% increase in commercial land use, over 300% increase in institutional land use; and a reduction of 41% in plots that were previously residential. In the period under investigation, 11 banks which were non-existent in 1986 were now part of the land use; hotels increased from 3 to 8. Presently, the numbers of hotels have increased.

3.4 Urban Liveability

Urban liveability is a key component of sustainable urban development. The United Nations in September 2015 conceptualized the Sustainable Development Goals (SDGs) which are 17 goals with an overall objective to end poverty, protect the planet, and ensure prosperity for all. Each goal has specific targets that are to be achieved over the next 15 years. Goal eleven (11) is to, “make cities inclusive, safe, resilient



**Plate 3: Waste Tyres Dumped on the Median Strip along
Olu-Obasanjo Road**

Source: Author's Field Survey, 2017

The study confirmed that development control in the local government did not meet regulatory standards on any of the variables measured. For example, open dumping is the predominant method of refuse disposal for households. Waste is now habitually being dumped on the road median in the city (see Plate 3). There is total absence of a recognisable street structure in most of the areas. This presents grave danger in terms of emergency responses in case of fire or flood hazards and even in monitoring criminal activities. Cars are packed on narrow streets, obstructing vehicular flow and causing nuisance. This environment gives the impression of chaos. With most buildings behind high concrete fences, the liveability of the environment is called to question. Arriving at the Port Harcourt International Airport and coming into the city, the impression of a stranger from climes where cities are well-organized will be one of doubt as to our ability to

of the creation of the state. An appropriate framework that is based on the available laws has never really been set up in the state since its creation in 1967, neither have physical planning activities been freed from the stronghold of interference by successive administrations. Development control is most susceptible to political interference. For planners, development is defined by the Urban and Regional Planning Laws of the state. The Rivers State Physical Planning and Development Law No. 6 of 2003 defines development as, “the carrying out of any building, engineering, mining or other operations in, on, over or under any land, or the making of any environmentally significant change in the use of any land or demolition of buildings including the felling of trees and the placing of free-standing erections used for the display of advertisements on the land”. Two purposes exist for development control - a people's purpose and a property purpose. The people's purpose for development control is concerned with resolution of conflict, democratic involvement, and public participation, maintenance of equity and protection of public interest as opposed to the interests of special groups or persons. The property interest relates to the coordination of investment in lands and buildings, conservation of natural heritage, functional public infrastructure works and creating a physical environment that is regulated and built according to acceptable planning standards. It is for these reasons that every master plan contains a section on “Planning Guidelines or Directives” which spells out housing densities, plot sizes, set-backs, right-of-way for different categories of roads, standards for the provision of parking lots, open spaces; to mention a few. Every planning agency is expected by law to establish a development control department. This department is also

expected to prepare Control Regulations to guide its activities. There is nothing ad-hoc about control of development activities. It is a scientific activity based on statutes and regulations. In Rivers State, the Greater Port Harcourt City Development Authority has prepared its Development Control Regulation since 2014 and this is awaiting legislative approval by the State House of Assembly. The law thus not only highlights enforcement notices and procedures but also stipulates penalties for contraventions.

To urban and regional planners, the aim of public interest in urban setting is to achieve liveability, inclusiveness and efficiency in overall land use pattern. The major elements of public interest are health, safety, convenience, amenity and economy. These five parameters were used as indicators of public interest in our study of development control activities in Obio/Akpor local government area (Nnah, Owei & Ikpoki, 2007). Using such specific measures as refuse disposal methods, parking space availability, open space availability, change of use, access to services and utilities, building in approved lay-outs, observation of plot coverage and building set-backs, location of advertisement bill-boards, building conditions and general aesthetics of the environment.



Plate 1: Street Trading on the Pedestrian Walkway along Ikwerre Road (Education Bus Stop)

Source: Author's Field Survey, 2017



Plate 2: Street Trading on the Median of the East-West Road, Choba

Source: Author's Field Survey, 2017