

## Urban Bias in Resource Allocation: Implications for City Development

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**Abstract:** The study analyses the annual budgetary allocations of Rivers State government from 2001 to 2016 with a view to extracting the proportion (percentage) of the budgets allocated to Regional Development (city development activities outside Port Harcourt City, which has remained the only city in Rivers State since its creation in 1967). It views budgetary allocation as the major tool for the allocation of resources, and this has direct implications on spatial development. The study adopted Francois Perroux's Growth Pole theory and that of John Rawls' Theory of "Justice as Fairness" as its theoretical framework. Questionnaires were administered to ascertain factors that generate growth of urban centres. Secondary data comprised a review of the annual budgets of Rivers State from 2001 to 2016. The test model (Spearman rank correlation coefficient) supports the null hypothesis that there is no correlation between the Rivers State Government's annual budgetary expenditure and regional development: Government has not evolved a plan for conscious development of other cities in the State. The study further reveals that allocation of resources and projects is not based on equity, fairness and justice but on political consideration. It concludes that growth pole for the purpose of this study be construed as a localization of growth inducing forces, based on local peculiarities and specialization, and that development of growth centres or cities takes time, commitment and patience. It recommends that medium term plans, not annual budgets be evolved for regional development programmes. Site and Services scheme should be provided by the Rivers State Government to create the enabling environment for private developers and investors and also encourage public-private- partnership (PPP) as a component of policy to develop garden (new) cities outside Port Harcourt, incorporating scenic green belts, and open spaces, as well as enforcement of Town Planning Standards and development control mechanisms, while using stick (disincentives) and Carrot approaches (incentives such as placing tax free years) to encourage outward movement from Port Harcourt.

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### 1.1 Introduction

Governments, through regional planning policies can influence the location of economic activities and facilities to create new growth centres. Spatial polarization, which is the concentration of productive forces (industries and services in pockets of favoured urban centers), result in regional disparities, inequalities in income within and between urban and rural areas, and deteriorating living condition in the regions (Oyesiku, 1998). Cities are engines of economic development (Knox and McCarthy, 2005) and industrialization. Regional development planning includes top-down and bottom-up strategies.

The growth pole strategy is an example of top-down approach, while various other approaches collectively labeled as Neo-populism, constitute the bottom-up approach (Gore, 1984). Britain is the first country in the west that attempted to deal with the problems of regional disparity (Hall, 1992). British Planning was influenced by precursors and seers of modern urban planning principles such as Ebenezer Howard, Patrick Geddes, and Patrick Abercrombie.

The challenges of health, housing difficulty, poor living conditions in the big cities, and overcrowding of people brought about by the industrial revolution, in Europe and particularly in Britain, were ameliorated by re-housing people in an entirely new town built far enough away from the 'parent' city to allow it a separate existence (Ardill, 1974). The First to Fourth National Development Plans after independence were mainly urban centered and this led to unprecedented rural-urban migration, unemployment, especially in the cities, lopsided development, inadequate development facilities, transportation and housing problems, infrastructural decay and obsolescence (Federal Republic of Nigeria, 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup> National Development Plans (1962-1985).

This trend in planning at the National level is replicated at the State level. In 1975, the first military Governor of Rivers State, Navy Commodore Alfred Diets Spiff (27<sup>th</sup> May, 1967-July, 1975), as part of his urban development stride, commissioned the preparation of master plans for many towns,

designated as urban centres, such as Elele, Brass, Isiokpo, Degema, Okehi, Yenagoa, Omoku, Bori, Nembe, Omagwa, Odual, Akassa, and Ogbia, among others, all of which were then in Rivers State, but none was implemented. Besides, the plans were prepared by Portuguese (foreigners), without recourse to local input, peculiarities, and consultation with the citizens who were to be affected by the plan. He also built Hotel Olympia in Port Harcourt, catering houses at Bori, Eleme, Omoku, and Nchia between 1971-1972, and established the Rivers State School of Nursing and the Psychiatric Hospital, Rumuigbo, including other urban development activities all over the State (Pandem, 2013). Chief Melford Okilo, the Executive Governor from October, 1979 to December, 1983, came up with a policy of creating thirty five ‘*development centres*’ in Rivers State, wherein, urban growth centres were designated to be developed outside Port Harcourt, yet, this beautiful policy, aimed at regionalization (decentralized development) was not actualized. Port Harcourt, the capital of Rivers State is highly congested and is the only major city of the state. Under the leadership of Governor Chibuike Rotimi Amaechi, a new vision to expand the city of Port Harcourt was born.

This was the establishment of Greater Port Harcourt City Development Project (GPHCDP) in 2009, the master plan of which was drawn up in 2008, with the aim of renewing the old city and building a new city which would lead to the achievement of a long term urban sustainability as well as effective planning for the future. As was the case with the 1975 urban master plans for the State, the 2008 master plans were prepared by foreign consultants (South Africans), still without consultation with the stakeholders, the ultimate beneficiaries of the project, but the project, from its inception, had problem of funding, and funds were not released as envisaged for its smooth take off and implementation.

This paper seeks to review the Rivers State government’s development plans (annual budgets) from 2001 to 2016 to ascertain the direction, focus and trend of regional development in the state; identify forces that generate or propel growth and development of urban centres and attempts a designation of settlements into hierarchies and ‘orders,’ of growth centres, aimed at ensuring that a large number of cities exist in Rivers State.

## **1.2 Aim and Objectives of the Study**

### **1.2.1 Aim of the Study**

The aim of this study is to make Rivers State a multiple city-State by developing cities outside Port Harcourt.

### **1.2.2 Objectives of the Study**

The objectives are to:

i. Review the urban and regional development components of the annual budgets of Rivers State from 2001 to 2016.

ii. Designate regions in Rivers State into different hierarchies or orders of growth centres.

iii. Identify forces that propel the development of urban growth centres in a region.

## **2.1 Theoretical Framework**

The study adopts Francois Perroux’s Growth Pole Theory and John Rawls’ Theory of ‘Justice as Fairness’ as its theoretical framework.

### **2.1.1 Francois Perroux’s Growth Pole Theory**

The Growth Pole Model constitutes the theoretical framework for this study. A feature of early stage of development in many countries is the concentration of economic activities. This observation led to the formulation of the growth pole concept pioneered by Perroux, a French regional economist in 1955. The ‘pole’ of Perroux was the sector of an economy and not spatial (a geographical place or area). However, his ideas have subsequently been modified to include geographic space characterized by the focus of growth centre strategy (Abiodun, 1985).

Boudeville was one of the most eminent Francophone economists who applied the growth pole concept in regional planning. He arrived at this concept from his typology of regions, namely: homogeneous regions, polarized regions and planned regions, noting that the region can be studied from the point of view of its more or less pronounced degree of coherence or less according to the interdependence of its diverse parts; it is more or less polarized (Boudeville, 1961, in Hansen, 1971, p.14). He later developed the concept into an operational planning model to explain a condition where growth would be created in polarized regions. He identified three types of polarization, namely: national, regional and local. However, polarized centres at all levels must be the same because of the goods circulation throughout the country, but that exchange (trade) would be done more efficiently in the “regional metropolis” than other places in the nation.

Economic growth, for Boudeville, is an endogenous economic phenomenon, but must also be brought about by exogenous policies which “plan with the greatest possible efficiency, the development of growth poles through the mechanism of their propulsive industries” (Boudeville, 1966, p. 112). Hirschman also conceptualized the growth pole theory as a regional planning strategy. In his book “*The Strategy of Economic Development*” (1958), he advocated an “unbalanced growth strategy.” Hirschman viewed development as “a chain of disequilibria, in the same manner as seen by Perroux and Boudeville. The key problem for less developed countries (LDCs), in the words of Hirschman was a

series of “interlocking vicious circles” where the factors of production and abilities were hidden and scattered and badly utilized (Hirschman 1958, p. 5). Consequently, LDCs require “pressures” or “tensions” to mobilize the largest amount of resources, since a certain level of polarization will be expected to stimulate the development at the depressed area. Hirschman was also influenced by the works of Perroux as he notes “economic progress does not appear everywhere at the same time, and “once it has appeared, powerful forces make for the spatial concentration of economic growth around the initial starting point” (Hirschman, 1958, p. 183).

Even though he accepted the Perrouxian type of polarization, and declared that such concentration (growth poles) should be located in large cities, he focused on intermediate and basic industries, rather than high industrial complexes as these would induce greater backward and forward linkage effects. The trickling down effects will in the long run prevail more than the polarization effects due to agglomeration diseconomies thereby reducing the regional disparities. Trade and factor mobility would reduce regional income disparities, and this compensation mechanism, Hirschman attributes to a certain degree of state intervention, which according to Gore is an integral part of Hirschman’s unbalanced strategy (Gore, 1984, p. 96). In Hirschman’s growth pole strategy, state intervention cannot concentrate only on making agglomeration economies, but should be attached with such supplementary policies as building residential satellite cities around the pole, investment in service infrastructure in rural areas, establishment of appropriate transport system in a whole country, etc to reduce the tension or pressure for polarization.

He remarked that “if the market forces that express themselves through the trickling down and polarization effects result in a temporary victory of the latter, deliberate economic policy will come into play to correct the situation “(Hirschman, 1958, p. 190). He sees the growth pole strategy as the best strategy if the supplementary state intervention is enforced, although there could be negative aspects of polarization and agglomeration diseconomies. Rostow’s stages of economic growth theory in 1960 argued that all countries could be located in one of a hierarchy of development stages, namely, the traditional society, the transitional stage, the take off stage, the drive to maturity and the stage of high mass consumption. Developing countries were placed in the traditional or transitional stage.

Underdeveloped countries at this level/stage need to accelerate economic growth to shift to take off by a leading sector “(Rostow, 1960). The leading sector referred to by Rostow is analogous to that of

Perroux’s propulsive units (Higgins, 1988). This assumes that all countries must follow the same path of development followed by industrialized countries. Growth theories in the 1960s were based on a Rostowian “stages-of-growth conception and Rosenstein-Rodan’s “big-push” conception. They believed that growth pole strategies can achieve various regional policy objectives because of the relationship between urban-industrial growth and regional-rural development. These theories also provided some proof that such relationships have been empirically verified (Gore, 1984). In his 1966 publication, Friedman argued that the development pattern of the regions of the United States of America would be applied to all developing countries.

He synthesized the findings of other eminent scholars of economic and regional development, particularly in some states of the United States and applied them as the development pattern which developing countries must follow. In his proposition of the spatial incidence of economic growth, he argued that regional economies must be opened up to the outside world to accelerate the export sector growth, and that economic growth tends to occur in urban centres where more firms are more likely to locate, and that flows of labour may help to reduce regional disparities.

### 2.1.2 John Rawls’ Theory of Justice as Fairness

Justice as fairness represents Rawls’ theory of justice for a liberal society, constructed around three most fundamental ideas that citizens are free and equal (a society of free citizens holding equal basic rights). Society is marked by pluralism and there are enough resources that would meet the needs of every member and so, society should be a fair system of co-operation. For Rawls’, societies that are ordered by a liberal political conception will share certain features, which include:

1. Fair opportunities for all citizens (especially in education and training)
2. A decent distribution of income and wealth
3. Basic health care for all citizens

Rawls’ assumption of reasonable pluralism of the liberal society, viewed against the backdrop of the reasoning that the society is under reasonably favourable condition of having enough resources to meet the basic needs of everyone, makes such a society to be ideally self sufficient in principle. The guiding ideas herein lie in the reasoning that social co-operation, in some form, is necessary to enable citizens lead decent lives, though citizens are not indifferent to how the benefits and burdens of co-operation will be divided amongst them: that one was born rich, white or a male is not a basis for such a citizen to be favoured by social institutions.

All social goods are to be distributed equally, except where an unequal distribution would be to everyone's advantage, because citizens are fundamentally equal, hence, co-operatively produced goods should be equally divided. Any inequalities contemplated must benefit all citizens, particularly the most vulnerable – those likely to have the least. The position of justice, thus, is that equality constitutes the baseline from which any inequalities would be allowed so as to improve everyone's situation, especially those that will be worse-off.

#### **The Two Principles of Justice as Fairness are:**

**First principle:** Equal liberty for citizens must have priority over economic policy

**Second principle:** social and economic inequalities are to satisfy two conditions.

1. They are to be attached to offices and positions open to all under conditions of fair equality of opportunity. This implies that citizens with the same talents and willingness to use them should have the same educational and economic opportunities, even if they were born rich or poor.

They should be to the greatest benefit of the least advantaged members of society – this is the “difference principle” and this allows inequalities of wealth and income, provided that it will be to everyone's advantage and specifically to the advantage of those that are likely to be worse off – the least advantaged. (Leif Wenar@kc.ac.uk>)

## **2.2 Conceptual Approaches to Regional Development**

### **2.2.1 Ebenezer Howard's Garden City Concept**

Ebenezer Howard's book titled *“Tomorrow: A peaceful path to Real Reform” in 1898, republished in 1902 as “Garden Cities of Tomorrow,”* set out his plan for a satellite town called a garden city and proposed the garden city as a solution to urban planning problems. The Garden city concept has metamorphosed into modern day ‘new town’ movement which has become so influential in British urban planning, theory and practice. He proposed that:

1. A new type of settlement: Town–Country, or Garden City could uniquely combine all the advantages of the town by way of accessibility and all the advantages of the country by way of environment, without any of the disadvantages of either. This would be achieved by planned decentralization of workers and their places of employment. By this, urban agglomeration is transferred en bloc to the new settlement (internalizing the externalities).

2. The new town so created would be deliberately outside normal commuter range of the old city; fairly small, with a population of 30,000-32, 000, as the maximum size for the cities.

3. There would be a mixture of land uses to ensure social and economic self-sufficiency.

His design depicted London surrounded by a ring of cities connected by major highways. Each garden city would be surrounded by a publicly owned green belt to keep the cities from spreading into one another. Within the city, he used a radial street pattern with homes of different densities and different land uses separated from one another by buffers of parks and/or highways. People and industry be dispersed from overcrowded cities to deliberately planned and self – sufficient new communities separated from the old by belts of open land to combat the crowding and congestion of industrial cities by building garden cities outside developed areas so that people could return to nature.

The limited density concept, as well as many other planning standards developed in Howard's garden city has been widely used by planners as basis for physical land use standards in many plans. He believed that bigness (in area and population size) was the root of the city's problems and so, he proposed ‘planned decentralization’ as the key to the elimination of urban disorder. This principle has had substantial impact on the development of modern planning practices. His plan was aimed at creating planned communities and at the same time solving London's problems by halting its spread and lowering its population density.

### **2.2.2 Greater Port Harcourt City Development Project (GPHCDP)**

On April 2, 2009, the Governor of Rivers State, Hon Chibuike Rotimi Amaechi and the Rivers State House of Assembly passed a law for the creation of a new mega city aimed at spreading development to the surrounding communities as part of efforts to decongest Port Harcourt Metropolis. The plan would be implemented in three phases (5 years for each phase, spanning a period of 15 years). The total coverage area for the Greater Port Harcourt City Development is 1,900km<sup>2</sup> spanning eight local governments in Rivers State, namely, Port Harcourt, Ogu/Bolo, Eleme, Ikwerre, Etche, Obio/Akpor, Okrika, and Oyigbo and a total population estimate for 2012 at 1,947,000 making it the fifth largest urban area in Nigeria, after Lagos, Kano, Ibadan and Abuja (Wikipedia, the Free Encyclopedia).

A new Ministry of Urban Development was established to implement the Greater Port Harcourt City Development Project. This is the Greater Port Harcourt Development Authority (GPHDA) and a sole administrator was appointed as its political head (Onoyieme, 2009). Funding, according to the state government, was the major challenge to implementation as stated by Governor Chibuike Rotimi Amaechi upon receiving the completed GPHCD Master Plan document in 2009 when he announced that the sum of ^50 billion had been set



aside to fund the Master Plan project for the year, but as at March, 2013 (four years after), the first Board Chairman of Greater Port Harcourt City Development Authority (GPHCDA), Chief Ferdinand Alabraba stated that it had only received ₦39.9 billion from its inception to that day (GPHCDA, End of Term Report, May 2009-2013, Presented to the Governor of Rivers State). The Governor proposed an annual expenditure of ₦100 billion for 50 years, alongside private partners (under a Public-Private Partnership arrangement) beginning with 2009 budget.

### 2.2.3 Integrated Rural Development

Integrated Rural Development is a rural development and planning strategy based on the premise that a combination of factors – agricultural, educational, health, rural electrification, etc., should be considered as mutually connected elements to bring about a holistic development in the rural areas. This is opposed to sectoral approaches, where a single or a particular sector such as agriculture, health, etc., or a few projects are considered in the development of rural areas. It is a multi-purpose programme approach aimed at stimulating rural economic growth and combines active participation of the people concerned with the establishment of an efficient institution and administrative facilities and supporting effective communication at all levels (Williams, 1978). It is against the background of the need for a comprehensive approach to the problem of rural development that the concept of integrated rural development became popular in less developed countries.

Integrated rural development is a consciously formulated, systematic, multi-sectoral programme to attain the integration of the people in the maintenance of income groups in a country. It is based on the assumption that economic and social progress are mutually reinforcing, requiring that all natural, technical, economic, social and institutional interrelationships and their changes be taken into account and that they should be combined in such a way as to serve the well-being of men and social integration as the ultimate goal (Olatunbosun, 1976, in Okafor and Onokerhoraye, 1986, p. 219). Stohr and Taylor (1981) grouped the different types of development strategies into two as follows: “from above” type.

This is top-down, centre-outward development and “from below” type. This is bottom-up, periphery-inward development. They concluded that less developed countries (LDCs) would be better-off applying the bottom-up approach as most of the poorer population live in the peripheral areas and migrate to the urban areas, but still remain in poverty. There is stress here on the “agropolitan” development in the rural areas. In their study of the development

process of Asian Countries, Friedman and Douglas (1978, pp.181-182) averred that the traditional top-down policy based on industrialization paradigm was inoperative as a guide line to the future because less developed countries face such situations as rising import prices, declining export markets, and a deterioration in terms of trade. For an appropriate development strategy, they remarked that:

1. Agriculture should be regarded as a leading propulsive sector of the economy.
2. Attaining self-sufficiency in domestic food production should be regarded as high priority objectivity.
3. Existing inequalities in the income and living conditions between social classes and between urban and rural classes should be reduced.
4. Facilitative measures to increase production of wage goods for domestic consumption should be given high priority.
5. A policy of planned industrial dualism should be adopted whereby small-scale production for the domestic market is protected against competition from large-scale capital intensive enterprise.

Johnson (1980, p.171) argued that the country side is not adequately provided with accessible market centres, so small market towns should be established in rural areas as well as the establishment of more small-scale industries and less concentrated urban strategies. He “criticizes the urban-biased growth pole strategies which hinges on the development of large industrial complexes, but favoured the growth pole concepts, since “a well-dispersed network of promising “growth points” should be selected in different regions of a country to establish “agro-urban community” (Johnson, 1980, p.219). He also acknowledged the value of industrial growth poles in a limited sense, since they would have some positive linkages with small towns and rural growth centres. To attain quick positive results, it has been suggested that attention should be concentrated first on areas of “High Growth Potential” and “Future Growth Potential.”

### 2.2.4 Development from Below

The distinct failure of the spatial policy of concentrating investments and power in a few places so as to gradually transform the surrounding regions has led to a search for more effective strategies. The concept of development from below is a recent strategy for organizing space and resources for regional and rural development. Development from below considers development to be based primarily on maximum mobilization of each area’s natural, human and institutional resources with the primary objective being the satisfaction of the basic needs of the inhabitants of that area (Stohr and Taylor, 1981). Strategies of development from below are “basic

needs oriented, labour intensive, small scale, regional resource based, rural centred, and the use of appropriate technology (Taylor, 1980). To achieve the strategy of development from below, Gana (1980) suggests a properly decentralized spatial distribution of power and greater allocation of resources to grassroots governments—local governments, and that for effective mobilization of any areas resources for development, that area should have the capacity to make and implement decisions. Execution of development policies does require substantial resources, but the most crucial issue is effective management of human and environmental resources. Real development involves a society's capacity to manage and control its environment. Such a capacity derives not only from technological change but also from a society's social institutions and the quality of its administrative machine. He argues for greater regional and rural transformation in Nigeria through the strengthening of the states and local governments to mobilize and develop resources effectively at the local level, and that to effect development from below, regional planning practice in Nigeria should become rural-centred instead of being urban-centred.

Rural aspirations would have to replace urban goals. Integrated rural development planning based on rural resources should be given a new emphasis. Urban and regional planning should be replaced or supplemented by rural and regional resources planning. The goal should be how to so design the spatial structure of rural regions as to stimulate growth and transformation. To facilitate development from below through the effective utilization of local resources, the area unit of regional planning should be based on local governments instead of states. A regional development plan should be evolved for each local government based on the resources available. State development plans would therefore become an integration of a matrix of local government development plans (Gana, 1980).

### 2.3 How Urban Areas Emerge

From the American experience of the internal structure of cities, Harris and Ullman (1947) proposed the multiple nuclei theory to suggest that city growth does not occur only from the central core but from several other subsidiary centres around several discrete nuclei, and that land uses of various types will also develop around each of these centres. The authors recognized that subsidiary centres could be airports, water fronts, university campuses, and so on. Urban land use pattern with several discrete nuclei may develop for different reasons, which include:

1. Specialisation: Some cities grow because of specialized facilities as water front advantage, specializing in shipping, or sometimes, even the main

Central Business District may have the advantage of great accessibility.

2. Historic Accident: There are settlements which through historical accident accumulate many businesses of the same kind and offer range of different goods and services to customers.

3. Land-use compatibility: Some types of urban districts are detrimental to each other and by virtue of their incompatibility, chose to locate maximum distances away. Examples are High income (low density) and heavy industries.

4. Affordability of rent: Some land use activities can afford to pay rent, while others seek cheapest land and rent, for example, valuable lands near city centres are occupied by high-rise office buildings. Used car lots car lots require vast expanse of relatively cheap land near the peripheral areas (Kolars and Nystuen, 1974). Land-use activities such as office districts that engage in similar functions benefit from grouping together.

The authors reasoned that wholesale and light manufacturing districts are normally located along railroad lines, adjacent to but not surrounding the central business district (CBD). Heavy industries are located towards the edge of the city, to secure the benefit of large expanse of land, proximity to rail and or water front, to take advantage of cheap transportation. High income (low density) residences prefer areas insulated from nuisance (noise, odours, smoke, etc), whereas low income (high density) residential areas are located near factories, rail lines, etc.

### 2.4 Sustainable City

The word city implies a concentration of people in a geographic area who support themselves on a fairly permanent basis from the economic activities of that area. The city can be a centre of industry, trade, education, government, or involve all these activities. This diversity of opportunity attracts people from rural areas to the cities. Cities tend to become big if their economic base is broad. The smaller cities are usually satellites that depend on larger cities to sustain their economic life. Cities can be overcrowded, contain large amounts of substandard housing, be centres of unemployment, and have corrupt governments. Taxation may be high, yet services may be less than adequate.

These elements need to be made to work better, more efficient and thus, make the city a more desirable place to live in (Gallion and Eisner, 1986). Sustainable city is one in which the people and business enterprises and undertakings are committed to the improvement of their natural, built and cultural environment at both local and regional levels (Haughton and Hunter, 1994). Sustainable city development is viewed in terms of economic and

environmental self-reliance. Some scholars see sustainable city in the light of a creation of a “green city.” Left observes that the greening of the city in the rapidly expanding cities in the developing countries entails a reconstruction process that extends beyond conservation of green areas, reforestation of environs, anti-pollution measures, better public services and waste recycling technologies, aimed at a rational resource and energy use with the urban system. It embraces the articulation of urban functions as part of an overall sustainable process, involving such things as balanced spatial distribution of agricultural ecology, industry and urban activities (Left, 1990, in Duruzoечи and Ezirim, 2003).

The concept of sustainable city and by implication the surrounding region or hinterland implies a process in which the utilization of available resources should not only be sensitive to ecological balance / sustainability, but also the general process of urban life to ensure access to human needs (Duruzoечи and Ezirim, 2003, pp. 6 – 10). Although the promotion of urban economics and environmental self-reliance are important and necessary “policy direction” for sustainable city, Haughton and Hunter (1994) pointed out that total urban self-reliance is not attainable and undesirable.

### 2.5 Forces that Propel Urban Growth

Towns and cities have grown, and continue to grow in the United States of America, in Nigeria, and even in Rivers State, in line with the multiple nuclei theory, for example, the growth of Onne town, in Eleme local government area is principally as a result of the business activities at Onne wharf axis, by the sea port; Bonny, as host to the Nigeria Liquefied Natural Gas and by virtue of abundance of oil and gas resources, and additional advantage of large water body, close to the Atlantic ocean in recent times, the Oil and Gas Polytechnic; Nsukka town, in Enugu State, and Choba, in Port Harcourt, Rivers State (as a result of the University of Nsukka, and University of Port Harcourt); Omoku town in Ogba/Ndoni/Egbema local government area of Rivers State (by virtue of the numerous oil wells in that LGA, and host to the Nigeria AGIP Oil Company, as well as the sitting of the Federal College of Education, Technical).

The popularity and growth of Bori, in Khana Local Government Area is not unconnected with the presence of Bori Polytechnic (now Ken SaroWiwa Polytechnic). There were major urban developments in many parts of the South-Western and Northern Nigeria during the pre-colonial times. Few large cities in the Hausa-Fulani Empire, noticeably, Yauri, Gummel and Katsina grew and developed as administrative and religious centres, but of particular importance are Kano, Zaria. Sokoto grew as a result of its being the Islamic religious headquarters. Trade

and administration were also important factors that led to their growth and development. Urban development and growth began in the eighteenth and nineteenth centuries in Yoruba and Edo Kingdoms due to the exodus and forced movement of the population of surrounding villages into the new towns (Mabogunje, 1968). As in the situation of Fulani-Hausa Empire, the growth and development of Yoruba towns, such as Ibadan, Ogbomoso, Ijaiye, Ilorin and Iseyin, was attributed to trading, marketing, and administration. Hindere, a missionary, estimated their population at 100,000; 60,000; 50,000; 70,000; and 24,000 respectively, in 1857 (Ayeni, 1978).

The development of urban centres during the colonial period can be attributed to the introduction of cash crop production and exploitation of mineral resources, development of modern transport network and categorization of settlements in various parts of the country into ‘orders’ or ‘hierarchy.’ Pre-colonial cities which were not accessed or lie on the new road network, lost most of their virile population and traditional significance, through migration to those settlements that were linked to the new transportation network, leaving more females and the aged population. Settlements reached by the network, developed tremendously, to the extent that new towns emerged, where there were none, as nodes on the new transportation network.

The categorization of settlements into ‘orders’ and ‘hierarchies,’ based on European presence and large European stores, led to the emergence of townships, as designated by the colonial masters. Townships like Lagos, Port Harcourt, Aba, Abeokuta, Ibadan, Enugu, Calabar, Kaduna, Zaria, Kano, Benin, Ilaro, Sokoto, Ondo, etc., received more government attention, in terms of provision of basic social amenities like, hospitals, pipe, water, and electricity, and these townships have remained the major cities in Nigeria (Ayeni, 1978). Transportation system (roads and railway), and distribution of urban centres, led to innovation diffusion and overall socio-economic and regional development, especially the large urban centres that served as the most accessible locations on the inter regional transport and communication networks (Ezenagu, 2001).

### 3.1 Budgetary allocations to Regional Development Planning (2001-2016).

The table below shows a summary of budgetary allocations to Regional Development Planning in Rivers State. Sectors of the budget subsumed in Regional Development Planning are: Agriculture; Housing; Rivers State Sustainable Development Agency (RSSDA); Greater Port Harcourt Development Authority (GPHDA); Environment and Urban Management.

**Table 1: Budget Showing Allocations to Regional Development Planning (2001 – 2016)**

Year	Total Budget Estimate (#)	Recurrent Expenditure (₦)	% of Total Budget	Capital Expenditure (₦)	% of Total Budget	Regional Development Planning (₦)	% of Capital Budget	% of Total Budget
2001	40.58 billion	15.08 billion	37.16	25.5 billion	62.84	4.19b	16.43	10.33
2002	63,951,135.583 billion	Ministry of Power alone was allocated 11,785,085.407b (18.43%) of total budget allocation						
2004	79,369,776.180 billion	31,157,990.403 billion	39.3	48,211,785 billion	60.7	4,873,100.000billion	10.11	6.14
2005	96,750,000.000 billion	32,174,248.627 billion	33.3	64,545,751,373 billion	66.7	6,050,000.000 billion	9.37	6.25
2007	179,384,098.500bn	43.5 billion	24.25	135.8 billion	75.70	10 billion	7.36	5.57
2011	414,100 billion	146.259 billion	35.32	267,841 billion	64.68	6,775 billion	2.52	1.64
2012	427 billion	112.73 billion	26.40	314.27 billion	73.60	61.04 billion	19.42	14.30
2013	490.32 billion	176.02 billion	35.90	314 billion	64.04	44.63 billion	14.21	8.84
2014	485,524 billion	117.09 billion	24.11	368.43 billion	75.88	32.8 billion	8.90	6.76
2015	335 billion	118.685 billion	35.43	216.314 billion	64.57	19.5 billion	9.01	16.53
2016	307 billion	120 billion	39.09	180 billion	60.0	53 billion	29.44	17.26

In 2001, the Governor of the State, Dr Peter Odili emphasized the need for enhanced expenditure on rehabilitation of decaying agriculture, infrastructure, housing, urban and rural power supply, road transportation, and waste management, but out of a total budgetary estimate of ^40.58 billion, only ^4.19 billion (10.33%) was allocated to regional development activities, which also included development of Port Harcourt and other LGAs in the State (The Tide, November 23, 2000, pp.1–2). In the 2002 budget, Ministry of Power alone was allocated ^11,785,085.407 billion, out of the budget estimate of ^63, 951,135.583, and this represents 18.43% of the total budgetary estimate (The Tide, December 20, 2001, pp.1–2).

In 2004, total budgetary allocation to urban and regional planning was ^4.8 billion, representing 6.14% and in 2005, it was ^6 billion (6.25%) of the total budget (The Tide, (November 5, 2004, pp.1–2). In 2011, urban and regional planning was allocated ^6.7 billion (1.64%) of the total budget (The Tide, December 21, 2011, pp. 1–2). An analysis of the three-year budgetary allocations (2004; 2005 and 2011) to urban and regional planning sector (Regional Development Planning) reveals a total allocation of ^17.5 billion, which is 14.03% of the three-year budgetary allocations to urban and regional planning, compared to 18.43% to the power sub-sector for just one year (2002), which exceeds the three year allocations to urban and regional planning by 4.40%. The 2012 Rivers State budget proposal of ₦427 was (according to the Governor, Rt. Hon. Chibuike Amaechi), aimed at raising welfare provision and to rapidly catapult the state into an economic giant driven by agriculture. But only ₦3.035 billion (0.71%) was provided for agriculture, which in the

words of the Governor was “*the foundation for sustainable economic growth*, and housing was allocated 6.3 billion (1.48%). Agriculture and housing combined, constituted only 2.19% of the 2012 allocation, while Power (electricity) was allocated ^25 billion which was 5.85% (The Tide, (December 21, 2011, pp. 1-2) The proposed budget of ₦490.32 billion in 2013 which governor Chibuike Rotimi Amaechi announced was to set the state on an economic rebirth, allocated ^44.63 billion (8.84%) of total budgetary estimate to urban and regional planning (for the entire State), while water sector, which, as stated by the governor, was aimed at providing the needed infrastructure for sustainable delivery of water in Port Harcourt metropolis was allocated ^25.50 billion (5.20%), and monorail, within Port Harcourt main town, had ^10 billion (2.04%) which is distinct from the ^8.5 billion allocated to the transport sector (The Tide, (February 25, 2013, pp.1–2).

The 2016 budget of ₦307 billion, allocated ^53 billion to infrastructural development, “*to promote economic growth and diversification of the economy.*” The Governor, His Excellency, Nyesom Ezenwo Wike in presenting the budget stated that it was aimed at effective mobilization, equitable allocation and prudent management of public finances, building a modern, productive, diversified and competitive economy to create jobs and empower the Rivers people, as well as address the development needs in the area of infrastructure empowerment through small and medium scale enterprises, provision of adequate security and enlargement of the economy of the state (The Tide, December 21, 2015, pp.1–2).



**Hypothesis**

Ho: There is no correlation between the Rivers State Government annual budgetary expenditures and regional development.

Hi: Rivers State Governments' annual budgetary expenditures have enhanced the development of regions in the State.

**Table 2 Spearman Rank Correlation Coefficient (rs)**

S/N	X	Y	R <sub>x</sub>	R <sub>y</sub>	D	d <sup>2</sup>
1	40.58	4.19	1	2	-1	1
2	63.95	0.00	2	1	1	1
3	79.36	4.87	3	3	0	0
4	96.75	6.05	4	4	0	0
5	179.38	10.00	5	6	-1	1
6	414.10	6.78	8	5	3	9
7	427.80	61.04	9	11	-2	4
8	490.32	44.63	11	9	2	4
9	485.52	32.80	10	8	2	4
10	335	19.50	7	7	0	0
11	307	53	6	10	-4	16
Total						Σ40

$$rs = 1 - \frac{6d^2}{n(n^2-1)}$$

$$rs = 1 - \frac{6(40)}{11(11^2-1)}$$

$$rs = 1 - \frac{240}{11(121-1)}$$

$$rs = 1 - \frac{240}{11(120)}$$

$$rs = 1 - \frac{240}{1320} = 1 - 1.82$$

$$rs = -0.82$$

Using Davis' Statistical Guide, there is a very strong negative association or relationship between Rivers State Governments' annual budgetary allocation and Regional Development Planning. The Spearman rank correlation coefficient test supports the null hypothesis that there is a negative correlation (no

relationship) between the annual budgetary expenditures of Rivers State Government and development of cities outside the city of Port Harcourt. Successive Governments have not shown commitment to the development of cities outside Port Harcourt.

**Table 3. Summary of Projected Population of Rivers State, (2006-2015)**

S/No.	LOCAL GOVERNMENT AREA	2006	2015
1.	Abual Odual	282,410	384,895.841
2.	Ahoada East	166,324	226,682.539
3.	Ahoada West	249,232	339,677.632
4.	Akukutoru	161,103	219,563.009
5.	Andoni	217,924	297,008.042
6.	Asari-Toru	219,787	299,547.12
7.	Bonny	214,983	429,289.496
8.	Degema	249,467	339,997.913
9.	Eleme	190,194	259,214.899
10.	Emuoha	201,057	274,020.052
11.	Etche	249,939	340,641.201
12.	Gokana	233,813	318,663.118
13.	Ikwerre	188,930	257,492.196
14.	Khana	292,924	399,225.343
15.	Obio/Akpor	462,350	630,135.59
16.	Ogba/Egbema/Nndoni	283,294	386,100.642
17.	Ogu/Bolo	75,282	102,601.638
18.	Okrika	222,285	302,951.637
19.	Omumma	100,388	136,818.539
20.	Opobo/Nkoro	152,833	208,295.691
21.	Oyigbo	125,331	170,813.288
22.	Port Harcourt	538,558	733,999.271
23.	Tai	120,308	163,967.454
	<b>Total</b>	<b>5,198,716</b>	<b>6,964,859</b>

Source: Projected Population from 2006 National Population Commission figure

#### 4. Conclusion and Recommendations

##### 4.1 Conclusion

The conclusion drawn from the study is that the conventional annual budget by government has not contributed to regional development. Planning is a continuum, and so, a process geared towards the production of a long-term plan (city development) can hardly be achieved through the yearly budget. Besides, government has not shown commitment to the development of cities outside Port Harcourt. This is the reason Port Harcourt remains the only city in Rivers State.

Settlements outside Port Harcourt metropolis are poorly developed because the government of Rivers State does not encourage regional development as evidenced from the paltry and negligible yearly budgetary allocations to urban and regional planning. The practice of contracting master plan preparation to foreign firms does not elicit local input and interest in development of towns and cities. The inability of Rivers State to induce growth of other regions outside Port Harcourt implies that cities rather than acting as engines of growth can become rather parasitic. Dominant centripetal forces inherent in the system have not been resolved to cause outward flow of

growth and developmental impulses (centrifugal, trickle down or spread effects).

##### 4.2 Recommendations

To achieve the broad aim of this study, the following recommendations are proposed.

1. Medium term plans should be adopted as a deliberate policy for regional development Planning to develop cities outside Port Harcourt.

2. Site and Services scheme should be provided by the Rivers State Government to ensure that the enabling environment is set for private investors to take advantage of such largesse.

3. Government should encourage public-private partnership (PPP) as a deliberate policy of regional development planning to develop garden cities, scenic green belts, open spaces, and propel development outside Port Harcourt metropolis, because government alone cannot bear the burden of socio-economic and physical development.

4. *Agro-urban* communities should be encouraged by government for regions to attain self-sufficiency in food production.

5. Local and area-specific peculiarities should inform the establishment of new cities.

6. Stick (disincentive) and Carrot (incentive) approaches should be introduced by government as a deliberate policy to encourage outward movement from Port Harcourt by placing stringent measures against investors, developers and industrialists who desire to further invest or develop in Port Harcourt, by placing such penalty as high taxation, while placing tax free years for would-be developers or investors in areas outside Port Harcourt.

7. Government should liaise with private entrepreneurs to set up small-scale industries, such as fish canning (Cottage) industries in the revering (fishing) communities of the state, as well as large-scale agrarian reform in the upland (farming) communities. Light manufacturing industries and small market towns and centres should also be established in rural areas, to serve as growth centres/poles.

8. Regional planning should focus more on comparative advantages of regions, while allocating socio-economic and physical infrastructural facilities, including institutional decentralization, to create some level of spatial equity, since all regions cannot be at par in development by reason of natural endowments, favourable locations, arable land, etc.

9. Local and indigenous planning consultants should be used to prepare master plans for any region or urban area in the state for future development, and the draft master plan document should be published for public scrutiny and comments, to ascertain if it reflects their initial contribution, before it is finally adopted for implementation.

10. Urban and regional development policy should constitute a policy of the State, to address the lopsided development, by focusing attention on the backward local government areas, through a comprehensive socio-economic and physical development plan to integrate and link all local government areas.

11. By virtue of their population size (the least local government in Rivers State, as at 2015, has a population of 102,601,638. Their numerical strength should be used to advantage by designating all LGAs as 'second order of cities,' after Port Harcourt, as the next growth centres/poles in the hierarchy of settlements, with their headquarters located at strategic transportation nodes, easily accessible by road or sea; areas of resource endowment; an existing and viable economic or commercial activity; and capacity for extensive agricultural practices, based on available arable land.

12. Third 'order of cities' based on resource endowments and the economic base of the area should be designated for future development, to take off after the 'second order of cities' in the hierarchy of settlements. Cities should be encouraged to develop

based on resources available in their locale, and for which residents have developed and acquired skills. The essence is to encourage regional specialization/comparative advantage, economic viability and sustainability of cities.

13. Economic consideration, equity and fairness should govern the allocation of resources for regional development and not have any political undertone. .

14. Town Planning Standards and development control mechanisms should be entrenched in the new cities to be developed to ensure green, functional and livable urban settlements.

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