

## Planning to Restructure the Space Economy in Africa: Introducing Neo-Mercantile Planning From Theory to Practice

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### ABSTRACT

The incidence of disconnect between the modern and local economy in the development of urban regions has sustained urban productivity decline in Africa since mid-twentieth century. The resilience of the status quo, regardless of neo-liberal planning intervention, necessitates the search for an alternative planning approach. This paper considers the neo-mercantile planning option, which seeks to restructure the space economy through spatial integration. The paper shares how neo-mercantile planning protocol bears on development planning to rework the space economy of Enugu urban region in Enugu State, Nigeria as a way forward for planning in Africa.

**Keywords--** Enugu, Neo-mercantile, Protocol, Productivity, Spatial integration, Space economy

### INTRODUCTION

The conception of contemporary planning and the perception of urban crisis it portends to address in Africa present several points of departure. Perhaps the misrepresentation of African urban crisis misleads contemporary planning both theoretically and practically. This state of affairs has an historical dimension led by planning with neo-liberal mandate since 1980s

Somehow, the perception of the elements of urban crisis and the intuition of planning perspective arguably maintains fate with retaining Africa in dependent capitalism – a phenomenon that surged in mid-twentieth century. The reality of this perception draws attention to the epistemological foundations of western imperialism [42] and more specifically to extroverted space economy, which underlies the urban crisis in Africa.

In common literature, the space economy is synonymous with economic geography. Its usage here, which complies with planning perspective, refers to the distribution of economic land use activities in space and their functional flow. Extroverted space economy indicates spatial distortions, which started with the reworking of trade routes in the mid-fifteenth century and extends to the restructuring of African cities in the mid-twentieth century, apparently under the influence of traditional land use planning operated with the colonial mandate [43]. Presently, the in-formalization of cities, which exacerbates the distortion (commonly referred to as sprawl), is underway. The in-formalization of cities notwithstanding, these distortions are relegated too soon in African urban studies except perhaps the indirect reference [26] made to it in his study of the productivity of urban Africa.

Nevertheless, the diagnosis of African urban crisis as extroverted space economy is often treated as colonial legacy that should be dispensed with in contemporary African affairs. This reaction is oversimplified. [24] Analysis of the resilience of imperialism, which sustains the status quo, indicts the disregard of the impact of colonial space economy [46]. It is likely that sustaining the status quo is a continuous process. Perhaps this explains why contemporary planning in the form of neo-liberal participatory planning (otherwise planning with neo-liberal economic mandate) tend to focus attention on the externalities of neo-liberal economy. Rather than rework the distribution of economic land use, planning commits to attend to environmental quality issues (crosscutting issues) such as global warming, climate change, etc. This is not surprising because the mandate of neo-liberal planning succinctly seeks the economic bases of integration, which de-emphasizes land use planning (and works to substitute market force as a determinant factor of

planning) [35]. This is very misleading because it alienates the possibility of public planning to redress the problem with the space economy in Africa. Although Alexander (2008) disarmed libertarian attacks on public planning, emerging planning options since 2000 continues to be laden with the allergy of neo-liberal plan [1].

The strategic spatial planning option, which emerged in South Africa in 2000 to address land use change [59], had to contend with neo-liberal allergies. It gave room to market as norm rather than exception and the same fate befell strategic planning operating under the shadow of master planning that is reported in India, Indonesia and Nepal [36-37]. Because this planning strategy is somehow not committed to spatial bases of integration, the planning initiatives it supports are unable to deliver integration [43]. The planning initiatives under reference include the Integrated Development Planning (IDP) initiative in South Africa, the Opportunities and Obstacles to Development (O & OD) initiative in Tanzania, 'Shorouk' initiative in Egypt, Cities Development Strategy (CDS) initiative in Mali, and so on.

Since 2009 the insurgence of informality in planning is the vogue following the multiple and indiscriminate use of public space, which [50] identified. The new vogue works to reinvent planning although the prospects of this tuition given current events are not clear. The rapid urbanization argument which sustains it is increasingly being contested [31, 12, 51] and in spite of most unfavourable of circumstances formal land use planning tend to be resilient [34, 43]. Furthermore the appraisal of the perception of development planning perspectives within the 1980-2013 period (in principle) rejects planning with neo-liberal mandate for Africa [46]. Nevertheless, informality still presents a very strong challenge that seeks to reinvent planning. From the foregoing, the need to rethink contemporary planning and reconnect Alexander (2008) contribution is apparent. [47] Opined the reversion to the ethos of early Town Planning Movement. This paper is inclined to support planning that will control the use of territorial space to enhance productivity (that is based on the rationalities of accumulation and not survival). Thus, it holds informality as a land use problem and argues that informality is not necessarily a planning requirement (given the

complex reality of urban crisis in Africa). The link of informality with decision-making implicates strong concern to satisfy a social need thus rendering it more or less a political necessity that is submerged in the politics of power to survive [45]. The core research problem is the determination of the way forward for planning with capacity to deliver spatial integration in Africa. And the core research question is: how can neo-mercantile planning theory (published in August 2016) deliver spatial integration for the restructuring of the space economy in Africa.

The aim of this paper is to examine the application of neo-mercantile planning protocol for restructuring the space economy in an urban region in South Eastern Nigeria. The objective is to analyse development planning using neo-mercantile planning protocol.

Besides the introduction, the structure of the paper indicates nine parts: resume of neo-mercantile planning, preliminary literature, qualities of neo-mercantile planning protocol, the neo-mercantile planning frameworks, and the conceptualization of Enugu urban region development plan (EURDP), the EURDP design concept, and new knowledge subsumed in the domestication of EURDP. Thereafter, the concluding part [2].

### Preliminary Literature

Since 1980s a quiet revolution has swept through planning concept based mainly on growth management challenges driven primarily by rapid urbanization argument and the futility of traditional land use planning operated with colonial mandate. On account of this revolution the changes in planning activities manifest three phases, namely: the insurgence of paradigm shift in planning, which favoured 'communicative planning'; the conception of informality in planning, which worked to reinvent planning, and the current vogue of post-modern planning, which reconsiders formalism in planning. For purposes of a conceptual review, the entrance of neo-liberal planning theory may justify the choice of 1980s as a limit to retrospection.

The surge of criticisms against formal planning portrays planning to extend beyond a technical exercise [27]. Based on political analysis planning increasing became predisposed to procedural processes. This development had

potentials to change planning in favour of communicative planning theory based on Habermasian notion of 'communicative rationality'. The change highlights the dialectic over the political nature of planning [22]. Thus there exist several supportive-opinions drawn along communicative planning [4, 18, 19, 25, and 28] as well as counter-opinions with roots on different theoretical bases that do not support communicative planning [2]. However, the communicative planning philosophy leveraged participatory planning paradigm and its objectives, which advanced from the decentralization of planning decision to the repudiation of formalism in planning [43].

Planning activities increasingly became an interactive set of processes through which diverse groups and interests engage together in reaching for a consensus on a plan and its implementation [21]. It operated with the principles of mediation and as always, the participatory process presents a trade-off between efficiency and inclusiveness depending however on the level of participation anticipated. Time pressure, the needs of the community, the skills and experience of those participating, and the nature of the intervention, among other factors, all help to dictate the actual shape of the process [52]. In Africa, the processes remained within the survivalist level due to obvious limitations factored on top-down mobilization of participants, in-formalization, and manipulative tendencies of inept urban governance. Besides the contention of participatory process in planning, paradigm shift introduced rivalry between market force and rationality as determinant factor of planning.

Furthermore, at the turn of the twenty-first century, participation leveraged neo-liberal planning theory. This theory drew from the rise of neo-liberalism in the 1980's with its antagonism towards the welfare state and its adherence to individualism and choice (which present a fundamental challenge for planning). Therefore, neo-liberal planning seeks growth that is individualistic and not collective. It disconnects with the traditional growth principles of form and function in planning and uses Darwinian survival logic to resort to economic reductionism, 'a system of reducing the city to an 'economy' which defines everything and everybody as either economic gain or loss, with nothing outside this

dichotomy' [5]. Planning in this case is reduced to a mere facilitator of market forces in the city, be it gentle or authoritarian and according to [5] this experience has turned the planning profession schizophrenic.

In the context of neo-liberal economic orthodoxy in which Africa functions within the down-stream activities of global economy and maintains backward linkages in capitalist production, the drift from rationality to market force encouraged pragmatic planning [32-33]. Somehow, with this experience African economy degenerated further below safe limits and was diagnosed in the 1990s by the international community to pose a threat to the global economy. The incidence of 'informal hyper growth' cities indicates this threat in developed countries [23]. In addition, in Africa the in-formalization of cities is manifest [9, 38]. Rather than mobilize to redress informality, popular planning intuition tended to rationalize it. This triggered a rather ambitious initiative in African planning scholarship to reinvent planning [3].

Notions of informality abound in planning literature. At the outset it developed as economic concept recycled from early dualist economic tradition and reified by the ILO and World Bank in 1972 because of the failure of 'full employment concept' in Third World development. It was later linked with global regimes of accumulation [57] and then as processes of economic liberalization [11]. [53] leaned on [29] submission on property to redirect attention to what she termed 'more fundamental issue' at stake in informality, which 'is that of wealth distribution and unequal property ownership, of what sorts of markets are at work in our cities and how they shape or limit affordability'. [56] held informality to mean 'a state of deregulation, one where the ownership, use, and purpose of land cannot be fixed and mapped according to any prescribed set of regulations or the law'[53]. Subsequently [58] presented it as a social concept associated with 'fiscal sociology'. Extending Schrank's submission [50] attempted to push the concept beyond into political, religious and cultural fields, to reflect on informality in terms of struggles over autonomy, self-expression, and resistance – which implicate religion and politics and their spatial expressions in unique ways.

These definitions preceded innovative philosophies that drove changes in planning tuition for growth. The so called 'more fundamental issues' informed [54] 'policy epistemologies' (built on moving from land use to distributive justice, rethinking the object of development, and replacing best practice models with realist critique), which ultimately sought new ways of viewing the urban space. Hence as implied in [54] definition of informality, the link between informality and the use of space highlights land use dynamics through informal processes, which determines 'urban informality'? This leaves the impression that through informal processes, multiple use of space facilitates changes in the use of space across time, and even temporary changes are made use of in expedient and innovative ways by a range of social actors [50].

In another development, [61] expounded the idea of 'conflicting rationalities' which engaged the logic of governing and the logic of survival to explain informality. These conceptual contributions prompted planning scholarship to straddle issues relating to the 'right to the city' and the 'right to property' using the poor as point of departure [13, 39]. *Ab initio* it is the 'right to the city' (Lefebvre) that is at stake in urban informality [40]. But then, what right and what city? [17]. certainly not right that is informed by liberalization beyond the limits of control, and not unproductive cities with extroverted economy where the urban poor provides menial services and relies on survivalist informal sector as source of livelihood.

Nevertheless the rationalization of informality gained momentum and spatial planning lost considerable impetus as tool for practical intervention in geographic space. Gradually planning increasingly found expression in economic planning, resource management and conservation. Against this backdrop planning intuition elaborated two contending models of relationships between informality and planning. As [61] contemplated they are: informality as external element to planning (that is informality as an object of planning), and informality as internal to planning (that is informality as a function of planning). The former category advocates informality for planning. This model accepts that planning is for the sake of informality. In other words, informality is the reason why we plan. This model is associated with [53] and [63]. What if

why we plan is to rework structures that stimulate informality? For instance structures such as epistemological foundations of imperialism, planning with neo-liberal mandate, etc. [4].

There are two aspects of the second category of relationships: first, informality with planning that is, accepting informality as perfect model for planning. This model is built on participatory planning principles and demands the denial of the precepts of formal planning. This model is associated with Venessa Watson, Nancy Odendaal, and to some extent Ananya Roy, etc. Second, there is informality in planning, which indicates strong unity between informality and planning [61]. The model accepts that informality is the only instrument of planning. In other words, informality is the central element of planning – planning without a plan. This model, which does not have overt followership (except perhaps UN-Habitat), is vulnerable to neo-liberal planning. Both models are similar but not identical; though they are built on participatory principles, the latter is more predisposed to market force in planning. Elucidating these models of relationship has dominated planning scholarship in Africa since 2009.

The link between informality and planning is factored on the liberalization of planning decision, which is orchestrated in neo-liberal planning. However, the liberalization of planning decision is not acceptable because liberalization implies democratizing beyond the limits of control. Distinction is drawn between participation that demands the democratization of planning decision as it is conceptually the case with formal planning, and participation that demands the liberalization of planning decision as it is the case in neo-liberal planning. The later points to 'informal planning' option.

One of the themes of usage of informality is 'informal planning' [16]. This form of planning is yet to be fully conceptualised but it aptly represents common practice that performs different roles. In Germany, according to [48], it constitutes spatial planning and implementation tools that have no statutory binding force. No formal procedures are required for informal planning, which is mostly oriented towards local conditions as a continuous process with stages that are not strictly chronological. Normally it applies at neighbourhood level for existing urban areas

suffering from deficiencies, and primarily used for urban extensions [49]. Participation is voluntary although involvement of public and private authorities has become the normal practice. It helps to prepare political and administrative decisions and permits conflict resolution presumptuously ahead of formal planning. To this end, it is quite an ingenious and innovative strategy because it provides ample opportunity for informal inputs in formal planning. Hence, informality functions as a participatory instrument, which mainstreams informal expertise knowledge, in the planning process.

On the other hand in Africa, the concept of informal planning assumes neo-liberal orientation to denote market-oriented planning practice, which is represented with 'planning without plan' [41]. It anchors in informality and follows participatory planning process to generate 'wish lists' - a phrase used rhetorically in South Africa to refer to the output of Integrated Development Planning (IDP) initiative [43]. The 'wish list', which is a compendium of project development proposals, is often officially designated 'action plan'. Normally the action plan is independent of an integrative formal plan. This planning practice has the effect of politicizing planning beyond the traditional levels of politics in planning [43]. But positive milestones reached indicates that statutory planning, strong leadership, and detailed plans as prerequisites for effective planning intervention. Ordinarily planning intuition in neo-liberal circles will simply deny this reality.

In practical terms, informal planning derives from participatory process planning. This explains why integration has eluded planning practice in Africa especially since the inception of participatory planning in the 1980s [43]. The botched SCP initiative and the ill-fated delivery of MDGs are testimonies of failure of this planning paradigm and the delivery of SDGs is potentially vulnerable. Meanwhile the informalization of cities, another negative trend, is underway. These trend further compromises the prospects of rectifying the legacy of spatial distortions that is partly responsible for urban productivity decline identified by some scholars including Deborah [51]. It also puts to question the capacity of informality in planning to restructure the space economy in Africa [5].

Since 2000 planning scholarship engages post-modern planning, which share in principle the ethos of classical planning paradigm? What this means graphically is that spatial and statutory planning concept moved from product-oriented activity to process-oriented activity and since 1990's it began its shuttle back to product-oriented activity. This cyclic movement (classic – rational – neo-classical) is further expressed by the transition of planning from techno-centric approach to rational approach or as [8] earlier put it rationalism in the form of general systems theory. The gradual return of emphasis to the classical view of spatial planning in which planning could be visionary and done on a large scale somehow connects with the need to secure urban sustainability [6, 7, 10, 62].

Even as process-planning prevailed, formal land uses planning principles and practice remained resilient. In an independent urban study in South Africa, [43] used qualitative and quantitative data to establish the reality of the resilience of formal planning. Though this reality is not in contention, the interpretation of planning, which is not oblivious to context, tend to hold neo-liberal participatory planning constant as a natural law [15]. But many scholars such as [3] have all along maintained fate with formal land use planning. Wolfgang Scholz (2010) talked about regulating informality with land use planning. With the promulgation of their National Spatial Planning the Land Use Management Act in 2012 (otherwise the Wise Land Use Act 2012), South Africa expresses the rethink of planning that does not address land use. And with their submission to control the development of Africa's cities using planning regulation, [30] gave indication of the renewed image of land use planning as panacea for city-centred regionalism in Africa.

As noted earlier, the way forward is the core research problem. Alexander (2008) espoused the third-way of planning based on integrated transaction-cost theory (TCT) as antidote for neo-liberal planning. This planning approach mainstreams public planning and regulation, which resists neo-liberal practices and encroaching globalization. The same principles influenced neo-mercantile planning theory. The theory attempts to find a synthesis between market force and planning rationality however within limits of securing spatial

integration in space (essentially to encourage stateness).

### Resume of Neo-Mercantile Planning Theory

After series of theoretical and perception analysis of neo-liberal doctrine, [43] concluded that neo-liberal development ideology is unsuitable to continue to serve as thinking instrument for planning in Africa. An alternative neo-mercantile ideology was determined. The projected development ideology informed the espousal of neo-mercantile planning theory [45]. The rationale for neo-mercantile planning theory rests on the need to align planning perspective with the responsibility of redressing the distortions in the spatial structure, which sustains the economy in Africa. Thus the new theory contributes spatial integration as panacea for economic growth. It adopts the outlook of a general theory of planning, design, production and management of human settlements [46] [6].

The elements of neo-mercantile planning theory – initiative, paradigm, and framework – are succinctly explained here. Neo-mercantile planning initiative is an integrated territorial planning concept. It is expressed on six categories of spatial systems: Trans-national, national, provincial and municipal, city, and village level. These levels of integrated planning are guided by a singular continental mind-set and outlook that is interpreted at all levels of spatial integration. There are four categories of integration of which the first three are on the regional scale while the last is on the urban scale. The three integrated planning initiatives on the regional scale are: national, provincial, municipal and integrated regional planning. The fourth category for cities is the integrated urban planning typology.

The neo-mercantile planning paradigm is built on five cannons: first, the innovation of time element in planning; second, upholding humanistic intervention as principal determinant of urban change; third, merging economic and spatial planning; forth, adopting creative outlook; and fifth, positioning creative land use planning as a central element in spatial planning [46]. On the other hand, foremost neo-mercantile planning frameworks are contained in Spatial Integration Plans (SIPs). The SIPs are supported with a wide range of Thematic Integration Plans (TIPs). While the SIPs are broad-based plans, the TIPs are detailed plans and they relate complementarily. The two planning categories constitute Spatial Integration Planning Approach (SIPA).

### New Planning Approach: Qualities of Neo-Mercantile Planning Protocol

The neo-mercantile planning perspective advocates the Spatial Integration Planning Approach (SIPA). As a management tool, SIPA primarily engages in planning, but it does other functions, including coordinating, organizing, and controlling. The primary activity of neo-mercantile planning practice, which explains the neo-mercantile planning protocol, is contained in SIPA process. The SIPA process essentially facilitates assets utility planning in space to enhance distributive networks. Its activity systems are contained in Table 1 below. The characteristic element of SIPA process is its positioning of sectorial planning beneath plan integration contrary to existing planning practice. This practice is found to be responsible for the poor capacity of existing planning perspectives to achieve integration [43]. The SIPA process is used to prepare neo-mercantile planning frameworks.

**Table 1:** Activity system of the SIPA process.

STAGES	PRIMARY ACTIVITIES
Conceptualization	<ul style="list-style-type: none"> <li>• Mind-set and outlook issues</li> <li>• Growth vision</li> <li>• Long term objectives</li> </ul>
Analysis	<ul style="list-style-type: none"> <li>• Spatial metric analysis</li> <li>• Remote sensing</li> <li>• Land use analysis</li> <li>• Environmental condition analysis</li> <li>• Asset-based analysis</li> </ul>

Synthesis (Integration)	<ul style="list-style-type: none"> <li>• Infrastructural planning</li> <li>• Spatial modelling</li> <li>• Planned Unit Development models</li> </ul>
Implementation	<ul style="list-style-type: none"> <li>• Facility (project) planning</li> <li>• Funding &amp; budgeting</li> <li>• Interactive forum</li> <li>• Monitoring</li> </ul>

(Source: Author's construction)

Overall, the neo-mercantile planning protocol exhibits qualities that together create quality neo-mercantile spatial model for enhanced productivity of the urban region in Africa. These qualities include:

- Integrative: engaging the form and function principle for functional flow in the urban region,
- Comprehensive: involving activities in the meta-theoretical, theoretical and application realms of analysing trends in global political economy,
- Visionary: long-term planning based on growth visions,
- Reformative: resetting the mind-set and value systems and making them compliant with traditional institutions,
- Spatio-metric: basing planning on the redistribution of people and activities in space,
- Substantive: planning with the ultimate goal of achieving African renaissance,
- Territorial: seeking the spatio-physical bases of growth in a large geographic space.

#### Other Qualities that Draw from Trends In Planning Scholarship Include

- Protectionist: ensuring the link between the modern and local economy.

- Interventionist: facilitating the re-engineering of epistemological foundations of domination in planning,
- Creative: restructuring the imperial (colonial) space economy and retooling the city,

These quality guides for planning practice are mainstreamed in neo-mercantile planning theory. The ethical precept of neo-mercantile planning practice draws from these quality guides especially for the planning, design, production and management of human settlements. It is not clear how IDP planning practice commits to these quality guides regardless its futile effort to adopt integrative and visionary qualities.

#### New Planning Instruments: Neo-Mercantile Planning Frameworks

The foremost neo-mercantile planning framework is contained in spatial integration plan (SIP). The SIPs are supported with a wide range of thematic integration plans (TIPs). While the SIPs are broad-based plans, the TIPs are detailed plans and they relate complementarily. They summarily provide codes of conduct loosely referred to as guidelines for the use of space. The frameworks are managed through consultancy services or in-house professional expertise or both. There are four SIPs as represented in Table 2 below.

Table 2: Categories of SIPs instruments.

Administrative Level	Context (Region)	Activity overview	Major line agencies
National	National spatial development plans	Focuses on the national grid for infrastructural development. Provides guidelines for the development of the trans-national and national market regions. Distribute national	National Planning Commissions, Federal Ministries, etc.

		development projects in different categories of activity belts. Accounts for development plan of the core area of ICT cities.	
	Spatial development plans for Trans-national market regions	Focuses on shared vision, policy development and trade relations interpretation to guide planning activities. Coordinates communication network and distributes trans-national projects in the core areas of ICT cities.	AU and other regional organizations egg, SADC, ECOWAS, etc.
	Spatial development plans for national market regions	Focuses on political manifestos (visions), trade and economic development and policy interpretation. Accounts for the development plan of the core area and urban environment of Growth centres (national cities).	National Planning Commissions, Federal Ministries, etc.
Provincial	Spatial development plans for provincial market regions	Focuses on the provision of provincial grid for infrastructural development. Provision of integrated plan for modelling the urban regions via, facilities distribution and regional connectivity. Provision of guidelines for development priorities in activity belts. Accounts for the development plan of the core area and the urban environment of Agropolitan cities (provincial cities).	Provincial departments of planning and sectoral departments
Municipal	Spatial development plans for municipal market regions.	Focuses on functional flow and land use budget in the activity-belts as well as the provision of development plan of core areas of Agrovilles (municipal cities) within the guideline of the provincial plans.	Local Planning Authorities, etc.

(Source: Author's construction)

The SIPs take precedence in descending order as presented in Table 2 above. The next set of framework instruments are the TIPs. This category of instrument and its major activity focus is summarized in Table 3 below.

**Table 3: Categories of TIPs instruments.**

<b>Thematic Instruments</b>	<b>Spatial system</b>	<b>Activity overview</b>	<b>Major line agencies</b>
Urban-core plans	Core area	Urban design. Focuses on growth boundaries, urban form. Time-budget principles for land use planning and transportation networks. Urbanity. Village design.	City development authorities, Town unions.



Activity-belt plans	Urban environment	Modelling of the urban form through the spatial distribution of activities in the core area, inner ring, and outer ring of the urban environment. Industrial sites.	Municipalities, City development authorities.
Concept plans	Urban region	Structure plan for urban region integration.	Municipalities.
Land-use master plans	Land resources	Land resource planning in the outer ring for agriculture, mining, conservation, etc.	Municipalities.
Sectoral master plans	Projects	Project planning	Specialized agencies

(Source: Author's construction)

SIP is the central planning instrument at all levels of administration as it is perhaps the case with Integrated Development Planning (IDP) initiative for municipalities in South Africa; although the provisions of SIP contains unique features and it is theoretically more simplified to enhance comprehension. SIP combines economic and spatial planning and incorporates an investment plan. All other forms of development planning including budgeting at all levels of administration will be done in the context of SIP guidelines and provisions. In other words, SIP is the visioning instrument. The flow chart of the instruments is represented in Fig. 1 below.

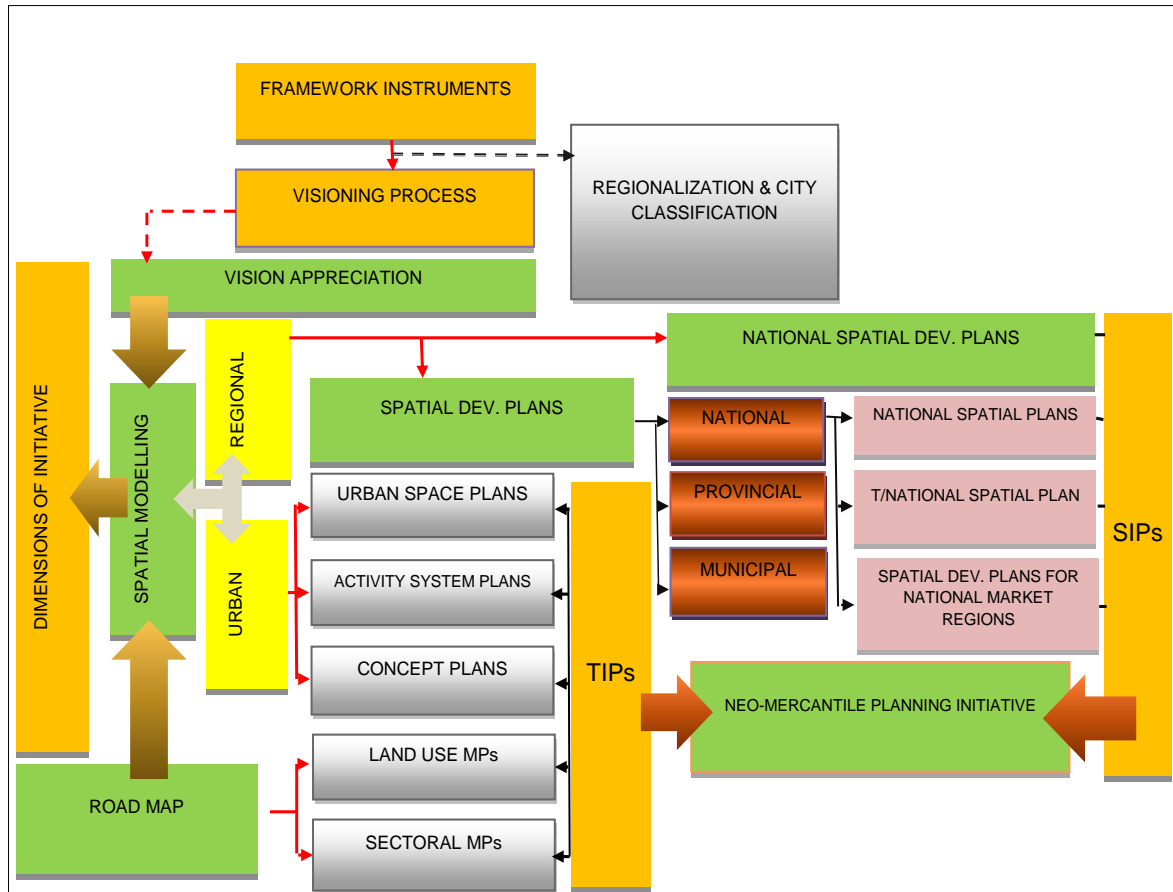
Unlike IDP, the SIP is contained in two reports – Diagnostic and Integration reports. The diagnostic report establishes the status quo vis-à-vis the system of base, activity space relationships, and the superficial structure of the subject under investigation. In this way environmental factors including cultural and value systems, spatial determinism and spatial equilibrium are determined using a spatial metrics tactic of remote sensing and GIS data-collection methodologies. The data collected is

used for resource analysis as well as form-based analysis of built-up areas. Resource analysis is stratified into natural (renewable and non-renewable) and human resources (personal and community assets and capacities) while form-based analysis focuses on urban growth management issues related to land use and population distribution, densities, patterns and dynamics, growth management instrument and connectivity. The expected output, which the report contributes to SIPA process, is the identification of priority problems, the establishment of long-term spatial integration objectives and the simulation of growth visions with measurable indicators.

The SIP integration report performs four functions: first, it generates action plans, secondly it identifies tasks for the action plans, thirdly it configures a spatial model for distributing the tasks, and fourthly, it proposes an investment plan. Each of the four functions is a composite set of activity controlled by formal expertise knowledge in spatial planning through democratic participatory processes. The action plan takes care of centrally considered sectorial planning activities [7].

The modelling is for the adjustment of the basic scenario and alternative proposals will be evaluated using investment criteria. The proposals will be in the categories of heavy investment, light investment and heavy/light investment proposals. The evaluation will be

done with a predetermined template and the chosen concept further elaborated, leading up to strategic planning for funding and implementation. To this end costing and institutional frameworks are determined and an investment plan proposed.



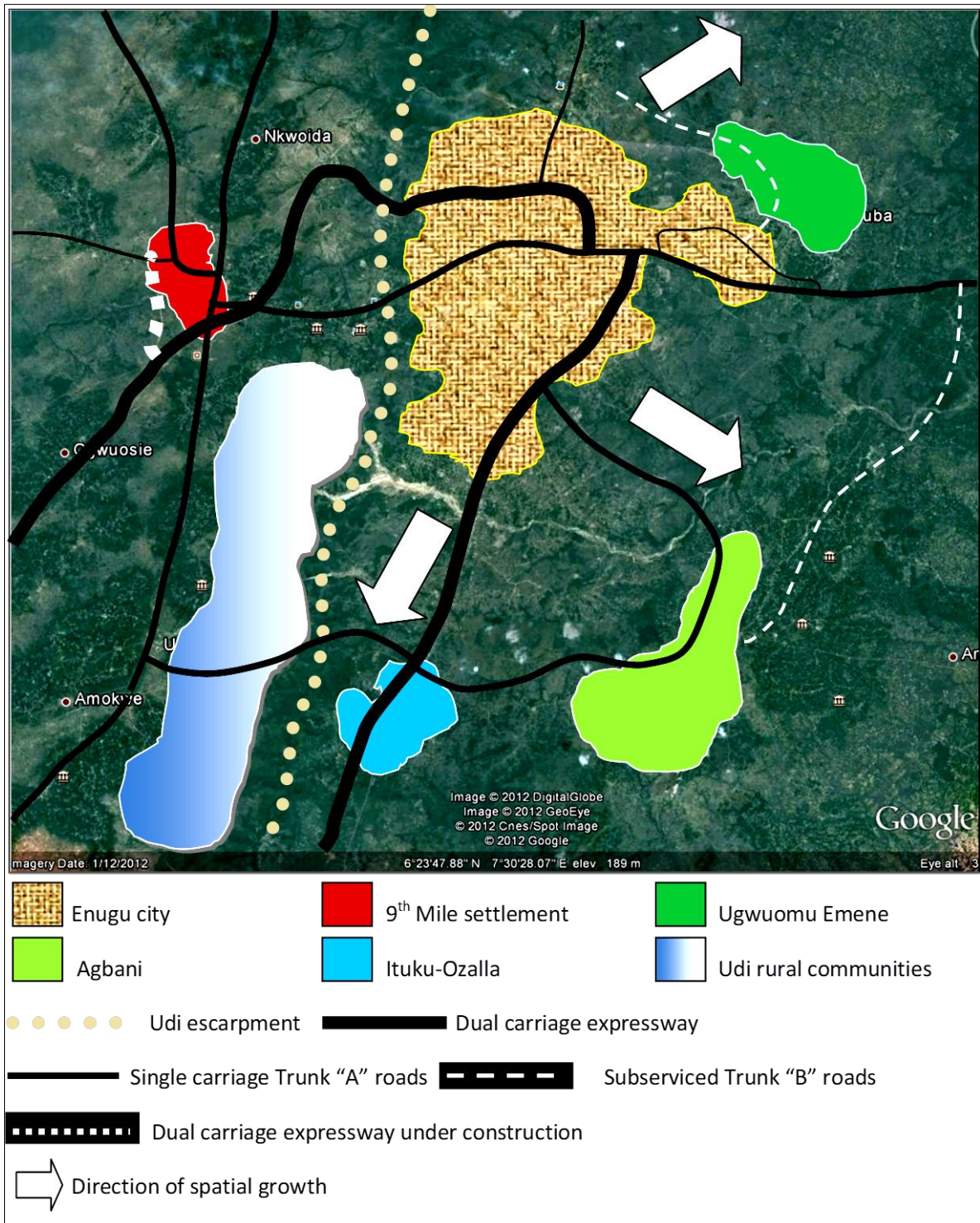
(Source: Author's construction)

Figure 1: Flow-chart of neo-mercantile planning framework.

### From Theory to Practice: Conceptualizing the EURDP Framework

The EURDP framework is conceived as a SIP instrument for neo-mercantile planning at the provincial level. Thus its theoretical role focuses on the provision of provincial grid for infrastructural development; the provision of integrated plan for modelling the urban regions via, facilities distribution and regional connectivity and the provision of guidelines for development priorities in activity belts. Therefore it accounts for the development of the core area and the urban environment of provincial cities, which are expected to develop as Agropolitan cities.

The Enugu urban region is one of the four urban hubs located within the Ibo cultural area in Enugu state in south-eastern Nigeria. Enugu is a primate city within the region. Four suburban nodes that are distributed at the fringe and the outer ring of the urban region (see Fig. 2 below) surround the city settlement. These nodes are: 9<sup>th</sup> Mile settlement at the north-western flank of the outer ring; Ituku-Ozalla at the south in the outer ring; Abgani settlement at the south-eastern flank of the outer ring; and Ugwuomu-Emene a sparsely built-up agricultural area in the north-eastern flank of the fringe area. The urban core area and the surrounding satellite nodes are all undergoing spatial growth patterns that reflect sprawl urban expansion and sub-urbanization.



Source: Okeke 2015b [44]

**Figure 2:** Enugu urban region.

Economically, the region is predominantly rural and agrarian, with a substantial proportion of its working population engaged in farming; although trading and services are also important. In the urban core area, trading on foreign goods is the dominant occupation followed by informal services. These

activities constitute the modern sector, which is known to disconnect with local economy (that is subsistence agriculture) [47] Factors responsible for this are both endogenous and exogenous and they are reinforced by the poor handling of development planning policies. Ultimately the expansionist program of external economies

prevails and continues to sustain dependence. Lately, a clear manifestation of this trend is the arrival of foreign super stores to facilitate Euro-American and Chinese mercantilism. A typical example is the arrival of SHOPRITE, GAMES, etc. in Enugu city in 2015.

As it were the presence of these super stores have little to do with mobilizing agricultural development in the hinterland, job generation and the development of local technology in the private sector. Rather they succeed in creating limited opening for cleaner jobs, sales girls, security men, etc. and sustain the extroverted space economy, which retains Enugu city as engine of growth for external economies and sustains the development of the urban economy in the context of survivalist informal sector. It is not likely that these tendencies will deliver the socio-economic rejuvenation espoused in African renaissance scholarship.

The mind-set for action is propelled by the need for change from domination to distributive justice in planning and development. Thus the growth vision for the urban region indicates transition from consumer to production economy. The long term policy objective is to rework the space economy. Consequently rather than the current practice of pragmatic planning that iterates sectorial action plans without an integrative framework, a design oriented approach to planned development is envisaged for the development of the urban region. The growth vision and policy objective are best suited for the current transitory stage in the development of Enugu city.

The mind-set, the growth vision and the long term objectives of the EURDP concept leverage on four qualities of neo-mercantile planning protocol. They are, namely; the visionary, protectionist, interventionist, and creative qualities. With these qualities, the structures of domination are targeted for change through a creative process. The renewed outlook, which underpins the substantive qualities of neo-mercantile planning protocol, will rework and invigorate the space economy and activate internal production. These expectations are antithetical to the objectives of existing neo-liberal planning protocols. This is

because they work to dismantle the epistemological foundations of dependency in the development of urban economic regions.

### The EURDP Design Concept

The EURDP design concept is driven by the spatio-metric and territorial qualities of neo-mercantile planning protocol. It is based procedurally on spatio-metric, land use, environmental condition and asset-based analysis of the existing condition in Enugu urban region. The analysis elicits six categories of regional studies, namely; morphological factors studies, settlement hierarchy studies, population distribution studies, natural resources distribution studies, infrastructure/utility services studies, and regional road network studies. The studies and analysis identified the extroversion of the space economy, which underpins the following priority problems: sprawl urban expansion, spatial inequality, paralyzed urban design, pseudo-urbanization, and resource under-utilization, as the major determinant of urban productivity decline [26, 51].

The visioning of EURDP commits to the instrumentality of spatial integration for the reversal of the extroverted space economy and the in-formalization of human systems especially the economic system. Therefore it is concerned with redressing spatial distortions and enhancing functional flow to exploit natural and mineral resources sustainably. Ultimately, through the development of agro-business, it targets to enhance per capita productivity of the largely agrarian population. Thus the Long Term Spatial Development Objectives (LTSDOs) as shown in Table 4 below is focused on the priority problems identified in the urban region. The objectives place emphasis on the causal factors of the problems. On the other hand the political will to act is the central element of Long Term Non-spatial Development Objectives (LTNDOs). Cognate issues include funding vis-à-vis agro-allied financial schemes, resolution of community conflicts specifically as it relates to land tenure, environmental management, security and social safety net for the vulnerable groups, human index capacity development, and inclusive governance. To address these issues may require legal and financial reforms [8].

**Table 4:** Long Term Spatial Development Objectives (LTSDOs) for enugu urban region.

S/no	Priority Problems	LTSDOs
1.	Sprawl urban expansion	Effective control of urban expansion using Urban Growth Boundaries as best practice mechanism for managing urban growth and limiting brownfield development as well as conserving reserved area (i.e. rural hinterland).
2.	Spatial inequality	Complete adoption of functional specialization in redistributing land use function and facilities development within the core area, inner ring and outer ring sections of the spatial definition of the urban region environment.
3.	Urban design	Full mobilization of urban renewal to guide the natural process of urban change towards a functional urban form and standardized cityscape for Enugu urban core area.
4.	Pseudo-urbanization	Reduce to the barest minimum the operation of urban informal sector with the redistribution of people and activities.
5.	Extroverted space economy vis-à-vis resource under-utilization.	Create new partnerships for the sustainable development of agro-business and mineral resources (in the context of capacity development of abundant human resources).

(Source: Author's construction)

However, the analysis of current action is undertaken based on projected capital expenditure allocation for thematic areas 2010 – 2013. This approach gives a better indication of current action than information on project implementation, which is laden with political undertones (as it is the case with IDP practice in South Africa). The analysis indicate that priority is given to six thematic areas including agriculture, education, trade, commerce & industry, roads, water & sanitation, and electricity. Health and security come next then youths and sports. Projects in these thematic areas are ubiquitous. Remarkably spatial planning as a thematic area is missing and this presupposes indiscriminate distribution of these projects in space and most likely based on political persuasion and perhaps market force consideration. An attempt to get the focus of attention of the six thematic area identified was futile because proposed strategies were in diverse directions without a definite pattern but heavily unilateral project oriented.

Apparently government intervention efforts, which seek economic basis of integration, trades-in land use planning and functional flow of activities in space. These check-offs incidentally form the major plank of

planning intervention for spatio-physical integration. Policy makers in the state seem not to get this insight due to their impression that planning is all about development control involving the enforcement of building setbacks. However following the analysis of typology of action cards identified for government intervention activities, about one-fifth of the action cards revolve around the management of development activities. Almost another one-fifth of action cards are for project development. Then next in the category of high ranking action cards is physical planning, which was hitherto completely disregarded in the urban region as a development challenge. All of the activities under project development typology are land use related. The activities under management typology have spatial implications that are locational distribution requirement, but they are not considered land use functions [9].

The EURDP design concept further considered the four nodes in the urban region, which are potential satellites with functional specialization. While 9<sup>th</sup> Mile is developing as an industrial and regional transport hub, Emene is developing as an agricultural satellite mainly for poultry and piggery with some measure of food crop production. Agbani, which is

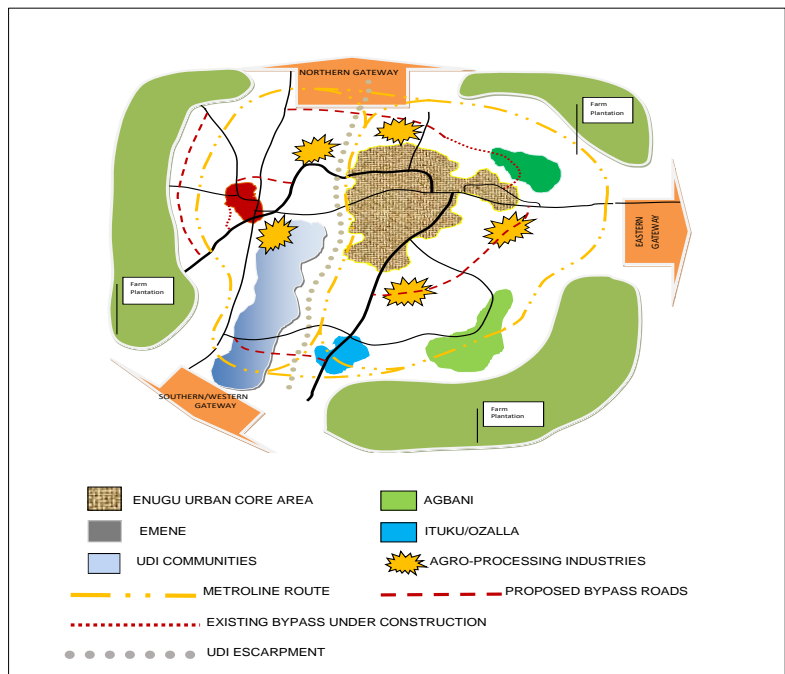
traditionally an agricultural hub, is transiting to an academic hub harboring University campuses and other tertiary institutions. Ituku/Ozalla by virtue of harboring University of Nigeria Teaching Hospital (UNTH) is potentially developing into a residential neighborhood.

The EURDP design concept is built around the trend of development within the inner ring area of the urban region and the prospect of managing the growth of the core area with Urban Growth Boundary (UGB) instrument (Fig. 3 below). The design concept anticipates the location of agro-processing industries in the urban fringe between the core area and the satellites. The satellites separate the agro-processing industries and the farm plantation in the hinterland. It is expected that the satellites will function inter alia as operational base of labor force for all categories of agricultural entrepreneurs, particularly food crop producers.

The connectivity and functional flow within the urban region is enhanced with the introduction of transport linkages and relative location of activities. Besides by-pass roads, metro-line is introduced to enhance functional flow of people, goods and services between the four satellites and the core area. The route of the

metro-line runs between the satellites and the farm plantation and at the foot of the escarpment within the core area. The metro-line has a main station at 9<sup>th</sup> Mile and sub-stations linked with the satellites purposely to operationalize three major gateways into or out of the urban region.

The EURDP design concept presumes that the urban environment extends beyond the urban core area that is to say the built environment. Hence the EURDP design conceives the urban economy space to extend beyond the built environment. The design concept follows the provisions of urban spatial structure put forward by [14] to encourage a polycentric urban form, which is built on functional flow principles for the urbanizing city [10]. The design encourages land use distribution that facilitates functionality and region-based urbanization. As such the distribution of ‘Within place’ activities (processing industries), is anticipated to facilitate spatial justice in the development of new satellites. The satellites are linked with regional road networks and the patterned framework of ‘Between place’ activity integrates the extended urban region (otherwise the urban environment).



(Source: Okeke 2015b)[44]

**Figure 3:** Schematics of Enugu urban region design concept.

The design approach is based on the spatial definition of the urban environment [11]. The three sections of the urban environment are

regarded as activity belts. The core area is allocated service (tertiary/marketing) functions (showrooms and shopping malls), the inner ring

area performs manufacturing (extraction and processing) functions (including minerals and agro-based industries), and the outer ring area including the rural hinterland performs primary economic functions (farm plantations and mining sites). The core area is hemmed-in and its growth managed with urban growth boundary, which implies time budgeting in land use planning in the urban region. In other words, the spatial relationship between adopted (core area) and channel (inner and outer ring area) space is managed based on time efficiency.

### EURDP Design Proposal

The disposition of the State government to create a world class city out of Enugu coal city is self-evident. The purpose is to enhance the productivity of the city as part of its plan to reduce poverty. Government shared this vision in line with the desire to create jobs for metropolitan inhabitants. To these end three approaches of planned intervention were discerned. They are: heavy, light and heavy/light investment approaches.




The heavy investment approach commits to the reversal of current trends through spatial planning. It upholds planning activities that will rework the space economy based on form and function principle. Hence it is research oriented, consultancy friendly, and promotional in outlook. It is capital intensive and sensitive to changes in government financial allocation and changes in the quantum of private sector participation in economic development. The light investment approach engages more in preparatory measures to engage the reversal of current trends. It focuses on policy and legal instruments. Therefore it is more or less a management option with serious concern about managing the environment. It is not committed to change trend but rather to manage trend













sustainably. The heavy/light investment approach responds positively to the need to institutionalize change in the status quo of urban region economy. It commits to increase the productivity of the urban region and purports to do so by creating the enabling machinery and operationalizing it in practical terms. It prunes the attention on environmental management and rationalizes non-spatial (provisional), administrative and research activities.

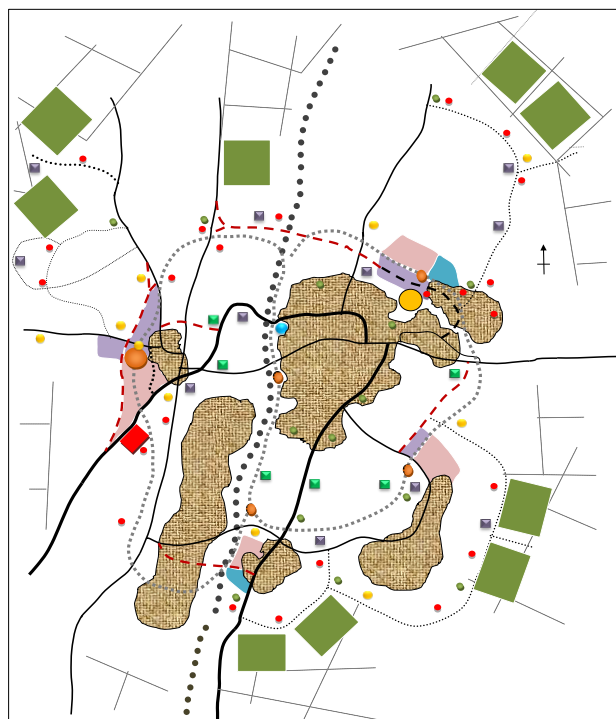
Although they all sought the spatio-physical bases of integration as best practice mechanism to guide development and provide the required guide, the heavy/light investment approach is considered the best option in view of its potentials to redefine the development process and reverse the space economy of the urban region sustainably. The provisions of the chosen option, which is guided by comprehensiveness and sensitivity to environmental management, informed the activity system of the Enugu Urban Region Development Plan (EURDP). The representation of these activity systems in space constitute the design proposal represented in Fig. 4 below. Remarkably, the activity systems are project oriented and their distribution in the design proposal indicate their proximate location.

The functional flow of the design proposal is based on activity segregation within the urban region environment. The urban core area is programmed to provide ICT and service activities with shopping malls and showrooms while the inner ring area within the proximity of the urban fringe harbors agro-processing industries for secondary activities. This area serves as a sieve for the core area to manage the inflow of refuse that is unprocessed food stuff materials from the hinterland in the outer ring area where primary activities take place (Table 5).

*Table 5: Legend for figure 4.*

	Units (nos)	LEGEND
	1	New location of Ogbete main market motor park
	1	9 <sup>th</sup> Mile Main terminal for Metro-line
	1	Main Regional Motor Transit

		Terminal
	4	Sub-terminal for metro-line
	14	Agro-input centers
	4	Affordable housing schemes
	3	Industrial parks
	6	Agro-based processing
	11	Agro-storage units/farm houses
	10	Agro-input SMEs
	22	Large scale livestock farm
	2	PUDs (Planned Unit Developments)
	1	Free Trade Zone
	9	Farm plantation
		Existing development
Scale:		



(Source: Okeke 2015b)[44]

**Figure 4:** Land use planning for Enugu Urban Region.

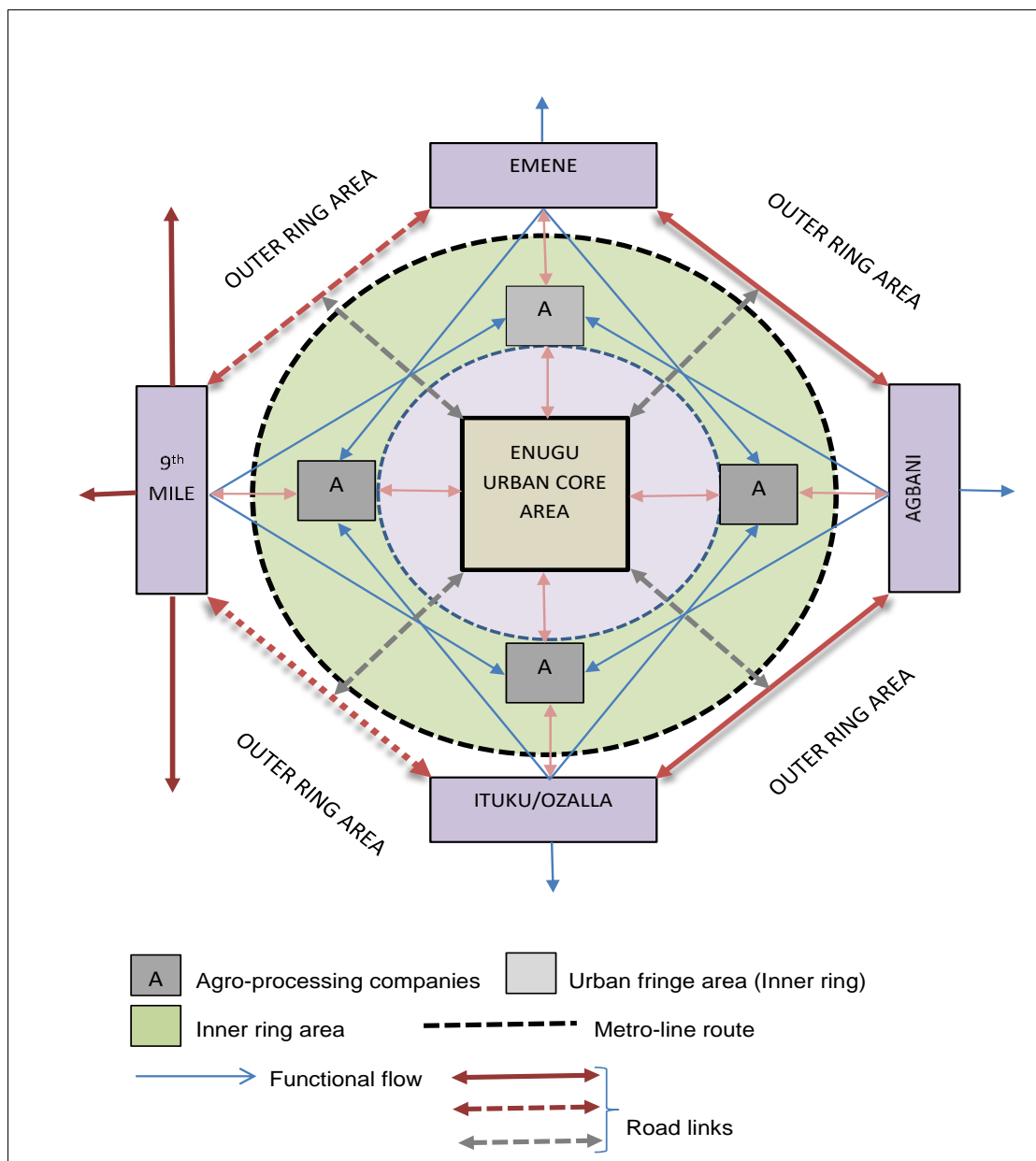
An approximate thirty-two functional backward and forward linkages are discerned to coordinate the economic activities between the

core area and the four major hubs within the region as indicated in Fig. 5 below. For this purpose two categories of transport systems are



engaged: the road transport system and the railways transport system vis-à-vis metro-line.

The linkages and cognate transport route can be easily discerned and managed discretely.



(Source: Okeke 2015b)[44]

**Figure 5:** Functional flow analysis.

The 9<sup>th</sup> mile settlement remains the major gateway. It maintains direct working relationship with Emene and Ituku/Ozalla and the agro-processing industries within these zones. Agbani is functionally linked indirectly with 9<sup>th</sup> Mile via direct functional linkage with Emene and Ituku/Ozalla. In the same vain Ituku/Ozalla functionally links indirectly with Emene. The core area is linked directly with the four hubs through multiple transport routes. The Enugu urban economic system virtually extends to the

hinterland because the farm plantations and the agro-processing industries are out-posts of the urban economy.

### EURDP Implementation Strategy

The EURDP contains an investment plan and cost estimate for planned actions arranged to fit three thematic areas; spatial, environmental and economic. The funding strategy for EURDP relies on three sources of

revenue; namely the State, private sector investment, and external loan/grants for infrastructural development. While State intervention focuses on recurrent expenditure comprising light investments, the private sector concentrates on capital investment; external loan addresses major infrastructural development particularly the metro-line mega-project and the construction of road and road terminal facilities. Ab initio the preparation of EURDP is programed to encourage private sector investment and facilitate the negotiation of external loan. Although for the loan facility anticipated mainly from several windows available in African Development Bank (ADB), an output analysis of agricultural produce is imperative.

Besides, funding the project will require juridical and institutional reforms. A State planning law is outstanding and it is to be reconciled with Enugu Capital Territory Development Authority Law, 2009. A new law altogether is anticipated and that is the Urban Growth Boundary (UGB) law. Institutional reforms will require the setting-up of a State Marketing Board to provide administrative framework for managing public sector produce market (with the existing Enugu State Marketing Company serving as technical arm). The Board will function to deliver a State Agricultural Produce Marketing policy that will encourage maximum output from farmers in the urban region.

The provisions for monitoring of EURDP implementation is made at three levels. The first level is the stakeholders monitoring teams that maintain surveillance on development control. Ensuring that development control is in line with the provisions of planning control is the major objective of the stakeholders monitoring teams. Essentially their job is to monitor the activities of development control administrators. The second level is environmental monitoring. It is anticipated that Environmental Monitoring Units will be set-up to observe urban quality control as well as land and water degradation control. Attention is focused on domestic refuse generation, surface and mine water contamination, and quarry activities. The third level is specialized monitoring of water resources about sediment contamination and control. This has to do with remote sense monitoring of water regimes and water volumes. The clearing the water channels

to conserve water for irrigation and avoid flooding presents the major challenge of monitoring activities. For this purpose Water Resource Monitoring Units will be set-up.

## CONCLUSION

This paper explored the capacity of neo-mercantile planning practice to restructure the extroverted nature of the space economy in urban-Africa. At the outset, it established that the current neo-liberal planning practice that focuses on the conceptual context of development planning is deficient and cannot secure the spatial integration that is required for the restructuring of the space economy in Africa. The paper succeeds in drawing from the tenets of neo-mercantile planning theory, which focuses on the spatial context of development planning, to espouse neo-mercantile planning practice that can use three options of plan proposal, namely spatial planning, management, and development options, to secure spatial integration. The spatial planning option bears on land use change, the management option focuses on policy and legal reforms, and the development option relies on distributive justice to institutionalize positive change in the economy of urban regions. The options of proposals are mutually related and they apply concurrently.

Design-oriented approach to development drives the neo-mercantile planning practice in the African context. Thus, it relies on the design concept that applies land use planning and functional flow of activities in space to resolve the distortions that mark the development of urban regions in Africa. Its design approach adopts activity belts (that synchronizes with the spatial definition of the urban environment) to aid distributive justice in the development of urban space; and its spatial design (or integration) aligns with the principle of form-and-function. Against this backdrop, neo-mercantile planning practice conducts spatio-metric studies to diagnose the existing condition and through participatory process engages in asset-based, rational plan generation that involves development facility and land use budgeting activities.

The tenets of neo-mercantile planning protocol are manifest in the preparation of Enugu Urban Region Development Plan (EURDP) starting with the reformative mind-set

that seeks the restructuring of the space economy in Enugu urban region. The substantive objective of EURDP is to secure sustainable urban development and this elicits Long Term Spatial Development Objectives (LTSDOs) that exhibit zero-tolerance for informality. This disposition leverages creativity that informs the design instinct of neo-mercantile planning. The creation of homogeneous activity belts informed the design concept for the distribution of primary, secondary, and tertiary components of urban economy in urban space. Time-efficient access to goods and services informed the design approach. In addition, the spatial definition of the urban environment used to identify the urban space and its diagnosis based on spatio-metric studies drove the territorial nature of neo-mercantile planning.

Subsequent analysis proceeds in line with the ethos of breaking complex reality into simple elements in planning. This underpins the comprehensiveness in neo-mercantile planning that is brought to bear in identifying meaningful (or consensus) action cards for determine requisite land use plan. These action cards are not synonymous with the 'wish-list' that is common in neo-liberal planning. Nevertheless, they inform the land use plan that delivers a spatial design, which provides an integrative framework referred to as SIP in neo-mercantile planning practice. An alternative SIP proposal, which EURDP framework represents, is determined based on an investment plan. The EURDP framework prospects to secure a full-scale spatially integrated agro-business in Enugu urban region.

The EURDP is a live project in Enugu state, Nigeria. Its implementation is currently undergoing consideration. Critics of its planning procedure may argue its link with traditional planning essentially because its perspective seem to align with design and land use planning. Regardless there are structural differences based on mind-set issues and visioning that point to intuitive differentials, its substantive objectives and its combination of the conceptual and spatial context of development planning (although as mentioned earlier it is dialectically opposed to pragmatic sectorial project planning) are critical points of departure. Its territorial and procedural outlook for arriving is meaningful decisions including the provision for investment plan are some of the other matters arising.

Summarily the paper contains an introductory passage, which redefined the challenge of planning in Africa to refocus in spatial distortions in the development of urban regions and in the process highlights the need to reverse the extroverted nature of the space economy in Africa. The preliminary literature made a case for transition from neo-liberal planning to neo-mercantile planning to highlight the spatial context of development planning. Besides, neo-liberal planning is not able to secure spatial integration. The attributes of neo-mercantile planning theory serves as an entry point to consider neo-mercantile planning practice in Africa. The paper identifies the qualities of neo-mercantile planning protocol and illustrates their application is with reference to planning for EURDP framework.

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