Habitat Debate

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ERODED AREAS

A future for urban planning?

A message from the Executive Director

There was a time when messengers were executed for being the bearers of bad tidings, and to blame urban planners for our urban crises is like turning back the clock and going back in history to a time when no-one could have foreseen the problems that we now face.

We live in a world where UN-HABITAT research shows that nearly 1 billion people, or 32 per cent of the global urban population languish in slums, mostly in developing countries. In a process that we call the *urbanisation of poverty*, the locus of global poverty is moving into cities.

We have to find a concept of urban planning, which combined with concerted action by local authorities, national governments, civil society actors and the international community, works to alleviate the plight of slum dwellers. If we fail, the number of slum dwellers is projected to double over the next 30 years to 2 billion, making the cauldron of misery and the potential for social unrest twice as great as it is today. Member States of the United Nations are committed to "achieve a significant improvement in the lives of at least 100 million slum dwellers by the year 2020". UN-HABITAT is the agency mandated to help governments, municipalities and all urban actors find the way here.

It means that urban planners and their political leaders have not only to address the needs of slum dwellers for better shelter, but also the broader problems of urban poverty, unemployment, urban governance, low incomes, and a lack of access to basic services like water and electricity.

In 19th century Europe and North America, the slum problem in cities was the catalyst for modern urban planning. But we need to bear in mind that it took well over a century to substantially eliminate those slums.

Slums are the worst, most degrading manifestations of urban poverty, deprivation, and exclusion in modern world. And it is a fact that today we have both the technical know-how (such as Geographical Information Systems undreamed of in the 19th century) the power and the resources to plan effectively for the target established in the Millennium Declaration.

As we enter the 21st century, urban planning faces the challenge of harmonizing the global norms with locally distinct cultural conditions. While the broad framework for planning can have universal appeal, societies and countries should simultaneously be able to develop their own proposals and solutions. Rapid change, driven mainly by business and technology, has to be tempered by culture and local specificities.

In recent decades, spatial planning has been grossly maligned. Many of the ills of urbanization have been conveniently dropped upon the doorstep of urban planners. Planning, however, does not exist as an independent function or as a separate agenda. It is one of the responsibilities of government to anticipate the future and to prepare for it.

There are many reasons why planning may not result in a better living environment for all. Planners' advice may be good or bad, taken or ignored. Planners may not have adequate training. Politicians may have a distorted sense of the public interest. Plans may be unrealistic, given their resource requirements. Powerful economic interests may feel threatened by planning recommendations. Plans may not reflect the priorities of community groups or business interests. Implementation authority may be fragmented among jurisdictions.

In trying to correct these deficiencies, planning has opened itself to public participation, to a more realistic view of stakeholder interests, to advocacy work, to setting social priorities, to environmental impact analyses, to multi-jurisdictional management and other areas where consensus signals good governance at work.
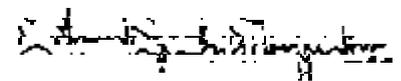
Yet, in today's world, it would appear that the planning function still falls short. Slums are multiplying, urban crime is rampant, development keeps sprawling, transport efficiency is declining, energy costs are rising, health problems increase, and many citizens are walling themselves off from others. What's happening here? Has planning failed and does it need to be replaced by a more effective approach?

As the articles in this issue reveal, planning is accepted everywhere as a necessary function – a hallmark of human society. Municipalities, communities, and states all engage in planning. Where it is not working, however, there has been much experimentation and innovation to make planning fit the prevailing mood and political mode of governance. There have been some striking success stories.

The question raised in this issue of the *Habitat Debate* is how to make planning more relevant. It would seem that communication throughout the development process is part of the key. Open and transparent governance and inclusive are another big part. Likewise, some humility. Planning thus needs to be interdisciplinary, taking in social and cultural situations. There is no substitute to planning. But if it is not anchored to local conditions, it can easily be substituted by anarchy.

Thus the success of planning in the future may depend on the success with which we can cross the boundaries between the arts, design, urban and spatial planning, public policy, market forces, artistic creativity and cultural management.

Planning needs to be continuously reinvented.

Anna Kajumulo Tibaijuka
Executive Director

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Planning for a better future

By Paul Taylor

Urban spatial planning has been in the doldrums for many years. It has typically been regarded as old-fashioned, technocratic, and bureaucratic, stifling development by wrapping it up with red tape. Cartoonists depict planners as faceless officials, insensitive to the public and responsible for many of the ills faced by modern cities.

From the 1950s to the 1970s urban planning, despite isolated manifestations of public unease with the direction it was taking, was a magnet for the brightest and best of those involved in government. It was the embodiment of the dream of the brave new world. Planners were socially and politically progressive. Planning was seen as the means by which government could deliver equitable and economically efficient development in both the developed and the developing world. Indeed, in a number of countries in the economically developed north, it has fulfilled many of its expectations. Land use planning has been an essential component in the avoidance of city sprawl, economical land use and efficient infrastructure provision, especially public modes of transport.

But, as the neo-liberal world view gained dominance during the 1980s, some of the problems of urban spatial planning became more evident. But to ascribe this to the fall-out of the ascendancy of a new development model does not wash. Planning often failed the tasks it set itself. The nature of the failures of the planning has been rehashed many times in different forums, but they are worth repeating.

The Problems

The dominant planning approach of the period was master planning. Although this was never a monolithic model (structure planning as developed in the 1960s was one response to the failings of the classic format), there were some characteristic problems.

Plans were expensive, involved large teams of professionals, and took years to produce, in some cases decades. This would not have mattered so much had the plans been implemented, but, save for some countries in the North, they were not. Reality had normally moved on after the base data had been gathered.

This often left the plans out of date even before they were completed. In the developing world, most of what was implemented had not been planned, and informal development overwhelmed the assumptions and projections of the plans and their visions of orderly development. The world was proving just too chaotic and dynamic to be encompassed within the bounds of comprehensive master plans.

And even if plans were produced expeditiously, they took little account of implementation realities. Plans were often the product of specialised agencies and departments composed of physical planners. They had little power over sectoral and infrastructure provision entities, which were generally reluctant to implement plans in which they hardly had any say. The only power left to planners was the control of land use, which they exercised through costly, bureaucratic, quasi-legalistic and often punitive regimes. The reliance on this tool has been one of the main reasons for the alienation of the citizenry from the process conceived as having public – as opposed to private – interests as its focus.

One of the greatest failures of planning in the developing world has been its inability to respond to growing poverty and exclusion. Planning dealt with the world through planners' eyes, and planners rely extensively on data. The formal economy produces data, but by definition, the informal economy and society is less likely to. Therefore, the burgeoning informal sector was not fully included in master plans, and its unpredictable evolution played a significant role in rendering plans obsolete. Thus the obsession with formal statistics contributed to the failure of planning to deal satisfactorily with one of the major issues of the time - that of urban poverty.

The Alternatives

Sectoral programmes and projects took the place of planning. They produced identifiable outputs with tangible social, economic and environmental benefits delivered in time and within budgets.

The implementation failures of planning also led, initially at least, to an increased focus on management at city level. The limitations of the managerial approach, with its focus on technocratic capability, thereafter gave way to a concern for governance. Management and managerialism were outflanked, just as planning had been, by an inability to respond fast enough to changes in the external environment. Management might be more realistic and efficient, but not necessarily forward looking. Governance, with its emphasis on participation and inclusion, responds to the growing demand from civil society to address the needs of the poor in a manner that reflects their priorities, not just those of planners, technocrats and administrators. Various global programmes such as UN-HABITAT's Urban Management Programme and the Sustainable Cities Programme have pioneered techniques of participatory urban decision making with a sectoral focus on themes such as the environment, poverty and gender.

The revival

So, just as we may have been considering its demise, everywhere there is an expectation for a revival in urban planning. This was evident in a vigorous debate at the Second World Urban Forum in Barcelona in September 2004. The revival of planning has been evident for some time throughout Western Europe, where new approaches to strategic and economic planning have incorporated spatial planning components.

The main reason for this is the recognition that planning is a much-needed integrative mechanism. Choices need to be made between infrastructure sectors, and where there are discontinuities between financial resources, sectoral strategies and projects that need to be reconciled, a "clearing house" function is required to allow development objectives to be achieved. Urban planning can fulfil this function at city level.

Inclusion

The new urban planning system is part of the governance agenda. Planning pioneered public consultation, admittedly often in an anaemic and ineffective form, long before sectoral and economic planning agencies ever contemplated it, so it is not something that is entirely new. New planning practices around the world wholeheartedly embrace participatory approaches. They recognise that the expert-driven decision making processes of the past were an important factor behind ineffective planning.

The new urban governance agenda is also unambiguously pro-poor and inclusive. It accepts that one of the reasons why the poor are poor is because they have been excluded. Urban planning has been seeking ways of bringing ordinary citizens, and especially the poor, into decision-making processes, using participatory mechanisms to ensure their needs and priorities are explicitly recognised. Indeed, contemporary urban planning is increasingly accepting the notion that planning is not normatively neutral - that its achievements must be measured against broad societal goals and values such as included in the inclusive principles of UN-HABITAT's Global Campaign on Urban Governance. Key thinkers say it is essential that new urban planning engage with the long neglected informal sector in the developing world. But planning's engagement with the governance agenda, is not the only strand that constitutes the emergent paradigm.

Implementation

There is also a concern with implementation - the Achilles' heel of master planning. Strategic planning practice, which is becoming the dominant methodology, involves a move away from comprehensiveness towards focusing on priority urban problems. Subsequent action plans embody realistic budgets and time-frames. It is through such means that planning can again become relevant and affordable to developing countries where traditional planning had become too expensive.

The future

But the architecture of the new planning is not yet fully formed. The new planning will not be as immutable in conception as the old. Indeed, the old still has much life left in it. Master planning is practised and successful in a number of high economic growth countries, particularly in Asia, that have strong traditions and cultures of central control and direction accompanied by clear, simple visions and long term planning backed by substantial government investment.

The term *strategic planning* means many things to many people. Some see it as a means for setting a vision for the future, others as a means of focussing on large-scale priority infrastructure projects. It is also seen as a means of binding technical rationality into political decision making.

City development strategies supported by various UN-HABITAT programmes vary from place to place. There is no ready-made formula. UN-HABITAT's Sustainable Cities Programme, which embodies many of the elements described above, provides guidance on how local authority departments and civil society can work together. But this is based on principles of voluntary cooperation. It may be that such voluntary collaboration runs against the grain of many institutions. Insofar as planning is marooned in dedicated land use departments, the possibilities of being strategic may be still-born.

And finally, what about planners themselves? Are they up to the job? Can they move away from an obsession with control and expert knowledge towards a flexible approach that emphasises knowledge of the socio-economic environment, and social entrepreneurship that promotes interaction with civil society? Unless there is a transformation of planning practice and education to reflect these new realities, strategic planning may remain a good idea - just that and no more.

Paul Taylor is Chief, Urban Development Branch, UN-HABITAT

Urban Planning in Dar es Salaam: A paradigm shift

By David Kithakye

By 1989, the ten-year-old Master Plan of the City of Dar es Salaam had become obsolete. Most of the assumptions underlying the plan were no longer valid in the light of the social, economic and policy changes, which had been going on in Tanzania since the preparation of the Master Plan.

The City's social and physical infrastructure had deteriorated very badly. The Master Plan had not worked. A change was therefore needed to prepare a plan that would work and remain sustainably relevant.

The introduction of the Environmental Planning and Management process in the Sustainable Dar es Salaam Project (SDP) marked the beginning of a new planning approach. The Environmental Planning and Management process led to building collaborative bridges between different stakeholders in the public, private and popular sectors, as well as within institutions and communities. The collaboration promotes the sharing of knowledge and capacity building among stakeholders.

More important, stakeholders have the opportunity to genuinely participate in decision–making, the planning and implementation of self-improvement initiatives. The process resulted in empowerment of the communities, building of social trust among the stakeholders and a Strategic Urban Development Plan (SUDP) prepared through a consultative process.

The SUDP documents the shared vision of the City of Dar es Salaam, outlines the strategic development issues, proposals for environmentally sustainable development including urban renewal projects, and the methodology of its preparation.

In the preparatory process all stakeholders were engaged and committed to the output. But the fact that the SUDP has yet to be adopted as the legal replacement of the Master Plan is probably a weakness to be recognised. It has, however, been guiding the development of the City of Dar es Salaam with a difference and has been achieving results.

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A Commonwealth perspective

By Cliff Hague

Urban development is wound up with issues of poverty. UN-HABITAT figures indicate that the world's urban population increased by 36 per cent in 1990s, and between 2001-31 the urban population of the developing world will double to about 4 billion people, an increase of about 70 million per year.

Ninety-three per cent of the additional urban population 2000-2015 will be in less developed countries; 75 per cent of the growth is expected to be in cities of 1 million to 5 million; rural populations will barely increase and are expected to decline after 2020; one person in six lives in a slum. On present trends, the figure will be one in three by 2033.

How will another 1 billion urban residents over the next 15 years affect the environment? We can expect more land conversion from agriculture and forests; extended urban ecological footprints and "heat island" effects - e.g. increased run-off; greenhouse gases and climate change.

Everywhere it is the poor who live in the most hazardous locations. In the rich countries the spread of cities and the associated energy costs and greenhouse gas emissions impact on global climate. Patterns of land use and transport in these countries are an important contributor in sea level rise and the incidence of the extreme weather conditions. The impact is most severe on small island states and countries vulnerable to flooding like Bangladesh.

What can be done?

The message of the Commonwealth Association of Planners (CAP) is simple but needs repeating:

- We share one planet
- There can be no sustainable development without sustainable urbanisation (in the rich countries as well as the poor countries)
- There can be no sustainable urbanisation without a new form of planning
- That form of planning has to be pro-poor

So how do we begin to change planning? I suggest an acronym – SIPICE – because planning needs to be *Strategic, Integrative, and Participatory in intent, and Inclusive, Creative and Equitable*.

Much of what passes for planning is actually regulation of development in a routine, administrative manner. Scarce professional resources are frittered away in futile attempts to micro-manage land use. Out of date, detailed plans encourage haphazard development, and mean that infrastructure is underprovided and follows development. Such "planning" favours speculators and squeezes the poor.

In contrast, pro-poor planning should be *strategic* and integrative; put economic development, markets and people – not buildings – at the core of planning. Big urban growth is going to happen. It should be where people want to live and where businesses want to develop – unless such places are dangerous or threaten essential ecological resources. Plan the major transport networks and hubs and allocate more than enough land for development. Development will follow infrastructure.

Planning needs to be *integrative* of, and to express the development intentions of business and infrastructure providers. Planners need spatial understanding, and skills of synthesis, communication and negotiation. To contribute to poverty alleviation, plans need to be integrated with services such as education, housing and community work –

not standing apart. Work across the divides: listen, link and add the spatial dimension to the other discourses. It's a demanding job.

Pro-poor planning means moving from public participation to *participatory* planning. Participation that is not based on awareness of patterns of inequality is likely to exacerbate inequalities.

Inclusive planning recognises that the poor are not a homogenous group. They are differentiated by age, gender, length of residence, ethnicity, and forms of physical or mental handicap. The team at Heriot-Watt are writing a Good Practice Guide on *Planning for Diversity and Equality* for the government in the United Kingdom.

Our Good Practice Guide will show how to work for *equity*, for instance, through audit plans that assess impacts on different groups and areas, use of monitoring to demonstrate equity in treatment, and ensuring equity in recruitment and promotion within planning organisations.

The culture of planning must change and is changing. The CAP (www.commonwealth-planners.org) is keen to take this agenda forward.

Cliff Hague is Professor of Planning at Heriot-Watt University, Edinburgh and President of the Commonwealth Association of Planners.

The Commonwealth Association of Planners

The Commonwealth Association of Planners deals with the planning and management of settlements and regions across the Commonwealth. Professional organisations of urban and regional planners across the Commonwealth are members. CAP is a forum for creative ideas and practical action to make healthy, attractive and competitive towns, cities and regions. It has a website that includes, news, papers, lists of contacts and events. It also produces quarterly newsletters that carry news and articles from across the commonwealth.

CAP engages with other professions and non-governmental organisations within and beyond the Commonwealth to promote awareness and action for sustainable human settlements. It supports the work of UN-HABITAT and of Commonwealth Habitat through involvement in their events and activities. It also uses its extensive network of practising planers and planning researchers to work on projects with international development agencies.

CAP is open to membership and support from many different types of planning organisations. For more information, visit the website: http://www.commonwealth-planners.org.

Making city planning affordable to all countries

By Daniel Biau

The death of urban planning

Conventional urban planning or master planning almost passed away in the mid 1980s, particularly in developing countries. Many reasons explain this not so sudden "death":

- In terms of process, urban plans were designed by bureaucrats and experts, generally ignoring political and social dynamics of the city. City planning was a top-down technocratic exercise, not too different from economic planning.
- In terms of product, urban plans were essentially spatial zoning and land-use maps, not associated with investment planning and resource mobilisation.
- In terms of implementation, urban planning was generally blind on institutional issues such as the relationship between sectoral ministries, and between central and local governments. It did not associate long-term goals with daily city management constraints and short-term priorities.
- In terms of strategy, urban planning tried to go around the need for policy and legal reforms, and often unquestioningly accepted existing situations. Consequently, it failed to address the root-causes of many urban problems.

As a result of these limitations, most Master Plans were simply not implemented. Many still lie in the archive unit of Urban Development Ministries and Town Planning Departments.

The international debt crisis of the early 1980s dealt a fatal blow to traditional urban planning as structural adjustment programmes (SAPs) were imposed in many developing countries. Under SAPs, governments had to slash social spending, including on basic services in order to repay their debt. Urban planning became irrelevant as there was nothing to plan.

The revival of city planning

Planning came back through the environmental window in conjunction with the Earth Summit held in Rio de Janeiro in 1992. UN-HABITAT was one of the agencies that re-appraised urban planning and subsequently introduced participatory planning and management as an element of good urban governance. At the Istanbul City Summit, while urban planning did not figure as a key issue in its own right, it was in fact subsumed under the broader urban governance framework which emerged as the main outcome of Habitat II. This new planning was expected to meet the following criteria:

- In terms of process, urban plans should be prepared in a democratic way, involving civil society organizations and all concerned stakeholders. Experts should mainly play a facilitating role.
- In terms of product, strategic plans or City Development Strategies should replace master plans. The focus should be on a shared vision for the city (linking social development, economic productivity and environmental protection) and on multi-partner action plans to translate this vision into reality by addressing priority issues.
- In terms of implementation, local authorities should be in the driving seat as the level of government closest to the citizens. Powers and resources should be decentralised and local capacities strengthened. Planning and urban management should be closely integrated.
- In terms of strategy, planning should be considered as a tool, its effectiveness dependent directly on the quality of the urban governance system. Good governance and appropriate urban policy should almost automatically lead to good planning.

Several programmes of UN-HABITAT, such as the Urban Management Programme and the Sustainable Cities Programme, have demonstrated that this new type of city planning is feasible provided it is focused, locally-owned and politically supported. However it seems too early to claim that urban planning is back on the global development scene.

Can urban planning become affordable for all?

The new planning approach promoted by international organisations and already adopted by several developed countries, is a complex process requiring a lot of discussions, commitment and continuity in leadership, and adequate capacities at different levels. This process is hardly affordable by least developed countries (LDCs) which lack institutional capacities, financial resources and often clear policies.

The challenge, therefore, is to identify and promote a minimalist approach to urban planning, i.e. an approach that would generally respect the above-mentioned criteria while simultaneously focusing on very few top priorities considered as essential for guiding urban development. This concept could be called "affordable participatory planning". By definition, the minimalist planning approach should not be comprehensive but selective:

- The process should mobilise civil society and political organizations in the definition of the vision ("the city we want") and priority areas ("hotspots") through popular consultations;
- In terms of product, it would usually prioritise infrastructure development with emphasis (especially in LDCs) on primary road and water networks and on pricing and municipal finance;
- Implementation should include a strong component on institutional strengthening, particularly at the local level;
- The strategy should preferably be associated with a review/reform of urban governance legislation, rules and practices.

Of course minimal planning requires maximum political commitment to ensure impact and sustainability. With such commitment, urban planning can certainly become affordable and useful. But planners should also accept to play a more modest and more targeted role in the management of urban affairs.

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Mega urban regions: marrying planning, politics and the economy

By Jos Maseland

After 1945 the predominance of discrete national economies and relatively self-contained cities steadily diminished. In the advanced economies the combined dynamics of demographic growth and Modernist planning ideology caused dispersal of population and economic activity beyond urban boundaries.

In the early 1960s, urban sprawl had become the dominant trend in most of the advanced economies and new urban spatial configurations started to emerge. Cities in geographic proximity connected through their sprawl into continuous urban clusters. The first such agglomeration was the Washington-Philadelphia-New York-Boston *megalopolis*. Large regional urban clusters and mega-urban regions soon materialized in every continent: Germany's Rhine-Ruhr conurbation, the Randstad in the Netherlands, Brazil's São Paulo-Rio de Janeiro urban corridor, the Hong Kong-Guangzhou area in China, the Lagos-Ibadan corridor in Nigeria and the Gauteng/Johannesburg province of South Africa, to name a few.

By 2000, a global pattern of urban agglomerations had evolved with some 400 city regions of one+ million inhabitants worldwide and 20 mega-urban regions exceeding 10 million people. According to UN-HABITAT's Global Report on Human Settlements 2003, by 2015, about 1.47 billion people (20.6 percent of the global population) will be living in city regions exceeding one million inhabitants and 340 million people (4.7 percent of the global population) in mega clusters of 10+ million.

With nearly all global demographic growth now concentrated in developing countries, the extended metropolis is becoming a major feature of the developing South. Useful as they may be as demographic absorbers, metropolitan regions, by their sheer size, create complex and multifaceted problems on scales never experienced before.

The greatest challenges of the mega-urban regions are the result of a lack of political and administrative definition. It makes for a planning nightmare. But evidence indicates that megaurban regions *can* be sustained without political or economic collapse if the focus is on improved management rather than on technological fixes.

Nearly all 'megacities' contain a multitude of local governments, municipalities and special purpose bodies. Metropolitan Chicago, for instance, has more than 1,100 local government bodies that more or less operate independently, creating both governance voids and jurisdiction overlaps. Similarly, in 1959, Robert Wood already referred to New York's 1,400 governments. The very term 'megacity' as such is misleading in itself and is pointing at the core issue. It classifies urban regions by population size without acknowledging the separate political or administrative units they contain. The 'megacity' is rarely the single administrative body the term appears to imply. There are only two single municipalities with 10+ million inhabitants: Mumbai (11.4 m) and São Paulo (10.4 m).

Greater Tokyo (26.4 million people) is considered the world's largest city. However, the creation of integrated, urban-based regional economic platforms is rapidly leading to hyper-agglomerations that defy comprehension. Hong Kong, for instance, through the integration of the Hong Kong Special Administrative Region with Guangdong, the Shenzen Special Economic Zone and extension into the Pearl River Delta, is rapidly developing into a hyper-urban region with more than 100 million inhabitants. The Delta Metropolis of The Netherlands, the Flemish Diamond in Belgium and the German Rhine-Ruhr area are becoming a single, integrated European mega-urban region, as is 'Megalopolis England' (London, Birmingham, Liverpool, Manchester, Leeds and Sheffield).

It is clear that urban management and planning practices that worked for traditional mono-centric cities are hopelessly inadequate for managing multi-municipal, poly-centric city regions. It leads to highly fragmented urban governance that now characterizes most metropolitan areas. Critical urban governance voids, function duplications and coordination issues have in many countries been compounded by steadily diminishing central government influence over urban policy - in the North due to decentralization policies, and in the South because of lack of funds and capacities in the face of rapid urbanization.

Fragmented governance of poly-centric metropolitan areas has become the world's most serious urban policy challenge.

Public policy, cooperation and planning set the upper limits of gains to be reaped from urban agglomeration. With urban management increasingly becoming a matter of policy and coordination at the urban-region level, experiments with supra-municipal governance and regional councils are underway worldwide. To date, there are few success stories.

But metro-wide and urban region governance cannot be isolated from broader politics and economics. Regional governance, inclusive of new layers of authority between the local and national level are difficult to realize due to the resistance of vested interests and inevitable restrictions to policy-making at lower levels. Furthermore, positions on governance vary with ideology.

In Europe and Canada, metropolitan governance focuses on communities, equality, solidarity, and urban management efficiency. The United States tends more towards individualism, market-led competition and free choice. Further ideological complications arise in situations where central and metropolitan governments adhere to opposing political philosophies.

But regardless of ideology, metropolization trends indicate that local actors need to redefine their thinking about territorial planning, social exclusion, economic development, the environment and even democracy at the local level. With governments compelled to devote increasingly more resources to the built environment, a number of societal policy issues are emerging. In the 21st century the human condition remains threatened and fragile. If no attention is paid to ideology, particularly that part of urban ideology that seeks equality and justice, the cities of the 21st century may become social battlegrounds.

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Agenda for a new urban planning strategy

By Eduardo López Moreno

In the developed world, conventional urban planning has managed to produce effective, economically viable and habitable cities over the last 30 years, perhaps even longer. The planning process was often framed around questions like: where are we now? Where would we like to be? How do we get there? How do we track our progress? What action must we take to get there?

This type of conventional urban planning worked in stable political and institutional environments with well-coordinated mechanisms, sound development strategies, functional markets and effective intervention strategies to address market failure.

In these cities, *the plan* (and other related urban planning tools) served to demarcate the areas of protection, maximise the economic base of the city and reduce risks of natural hazards. The *plan* therefore plays a larger role than being only a socio-spatial model of the city. It has multiple functions:

- *technically,* it is a visual portrayal of the city now and tomorrow that relies on urban information to facilitate decision-making and define priorities of intervention.
- *sociologically,* as a "code of social conduct" that orders actions, encourages certain activities, and punishes transgressions. It is a tool to organize both space and society.
- *politically*, it is the written expression of political commitments and compromises that help to build consensus and social and economic stability.
- *economically,* it is a blue print that defines and regulates the modes of use/appropriation of local resources (i.e. land, water).
- *Culturally,* it provides a frame of reference for the different actors that comprise the city, and helps define their actions in an agreed societal environment.

All these aspects are possible because of efficient structures of governance that clearly link actions to resources, and the complementary roles of governments at the local, regional, and national levels. Conventional planning in the developed world has been instrumental in avoiding serious conflicts of interest, producing cities that are, despite important social and economic problems, to a large extent, inclusive and productive.

With few notable exceptions, in most of the cities of the developing world, urban planning has not managed to create equitable and sustainable urban growth. Cities are far from achieving their potential, and only a handful work as effective engines of growth. Today, the reality in many African, Asian and Latin American cities is manifest in high crime rates, limited basic services, precarious shelter, and local authorities ill-equipped to manage the rising demands. In fact, most citizens have lost their faith in local institutions, local governance and urban planning.

Despite impressive technical and technological advances in urban planning, positive changes in developing cities can only be expected if personal values, ideas, ideology and make-up do not detract from the vision of the future. Currently, *urban plans* are mere drawings that lack the sociological, political, economical and cultural ingredients indicated above.

A new approach to strategy development and planning in developing countries needs to recognize that plans are not and should not be the ultimate outcome of the planning process. A fresh understanding of strategic thinking and planning in poor and developing countries is required to generate the outcomes fundamental to the future of the city. Among the wide range of available methods and technologies, the most promising are those that transform data into information and thereafter into urban policies, such as:

- *Local and national data systems* that collect and analyse comparable, reliable and up-to-date information at city and sub-city levels. This can be done through local observatories that produce and disseminate information.
- *Small area statistics:* Pockets of poverty in cities, populations at risk and areas of exclusion can be identified if the information is disaggregated at appropriate levels (e.g. neighbourhood). There is a need to produce local data for local problems, and small area statistics techniques and intra-city analysis can help to allocate resources where they are most needed and keep track of improvements.

A satellite image showing part of the city of Hargeisa in Somaliland ©: Quickbird

- *Satellite mapping and remote sensing:* High-resolution satellite images are increasingly becoming available. These can serve as an objective data source of the current land use in a city (see the image of Hargeisa below). They are extremely useful for identifying new settlements (e.g. slums in peri-urban areas), forecasting urban growth, estimating population densities or mapping hazard areas.
- *Geographic Information Systems (GIS):* Large amounts of geo-referenced data-sets can be mapped into different information layers on key issues such as social development, infrastructure, environmental degradation, poverty or traffic flows. This tool can facilitate planning discussions among different stakeholders and even participatory mapping.
- *Information-based planning systems* that use urban indicators data and GIS technology for strengthening city management, policy-making and governance.

These tools and techniques are deployed in a very limited way in developing countries. In the cases where they are used, the emphasis is often on production of "fancy" maps with general prescriptions. Fundamental ingredients such as broader social and political participation, accountability and transparency often lag far behind these great technological advances.

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Revisiting urban planning at the Second World Urban Forum in Barcelona

By Shipra Narang

Urban planning has often been blamed for failing to respond adequately to changes in the pace and scale of urbanisation, or to phenomena such as widening inequalities, rising crime or the deteriorating physical environment of cities. Many argue that planning as a concept has been superceded by that of "good governance."

In a lively discussion at a networking event entitled, *Urban Planning Revisited* on 17 September 2004 during the Second World Urban Forum in Barcelona, perspectives on planning in Africa, Europe and the transition countries were debated. It was clear that urban and spatial planning has come full circle with growing recognition that sustainable urbanisation is impossible without effective urban planning.

"Planning is imperative, but it needs to be based on knowledge rather than technique," said Professor Akin L. Mabogunje, Chairman of the Presidential Technical Committee on Housing and Urban Development of the Nigerian Presidency. Whatever the model adopted, he said, planners needed to understand the political economy of the society, customary land ownership systems, how modern land markets function, and the social context within which they prepare plans.

Indeed, there is no single planning model. Master plans still reign supreme in many parts of Asia, such as India and China, and in the transition economies. Detailed spatial planning and stringent zoning are the order of the day in countries with limited land for urban development like, for example, Japan and The Netherlands. But strategic planning approaches with a focus on public-private-community partnerships are gaining ground in countries of the north as (e.g. The Netherlands, United Kingdom), well as the south (e.g. Brazil and South Africa). The question now being asked, is whether there is anything that brings these diverse planning approaches together?

Professor Cliff Hague, of the Commonwealth Association of Planners, cited the fact that a common problem with planning today was that it was not really undertaken by planners. Urban planners in-creasingly operate as regulators and administrators, rather than thinkers and strategists. He said there was growing realisation that urban planners had to refocus on addressing socio-economic inequalities, making cities more inclusive, and ensuring sustainable development.

"In a situation where governments cannot govern, is it a surprise that planners cannot plan?" asked Mr. Rod Hackney, former President of the International Union of Architects. Planners, he said, had to use their skills to develop contextually appropriate models, and work with communities with the ultimate aim of empowering them.

Mr. Gert Ludeking, UN-HABITAT's Chief Technical Advisor in Kosovo, said that special plans could go wrong in the absence of a modern legislative and regulatory framework, and where local capacity to develop new plans was limited. He said this was exemplified by 7,000 illegal and irregular constructions in Pristina, the capital of Kosovo. With no straightforward solution in sight, such a situation requires long-term vision needs combined with action projects to address immediate "flash-points". It is where strategic planning becomes imperative.

The debate in Barcelona revealed that the basic issues in both developing and transition countries are not very different. These range from a legacy of centralised, top-down planning, demoralised and disempowered local authorities and planners, an urgent need to deal with situations of conflict between communities, the significance of an equitable land market, and the importance of addressing informal settlements to the imperative of applying and incorporating good governance into planning.

Many countries in the North have brought good governance into their planning recently. For example, the inclusion of participatory processes in land use planning regulation in Finland is as recent as the year 2000. Gender concerns, especially the issue of participation of women in planning processes, still remain to addressed in many countries.

An interesting approach of "marrying" governance and planning was offered by Mr. Andrew Boraine, Chairperson of the South African Cities Network. Spatial planning as a concept has been

In a packed convention room at the Second World Urban Forum in Barcelona, the audience listen intently as panelists discuss the complexities of urban planning in the modern world. Photo ©: UN-HABITAT.

replaced by "integrated development planning", with a strong focus on public participation and action projects. Spatial plans exist, but are subordinate to Integrated Development Plans.

The debate reached three main conclusions. First, that planning and governance are inextricably linked. Strategic planning is essentially an exercise in effective, efficient and participatory governance, and spatial plans are one of the development tools available.

Second, planners need to develop their skills in a manner that emphasises knowledge and understanding of the socio-economic context, as well as techniques and tools. They need to aim towards reducing inequalities, improving sustainability, and promoting equitable access to land.

Finally, planning has an important role in reconciling the growing diversity and conflict in today's world. The needs of women and men, rich and poor, different ethnic and racial groups, the marginalised and the vulnerable, must be addressed adequately through planning solutions.

The planning profession is currently in transition. The World Urban Forum discussion brought together regional voices and perspectives on planning, and helped to share the approaches employed successfully in different parts of the world. It also helped to establish linkages between UN-HABITAT and planners' networks, such as the Commonwealth Association of Planners and the Canadian Institute of Planners, with a view to holding a wider debate on these issues at the Third World Urban Forum in Vancouver, in 2006.

Shipra Narang is an Associate Human Settlements Officer with UN-HABITAT's Urban Governance Section.

Bringing informal settlements into city planning

By Diane A. Dumashie

The International Federation of Surveyors (FIG), led by Surveyors in Spatial planning and Development (Commission 8), is currently developing a statement on the capabilities and roles of land economists and planning surveyors in the process of improving the lives of 100 million slum dwellers by 2020. It will be published in 2006.

FIG is a UN-accredited NGO which represents the interests of surveyors throughout the world. The federation achieves its work through technical and professional commissions, each of which is concerned with a different aspect of the multi-disciplinary work of the land economist and surveyor.

Commission 8 work is inextricably linked to the geography of people and focuses upon settlements, disaster management and public-private partnerships. Spatial planning development surveyors concentrate on policy, project development management and research arising in urban and peri-urban areas, typically linking economic decision making to physical planning strategies in city plans, with the ultimate objective of achieving sustainable urban development.

Commission 8 activities are carried out through four working groups. Working Group (WG) 8.3 concentrates on supporting development in the informal sector. This Group is leading a cross-Commission effort to explore how members of FIG can contribute to the challenge of the city planning and development process, in partnership with international agencies and local governance institutions.

The work of Commission 8 will lead to a publication to be presented at the FIG World Congress to be held in Munich in 2006. It will set out the Commission's view on the issues arising in informal settlements, collating into one single document the multi-disciplinary facets of land economics and surveying. It will also examine how members of FIG could increase their awareness so that they have the appropriate knowledge and skills for good project planning and management based on city context, needs and resources. It will draw on international case studies in participatory planning promoted by lead programmes and organisations such as UMP and UN-HABITAT.

The publication will also identify in detail, potential areas of collaboration

Under the Sustainable Dar es Salaam Project (SDP) informal construction like that shown in this picture is intended to give way to a better planned city for all. Photo ©: UN-HABITAT.

with branches of UN-HABITAT (particularly Urban Governance and Security of Tenure Campaigns) in managing the development planning process to integrate informal settlements into city planning and governance strategies. Finally, it will seek to establish the next steps of a pragmatic and practical approach to take the resulting conclusions forward over the period 2006-2010.

Dr. Diane A. Dumashie is the Chair of FIG's Commission 8 on Spatial Planning and Development

Geographical Information Systems for city planners

By Martin Raithelhuber

Urban planners in a Kenyan town were recently surprised by the discovery that several large buildings in the city centre had been built right across access roads and road reserves. During a period of rapid urban growth, this development had gone unnoticed by the local authority which did not have the means to update old city maps.

To cope with such a rapidly changing urban situation, the city introduced a Geographical Information System (GIS) that links plot boundaries with digitized information on buildings and roads. The system uses a high-resolution satellite image that can focus down to 1 metre. It thus enabled new urban development to be immediately detected for appropriate action. As our cover photo shows, UN-HABITAT is able to similarly assist the northern Somali city of Hargeisa using the latest technology.

Similar situations exist in many cities in developing countries. Often, maps date back to colonial times, and information on even the most basic amenities such as water connections is fragmented, incomplete or misplaced. Bringing together this information into a unifying system, which is based on an interactive electronic map, allows policy-makers and planners to pin-point problem areas and target their scarce resources more efficiently. Often, the most vulnerable groups living in informal settlements are not even visible in official records.

Satellite images in combination with GIS analysis can help those most in need because they show slums where they are, rather than where people might think they are. The GIS maps are a powerful communication tool that can easily be understood by non-technical people or even illiterate persons. Participatory planning becomes a reality when disadvantaged citizens can help map and plan their own neighbourhood together with the local authority using a simplified GIS interface.

Martin Raithelhuber manages UN-HABITAT's 1000 Cities GIS Programme

An African Perspective

By Akin L. Mabogunje

In African countries the pace of urbanisation has been so rapid in the last half century as to overwhelm any attempt to control or direct it through the use of urban planning. Traditionally it has depended on the formulation and production of master plans and even of strategic planning as the preferred methodology for guiding and directing the growth and development of cities.

The methodology of master planning, however, assumes a relatively slow pace of urban growth whilst that of strategic planning is closely tied to investment decisions.

Indeed, it is estimated that by the year 2025 more than half the population of the African continent will be living in urban centres and particularly in metropolitan areas and megacities.

It is the inadequacy of these present approaches in guiding such rapidly changing urban growth and development that has cast considerable doubt on the future of urban planning especially in Africa. Moreover, given this rapid rate of growth, governments in many developing countries have been unable to meet the demands of the heavy streams of migrants and even of existing residents of cities for decent housing and gainful employment. The result has been the domination of informal sector activities in the economy of their cities, and the mushrooming of slums and shanty towns.

To improve on the situation, it is believed that there must be a decisive shift of emphasis towards decentralisation and devolution of power and resources to local governments and greater inclusiveness and participation in decision-making of neighbourhood communities within each urban centre. Only such a shift could make for effective urban governance which responds to the increasing diversity and multiculturalism of cities. It would have to deal effectively with wide-ranging environmental problems, promote greater willingness on the part of residents to meet their civic responsibilities of paying taxes and rates, and ensure greater accountability on the part of the municipal authorities to all the residents of the city.

In such a context, the future of urban planning can only be assured if, in its turn, it goes through a paradigm shift towards more adaptive planning based on a deeper knowledge of the people and of the physical, economic, social and political systems of the city.

Two experts, Bent Flyvbjerg of Denmark and Lisa Peattie of the United States suggest that the type of knowledge required such adaptive urban planning must derive a lot from what Aristotle defines as *phronesis* or the knowledge of what to do in particular circumstances. This is to be distinguished from episteme or universal knowledge and knowledge of the art or craft of doing things. It is such a significant paradigm shift that can

enable urban planning to build on its present strength and correct existing weaknesses, especially in respect of guiding and directing development in rapidly growing cities such as those in Africa.

Ms. Peattie, in fact, suggests that the type of knowledge that the urban planner will require in meeting the challenges of the situation in many developing countries will constrain him to focus on a number of methodological issues such as values, power, closeness, minutiae, practices, concrete cases and context. It will entail urban planning going beyond just land-use or physical planning to a concern with collecting and analysing social data based on cadastral units in each and all the neighbourhoods in the city, such that its activities covers not only the development of new areas of the city but extends simultaneously to the renewal of the older parts of the city and the slum upgrading of peripheral shanty-town areas. Indeed, slum upgrading must be seen as a central task of urban planning in this situation since this is the most important means of integrating spatial development in the city as a whole. This will also entail using some of the most recent information and communications technology such as satellite images, geographic information systems and global positioning systems to reduce the costs of these activities.

Such a shift in the methodology of urban planning will ensure that it plays a pivotal role in promoting and deepening the growth of an urban land market, which gives some economic and exchange value to even the relatively small parcels of land of the urban poor in shanty areas and enhances their capacity to respond appropriately and with economic rationality to the dynamics of urban land-use changes in the city.

It will also ensure that urban planning can be a vital hand-maiden of effective urban governance. It will help cities and metropolitan areas mobilize their population better for greater competitive effectiveness in a globalizing world where cities as well as nation-states are engaged in a veritable contest of attracting to themselves significant amount of foreign direct investments and employment-generating enterprises.

Akin L. Mabogunje is the Chairman, Presidential Technical Committee on Housing and Urban Development, The Presidency, Abuja, Nigeria.

In the bustling Senegalese capital, Dakar, urban planning combined with democratic governance sets it apart as one of west Africa's most modern cities. Photo ©: UN-HABITAT.

Europe and North America - community participation in planning

By Rod Hackney

Many new immigrants to Europe and North American cities migrate to the older inner cities, where they find the cheaper housing, either for purchase or rent, and where they can establish themselves close to others in a similar situation of starting a new life

Participatory planning – members of the Peckham Youth Forum researching accessibility of food shops in their area. Photo ©: Planning Aid for London.

in a new country. The housing though is often old, dating in some cases to 19th century, and thus in need of regular maintenance.

Despite inadequacies, these properties can be made into decent homes through community-centred approaches. What these communities require most is a good relationship with their local authorities including the planners, so they can consolidate their housing and immediate environment and build a secure footing in their new land. What an opportunity for community participation in planning and community empowerment! However, not everyone in local authorities agrees, and there is a danger that some of these communities will be bulldozed and the residents homes demolished as part of new mass clearance programmes.

The central government in the United Kingdom, which ceased mass re-housing initiatives in the 1970's, recently

launched the Pathfinder Programme. This programme began life as a reasonable attempt to address the issue of declining towns and cities where the collapse of the housing market resulted in negative equity in property and where repairs had became un-economic. However, some local housing authorities are using the Pathfinder programme as a reason to revert to mass demolition of complete streets and housing areas.

The residents of Hannah Street area of a small town called Darwen, just a few kilometres north of Manchester, find themselves on the front line, having received letters indicating that their property is unfit for human habitation. They have got together and formed DRAG (Darwen Residents' Action Group), in a panic move to hang on to their homes. The locals are made up of a combination of long established residents and newcomers. Race relations are good and crime is low compared to the newer estates. All the residents think it is a safe place to bring up families. To those who like long lines of stone buildings with slate roofs, they could be classed as part of a conservation area. Despite the fine architecture, the residents have been told that they live in slums.

Jozef, who is 80 years old, with

his wife Edna Jurkowski, has lived in his home for 40 years. He argues that it is a decent place to live out the rest of his life, and having improved his house, it will remain a good home for his wife.

Natasha Lea Jones, the DRAG Chair says, "we are fighting for them to leave us alone." The Council disagrees. Officials argue that even if all the houses were all brought up to standard, they would only be given a 30-year official life, whereas new houses are classified as having a 100-year life. Nothing though is mentioned of the human cost of disruption, the worry people will have to endure, and the weakening of a strong community structure. It is easy to condemn older housing and once the blight sets in, residents find their area is doomed. Mortgages dry up, financial institutions 'red-line' (decline to invest in) the area, some people get out quickly and their properties get boarded up. This spiral of decline caused by clumsy administration has to be halted.

There is an urgent need for sympathetic professionals, including Community Architects, to come and live and work in these threatened areas to help the residents cope, strengthen their networks, and persuade the Government to change its mind and give their homes a now lease of life.

Only when professionals live in an area, can they fully understand what a community is. Only when they understand the mechanics of how such communities tick, can low key improvements be made.

Whole scale destruction of viable communities will only be stopped when the acquired local knowledge is translated into planning. It is easy to condemn housing areas from a quick glance at computer statistics and pinpointing mass clearance areas that will qualify for central government money, which local authorities can then use to carry out demolition.

Easy really. But what has been achieved apart from human misery, and no guarantee that what will be re-built will be any better than what has been demolished?

Rod Hackney is a community architect and former President of the International Union of Architects

Planning bites the dust –
a cautionary tale from the American West

By Jay Moor

I was educated in a good planning school where social responsibility and public service were implicit. Through that education I came to believe that the main role of city planning is to help articulate collective values and to help discharge our fiduciary (trust) responsibility to future generations.

Without public planning, we have no mechanism to carry out these necessary functions. The market has little interest in subordinating itself to either the collective or the future. Politics is largely incapable of addressing future generations. And, religion can be capable of ignoring the collateral damage caused by bad behavior here on earth, promising a better existence elsewhere. Only systems of governance that rely on civic engagement, that envisage the future, that make use of objective analysis in setting policy, and that are willing to regulate the activities of individuals and corporations in order to move toward a shared vision hold the power that is planning.

In recent years it has been fashionable to declare planning moribund, useless, dead weight and even just plain dead. It was, so they say, a victim of its own irrelevance and of the incompetence of its practitioners. The evidence in the western United States was clear. Unbridled growth, urban sprawl, the dominance of cars and trucks, slum-like neighborhoods, environmental degradation, crime and nearly every other nasty problem was blamed on the failure of planning and of planners.

Planning 'out west' did not die of irrelevance or incompetence. It was murder, pure and simple. People receive the planning that their economies demand, and the western American economy wanted planning stone cold, face down. Land use planning was worse than bothersome. By the 1970's it was still a practical pursuit by which governments tried to carry out their responsibilities to current and future generations. This meant, among other things, incorporating the concerns of ecologists and sociologists into city and regional plans. It meant reflecting those concerns, based on good science, in regulations.

But the robustness of the western American economy in recent decades has been largely due to housing construction. A major factor in the highly competitive business of residential development is land cost. Distant and ecologically fragile lands tend to cost less on the market than vacant and peripheral urban plots. Planners, in their role as analysts, would point out that certain locations could not sustain development because of a lack of water, critical wildlife habitat, soggy soil, steep slopes or because they would be unserviceable from existing mains and facilities.

In the western US, where large tracts of fragile land were being bought up on speculation, building and development interests began to fight planning. First they fought the laws, invalidating zoning and planning ordinances on technicalities. Then they packed elected and appointed bodies with like-minded citizens, who happened to have real estate connections: engineers, architects, builders, lawyers, major land owners and developers themselves. These city councils, county commissions, planning commissions and zoning boards would often countermand the advice of planners without bothering to look for a good argument. They allowed housing many kilometers from existing development where it could not be served either with water or by fire brigades in case of fire. They allowed development on steep slopes where houses would slide into their neighbors after a heavy rain. They allowed variances based on the flimsiest of sob stories by shoestring developers.

In many western American cities and towns, planners no longer plan. They keep cadastral records up to date, manage the GIS system, sit at the zoning desk to answer questions and fight to retain their integrity. Meanwhile, the economy hums along. A problem occurs and it may be addressed, if at all, after the fact – after an aquifer has been polluted, a habitat destroyed, an historic district torn down or a slum formed.

In the American West, with some noteworthy exceptions, planning has failed only in the manner that life fails. Eventually there is not enough strength left for it to breath. In the 1960's the federal government made local development grants contingent upon the locality having a properly enforced development plan. In the 1970's, the federal government introduced 'block grants,' buckling to pressure from local politicians. This meant that the use of federal grant monies became discretionary, and eventually all general planning requirements were abandoned. The 1980's and beyond have been the heyday of unfettered business, which considered planning to be one of the most restrictive of fetters. Most states still require their municipalities to maintain development plans, but the content of such plans varies widely from state to state and from city to city. Enforcement is mostly a local responsibility and can be arbitrary and capricious. In one western state, a governor erased the category, *Planner*, from the state employment roster and removed all planners from policy positions.

Throughout much of Europe, planning has been more effective in calling development interests to account. Development has not been foreclosed by planning, it has been channeled. Look at the Netherlands and ask where it would be without rigorous spatial planning. But, again, a nation gets the planning its economy demands, and the Netherlands, with its water-based economy, could not possibly control its own water regime without land use planning.

Planning is a simple and powerful concept. It is a uniquely human activity that follows from our ability to anticipate consequences. To enlist it as a reactionary pursuit – only to help smooth the way for development decisions already made – is to kill it off by other means. Planning is what it is, and each society needs to assess its benefits and costs. My experience has told me, and I in turn tell this tale, that where greed and short term economic interests ignore future generations and where freedom to be irresponsible is valued over community need, planning will lie gasping in the gutter until it is finally swept away with other useless pursuits.

Jay Moor is a planner who has been through the land use battles in the western United States. He is Chief of Strategic Planning, UN-HABITAT.

Time for a new approach in India

By Jamal H. Ansari

Contemporary planning in India started modestly at the beginning of the 20th century in the form of piecemeal town planning schemes of beautification, road-side plantation, road widening, land sub-division and development. These efforts were largely physical in orientation, being mainly concerned with the arrangement of plots for residential, recreational, educational, health and other such activities.

To this day, the master plan is projected as the key official document for planned development of a town or city in India. But politicians, scholars, a section of academia and practicing planners have also been opposed to the master planning methodology and the long-drawn process which leads to grandiose plans that are never implemented.

While emphasising physical planning and civic design aspects, the Master Plan touches upon the social and economic dimensions of the proposals only peripherally. Little attention is paid to the importance of setting development priorities, in the light of the fiscal and administrative constraints of governments that are ultimately responsible for implementing the plans.

The regional context is often forgotten, and the essential symbiosis that exists between urban centres and the surrounding rural area is hardly ever considered. Critics also suggest that master plans, if truly comprehensive, should be able to show what integration and forethought can achieve in terms of resolving urgent needs of the urban community, while economising on scarce municipal funds and mobilising resources through partnerships. What emerges instead is largely a bundle of half-baked ideas incorporated into a proposed land use plan that planners insist should be implemented in its entirety, at all costs.

The process of preparing master plans is time-consuming, and the plans, even if meticulously prepared, are rigid and often outdated by the time they are enforced. The framers aspire to prepare "perfect" plans: once-for-all statements about the future shape of cities 20 or 30 years hence. In a rapidly urbanising world, the projections on which long-term plans are based often go haywire. The need for change arises almost as soon as the implementation process begins.

Furthermore, conventional master plans are prepared through a top-down approach, with limited participation of stakeholders and hardly any consultation with the private sector.

Even if well prepared with all the available inputs for satisfying the demands of logic and rationale, a plan that aims at addressing development needs in an integrated manner needs to be backed by a well-oiled administrative machinery, which simply does not exist. Instead, a plethora of organizations has emerged in the form of development authorities, housing boards, infrastructure development corporations, slum clearance boards, line departments of the central, state and municipal governments, and parastatal agencies such as water supply and sewage disposal undertakings and electricity boards. These organizations, instead of coordinating their efforts, are actually often found to be working at

The Delhi Master Plan of 1962 provided for a minimum plot size of 100 sq. yards (80 sq. metres approximately). But this was unaffordable to the large majority of residents. Likewise, in the most populous Indian state of Uttar Pradesh, the minimum plot size and infrastructure standards, specified at the levels established under the Regulation of Building Operations Act of 1958, were affordable only to wealthiest five per cent of households. The people who cannot afford these standards obviously have little choice but to settle in unauthorized colonies and squatter settlements.

cross-purposes and add to the problems related to implementation of the plan.

In many parts of the country, private developers are not allowed to engage in large-scale assembly, development and disposal of serviced plots. The entire burden of releasing additional serviced land in the market rests with development authorities. These agencies, however, are invariably unable to pace themselves up sufficiently to cope with the sharply increasing demand for serviced land, and end up being the chief cause for reducing the supply of developed land in the city. Yet another glaring example of a bad policy that genuinely reduced supply of serviced land in India

was the Urban Land (Ceiling and Regulation) Act 1976. This Act was to exercise social control over scarce urban land resources, with the ultimate objective of ensuring equitable distribution amongst various sections of society and avoiding speculative land transactions in cities. But, as a result of hurdles faced during implementation, the spirit and purpose of the Act was lost. Large chunks of urban land were entangled in legal battles and thus could neither be acquired nor brought to the market. The resulting shortages in supply greatly hindered the development process. The Act was ultimately repealed earlier this year.

According to the latest estimates prepared by the Town and Country Planning Organization of the Government of India, master plans have been prepared for some 2,000 towns and cities in India to date. Most of these plans have not been implemented. However, the irony is that despite the implementation problems of master plans, the main concern of town planning directorates and departments country-wide is to prepare more such plans.

Alarmed by the rising criticism of the master plan in India, the Ministry of Urban Development in recent years arranged a national conference on the theme, *Alternatives to the Master Plan.* After extensive discussion and debate over three days, the meeting concluded that the only alternative to the master plan is a *better* master plan! A more meticulously prepared plan, a structured plan, a strategic plan, an innovative combination of all these, or a new concept altogether? However, just thinking about an alternative plan concept will not be enough.

There is a need to think afresh about the broader urban management and governance framework, including institutional structure and capacities, coordination mechanisms, implementation procedures and resource mobilisation. There is a need for carefully thought-through, forward-looking land legislation and development policy. Without this the best-laid plans can come unstuck.

Jamal H. Ansari is the former Director, School of Planning and Architecture, New Delhi, India.

A view from Brazil

By Edésio Fernandes

There are many myths in the debate on rapid urban growth, especially in developing and transition countries. Two of these remain largely unquestioned.

First, that the growing process of socio-spatial segregation in cities is due to a lack of spatial development planning, and second, that spatial planning is ineffective, as most master plans, zoning schemes and urban planning laws are not properly implemented and often abandoned.

Apparently contradictory, such arguments express the frustration felt by urban managers, policy-makers, and above all by city dwellers who feel increasingly powerless in the face of the speculative, socially unjust, and environmentally unfriendly market forces and political interests that govern land use and development.

In many countries, the scope for State intervention through urban planning legislation is substantially limited by the prevalence of longstanding traditions of individual rights. Most cities in the developing world do not have comprehensive urban legislation expressing clearly defined urban planning values and spatial development policy directives. Indeed, many countries do not have national legal guidelines on land use and development.

More recently, another argument has gathered momentum: that where urban planning laws do exist, they have been socially ineffective or detrimental to the urban economy, and thus should be made more flexible or abandoned.

However, a more critical analysis of urban legislation justifies the argument that, far from being ineffective, urban laws have been a powerful factor in determining the process of socio-spatial segregation. Failure to enforce such legislation has resulted in range of problems. These include conflicting judicial interpretations, institutional inaction, social unrest over legal ambiguities, economic inefficiency and high urban management costs, mistrust of legal-political institutions, endemic corruption, and the development of informal justice mechanisms. Needless to say, all have contributed to maintaining the status quo.

Urban laws - from simple perimeter laws to complex zoning laws – have, however, worked well for economic interests that regard the city solely as place to make money. Master plans and spatial development laws may not work for the majority of the people in urban areas, particularly the most vulnerable, and they may not address other social, environmental, and cultural needs adequately. But, they have been instrumental in determining land values and housing prices in the formal market. In most cases, as for example in large cities such as São Paulo or Rio de Janeiro, urban laws have promoted a generous distribution of present and future economic land values to private landowners, without being accompanied by compensating value capture mechanisms and proper land taxation. Colombia is one of the few developing countries in which there is a consistent attempt at recapturing surplus value generated by urban legislation.

Urban laws have therefore also determined the place - and the space - for the urban poor who find themselves in areas no-one else wants or to which they do not have formal access.

In recent years, many cities such as Porto Alegre, Horizonte and Recife have approved increasingly sophisticated urban planning laws, but these have frequently contributed to the establishment of lengthy, bureaucratic, and costly procedures. They have also often failed to take into account the capacity of local government for action and urban management, monitoring and repression. As a result, they have been disrespected by rich and poor alike.

Reversing this situation will require significant changes in the rationale, content, and conditions of drafting urban legislation. A tradition of comprehensive regulatory spatial planning does not mean giving up on the idea of a regulatory framework altogether: the challenge is getting the regulatory framework right. The necessary balance would consist of regulating less or more in some areas or some processes, as well as regulating better in others.

There is also a need for significant change in the political-institutional process of urban planning and law making, so that there is a truly participatory and inclusive decision-making process at all levels. The simplification of criteria, standards, requirements, language and procedures is a must. An interesting example here is that of the successful Popular Urban Planning School started in Fortaleza, Brazil, by the NGO Cearah Periferia.

The Brazilian experience of urban law reform that has already produced the 2001 City Statute has given some indications of how this can be achieved. However, one of the main lessons to be drawn is that urban law and urban management have to be conceived together, under a comprehensive urban and land governance framework.

Above all, the enormous challenge before Brazilian cities, as well as other countries and cities that are promoting urban law reform, is to guarantee the enforcement of the newly approved laws. Urban planning is a very powerful process. If urban laws have long been capitalised upon by certain economic groups and have thus directly contributed to the process of socio-spatial segregation, the promotion of urban law reform may substantially contribute towards creating the conditions for more inclusive and fairer cities.

To put it succinctly, urban reform cannot be promoted without legal reform.

Reform of urban planning legislation and practice in Brazil

The 1988 Constitution recognised five inter-related rights - collective rights to city and spatial planning, environmental preservation, the democratic management of cities, social housing, and the regularisation of informal settlements.

Both the 1988 Constitution and the 2001 City Statute attributed to the master plan legislation the power to recognise the contents and reach of individual property rights. The urban law drafting process was both decentralised and democratised, and all municipalities with more than 20,000 inhabitants have to approve their master plans by 2006.

A particularly successful aspect of the Brazilian urban regulatory framework has been the creation of "Special Zones of Social Interest", corresponding to both urban areas occupied by consolidated informal settlements and vacant private land reserved for social housing programmes. Such zones have specific urban regulation and their own participatory management processes.

Edésio Fernandes, a Brazilian jurist and city planner, is co-coordinator of IRGLUS, the International Research Group on Law and Urban Space.

A new approach towards urban planning in South Africa

By Andrew Boraine

At the advent of the transition to democracy in South Africa in 1994, conventional master and spatial planning responsible for decades of racial segregation and *apartheid* spatial social engineering, was thoroughly discredited as a planning tool.

The focus since has been on the development of strategic planning tools over the past 10 years, at national as well as city level. A huge effort has gone into establishing an effective system of development planning in South Africa since 1994. This has included Integrated Development Plans (IDPs) – legal requirements for all municipalities since 1996. These have evolved into sophisticated instruments in some of the larger municipalities.

Municipal IDPs are required to address service backlogs and inequalities; co-ordinate and align all municipal resources to meet the economic and social needs of the community; involve the public through a process of participation; have indicators for monitoring and evaluation; and provide physical and spatial plans as subordinate components.

More recently, there has been a focus on a system of intergovernmental planning, coordination and alignment, based on the IDPs. The Government has a national IDP capacity-building programme for smaller municipalities.

Many South African cities, with their added resources, have become sites of planning innovation and creativity. City development strategies are now viewed as necessary and appropriate planning responses to the new challenges, high levels of complexity and rapidly changing circumstances facing cities, particularly as they become incorporated into the global economy.

Much of this city planning experience and information is collected and shared through the South African Cities Network (SACN), a knowledge-based network of the nine largest cities. The *State of the South African Cities Report 2004* provides an evaluation of the planning progress. It has identified a number of planning challenges facing cities. (*see Publications, page XX*).

South African cities and their partners have collectively identified seven

In many informal settlements in and around Cape Town, new roads are being built as part of new metropolitan plans to bring services to the poorest of the poor. Photo ©: Vincent Kitio/UN-HABITAT

strategic planning challenges for the next decade:

Challenge One: Linking long term vision to short term action plans. There is still a tendency to focus on short-term operational plans rather than a long term city vision – both are needed.

Challenge Two: An integrative framework for development. Each city has developed its own locally-appropriate strategic planning framework, which seeks to integrate the planning components in various ways.

Challenge Three: City-wide resource mobilisation. There is a need to differentiate between a municipal plan and a plan for the municipal area/city. Both are necessary. The former focuses on municipal resources, while the latter addresses a *collective city vision* involving all stakeholders. The main focus of the plan is to put governance arrangements in place between the public sector, business and civil society, based on an allocation of responsibilities with incentives for performance.

Challenge Four: Strong guidance for coordinated public sector spending and asset management. There is a need to focus on the full range of government interventions within a city area, and not just on municipal powers and functions. This means improving the alignment of all public sector initiatives, recognising the different forms that integrated planning can take, i.e. policies, planning cycles, expenditure, projects. It is particularly important to focus on the role of parastatals and public agencies.

Challenge Five: Integration and alignment of sector policies and plans. At city level, there are often insufficient mechanisms to 'mainstream' cross-cutting issues such as growth, poverty reduction, HIV/AIDS, transportation and envi-

ronment strategy, etc. It is important to find ways in which the plans of the different 'line function' departments can be coordinated through the city development strategy to lay the basis for making 'trade-offs' between plans, and confronting the problems of 'parallel planning'. This can be done by utilising outcomes-based planning.

Challenge Six: Planning beyond boundaries. Many trends affecting a city development strategy are global or regional in nature, and therefore have an impact beyond the area of municipal or city jurisdiction. In particular, there is a need to maximise urban-rural linkages in policy and planning.

Challenge Seven: Implementation. At the end of the day, well thought-out plans, be they master, spatial, strategic or community in nature, mean nothing unless they are implemented and make a difference. Professor Lyndsay Neilson of the Department of Infrastructure, State of Victoria, Australia, has identified a number of classes of instruments usually available to government, i.e. policy, legislation and regulation, fiscal, financial, institutional, public asset management, knowledge management, and advocacy and leadership.

Implementation strategies often do not cluster these tools together. For example, in South Africa, there has been a tendency towards an over-reliance on legislation, regulation, government expenditure and institutional restructuring to address various development issues. The challenge is to utilise, coordinate and align all instruments available to ensure implementation and delivery.

Andrew Boraine is Chairperson of the South African Cities Network.

Inclusive and strategic planning for Kosovo

By Gert Ludeking

Building democratic institutions that respect human and civil rights is a cornerstone of the ongoing international support to Kosovo. As Kosovo adjusts to market circumstances and requirements, integration, tolerance and social cohesion are principles that guide the process of strengthening its local and central government institutions.

Since the end of the conflict in mid-1999, Kosovo has taken halting but definite steps towards democratization. The Provisional Institutions for Self-Government in Kosovo, also known as the Kosovo Government and Assembly, are gradually becoming better prepared to manage the challenges of regenerating a stalled economy and reducing high unemployment, while maintaining the current fragile political stability.

An upsurge of ethnic violence in March 2004 and the simmering nationalism, however, are clear signs that democratization and stabilisation must be accelerated to prepare Kosovo for integration within the wider Europe. Congested cities, illegal construction and loss of quality of life are characteristics of most urban areas in Kosovo after the conflict in 1999.

UN-HABITAT has thus introduced a concept of *inclusive, strategic and action-oriented spatial and urban planning* in Kosovo. Adapting to international standards required new planning legislation, institutions and practices. Its outdated spatial planning legislation has been replaced by an inclusive and modern multi-disciplinary planning approach.

A new Spatial Planning Law was drafted with the help of UN-HABITAT and approved by the Kosovo Assembly on 3 July, 2003. It was promulgated by the Special Representative of the UN Secretary-General on 10 September 2003.

As one of the main principles of the new law, municipal planning departments are increasingly involving citizens in setting goals and priorities for local development. The spatial and urban planning approach today is oriented towards strategic planning and genuine public participation in all phases of spatial development. Both the public and private sector are expected to gain here because the inclusion of stakeholders in urban development is not only a civil right, but is also considered a useful means of increasing and direct urban investments.

With funding provided by The Netherlands, a guideline and training toolkit for urban planners on *Inclusive Spatial and Urban Planning* was drafted by UN-HABITAT as the basis for the ongoing training of approximately 95 urban planners from all 30 Kosovo municipalities.

This inclusive process is breaking with the previous "expert-driven, top-down" less transparent approach of master planning. It supports the ongoing efforts of building capacity for municipal self-government in Kosovo.

The new planning system envisages an active role and interface among three key "entities": civil society, the private sector and the public sector. The establishment of a database for urban planning enables civil society organizations and the private sector to cooperate with the public sector in an informed manner. Transparency in the planning documentation helps keep civil servants accountable during the planning process as well as when issuing urban permits, which is an important revenue source of the municipalities.

In addition to being more inclusive, the planning process is also more strategic. Strategic planning allows planners, together with stakeholders, to define an overall development perspective, identify priority areas for action, and focus implementation on those areas rather than make plans for the entire city. Grand plans cannot be implemented because they require huge financial resources, which are invariably unavailable, particularly in post-conflict situations.

The new Spatial Planning Law thus stipulates that municipalities make plans that prioritise requiring action in terms of funding and deadlines. It provides the municipal assemblies with solutions that can be implemented and are tailored to specific urbanisation problems. This is in line with current European trend of making the public sector more effective by involving civil society and the private sector.

Making the new inclusive planning system sustainable involves long-term consolidation of procedures and practices. At the same time, changes have been made to prepare new legislation,

Pristina, capital of Kosovo, is set to benefit from new planning legislation as it gradually integrates with the wider Europe. Photo©: John Hogan/UN-HABITAT

strengthen the skills of urban planners, establish institutional mechanisms for multi-disciplinary planning, and train a new generation of spatial and urban planners. A Masters-level programme prepared by UN-HABITAT with its partners, was introduced at the Pristina University in 2004.

This combined effort is made to ensure that everyone involved in planning is familiar with the new inclusive approach as outlined in the new Spatial Planning Law.

However, to prevent territorial isolation of Kosovo and to promote economic growth, it is crucial that the Government be involved in the ongoing dialogue with European planning networks and international funding institutions to integrate Kosovo into the current regional infrastructure initiatives. Its absence in these consultations is alarming because it limits the possibilities for regenerating the stalled economy.

Planning for a sustainable future in Kosovo and adapting to international standards can best be achieved through a consistent effort of seeking coherence among planning systems in the wider southeast European context. The capacity that has been built in the past three to four years in Kosovo planning institutions is an important contribution to meeting the challenges of European cooperation.

Technical cooperation for inclusive and sustainable development is a viable platform for growth and stability in the troubled Balkan region.

Gert Ludeking is UN-HABITAT's Chief Technical Adviser in Kosovo.

City development strategies

By Dinesh Mehta

The Urban Management Programme (UMP), a UN-HABITAT implemented multi-donor programme, in collaboration with the Cities Alliance pioneered the first set of City Development Strategies (CDS) in seven cities – Bamako (Mali), Cuenca (Ecuador), Colombo (Sri Lanka), Johannesburg (South Africa), Santo Andre (Brazil), Shenyang (China), and Tunis (Tunisia).

The idea is to develop pro-poor urban governance in cities within the following framework:

Making cities work means that value added to development can be realised through participatory processes. First, inclusive cities provide their residents, especially the poor and the marginalized, the opportunities and capacities to participate in the decision-making process and share equitably its social benefits. Second, well-governed cities can expect to improve the efficiency with which their scarce resources are allocated. A third area of value added is in expanded productivity, both in the private and public sectors. Cities that understand their competitive position, and move wisely and quickly to capitalize on their comparative advantage, can expect economic returns. Finally, cities that plan their strategic moves over decades will waste fewer resources "catching up" with rapid growth and poorly sited facilities and services. Many cities have shown that managed growth can extend services to low income populations in a way which allows graduation to higher standards of service in accordance with public and private capacity to pay.

Although the seven CDS cities vary in terms of their size, economic and socio-political conditions, it was possible to adopt a participatory process in each.

The pro-poor focus must be emphasized from the outset. Municipal governments are the key drivers of the CDS process. But their credibility with stakeholders is important.

A locally 'owned' CDS, as opposed to one that is donor-driven, is more likely to succeed in mobilizing all stakeholders and raise local resources. A strong and committed leader, like the mayor, is essential to drive the process..

The presence of organized stakeholder groups, especially the poor, is important for the consultation process. It supports sustainability and institutionalisation of the process.

The CDS cycle needs to be placed within the context of the 'life' of the local government. A 'fast track' approach for CDS using tools of rapid appraisals for poverty and economic analysis is more suited for conducting a CDS within a relatively short period.

It is critical to show concrete results at the earliest possible stage, thus reinforcing commitment in the participatory process. Small but highly visible actions and results at intermediate stages of the consultation process lead to sustained interest.

A CDS can and should capitalize on existing initiatives in cities. Coordinating and building on existing participatory efforts and creating partnerships strengthens the CDS process and improves the likelihood of institutionalisation of participatory mechanisms.

Action plans need to strike a balance between being realistic and, at the same time, incorporating an agreed future vision to bring real improvement in people's lives.

Dinesh Mehta is Coordinator of UN-HABITAT's Urban Management Programme

Urban strategies *à la française*

By Ariella Masboungi

Decentralization reforms legislated in France in 1981 resulted in the devolution of considerable responsibilities for urban planning and city management to local authorities, city councils and the councils of metropolitan areas.

But the State still remains responsible for harmonizing territorial and human factors. These revolve around four key areas:

The preservation of the natural and man-made environment. The state has developed an arsenal of legislative powers to safeguard what it considers inalienable. City centres and historical neighbourhoods are protected by law and are watched over by the *Architectes des Batiments de France* (Listed building Architects), not to mention nature conservation legislation. **Solidarity.** Through its "Urban Policy" programme, the State has responsibility for financing social housing and neighbourhood regeneration schemes.

Revival of the planning process to contain urban growth and promote an urban strategy approach for future land-use allocation. **Reorganization of local authorities**. France suffers from having 36,000 municipalities for an area covering less than one million square kilometres. Recent new legislation encourages local authorities, through financial incentives rather than by force, to group together for more efficient government at the local level.

Although public planning is open by nature, it does not automatically follow that the French State retains all public authority, or that there are no public-private partnerships. On the contrary. By regulating the negative effects of a totally free market, the state can entice private investors to sites they would otherwise avoid, thus responding to a particularly European, albeit not always successful, notion of social diversity. Overall, however, France is less directive in this area than before.

Always linked to a context, urban strategies can take a variety of forms. These can range from a large-scale strategic plan, a public open space programme, and the regeneration of deprived areas, to the creation of new neighbourhoods.

The underlying aims of sustainable development and a careful, considered use of space have to be pursued. At the same time, proper functioning of infrastructure and transport and distribution networks must be ensured. This can only be achieved through strong political commitment to combat the social divide.

Ariella Masboungi is Architect-Planner in Chief, Director of the Urban Strategy Programme of the Directorate General for Town Planning, Housing and Construction of the French Ministry for Infrastructure. This article derived from a work published by Le Moniteur in 2002 entitled, "Projets urbains en France" and financed by the French Ministry of Foreign Affairs and the Ministry of Infrastructure.

How are we doing in Bogotá?

Anew *How are we Doing?* campaign to evaluate the development plan for Bogotá in Colombia is aimed at improving efficiency and accountability in governance through creation of awareness among the city's seven million residents.

The campaign involves 10 result indicators in health, education, the environment, public spaces, domestic services, road traffic, public safety, public responsibility, urban development, and public administration. These periodically evaluate whether the targets set in the development plan are being met, and the impact they are having on the quality of life. The project involves local citizens, and publishes evaluation results in the press and on television. It also engages in activities where opinions are exchanged with the local population, and keeps track of the system through surveys, opinion polls and focus groups. Debates have been held with experts, members of the local population and public officers.

A major challenge has been how to turn technical subjects into popular newsworthy information. Although this has often been difficult, media like *El Tiempo* and *City T.V.* have documented the lives of ordinary people relating to the sectors evaluated, and this has made it easier to sell the technical information from the indicators.

Planning for better air quality in Canada

The City of Hamilton and Region of Hamilton-Wentworth has a population of 467,800 covering an area of 1,113 km2, with an annual budget of US$ 510 million. Air quality and its impact on health have always been a concern to the citizens of Hamilton-Wentworth. VISION 2020, Hamilton-Wentworth's Sustainable Community Initiative, has been on-going since 1990 to identify priorities in air quality management. The community has been empowered with the responsibility of taking Hamilton-Wentworth on the road to sustainability. Partnerships are continually being developed between government, industry and community organisations. Hamilton-Wentworth's Sustainable Community Initiative is an example of how a community

visioning exercise can empower citizens with the ability and desire to make the fundamental changes required for sustainability. This project has seen thousands of citizens involved in a variety of activities leading to the development of the community VISION, a broad strategy for making the vision a reality, and implementation of those recommended actions.

The strategy includes a Regional Tree Planting Programme, a system of monitoring vehicle emissions, as well as industrial smog, and an improved street cleaning programme. The programme has integrated formal policy development, with financial decision-making and project planning within the municipality linked with several on-going citizen involvement activities.

Participatory planning in the Philippines

The success of municipal service delivery depends on participation and empowerment of citizens. The Naga City People's Council (NCPC), in 1995 formed "shadow government", empowering civil society to work closely with the local government to design, implement and evaluate the City's development plans.

Through civil society-organized task forces and committees, citizen input is contributing enormously to the effectiveness and sustainability of development initiatives including a clean-up of the Naga River, the management of solid waste and the revitalization of the Naga City Hospital.

Social planning in France

The French town of Sotteville has renovated a once derelict railway buildings and turned it into an art studio known as Atelier 231. It involves people involved in drama, dance, poetry, painting an sculpture who since 2000 have held regular weekly art fairs that have become a major feature of what is a predominantly railway town. The idea of initiative forms part of cultural planning for the town to bring art to the community. The idea is to initiate a cultural project in a city that had no prior experience and to make it sustainable. It has helped build
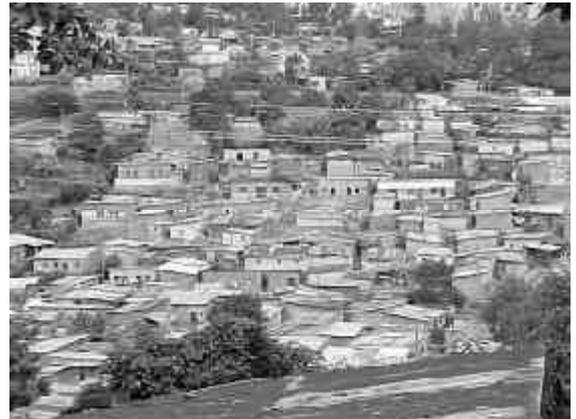
Improved urban planning in Africa can reduce crowded informal settlements like the one shown here. Photo ©: Vincent Kitio/UN-HABITAT

and strengthen the social links of the city.

A people friendly city in Azerbaijan

Municipal planners in the Azeri capital of Baku, have embarked on a new plan to make the city more comfortable and inclusive for people various nationalities, religions and ethnic groups. Since 2001, the city fathers in the new municipality have made housing, infrastructure and an improved urban environment their top priorities.

For the past three years the Caspian city has seen major works starting on new home construction, road renovation, the upgrading of its parks, orphanages and homes for the elderly.

Modern city management in The Netherlands

The city of Tilburg has 165,000 inhabitants making it the seventh largest city in The Netherlands. Tilburg presents itself as a modern industrial city, a strategic vision for the future, which is key to the city's development in many policy areas.

The city is thus administered like a business venture. The municipality is split into divisions, which operate like profit centers and produce clearly defined outcomes. The basis for the new city management was set in the first City Management Plan in 1989 and from that moment on, city planning and programming in Tilburg was conducted in an organized process with the participation of the residents in the decision making process. One per cent of the city's budget is reserved for initiatives by citizens for local neighborhoods improvements.

Pro Poor Land Management: Integrating Slums into City Planning Approaches

ISBN No.: 92-1-131710-8
HS Number: HS/728/04E
Language: English
Publisher: UN-HABITAT

This booklet on Pro Poor Land Management is designed to help all stakeholders actively involved in the campaign, including multilateral institutions, central and local government, non-governmental organisations, the private sector and grassroots action groups. It seeks to provide them with the information they need in their own efforts to implement national strategies, and outlines specific action plans for every category. In this, as in other respects, the Campaign for Secure Tenure complements UN-HABITAT's ongoing Campaign on Urban Governance. Both aim to deliver on the commitments made at the 2000 UN Millennium Summit and the 2002 World Summit on Sustainable Development. Both promote a vision of an urban future based on inclusion, social and economic development - a future based on human opportunity and on hope.

It is an invaluable tool in our collective endeavour to promote universal housing rights.

State of the Cities Report 2004

ISBN: 620-31150-9
Language: English
Publisher: South African Cities Network

Published by the South African Cities Network (SACN), this report takes a hard look at the forces that have transformed South Africa's nine largest cities over the decade since the country's first free democratic elections in 1994. The report gives an insight into which way the winds of urban change are blowing, and through a detailed statistical almanac it analyses key trends.

The 200-page report collates a range of indicators from the nine cities that are part of the network: Johannesburg, Cape Town, Buffalo City (greater East London), eThekwini (Durban), Nelson Mandela (greater Port Elizabeth), Mangaung (greater Bloemfontein), Msunduzi (Pietermaritzburg), Ekurhuleni (the East Rand) and Tshwane (greater Pretoria).

The report - a special edition that is the SACN's contribution to marking the decade of democracy - measures how far cities have come over the past 10 years.

Urban Trialogues: visions, projects, co-productions: Localising Agenda 21
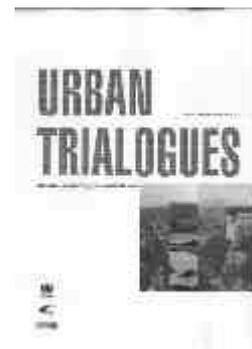
ISBN: 92-1-131709-6
HS: 727/04E
Language: English
Publisher: UN-HABITAT

A critical reflection on the process and outputs of the multi-lateral programme, Localising Agenda 21 (LA21). The programme was initiated in 1994 by UN-HABITAT, a Belgian Consortium coordinated by the University of Leuven's Post Graduate Centre Human Settlements (PGCHS), the Belgian Development Cooperation, and others in the municipalities of Nakuru (Kenya), Essaouira (Morocco), Vinh (Vietnam), and Bayamo (Cuba).

This work seeks to make use of the benefit of insights from the LA21 in these four urban contexts. Case studies form the core of this book. Documented as independent chapters, each includes an overview of the context, urban history and the competing influences that define the urban space, the visions and strategic projects co-produced during the LA21 process. The work includes a series of essays that conceptualise and develop particular themes with reference to the case study cities.

It targets a varied audience including decision-makers, community developers, scholars, designers, students and interested individuals. Further information: http://www.unhabitat.org/programmes/agenda21.

A tool for advocating the provision of adequate shelter for the urban poor

ISBN: 92-1-131716-9
Language: English
Publisher: UN-HABITAT

This is the second edition of a concept paper for UN-HABITAT's Global Campaign for Secure Tenure.

This vital activity being implemented by the agency's Shelter Branch, encourages negotiation as an alternative to forced eviction, and the establishment of tenure systems that reduce bureaucracy and the displacement of the urban poor by market forces. It highlights the plight of women, most of whom in developing countries cannot afford to buy land or homes, unless they have the help or permission of male relatives. This 80-page document will be found useful to governments, policy makers, professionals, slum dweller associations, civil society groups and others involved in housing rights and the provision of shelter.

Upcoming issues

From 28 February to 11 March, 2005, the UN Commission on the Status of Women (CSW) will conduct the ten-year review and appraisal of the Beijing Platform for Action (Beijing + 10) and commemorate the 30th anniversary of the First UN World Conference on Women held in Mexico in 1975. During 2004, regional meetings were held to prepare for this review. The idea is to examine progress in implementing the Beijing Platform for Action -signed by 189 governments- and the outcome documents. The next issue of *Habitat Debate*, Vol. 11, No. 1, will examine women's role in human settlements development. It will carry the views of leading experts who will weigh progress in an area where women still face considerable prejudice a decade after the 1995 Beijing conference.

UN-HABITAT welcomes readers' letters to stimulate the debate for publication **on** this page. We also welcome brief articles of no more than 700 words related to topics in forthcoming issues.

The issues for the year 2005 are tentatively: Volume 11, No. 1 – *Women in Cities*. Deadline for the submission of articles 30 January 2005; Volume 11, No. 2 – *The urban downside*: evictions, housing rights and street children. Deadline 30 April; Volume 11, No. 3 - *Keeping the Promise*, a special World Habitat Day issue on the Millennium Development Goals. Deadline 30 June 2005; and Volume 11, No. 4 – *Urban Management* – the legacy of UN-HABITAT's Urban Management Programme. Deadline 30 October 2005.

UN-HABITAT does not pay for articles submitted for publication in Habitat Debate. The decision to publish articles or to edit these for format purposes lies exclusively with the Editor and the Editorial Board of Habitat Debate. These decisions therefore cannot be appealed or discussed via e-mail or otherwise. Write to habitat.debate @unhabitat.org, *or send a fax to +254-020-623477. Our postal address is: Information Services Section (Habitat Debate), UN-HABITAT, P.O. Box 30030 GPO, 00100 Nairobi, Kenya.*

Habitat for Humanity International

Congratulations on the last issue (*Vol. 10, No. 3 Cities – Engines of rural development*). I was especially impressed with the fine message of the Executive Director on Page 2 of the publication.

Our work continues to expand both here in the United States and around the world. We now have a presence in 100 nations. We have completed something over 180,000 houses for more than 900,000 people. By late 2005, we will have completed 200,000 houses for a million people.

Currently, new Habitat houses are going up at the rate of a new house every 26 minutes. Many of those houses are being built in urban areas and, as time goes along, I know we will build more and more houses and apartments in urban settings.

Again, congratulations on your good message in your publication.

Millard Fuller, Founder and President,
Habitat for Humanity International

The Asian Rural & Social Welfare Council

We receive Habitat Debate from from the office of the Commercial Secretary of Pakistan at Abu Dhabi. We appreciate this kind of work for humanity.

Best wishes and profound regards,

Engineer: Shaukat Ali Qureshi, Director,
Asian Rural & Social Welfare Council,
Sargodha, Pakistan.

❝The problem with planning is that it has been over taken by mathematical models - traffic, density, impact assessment, public costs etc. discarding common sense and empirical observation. When the job seems too difficult, the tool is probably wrong❞

– Andrès Duany, American architect, Co-Founder of Congress for the New Urbanism, author of *Suburban Nation* and Developer of Urban Transect Theory

New agreement with ACP Group

UN-HABITAT and the Brussels-based African, Caribbean, and Pacific Group of States (ACP Group) signed a cooperation agreement on 25 October aimed at promoting sustainable urbanization and the eradication of poverty in ACP countries. The agreement also aims to help the international community to implement the Habitat Agenda and the Declaration on Cities and other Human Settlements in the New Millennium.

New launches of Governance and Secure Tenure campaigns

Several thousand residents of an informal community gathered on the outskirts of Ouagadougou on 12 October to witness the signature of a plan of action to launch UN-HABITAT's global campaigns on urban governance and secure tenure in Burkina Faso. On World Habitat Day, 4 October, in Casablanca, Morocco, the campaigns were launched by the Minister of Housing and other Government members.

Norwegian Prime Minister visits UN-HABITAT

Prime Minister Kjell Magne Bondevik of Norway and the Norwegian Minister for International Development, Ms. Hilde Frafjord Johnson visited UN-HABITAT headquarters on 12 October and signed a Framework Agreement with the Executive Director, Mrs. Anna Tibaijuka, aimed at improving the lives of slum dwellers and urban poor.

Kenya's first Nobel Peace Prize winner

UN-HABITAT Executive Director Mrs. Anna Tibaijuka hailed Professor Wangari Maathai on winning the 2004 Nobel Peace Prize saying that her award showed recognition of the courage and endeavours of African women. Professor Maathai, 64, Kenya's Deputy Environment Minister, is the first African woman to be awarded the peace prize since it was created in 1901.

Senior Chinese leader visits

The Chairman of the Standing Committee of the Chinese National People's Congress (NPC), Mr. Wu Bangguo, visited the United Nations headquarters in Nairobi on 30 October. He was welcomed by the Deputy Executive Directors of UN-HABITAT and UNEP

Bringing Africa to the G8 agenda

Mrs. Tibaijuka met in the Ethiopian capital, Addis Ababa, on 7 October for two days of talks with members of the new Commission for Africa that is preparing a report for next year's meeting of the Group of Eight leading industrialized nations. Mrs. Tibaijuka is one of 17 internationally known figures on the Commission convened by the British Prime Minister, Mr. Tony Blair.

The Second World Urban Forum

The Second World Urban Forum closed with a call from urban leaders on governments to give local authorities more support saying the challenge of urbanisation is the greatest facing humanity in the new Millennium. The forum was held in Barcelona 13-17 September 2004. Keynote speakers called for a renewed drive for decentralization, and expressed concern that millions people in cities around the world still lacked access to safe water and sanitation, health care, education, shelter, and security of tenure. Mrs. Tibaijuka accepted Canada's invitation to host the Third World Urban Forum in Vancouver in June 2006.

Future events

African Ministerial Conference on Housing & Urban Development

31 January - 4 February, Durban, South Africa
Theme: Towards an enhanced framework for promoting sustainable cities and towns in Africa.
This conference is convened by the African Union and the South African Government, in collaboration with UN-HABITAT.

20th Session of the UN-HABITAT Governing Council

4-8 April 2005, Nairobi, Kenya.
The GC will examine the work programme for the 2006 – 2007 biennium, the budget of the United Nations Habitat and Human Settlements Foundation for the biennium 2006-2007, and the progress report of the Executive Director.

Special themes: *Involvement of civil society in improving local governance* and *Post-conflict, natural and man-made disasters assessment and reconstruction.*
E-Mail: Joseph.Mungai@unhabitat.org

United Cities and Local Governments, Asia-Pacific Regional Section

26-29 April 2005, Daegu, Korea
Theme: Glocalization for the future

World Habitat Awards 2005

The UK-based Building and Social Housing Foundation is currently seeking entries for the World Habitat Awards 2005. The awards which carry prize money of 10,000 pounds sterling are presented each year on World Habitat Day on the first Monday in October. For information see: **www.bshf.org**

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