

# INTERNATIONAL GUIDELINES ON URBAN AND TERRITORIAL PLANNING

Towards a Compendium of Inspiring Practices

*In memory of Dr. Mohamed El Mati (1951-2014), member of the Ad-Hoc Expert Group*

## **ACKNOWLEDGEMENTS**

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## SUMMARY

UN-Habitat has supported, in accordance with the Resolution 24/3 of its Governing Council, the elaboration of “International Guidelines of Urban and Territorial Planning” (see leaflet in Annex 1) through an Ad-hoc Expert Group that was established to advise on the structure, content and wording of the proposed Guidelines (see list of experts in Annex 4). The Expert Group gathered three times since the last Governing Council in April 2013 to carefully review the Guidelines and the set of illustrative case studies. This consultative and inclusive process has culminated in an agreed draft of the Guidelines that was submitted for consideration to the 25th session of UN-Habitat Governing Council (see Fukuoka Communiqué in Annex 2).

The Information Document is an extract from the prospective Compendium of Inspiring Practices, a database that is being developed to support and illustrate the Guidelines (see current list of draft case studies in Annex 3). The Information Document comprises a sample of 26 international experiences in urban and territorial planning that have been developed by the Expert Group and its associated networks.

It provides a cross section of inventive, ambitious and unique cases that address common issues of urban and territorial development and highlights successful examples of how urban and territorial planning can re-shape countries and regions towards more sustainable development.

The case studies also demonstrate the importance of the key planning principles promoted in the Guidelines. Each local example embodies the four main pillars of urban and territorial planning, by using progressive policies and governance, integrating spatial strategies with wider development goals, and delivering coordinated implementation to positively influence the economic, social and environmental dimensions of cities and regions.

The document has four main parts. The first section covers the elements of context, scope, methodology and structure of the document. The second section summarizes the key lessons learnt from the case studies and suggests a way forward. The third section is a sample of 26 summarized case studies alphabetically ordered by country. The fourth and last section includes a set of annexes with reference and supporting documents.



Ouagadougou, Burkina Faso © Wikipedia/United Nations Places

# INTRODUCTION

## Rationale and Purpose

Resolution 24/3 of UN-Habitat Governing Council requests the Executive Director of UN-Habitat, in consultation with the Committee of Permanent Representatives:

- **“to initiate the elaboration of international guidelines on urban and territorial planning** that will provide a global framework for improving policies, plans and designs for more compact, socially inclusive, sustainable, better integrated and connected cities and territories and to present the draft guidelines to the Governing Council at its twenty-fifth session for approval. (OP4)”;
- **“in the drafting of international guidelines on urban and territorial planning to engage in an inclusive consultative process** with the regional offices of the UN-Habitat, national Governments, international associations of local authorities, including United Cities and Local Governments, all relevant United Nations organizations, international finance institutions, development agencies, relevant international professional associations and members of the Habitat Professional Forum, including the International Society of City and Regional Planners and non-governmental organizations, and other national and international stakeholders, in order to inform the drafting process with best practices and lessons learned from different contexts and at different scales. (OP8)”

**The Compendium of Inspiring Practices illustrates the conditions and benefits of the key principles included in the Guidelines** while providing relevant facts and figures and concrete evidence of the impacts of sound urban and territorial planning.

## Scope and Methodology

The case studies have been drafted by international experts who have been nominated by member states as well as international professional organizations and associations. **This Compendium forms a sample of an ongoing, larger and open initiative to document inspirational and international experiences at a range of geographical scales.** The current list of the 46 draft case studies that have been submitted so far by the experts is presented in Annex 3. The case studies include interventions at the supra-national, national, metropolitan, city and neighbourhood scales from Africa, America, Asia, Oceania and Europe.

Further, guiding criteria were established to guide the drafting of the case studies such as: a provision of concrete impacts from urban and territorial planning, historical perspective to enable assessing results and impacts, illustrations of integrated planning approaches and demonstration of the benefits of the key principles included in the Guidelines. Finally, experiences were required to be **geographically balanced by regions** and thematically linked to the qualifiers included in the resolution 24/3 of creating **more compact, socially inclusive, better integrated and connected cities that are resilient to climate change.**



Emscher Landscape Park Rhine-Ruhr, Germany © Flickr/dysturb.net

## Structure and Format

**The 26 case studies are alphabetically ordered by country and mention the name and institution of the authors.** The narratives are short (less than 550 words) and provide a snapshot of each inspiring practice. The structure of each case begins with the context indicating why a planning intervention was required. The process of the planning practice follows, specifically its formulation and implementation, with detail of the relevant parties involved, the decision making process and the policies, plans and strategies used. The final paragraph investigates the results and impacts of the planning practice, highlighting notable achievements and addressing any shortcomings which may have been identified in the process.

## The Way Forward

**The Compendium of Inspiring Practices forms the start of a global network of knowledge and experience sharing.** Such a platform would enable decision makers to make more informed decisions on their own development challenges. The 26 case studies presented in this Compendium may initiate a larger body of work, with a call for further contributions of inspiring urban and territorial planning practices. This growing collection may be organized into an open online database of experiences related to key development themes and to the principles of the Guidelines, and a publication of a series of handbooks. Such tools can provide inspiration for policy makers, planners and communities to promote sustainable urban and territorial development in future planning processes.

Once the Guidelines are approved, UN-Habitat may be called upon to support regions, countries and cities which would consider using the Guidelines in their specific contexts. The Compendium of Inspiring Practices along with the Guidelines are intended to be a source of inspiration when reviewing urban and territorial planning frameworks. It is also expected that the Guidelines substantively inform and contribute to the preparatory processes of third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) and other global agendas such as the Post-2015 Development Agenda and the 21th session of the Conference of Parties (COP21).



Shenzhen, China © Flickr/G P

## KEY LESSONS LEARNT

Across such a wide cross section of case studies documenting planning experiences in various contexts, the outcomes and lessons learnt are numerous and diverse. **Five key lessons can be underscored** in the case studies, which showcase how sustainable urban and territorial development can be triggered through **(1) integrated policy formulation and implementation, (2) transformative renewal strategies, (3) environment planning and management, (4) planning compact and connected cities and regions, and (5) inclusive and participatory planning.** The key lessons drawn from the case studies can be applied at local, sub-national, national or even supra-national levels, reflecting the multi-scale continuum of urban planning and development.



Rabat, Morocco © Flickr/Christopher Rose

## Integrated Policy Formulation and Implementation

Implementing urban policies and plans is an effective means of improving and strengthening urban governance systems with the view to achieve balanced social and economic development. To make policy interventions effective there needs to be a long term trajectory, which embraces the current and future needs of an area. The use of vertical and horizontal policy integration has proved vital in shaping the spatial development of any territory, in guiding future growth, influencing behaviour and actions at political level and providing strategic direction through a shared vision for development.

The power of forward thinking policy that has achieved significant economic growth is embodied by China in the cases of the **Yangtze River Delta** and **Shenzhen**, regional areas that have become major economic powerhouses of **China**. Through being established as a strategic Special Economic Zone (SEZ), Shenzhen has swelled from a small fishing village to a modern day megacity. Effective master planning has ensured that development has been regionally balanced, with all areas well serviced by infrastructure, access to jobs and green open spaces.

Similarly, balanced regional and economic development has been instilled in city, regional and supranational development policies by **Morocco, Gauteng, South Africa** and the **European Union** respectively. Each uses spatial planning and sectorial cooperation to mitigate social segregation and slum conditions, while delivering increased economic outputs through better accessibility and productivity. This was epitomized in the Gauteng City Region, which used a progressive development policy to integrate developmental goals at horizontal and vertical institutional levels.

Using urban and territorial planning policies to improve disaster management and mitigate climate change risks was effective in both **Port au Prince, Haiti** and **Norway**, where integration of the public, private and the NGO sectors assisted in strengthening the resilience of the cities. In the case of Norway, mobilizing multiple stakeholders in support of forward thinking urban and environmental policy helped improve the country's preparedness by standardizing expectations on climate action and adaptation.

## Transformative Renewal Strategies

Urban decline is driven by a culmination of economic, social and environmental struggles that lead to population decline or social instability in the area. Urban and territorial planning has the powerful ability to deliver reform through long term planning strategies punctuated by area based projects. Urban renewal, with a view of stimulating economic growth, restoration of the social fabric and improvement of the natural environment, is a proactive means of spatially responding to a changing local and global environment. Instrumental in achieving this are strong and progressive governance structures, which use innovative approaches to respond to complex urban challenges.

The use of urban and territorial planning strategies to combat social exclusion was successful in the cases of **Lyon, France** and **Medellin, Colombia**, who successfully integrated previously ostracized areas to restore social cohesion. This was achieved through urban master plans and strategies that created a connection between different parts of the city and provided public spaces that encouraged inclusion and participation. Medellin is a prime case where reforming local approaches to urban development had an indirect but powerful impact on the homicide and crime rates on the city, subsequently improving economic growth. This can be credited to the successful integration of previously crime ridden neighbourhoods in the city, by using small scale urban development projects to make civic spaces more welcoming and socially integrated.

Renewal opportunities are prevalent in cities or regions which have seen a shift in industry, experiencing rapid economic decline, often accompanied by a degraded and polluted natural landscape. This was the case for **Chattanooga, United States of America**, **Rhine-Ruhr, Germany** and **Krasnoyarsk, Russia**, who used their degrading city cores as an impetus to elaborate master plans, envisioning a long term and adaptive renewal strategy. Rhine-Ruhr is a unique example, which reimagined itself from an industrial wasteland to a green landscape park that attracts thousands of visitors per year and has become a national model of urban and territorial planning.

Using spatial interventions to stimulate economic regeneration is not limited to former industrial cities. The city of **Strasbourg, France** identified its border region as an underused and impractical site due to the lack of integration across the trans-boundary region with **Kehl, Germany**. The innovative response of the two mayors was to proactively integrate the region through trans-boundary urban development projects. Together, they reformed their governance structures to facilitate urban development projects, stimulating the economic and human flows between the two areas, driving the supra-national region to a competitive position within the European Union.



Biblioteca Santo Domingo Savio, Medellin, Colombia © Flickr/ATOM arquitectura



## Environment Planning and Management

The natural environment has become a fundamental component of planning and policy making. Thanks to the current awareness of climate change and the corresponding risks, the threat of natural disaster and the need to provide sufficient resources to sustain a growing population, integration of the natural environment into urban and territorial planning policy and processes is now seen as essential in developing resilient cities. This is of importance at all scales of urban and territorial planning, particularly considering trans-boundary resources and situations where the number of stakeholders are amplified.

The integration of climate adaptation and natural resource management has been exemplified in the **Melbourne, Australia** and **Toronto, Canada** case studies, where urban design and land use processes have seamlessly incorporated the environment, providing a sustainable future vision for the respective cities. In Melbourne, the City Council responded to harsh drought conditions and a declining natural urban environment by developing an ecosystem-based climate adaptation programme that was integrated into urban planning. In doing so, the city has harnessed opportunities in the development process, such as water sensitive urban design, while also countering the negative impacts of development, demonstrated by their Urban Forest Strategy.

Trans-boundary regions are increasingly being considered under supra-national planning policies, as is the case for the **Great Lakes Region** bordering **Canada** and the **United States of America**, and the **Sengwe-Tshipise Wilderness Corridor** crossing **Zimbabwe, Mozambique** and **South Africa**. The importance of incorporating blue, green and biodiversity corridors into planning strategies is essential in natural resource management and uniting key stakeholders. The Great Lakes Region used the technique of scenario analysis to build consensus across diverse stakeholders and secure the future of the shared resource.

## Planning Compact, Integrated and Connected Cities and Regions

Compact and connected cities and regions are fundamentally more productive and less taxing on the environment than sprawling, disconnected cities and regions. Coordinating urban and territorial planning strategies with sectorial interventions is vital in this regard. Such development leads to increased job opportunities for citizens and fosters a socially inclusive urban environment.

The importance of compact planning in influencing infrastructure development and supporting a well-connected city is demonstrated in **Ahmedabad, India** and **Fukuoka, Japan**. The latter has been praised for adopting a 'Compact City Model'. Using city development frameworks to entrench the compact and connected principle in its design has reaped long term benefits in economic development, quality of life and environmental improvements.

The **Imbaba** Project in the **Greater Cairo Region** that seeks to regenerate the airport area to provide transportation, services and housing is an excellent example of compact city principles in action. Using renewal sites to achieve compact development strengthens existing cores and transport corridors, economizing on existing urban structures while creating a more integrated municipal area.

The value of graphics and mapping to highlight the integration of cities is embodied by the basic plan approach of **Lichinga, Mozambique** and **Santa Fe, Argentina**, as well as by the Rules of Land Use Development in **Yekaterinburg Russia**. Using graphic representations of current realities helped, in the case of Yekaterinburg to better integrate contrasting functions through identifying intensity of use of infrastructure, an important element to achieving sustainable economic development and quality of life.

## Inclusive and Participatory Planning

The value placed on participation is prevalent throughout the case studies, showing the benefit gained by involving people and communities for better social, cultural and urban outcomes. Significant improvements in implementation were noted when citizens were consulted, or in some instances granted power to actively contribute to urban and territorial policies and strategies. This was particularly powerful for ensuring basic human rights deserved by all, as well as responding to the complex issues of gender equality and youth inclusion in urban environments

Incorporating people in the urban planning and implementation process delivered improved urban outcomes in many instances, including in **Surabaya, Indonesia** and **Ghent, Belgium**. Equally, the City Development Strategy (CDS) employed by **Ouagadougou, Burkina Faso** and **Douala, Cameroon** constitutes an impressive example of how city development initiatives can be strengthened through an inclusive and participatory approach.

Encouraging citizens and stakeholders to invest in a city strategy through ongoing advocacy and open dialogues was a key driver in uniting the city to achieve balanced urban development and human rights. Consensus and cooperation in establishing and acting on the CDS contributed to increased institutional confidence and new financing opportunities.

An excellent example of well managed and meaningful public participation was evident in the participatory budgeting strategy of **Porto Alegre, Brazil**. By providing an outlet for citizens to contribute to policy making, improved and targeted responses to urban challenges has been achieved in the areas of access to health, education, water and sanitation services. The process has strengthened communities overall, with a particular emphasis on marginalized segments of the society who have been able to voice their concerns on urban and social issues.



Porto Alegre, Brazil © Flickr/Editorial J



# SAMPLE OF 26 CASE STUDIES

## ARGENTINA, SANTA FÉ AND MOZAMBIQUE, NIASSA/LICHINGA

### Harnessing the Potential of Intermediary Cities through Basic Plan Methodology

Authors: **Josep Llop Maria**, UNESCO Chair - Intermediary Cities, Lleida University, and Network UIA-CIMES, Spain  
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Santa Fé is a culturally diverse and resource rich province located in Argentina with a population of 3.3 million. It holds few obvious resemblances to the Niassa Province in Mozambique, an agricultural and natural resource rich region with approximately 1.2 million residents. Both, however, include intermediary cities, such as Lichinga, that differ in nature but function as an interface and mediator for the larger surrounding cities and rural territories. Historically, they lack the controlled urbanization processes that are afforded to larger cities, yet due to their integral role in the urban network and strong population base, should be considered equally if not more for future growth and development opportunities. Lichinga and Santa Fé have both experienced strong population growth yet lack a sound urban structure, resulting in uneven development, spatial and social segregation and inappropriate basic services.

To maximize their local urban potential, Lichinga city and five pilot cities in Santa Fé partnered with the United Cities and Local Governments (UCLG) to develop and implement their own Base Plan. Basic Planning is a guideline for the urban planning of intermediary cities, incorporating flexible strategies to strengthen the management capacities of local governments and provide an entry point for further integrated physical and strategic planning. As a document, it simply provides a graphic representation of the varying physical components that make up the urban area or territory to provide an overview of the development challenges and opportunities of the area.

To formulate the Base Plan, relevant local data is collected to form a current profile of the city, forming a base of information that has sometimes never been collected before. From here, members of both the provincial and local governments and members of the community convene to form a local technical team, who will discuss the methodology of the Basic Plan process, resulting in seminars and peer workshops to share information and discuss the components of the plan and prospects for future urban strategies. Once the Base Plan is formulated it is presented to the local community to raise awareness of the urban challenges and to allow for the local community to make a collective decision on the prioritization of future projects.

The impact of the Base Plan is immeasurable on intermediary cities, which have often not employed urban and territorial planning processes in the past. It has responded to a distinct shortage of technical tools for the planning of intermediary cities, assisting the sustainable urban development for the over 60% of the global urban population that occupy them. The simplicity and ease of the Base Plans formulation and implementation has resulted in the increased uptake from five pilot towns in Santa Fé to over thirteen towns across the province. The Base Plan opens the door to a plethora of other urban planning and development projects that can help with the sustainable development of an area. Most importantly, it strengthens the capacity, knowledge and interest of local governments and place sustainable urban and territorial development as a priority on the agenda.



Melbourne, Australia © Flickr/les

Author: **Yvonne Lynch**, Team Leader, Urban Forest & Ecology, Urban Landscapes, City of Melbourne, Australia

## AUSTRALIA, MELBOURNE

### Turning a Great City Green

Melbourne is the capital of Victoria, the southern-most mainland state of Australia, and includes 31 Local Government areas totalling over 4.14 million people. The City of Melbourne itself is a rapidly growing municipality, with over 100,000 residents, which increases to over 800,000 each day as people enter the city centre to work, visit and play. In recent years, Melbourne has experienced extreme climate conditions from record-breaking low rainfalls to extreme heat events. Rising temperatures in Australia are now expected to outpace global warming worldwide. This poses major challenges for Australia and also for Melbourne. In 2009, 374 people died across metropolitan Melbourne in one heatwave. By 2009, the city's urban rainforest, an invaluable environmental asset, was in a state of unprecedented decline due to thirteen years of drought in tandem with severe water restrictions. It was estimated that 23% of the City's current tree population would be lost by 2020 and 39% by 2030 as a result of drought.

To respond to this threat, City of Melbourne developed a new approach to urban planning, through an ecosystem-based climate adaptation programme, embracing what the City refers to as 'nature sensitive' urban design and planning. This approach emphasises the services that nature provides to the city and focuses on how it can be protected, restored, created, enhanced and maintained within the urban setting. The urgency posed by the current impacts of climate changes resulted in the City creating a multi-million dollar integrated ecosystem-based climate change adaptation program in 2010 – the 'Urban Landscapes Adaptation Program'.

The primary goal of this programme was to reduce drought vulnerability and to cool the city by 4°C in an effort to safeguard its citizens and the ecosystem services of its environmental assets from the impacts of climate change. The programme is underpinned by two strategies: the Open Space Strategy, which aims to increase green space by 7.6% and the Urban Forest Strategy, which is projected to double the City's tree canopy to 40%.

The Urban Landscapes Adaptation Program has already led to the planting of over 12,000 new trees and the addition of new green spaces throughout the city. Over 40 inner-city streets have been retrofitted to increase permeability and introduce raingardens, swales and water sensitive tree pits. A stormwater harvesting network is also being developed, which is already delivering 25% of annual landscape water requirements and is reducing reliance on potable water. As part of plans to double the urban forest canopy, the City ran a four-year citizen engagement programme to develop public awareness about the impacts of climate change and to co-design 10-year implementation plans. These plans detail how the urban forest strategy will be implemented in each precinct, they define the vision for each precinct, the desired future character and the priority locations for budget allocations and for work to be undertaken. The overall benefits that are expected to result from the City's continuing work are numerous including increased climate resilience, improved air quality, reduced energy demand and associated costs, increased liveability of the city, reduced heat-related illness and morbidity, increased thermal comfort and recreational space for citizens, and improved visual amenity of the public realm.



Ghent, Belgium © Flickr/Jakob Hürner

## BELGIUM, GHENT

### The Port Area – Converting a Polluting Port into a Socio-Economic Hub

Author: **Joris Scheers**, Project Manager Sustainable Cities, Flanders Government, Belgium

Ghent is a city located in the Flemish Region of Belgium, and the capital of the East Flanders province. The city began as a settlement in the confluence of the Rivers Leie and Scheldt and its port soon became one of the most relevant commercial hubs of Europe. Today, the Ghent Port Area is an important logistic, industrial and residential area, with housing developments and small villages scattered around the Port Area. Through port activities, the port area population grew to 30,000 local inhabitants, as more than 300 companies provide approximately 65,000 jobs. In the early 1990s, local residents faced the increasingly negative effects of surrounding industrial sites, including car and steel manufacturing, coal terminals and warehouses. The piecemeal historical development of these different human activities gradually degraded the spatial structure of the area, leaving an uncoordinated urban environment that was generating widespread environmental problems.

In 1993, leading policy officials started the integrated Ghent Port Area Project. The main objective was to tune different government levels and sectorial policies towards an integrated spatial, environmental and economic development of the area. A group of spatial planners and officials was constituted by the regional government in order to explore the different issues at stake, screen for relevant actors and listen to their main concerns and interests. This resulted in the development of a strategic spatial concept, delivering a coherent and common vision for the port.

A steering committee was put in place, composed of leading politicians and civil servants from different governments (local, regional, and national) and the Ghent Port authority to guide the development process. Several small and medium sized private and public projects were implemented to address the environmental and living quality in the residential areas. A number of strategically chosen mobility problems were also tackled by regional mobility authorities. For the last two decades the spatial development process has been based on a three tier methodology; delivering a coherent and sustainable long term spatial vision; the development and application of concrete instruments (e.g. development plans, environmental subsidies and creation of funds); and an effective on-the-field implementation based on budgeted projects.

The Ghent Port Area Project has been acknowledged as an example of integrative regional development, receiving the 2009 European award for the social integration of ports. Integral to its success was the projects transparency, providing stability and the opportunity for locally grown operational project management structures. This method has also led to the creation of tailor made institutional solutions to address specific processes, such as housing relocation inside the port area. Furthermore, the diverse member composition of the steering committee ensured social inclusion and prioritization of projects that were beneficial to the majority of the society.



Porto Alegre, Brazil © Prefeitura de Porto Alegre

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Fazenda, Assessora, Brazil

## BRAZIL, PORTO ALEGRE

### Unlocking Development Potential with People Participation

Porto Alegre is the administrative capital and largest city of the Brazilian state of Rio Grande do Sul. The city has a population of 1.5 million inhabitants and is considered one of the cultural, political and economic centers of the country. Over past decades, the municipal administration has been faced with the challenge of population growth, struggling to find structural solutions and funding to address the growing issues associated with urbanisation.

The first Participatory Budgeting (PB) process was developed in Porto Alegre in 1989, as a part of innovative reform programme to address community participation in the decision making process as a benchmark of political change. Inequality PB is a dynamic process in which community members, by means of its representatives, have the right to decide how to allocate public resources, to be executed in works and services by municipal administration. The yearly performance of PB cycles is characterized by three phases: preparatory meetings, a 17 regional and 6 thematic meeting round, and a municipal general meeting. During preparatory meetings the administration delivers accountability and transparency related to last performance, and presents the Investment Plan for the next year.

Different municipal departments attend these meetings, clarifying process criteria and demand feasibility. At the regional and thematic meetings the population elects priorities, counsellors and define the number of city delegates to form specific forums and group discussions. All city investments are subject to the Participatory Budgeting meetings approval.

PB has contributed to social inclusion and cohesion, as well as to strengthen community groups in order to allow them mainstreaming their proposals. Lower income segments of the population have strongly engaged in meetings, and participation overall has grown steadily, starting at 628 people in 1990, to 17359 in 2014. These results demonstrate its effectiveness in stimulating citizen engagement, showing trust and investment in the process. Since most infrastructure works, such as road construction, street lighting, water and sewer improvements, are meant to improve the situation of people at risk, the ability to influence such projects through PB positively impacts the urban environment. Tangible benefits have also been produced in infrastructure projects, with improved accessibility to jobs and housing. Due to its ability to provide a lens on civil concerns and its success in improving basic services and quality of life, PB has been expanded to over 1500 cities across the world.



## BURKINA FASO, OUAGADOUGOU AND CAMEROON, DOUALA

### The Power of a Collective Vision

Author: **Serge Allou**, Lead Urban Specialist, Cities Alliance

Ouagadougou, the capital of Burkina Faso, has a population of 1.5 million residents, 95% of which live in urban areas. The city shares similar development characteristics to Douala, Cameroon, the largest city in Cameroon with a population of nearly 2.5 million residents. Both cities have experienced rapid urbanisation along with steady economic growth, but their ability to become more influential has been stunted by basic development challenges. Widespread poverty, social exclusion and an absence of basic services resulted in the respective Governments adopting the Poverty Reduction Strategy Paper (PRSP). The paper recognized the severe repercussions of unplanned urbanization and its effect on development and economic growth. The PRSP set objectives to improve the living conditions of urban dwellers, strengthen good governance practices and reinforce the economic roles of towns by supporting new urban infrastructure.

Instrumental in achieving the PRSP's ambitious goals was the City Development Strategy (CDS), a framework that was formulated by the Cities Alliance to be appropriated at the local level in Douala and Ougadougou. The CDS provided the direction for the long-term development of each city, encompassing their overarching goals of poverty reduction and equitable economic development. The formulation of the strategy was unique for the cities, with a strong emphasis placed on participation, to ensure the vision was representative of the wider community and to inspire local ownership of the CDS. The local government municipalities led the participatory approach, using dialogues with numerous stakeholders to inform the strategy, as well as hosting

workshops for representatives of marginalised and vulnerable members of the community. This collaborative exercise resulted in priority interventions being identified for adoption by local authorities. Once the CDS was released, each city ran an extensive advocacy campaign to maintain effective partnerships at the city level. This step was crucial in maintaining momentum for the strategy and transforming it from a didactic exercise to city level actions.

A major achievement of the CDS has been the influence it has had on institutional behavior, resulting in new management capacities that have since adopted a more inclusive and integrated urban planning approach. Its coherent and credible framework has attracted investment from multiple major donors, with the City of Douala securing a 212 million loan from the AFD to improve the city's drainage system, a significant achievement for a city that experiences regular heavy flooding. Similarly, Ouagadougou has been successful in securing financing opportunities from both the ADB and AFD totalling EUR 78 million for improving city sustainability and basic infrastructure. The GHK project assessment in Douala has been a testament to its social impact, praising the CDS as a mechanism for social inclusion by building relationships and trust between networks of diverse stakeholders. The importance of the advocacy by the respective city councils should also be underlined, as it was instrumental in motivating a critical mass of people to consider the future of their city, a powerful tool in achieving sustainable city development.





Greenbelt along the 401 highway, Toronto Great Area  
© Wikipedia/Haljackey

## CANADA, GREATER TORONTO AREA Long Term Food Security through Progressive Planning

Author: **Prof. Wayne J. Caldwell**, Rural Planning and Development, University of Guelph, Canada

Located on the northwestern shore of Lake Ontario is Toronto, the capital of Ontario and the most populous city in Canada. The Greater Toronto Area (GTA) is formed by the central city of Toronto and the four neighbouring municipalities of Durham, Halton, Peel and York. The GTA is the fastest growing region in Ontario, with a forecasted population increase of 2.5 million (39%), from the current 6.4 million to more than 8.9 million by 2036. The area is also one of the fastest growing in North America and a major commercial, financial and economic centre, located in the midst of some of the best farmland in Canada. Urban growth within the GTA has consumed significant acreages of high capability farmland, threatening the agricultural sector and food production within the region.

In order to secure agricultural production and prevent the transformation of rural land into a sprawling urban landscape, the government of the province adopted the Greenbelt Act, which led to the development and implementation of the Greenbelt Plan (GP) in 2005. The plan, which is reviewed every ten years, specifies three main goals. Firstly, the protection against the loss and fragmentation of the agricultural land base and support of agriculture as the predominant land use. Secondly, the permanent protection of natural heritage and water resource systems, which sustain ecological and human health in Ontario.

Finally, the provision of a range of economic and social activities associated with rural communities, agriculture, tourism, recreation, and resource uses. The GP addresses land protection by four main policy groups: agricultural system; natural systems; parklands, open space and trails; and settlement areas. The implementation of the GP occurs primarily through the coordination of upper and lower tier municipalities and amendments to their respective planning documents. Provincial legislation requires that municipal planning documents be in conformity with the GP.

The GP represents an aggressive territorial planning tool for the protection of the countryside including significant agricultural lands. According to the Greenbelt Foundation it has ensured the effective protection of nearly 2 million acres of land and nearly 5,500 highly productive farms. Long-term food security has been addressed within the region, providing jobs for local population and limiting environmental impacts, reducing energy consumption in transportation due to the proximity of agricultural land and markets. The GP extends beyond agricultural land, parklands, open spaces and green corridors have been promoted, increasing the green systems connectivity and the environmental quality of the region as a whole.



Shenzhen river area, China © Flickr/yuan2003

Authors: **Hongyang Wang**, Professor of Urban and Territorial Planning, Nanjing University  
**Shi Nan**, Secretary General, Urban Planning Society of China

## CHINA, SHENZHEN

### From Fishing Village to Economic Powerhouse

Shenzhen is a rapidly developing sub-provincial city that is strategically situated just north of Hong Kong's administrative boundary. Over the last forty years, it has developed from a coastal fishing village of 300,000 inhabitants, to a megacity accommodating approximately 15 million people. The controlled management of urban growth to stimulate economic development brings continuous challenges for decision makers. The 'Reform and Opening Up' of the Chinese economy, led by Deng Xiaoping in 1978, has achieved tremendous growth, positioning itself as one of the most dynamic of the world.

Such development was facilitated through robust governance accompanied by considered and progressive planning policies. Acknowledging its strategic proximity to Hong Kong, Shenzhen was designated China's first Special Economic Zone (SEZ) in 1980, a zone which allows experimental economic reforms in a controlled area. The development of the city was guided by successive Shenzhen Master Plans (SMP) from 1982, which captured the strategic potential of the place, envisioning a manufacturing city that provides specialised economic functions to the private industry already established in Hong Kong. The plan is defined by a belt structure, with a firm urban growth boundary and a polycentric structure of cluster industries.

The land use plan allowed for comprehensive planning and design of supporting infrastructure, including transportation and a green belt corridor to support proposed industry clusters. The subsequent revision of the SMP in 1986 strengthened manufacturing activity while proposing multi-functional development, supporting a growing service sector and advanced high-tech economy. In 1996 the SMP included integrative territorial planning, covering the whole administrative area and including regional coordination with Hong Kong, Macau and Guangzhou. The most recent SMP in 2010 positioned environmental and social equity as central topics, a focus of many mega cities.

Strategic and progressive urban planning has successfully propelled Shenzhen to the economic powerhouse it is today. Its economic output is now the 4th amongst the 659 cities in China and it generates similar per capita GDP as many OECD countries. The growth of the city has been resilient, responding to change by proactively diversifying its industries over a comparatively short space of time. So much so that in 2013 it was named the UNESCO City of Design. Progressive planning has also mitigated some of the urban pressures of rapid expansion, with green open space provisions the largest per capita as compared to other cities in China. Good governance which has successfully collaborated with surrounding provinces and been reformist in its approach has seen Shenzhen outstrip its title of 'instant city', becoming a high performing, cultural metropolis.



Juncture of three main rivers in Ningbo, China  
© Wikipedia/Jiong Sheng

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## CHINA, YANGTZE RIVER DELTA

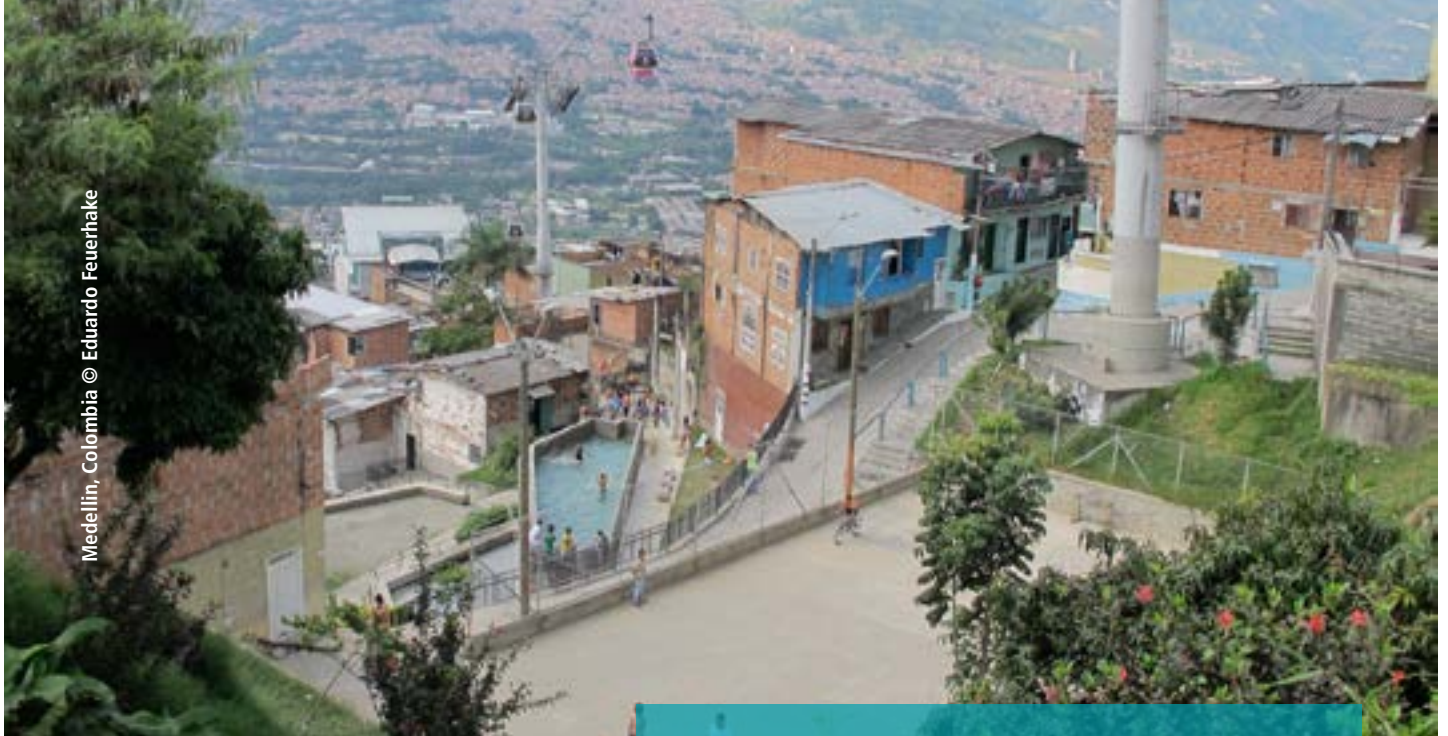
### The Transformative Power of Integrated Regional Planning

The Yangtze River Delta (YRD) is located in the middle of China's Eastern coast and covers three provincial territories, housing over 160 million inhabitants. Historically, the YRD was known as a rich and civilized area, and one of the most integrative regions for economic, social and cultural interaction. However, since the 1980s, rapid growth and economic marketization has led to fast growing economic disparity, disordered competition, deteriorating infrastructure and ecological degradation. The need for a comprehensive and coordinated approach to the territorial planning of the region was identified as the only way to reconcile these imbalances.

The year 1982 marked the start of a series of future thinking, collaborative actions, with the central government establishing the Shanghai Economic Region (SER) to coordinate the three provincial territories of Shanghai, Jiangsu and Zhejiang. A regional SER planning office was established to coordinate planning strategies, with a roundtable of mayors and governors approving the first SER Development Strategy in 1986. The traction gained in this regional coordination motivated fourteen cities in the SER to jointly establish the YRD Fourteen-City Economic Collaborative Committee, identifying it as an economic integration region. Following on from this, provincial and municipal governments formed the YRD Plan in 2004, with integration as the major concept. The ongoing endorsement and support for the YRD integration concept led to local planning authorities adopting it in their local plans as a common sense principle in urban development.

Further sanctioning of the integrated YRD concept came from academics and entrepreneurs who actively took part in research and planning, establishing think-tanks, forums and symposium to contribute to the open and growing dialogue surrounding the YRD's coordinated development.

This comprehensive system of regional planning and coordination worked to bring together stakeholders from various circles, and raise crucial issues of competition and cooperation. The benefits gained from the collaborative approach have been numerous. Improved connectivity between regions made travel distances between most cities just one hour by high speed train, a major feat for an area that spans 210 thousand km<sup>2</sup>. By validating the poly-centric urban structure with diversified and complementing urban functions, the regions development disparities were greatly mitigated. In 1978, the GDP per capita of Shanghai was 5.8 and 7.8 times as much as that of Jiangsu and Zhejiang. In 2013, this figure respectively dropped to 1.2 and 1.3; whilst the GDP share of YRD in China had risen from 18% in 1978 to 21% in 2013 with the population share remaining some 11%. Even today, more national reforms and development experiments are taking place such as urban-rural integration and new models of modernization, which demonstrates the adaptability of the YRD and supports its sustainable urban development into the future.



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## COLOMBIA, MEDELLIN

### Reshaping Medellín through Social Urbanism

Medellin is the second largest city in Colombia and the capital of the department of Antioquia. It constitutes, together with other nine neighbouring cities, the second largest agglomeration in Colombia in terms of population and economy, with approximately 2.44 million inhabitants and accounting for 11% of the Colombian economy. Medellín is a relevant hub for education, industrial and commercial activities, science, health services, leisure and entertainment. During the eighties and the nineties drug trafficking and bombings made the city inhospitable. Nevertheless the city registered a demographic growth, due to rural exodus. The development model of the city combined with the ongoing process of urban sprawl and the population growth, increased fragmentation of the territory and exclusion of the poor population at the metropolitan and city scales.

Since 2003, the elected mayors brought a more holistic paradigm to territorial planning, defined by social urbanism. It consisted of physical transformations in the urban fringes which sought to make public places safe and accessible, connecting these areas to the city center, and considering environmental factors in the reintegration of the city. Secondly, the social transformation followed the former components by fostering community and individual participation in urban regulation, economic integration and reducing fear and violence to encourage solidarity-based cohabitation.

The specific tool that enabled these transformations was the Integral Urban Project (IUP), which targeted specific locations characterised by unrest and poverty, and where a 40% of Medellín's population lived. The IUP envisioned a set of innovative, original and adapted development projects to leverage urban mobility for inhabitants, installing improved transportation systems and urban services within these particular sites.

Through the IUP, Medellín managed to articulate its Structuring Master Plan with fixed interventions in order to foster territorial dynamism, connect territories, integrate economic activities, promote social inclusion and contribute to the creation of peaceful neighborhoods. Furthermore, the physical interventions such as automatic escalators, the Library Parks and the Metrocable are known worldwide and attract leisure and professional tourism. As a result of the transparent and efficient management of the projects and resources, tax collection has increased by 35% between 2003 and 2007. Furthermore, the homicide rate has reduced by 80% over the past twenty years. This demonstrates how social urbanism in Medellín has contributed to the construction of peace by establishing a new civic culture and enhancing participative tools in its methodology, clarifying duties and rights relative to prevention of delinquency and violence.



## EGYPT, GREATER CAIRO REGION An Airport The Renovation of a Brownfield that Achieves Inclusion and Connectivity

Author: **Sahar Attia**, Head of the Department of Architecture, Faculty of Engineering, Cairo University, Egypt

Imbaba is a neighbourhood in northern Giza, Egypt, located west of the Nile and northwest of downtown Cairo, within the Giza Governorate. It is one of Cairo's most populated and unplanned areas. The northern sector, which comprises 1,270 hectares, is home to almost one million inhabitants. The sector lacks access to primary services, such as schools, health service and public transportation. It also suffers from insufficient water supply, poor solid waste management and absence of sewage in most of the residential areas.

The main objective of the Imbaba Urban Upgrading Project was to strengthen the integration of Imbaba in the city of Cairo and to provide basic facilities, infrastructures, and service to its inhabitants. The main concept of the project relied on proposing the best use of the land of the former Imbaba Airport, an old out-of-service infrastructure that lied inside the urban mass of Giza. The Imbaba project was launched in 2006 and its implementation started in 2009, aiming to upgrade for the whole area through five sub-urban regeneration projects coordinated through a master plan. The project was developed by the General Organization for Physical Planning affiliated to the Ministry of Housing, Utilities and New Urban Communities, in conjunction with the Giza Governorate in 2006 as a preliminary concept, that developed in 2008 as a final master plan.

These five projects include; a mix use housing neighborhood, the Imbaba park, the corridor of Ahmed Orabi which links the neighborhood to the ring road, transformation of the existing aviation academy into a hospital, school and a district building and finally the waterfront pedestrian walkway, which will offer Imbaba residents the opportunity to enjoy the Nile, improving accessibility and provision of open space for the whole neighborhood.

The main achievement of this urban regeneration project is to have addressed the main concerns of sustainable urban development and territorial cohesion, within the framework of an integrated planning approach favouring the spatial planning of living areas. The project has improved the connectivity of the Greater Cairo region through road network and the metro line (under construction). It has also upgraded unplanned sites, created green spaces and provided facilities for the neighbourhood. The project has successfully transformed vacant plots, wasteland and dump sites into educational and health facilities, public spaces, public buildings and cultural centres. From the total cost of USD 110 million, 20% has come from the engagement of the private sector. Imbaba has also become a well-known experience that attracts many researchers and practitioners to witness an innovative way of dealing with informal areas, becoming a best practice example with replicability potential.



Berlin, Germany © Flickr/Ronel Reyes

## EUROPE, LEIPZIG CHARTER

### Supra-National Coordination for Universal Sustainability

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European cities differ greatly in their urban models and the development challenges they face, possessing diverse historical, economic, social and environmental backgrounds. They each bear unique cultural qualities and exceptional possibilities for economic development, but also suffer from demographic problems of social exclusion along with issues of affordable housing and employment opportunities. It is with the knowledge of these pressures that the European Union proposed a supra-national policy to integrate urban management across the member states and proactively minimise negative externalities.

The EU Member State's Ministers responsible for Urban Development Policies adopted the Leipzig Charter on Sustainable European Cities in 2007. These common principles and strategies for urban development policy propose integrated urban development as the path to achieve successful urban sustainability. The key objectives in achieving this were underlined as delivering economic growth at a national, regional and local level while also overcoming social and spatial exclusion.

In signing the Charter, Ministers agree to initiate political debate to integrate its principles into local development policies and to promote balanced territorial organisation. Ministers adopted a 'Reference Framework for Sustainable European Cities' (RFSC) which operationalized the Charter. The RFSC is an online tool which provides local actors with indicators to assess the degree of sustainability of their urban development projects or strategies.

The importance and value of setting urban policy frameworks at a supranational level is demonstrated by the City Region Project. This project of local and regional authorities has gathered extensive and relevant information in city-regional planning cooperation agreements and launched specific regional pilot projects to explore new planning cooperation in the fields of land use management and transportation. The Dialogue for Change City-Network has developed since the signing of the Leipzig Charter, establishing the first peer-to-peer network of cities, and enabling pairs of transatlantic cities to jointly revise and update daily urban planning mechanisms.



Lyon, France © Flickr/Guerric

Author: **Brigitte Bariol-Mathais**, General Manager, French Federation of Urban Planning Agencies (FNAU), France

## FRANCE, LYON

### Metropolitan Planning Towards Inclusion and Quality of Life

Lyon is located in the eastern-central part of France, in the Rhone-Alpes region. The city is the third largest city of France with an estimated population of 2.1 million inhabitants. The region has a long tradition of urban planning and Greater Lyon Metropolis, the metropolitan inter-municipal body which gathers 59 municipalities, has been responsible for the territorial development of the region for the last 50 years. Lyon's main challenges have been metropolitan coordination, regeneration of mix-used districts in the core city, integration of deprived suburban districts in the metropolitan dynamic, quality of public spaces and integrated heritage management. During the functionalist planning period, neighborhoods were constructed, mostly to accommodate the low-income population. These neighborhoods have been subsequently facing huge problems of unemployment and poverty, raising social tensions in the city.

To address these challenges, Greater Lyon articulated planning as a framework for preparing concrete urban interventions. In 1992, a master plan named "Lyon 2010" was approved for the Greater Lyon, designing main lines of development areas of future urban projects based on the regeneration of former industrial districts and brownfields. The master plan also envisioned new metro and tramway lines to inclusively connect the city center and the suburbs. Programmes for urban renovation, renewal and revalorization have been developed since 2008 to improve the provision of services and the quality of life in deprived neighborhoods. A system for local management complemented this renewal initiative, improving the maintenance of public spaces and increasing safety and security, with a total programme investment of EUR 8.4 million.

To improve heritage management, planning documents were required to include historic documentation and tools for heritage protection and management. Through applying territorial strategies to address the main planning challenges, Lyon has developed strong technical tools to elaborate and implement its policies, such as mutualized teams at the metropolitan level, an urban planning agency at the metropolitan level, and dedicated public operational bodies to drive the implementation of the urban projects. Special mention is required for the many planning tools created to enable the master plan implementation, such as the land use plan, the lighting plan, which deals with the enhancement of nocturnal landscape, the Colors Plan for the protection of the cultural heritage, the Green Plan for the protection of natural and agricultural land, the Blue Plan, for the organisation of the river banks and the Plan Technopole, for the development of production and research centers.

The process of urban regeneration guided by the Greater Lyon 2010 master plan has been an exemplary case of integration and the delivery of different scales of planning. In this model, each project assumes a particular value as a part of a broader general structure, re-organizing the metropolis through establishing new thematic frameworks: (1) the revitalisation of public spaces in the centre and in suburban areas; (2) the enhancement of urban landscape, parks and historical parts of the city; (3) the creation of new centralities of urban and economic growth and (4) the enhancement of mobility through the realisation of a new public transport and road network. Due to these fine-grain urban development strategies, Lyon is considered a "laboratory for planning and governance policies".



Kehl-Strasbourg bridge © Flickr/Patrick Müller

## FRANCE AND GERMANY, STRASBOURG-KEHL A Cross-Border Urban Project to Deliver Local Development

Authors: **Anne Pons**, General Manager of the Urban Agency of Strasbourg, France  
**Marianne Malez**, French Federation of Urban Planning Agencies (FNAU), France

The history of Strasbourg, capital city of the Alsace Region, located on the left bank of the Rhine River, has been determined by its role as a border-city between France and Germany. Since 1945, Strasbourg has attempted to establish links with the German city of Kehl am Rhine, located on the right bank. Lack of coordination between the cities had hindered for many years the re-development of derelict sites on both banks of the Rhine due to the administrative divide. Improvements in connectivity and environmental management had also been hampered due to the absence of a common vision for the sustainable development of border region. This was overcome when a development proposal for a factory along the shared border gathered much protest from both sides, motivating collaborative action for the vision and development of the area.

The need for collaborative governance of the border area was achieved by establishing the Strasbourg-Kehl Commission, a cooperative steered by the mayors of each municipality. This allowed for a coordinated approach in the identification and implementation of cross border projects. Projects are undertaken under the legal framework of the Karlsruhe Act, which allows both countries to use their own management team for projects or come to an alternative mutual agreement.

While the first project proposed in 1982 did not go ahead, a chain of integrative projects during the 80's and 90's subsequently led to the drafting of the joint Master Plan for Strasbourg-Kehl. The Agency for Development and Planning for the Strasbourg Agglomeration (ADEUS) has played the role of moderating disagreements and bringing together partners and stakeholders towards a common vision.

Institutional cohesion for Strasbourg-Kehl has supported spatial and territorial planning at a supra national level, maximising economic and social opportunities at a cross-border level. The cities have collaboratively established a vision for the future of the metropolitan area by understanding their complementarities, building their metropolitan functions and institutions and integrating infrastructural developments. Projects which strengthen the economic and cultural links between the area are numerous, with the success of one project leading to funding and support for the next, creating a domino effect in collaborative urban development. The project success paved the way for a trans-region Air Protection Plan and a Franco-German Tourist Office. Most recently, the Deux Rives du Rhin urban development project has created a truly integrated conurbation, providing shared public facilities such as the Jardins de Deux Rives, the Strasbourg-Kehl tramline and the pedestrian footbridge between the two cities.





## GERMANY, THE RHINE-RUHR METROPOLITAN AREA

### Breathing New Life into Post-Industrial Cities

Author: **Prof. Elke Pahl-Weber**, Director of the City and Regional Planning Institute, Berlin Technical University, Germany

The Rhine-Ruhr metropolitan area is the largest urban agglomeration in Germany and one of the largest urban areas in Europe, having developed as a major manufacturing and coal mining centre through the first half of the 20th century. With the de-industrialization process that took place in Germany from mid-1970s and the transformation of the energy production model, industrial activities have relocated, jobs have disappeared and the number of inhabitants in the area consequently dropped. As a result, the Rhine-Ruhr Area is currently a region with declining population and facing deep demographic and economic challenges.

To stimulate ecological, environmental and urban revitalisation, the International Building Exhibition (IBA) at Emscher Park was initiated by the State Government of North Rhine-Westphalia in 1989. During a period of ten years, the IBA project aimed to give the region a greener image and to breathe life into the old industrial plants. A vision for the area was developed and a master plan was drafted, including specific projects that targeted abandoned industrial sites, transforming them into facilities to improve the quality of the urban areas surrounding the old industries.

Steel cookers became stages, the buildings of the large coal mine “Zeche Zollverein” in Essen became a multi-purpose centre with conference facilities, the storing sites for the steel production became a park using the historical structure but filling it with greenery to form part of a green belt that unifies the regio. A key aspect of the IBA was that funding came not only from the State Government but also from developers, private companies, non-profit groups and local town governments that worked specifically on individual projects connected to the park.

After more than 20 years of planning and implementation, the Emscher Landscape Park has gone from a purely fantastical vision to a reality that has inspired new urban development. The project has achieved lasting improvements in the living and working environment of the surrounding towns by upgrading the ecological and aesthetic quality of their nearby countryside. Furthermore, by reusing and preserving the impressive relics of the industrial era, the Ruhr region has been able to keep its unique identity and has branded itself as an ancient monument of industrial society. After many successful examples, the IBA has been institutionalized as an instrument for urban and territorial planning, which has been able to envision and guide the collaborative and participative development of cities such as Basel, Berlin or Hamburg.



Port-Au-Prince, Haiti © UN-Habitat/Julius Mwelu

## HAITI, PORT-AU-PRINCE

### The Value of Planning in a Post-Disaster Situation

Authors: **Rose-May Guignard**, Comité Interministériel d'Aménagement du Territoire, Haiti  
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Port-au-Prince is the capital and the largest city in Haiti. The city is located in the Gulf of Gonave, and has an estimated population of 900,000 inhabitants. Port-au-Prince is characterized by poorly built housing structures, fast and uncontrolled urban growth and existence of human settlements in high-risk disaster areas. Eighty percent of the urban fabric consists of poorly serviced and unmapped informal neighborhoods. In January 2010, Port-au-Prince was catastrophically affected by an earthquake, which destroyed a large amount of structures in the city, was estimated to have caused 230,000 deaths. In the absence of maps, population census and other urban and social data, the institutions in Port-au-Prince were unable to assess the needs and to set priorities for the reconstruction of the city. Scattered small-scale projects conducted by NGOs, further weakened public institutions at the municipal and national scales, unable to channel international investments. This coupled with a confusing and incomplete Haitian law on urban planning regarding the responsibilities and overlapping mandates of the different institutions resulted in the implementation of a patchwork of urban rehabilitation projects.

In the post-disaster setting, planning stood out as a key tool to build the resilience of the city and of populations at risk and to set a framework for the coordination of the different interventions of NGOs. The revelation of the urban management issue resulted in the development of coordinating bodies, moving from sectorial clusters to territorial, multi-

sectorial coordinating bodies.

This initially difficult situation had a significant and positive impact, both on better recognition of the informal neighborhoods by the Haitian authorities and on acknowledgement by the international organizations of the importance of urban planning in recovery and development projects. Armed with these developments, Haitian institutions, relayed by international donors, managed to implement diagnostics and urban development plans prior to any intervention at scale. These new tools could provide a substantial amount of data on areas hitherto largely unknown, such as socio-urban surveys, mapping and census, as a first step towards their integration into the formal city. The creation of the Technical Committee in 2013 brought coordination and expertise to the development plans, clarifying processes and roles of the different stakeholders.

Territorial planning has been critical in the prioritization and reconstruction of the city of Port-au-Prince. Four years after the earthquake, public institutions now control and validate urban development projects carried out by NGOs, and all neighborhood-wide projects financed by donors have been conditioned by the prior production of a development plan. In parallel, the Interministerial Committee for Territorial Planning organized two Regional Urban Forums and the first Haitian National Urban Forum to foster citizen participation. They led to the drafting of a Declaration of Participants now translated into a roadmap for public institutions.



Ahmedabad BRT system © Flickr/velaparato

## INDIA, AHMEDABAD

### Connectivity, Integration and Inclusion through Transport Planning

Author: **Shipra Narang Suri**, Vice-president, International Society of City and Regional Planners (ISOCARP), India

Ahmedabad is the largest city in the western Indian state of Gujarat, with an estimated population of 5.8 million inhabitants. The city has emerged as a key industrial, commercial, economic and educational hub. In the late 1970's, the administrative capital of the state was moved to the new city of Gandhinagr. This political shift, together with the deceleration of industrial activity and the instability brought by political and social agitation, marked the start of a long period of Ahmedabad's decline. Subsequent underinvestment in infrastructure and services led to a string of transport challenges including poor service quality, unreliability, an exponential increase in private vehicles leading to high levels of congestion and reduction in air quality.

The Janmarg Bus Rapid Transit System (BRTS) was designed as a strategic intervention, to attract latent transit demand, improve air quality and promote the compactness of the city. At the metropolitan scale, the project was developed under the broader framework of the Ahmedabad-Mumbai corridor, and the Ahmedabad-Pune stretch. The decision to build the Janmarg, was made in 2005 by a high-level committee chaired by the Chief Minister of Gujarat, under the broader "Accessible Ahmedabad" framework, which aimed at redesigning the city structure and transport systems towards better accessibility, efficient mobility and lower carbon emissions. The BRT initiative was developed in line with the Comprehensive Development Plan (CDP) prepared for the period 2006-2012, in which Ahmedabad's Integrated Transit Strategy aimed at developing a system comprising an improved public bus system, the BRTS, suburban railways and a metro.

The objective was to increase the public transport share from the existing 17% to 40% over a period of 10 years by reducing the need for travel, travel length and automobile dependence. The plan consisted of the development of 217 kilometres of BRT corridors with a radial structure and a ring corridor.

The implementation of this urban and territorial planning transportation strategy has enhanced accessibility, connectivity, social inclusiveness and environmental quality in Ahmedabad. 26 percent of two wheeler users have shifted to BRTS, which is widely viewed as being more inclusive. In off-peak hours, mainly afternoons, nearly 40 percent of the commuters are women. With an average trip length of 7km, the system saves 200,000 vehicle kilometres per day. Furthermore, the network serves as many low-income areas as higher-income communities across the city. The widening of the BRT corridor has helped to increase connectivity and has catalysed development throughout the city. From the urban planning perspective, the project has contributed with several innovations, including fully pedestrian and transit street sections and one-way bus lanes to manage narrow right-of-way. The implementation of the BRT system has also created new roads and bridges that have improved the connectivity of the city. The BRT has also encouraged urban regeneration, as former vacant mill lands have been transformed into new housing and shopping areas for the urban poor. Another remarkable innovation lies in the cross-subsidy mechanism that has used land value capture as a system to ensure the BRT affordability. The biggest achievement though, has been to showcase that the BRT system works for the Indian context if adapted to the local context and culture.



Author: **Imam S Ernawi**, Director General of Human Settlements, Ministry of Public Works, Indonesia

## INDONESIA, SURABAYA Championing Green Community Development

Surabaya is the second largest city in Indonesia with a population of over 3.1 million inhabitants. The city is an important economic centre for Indonesia, as the urban hinterland of the Surabaya, around 7 million people, accommodates a large national and home-grown industrial conurbation, producing for the consumption markets of Java and Indonesia. As the capital of East Java province and as a port city supporting trade and services, Surabaya has rapidly developed, and its urban landscape is nowadays characterized by new medium-rise office blocks, modern markets and hotels along green boulevards co-existing with the early 20th century heritage. The low-income, popular neighbourhoods – the kampongs – are particularly important to preserve the indigenous socio-cultural values of the city. Successive land use plan revisions have oscillated, either trying to hold up a ‘modern’ city vision or reverting to unplanned urbanization, where mangroves face extinction, city rivers remain heavily polluted and indigenous kampongs remain poor, revealing a latent social imbalance.

In 2005, Surabaya established a flagship Green Kampong programme, embedded in its innovative planning and development strategy for the city. The programme has become a citywide strategy, combining tools for governance and development such as decentralizing planning decisions, encouraging local democracy, participatory planning and budgeting, and environmental management. At the city level, Surabaya has introduced a “Citizen Park Space Programme”, a sub-project which worked with

slum communities to re-locate them from degrading river banks, and transform the areas into popular green community parks, each co-opted by local private companies that have become sponsors of Surabaya’s sustainable development. At the neighborhood level, Surabaya has encouraged communities adopt a zero-subsidy kampong greening approach, instead generating revenue through their own small-scale green entrepreneurship. Local companies and media are sought to promote competitions and award innovation and best practice at a local level. National poverty reduction programmes are recorded through a collaborative e-governance mapping platform, allowing easy identification of service provision gaps.

Through strategic territorial planning policies, a more compact and environmental friendly city has emerged, with green neighborhoods at the center of the urban development proposal. The Green Kampong programme has delivered a community based solid waste management system, leading to revenue generation, employment and a decrease of disease among more than 100,000 participating households. The e-governance platform for map-based community budgeting has strengthened social cohesion and participation and allowed a more equitable distribution of resources. Local media and private sector key players have been mobilised in support of community driven initiatives for green and safe public spaces. Not to be under estimated, the increasingly active and informed urban community have influenced decision-making in favour of the long term vision of sustainable urbanization for Surabaya and the region.



Fukuoka park © Flickr/Takashi H

Author: **Prof. Toshiyasu Noda**, Department of Law,  
Seinan Gakuin University, Fukuoka, Japan

## JAPAN, FUKUOKA

### Compact Principles for Improved Quality of Life

Fukuoka City is located on the northern shore of the island of Kyushu in the southern part of Japan. With 1.5 million inhabitants, it is the sixth most populated city in Japan. Since Japan's accelerated economic development from the 1950s, managing controlled urbanisation has been a major focus for city planners and leaders. The risk of urban sprawl, an all too often outcome of rapid urbanisation, was a major concern due to the negative impact it has on social, environmental and economic sustainability. With limited water resources, water scarcity has also been an important consideration in land use patterns and spatial distribution, with the need to efficiently and equitably deliver resources to current and future populations.

To ensure the sustainable development of the city, forward thinking leadership instilled compact planning principles in policies and plan from the 1960s. Primarily seen as a service and commercial centre, successive master plans concentrated Fukuoka's urban development around Hakata bay, creating a doorway to Asia while providing economic and recreation opportunities for citizens. The Basic City Framework in 1976 supported compact urbanisation by promoting transit oriented development.

Adequate densities has allowed for a comprehensive and diverse transport options, including trains, subways, bike paths and private transit options, strengthening the connectivity among core economic centres with the seaport, rail and airport hubs. Additionally, to minimise the adverse impacts of densification, The Urban Landscape Ordinance was enacted in 1987, with an emphasis on preserving the amenity of cityscapes and reinforcing the historical and cultural characteristics of the area for improved quality of life. High quality urban environments are also incentivised through 'Urban Beautification Award' which promotes design quality.

Fukuoka has successfully developed as a major urban centre through compact urban planning principles, resulting in a productive, attractive and inclusive city. It has been widely reported as Japan's most liveable city, an attribute which is commonly sought after in our increasingly urbanised world, and one which is innately linked to features of compact development. The efficient and multi-modal public transportation network has resulted in a commute time of less than half an hour for nearly 50% of the population increasing productivity and quality of life. Furthermore, over 250,000 people ride to work each day due to proximity, a trend which begun before environmental consciousness was as widespread as it is today. A testament to Fukuoka's inclusive and progressive urban development approach is the response of its citizens, with 90% of reporting that they were proud of their city.



## MOROCCO

### Relieving Urban Pressures through New Towns and City Extensions

Authors: **Dr. Hassan Radoine**, Director and Professor, National School of Architecture, Rabat, Morocco  
**Dr. Mohamed El Mati**, Professor National School of Architecture, Rabat, Morocco

Being a gateway to Africa and Europe, Morocco is home to over 33 million inhabitants of which 6.3% are urban. Since the twentieth century, most major Moroccan cities have been newly planned either through urban extensions of historical cities or through new towns development. The slum population however grew 5.6% per year between 1992 and 2004, reaching 8.2% of the urban households in 2004, which represented around 1.7 million people living in 1000 slums. In 2004, building on the commitment to the Millennium Development Goals, the government launched two major national initiatives to tackle slums and housing issues: the Cities without Slums Programme and the development of four new towns. These initiatives, based on a twin-track approach, were part of a larger government strategy to enhance the supply of affordable and adequate housing.

The Al Omrane Group, a government-owned holding company that acts through local subsidiaries, was established in 2007 to implement the development of new towns and the programme of Cities without Slums. The development of new towns has mostly targeted low income households in the region of Marrakesh (new town of Tamansourt), Rabat (new town of Tamesna), Casablanca (new town of Sahel-Lakhyayta) and Tangiers (new town of Chrafate), which accounted for more than 50% of the households living in slums countywide. Despite responding to increased housing demand, several shortcomings emerged following implementation, including site locations that are fully state-owned land, weak feasibility studies, a lack of adequate mixed land-uses and social diversity.

Nevertheless, new towns are rethinking social housing through an urban scheme, rather than solely pursuing interventionist projects that are often not proportionate with the scale of demand. Accordingly, since 2009, a “second generation of new towns”, such as Zenata, Benguéir Ville verte and Khouribga Mine verte, was developed to address the above shortcomings. This new group of new towns has been launched with new stakeholders in the private sector and in partnership with state companies, such as the Office Chérifien des Phosphates (leader in phosphate industry) and the Caisse de Dépôt et de Gestion (state-owned financial institution active in real estate development). The “first generation” was mainly focused on new towns development, while the “second generation” pursued the planning of large urban extensions of existing cities.

Despite huge financial investments, the first generation of new towns has had a limited impact to date on responding to the housing demand and relieving pressure from metropolises. The first two new towns – Tamansourt (2004) and Tamesna (2007) – have attracted a total of 85 000 people out of the 700 000 expected (12%). The government has however taken corrective actions to revitalize these towns through appropriate recovery plans and appointing an inter-ministerial committee to implement them. The key lesson learnt from these practices is to invest in non-residential assets and employment opportunities in order to create attractive, productive and liveable and cities. Financial mechanisms and investment frameworks, such as public/private partnerships, have also helped in structuring and modernizing the construction, real estate and housing sectors.



Bergen, Norway © Flickr/Robyn Lee

## NORWAY

### Cities of the Future Integrating Climate Change Adaptation

Author: **Hilde Moe**, Senior Advisor, Department of Planning, Ministry of Local Government and Modernisation, Norway

Norway is a Scandinavian country positioned in Northern Europe, with a population of just over 5 million inhabitants. Its economy has been dominated by oil and gas exports, positioning it as one of the top 20 countries with the highest CO<sub>2</sub> emissions. According to forecasts made by the Intergovernmental Panel on Climate Change (IPCC), Norway's annual mean temperature is expected to rise by 3.4 degrees Celsius this century and precipitation has already increased by 20% since 1900.

Acknowledging the vital role cities play in mitigating climate risk, Norway has adopted a multifaceted urban policy approach. In particular, municipalities were identified as having significant responsibility in influencing the urban environment at a local level and in turn influencing constituent attitudes to energy consumption. In 2007, White Paper no. 33 addressed the need for greater climate change adaptation methods and in 2008, the government issued planning guidelines requesting municipalities to prepare climate and energy plans to address climate change. This was ratified in the Planning and Building Act, where section 1 stated that addressing climate change should be one of the main focuses of planning. This legislation led to a series of assessments conducted at a local level, to identify risks and vulnerabilities, but also flag opportunities to proactively adapt. Developing from this, the Cities of the Future Programme invited thirteen of Norway's largest cities to take part in a collaborative project

to reduce emissions and make cities more liveable. Integral to this was the concept of compact cities, those which favour walking and cycling and promote dense, liveable urban forms. The programme sought to create a stronger connection between federal and regional areas, as well encourage collaboration between industry and citizens. Consequently, participating cities worked with a range of stakeholders to create an action plan that synchronise future land use patterns with sectorial projects.

The Norwegian Government has successfully mobilised a variety of stakeholders to transform climate policy into concrete actions. By understanding the fundamental link that urban planning has on climate mitigation, federal government has been able to take calculated steps in influencing national, regional, local and sectorial actions through legislation and planning. Today, 13 cities have included adaptation to climate change as a goal in their master plan and detailed plans, an increase from only 2 cities in 2008. Further to this, vulnerability assessments have led to revised master plans which address areas at risk of sea level rises and inundation caused through flooding. This has been possible due to the Cities of the Future Programme, which has created a forum for ideas sharing, resulting in insurance companies sharing spatial data on flooding claims. The value added to the programme through integration of urban planning and sectorial policies has improved Norway's resilience to climate change and created an ongoing dialogue between key actors, an important asset in urban management for the future.



Krasnoyarsk, Russia © Flickr/Pasi Hilli

## RUSSIA, SIBERIAN FEDERAL DISTRICT, KRASNOYARSK

### Building an International City through a New Urban Planning Paradigm

Author: **Alexey Kozmin**, Center for Urban Research, Tomsk State University, Russia

Krasnoyarsk is one of the regional centers of Siberia, Russia and it is located on the banks of the Yenisei River. It is the third largest city of Siberia after Novosibirsk and Omsk, with a population of more than one million inhabitants. Krasnoyarsk's population experienced a rapid growth during the Second World War, when the Soviet factories were evacuated towards the east, stimulating the industrial growth of the city. Furthermore, after the war, additional large manufacturing aluminum and metallurgic plants were built. Eventually, heavy industries and coal heating power degraded the environmental quality of the city, turning Krasnoyarsk in one of the most polluted cities of the Russian Federation. The Soviet urban planning model exacerbated this situation, creating a car dependent disconnected city without adequate walkable streets, lack of public spaces, no waterfront access and derelict industrial areas. As a result Krasnoyarsk experienced a population drop of 6% during the 90's, from 925,000 to 870,000 inhabitants.

In 2012, the Municipal Authority of Krasnoyarsk realized that the city required a shift towards sustainable development and a new economic profile which did not exclusively rely on heavy industries. Pushed by the municipal authority, a new master plan was drafted, disowning the industry-oriented urban planning of the socialist city, focusing instead on high technology opportunities, ecological stability and a human-centred approach. The new master plan proposed five main priorities: (1) redevelopment to non-polluting highly technological industries, with relocation of polluting activities outside the city and limitation of percentage of land used for industrial activities,

(2) creation of a connected system of public spaces and pedestrianisation of river-front and embankments, (3) prioritization of public transport system (4) new economy of knowledge and international positioning through events, and (5) community participation.

The completion of the Krasnoyarsk master has been a decisive territorial planning tool to position the development of Siberia and the Russian Far East in the national agenda, supporting the realization of new economic growth models for the region. One of the accomplishments of this global positioning campaign to transform Krasnoyarsk has been the election of the city as the future host of the University Olympic Games 2019. This new economic growth approach offers the opportunity to develop not only modern sport infrastructures but also a new development cycle to improve quality of life and reshape the image of the city. The plan has also contributed to create awareness of the economic potential that the proximity of fast-growing Asian markets represent. The urban planning shift from a rigid approach to a more sustainable urban model has entailed major impacts for the city. Residential densities and building proximity have increased, reducing energy consumption for heating and transportation. The percentage of land allocated to industrial uses inside the city is expected to decrease by 24% over the next twenty years, in favour of office space and land for transportation and recreation. Improved connectivity, provision of open space and less industrial activities have improved the environmental quality of the air and the water of the region as a whole.





Yekaterinburg, Russia © Flickr/Andrij Bulba

Author: **Andrey Ivanov**, Consultant,  
UN-Habitat

## RUSSIA, YEKATERINBURG

### Mitigating Competing Interests through Urban Land Reform

Yekaterinburg is the fourth largest city in the Russian Federation with a population of 1.4 million. It is a major economic, transportation, scientific and cultural centre, positioned on the border between Europe and Asia. At the start of the 21st century, the city's urban development processes were still reflective of Soviet philosophy, characterized by long term, arbitrary laws, which had resulted in a decline in the urban environment and quality of life. Contributing to this was the reflexive development decisions made by municipal authorities, which were heavily influenced by private interests. In 2005, a new Urban Planning Code came into force, specifying the need for all municipalities to develop a new urban planning tool, the Rules of Land Use Development (RLUD), which would be a turning point for the City of Yekaterinburg.

The RLUD sought to balance public and private interests to improve the urban environment for the future. It was developed with a consortium of noncommercial foundations, beginning with an analysis of over 87,000 plots, to determine the current land uses, along with the social, economic, transport and ecological condition of the area. This process identified distinct territorial zones, with specific overlapping uses, resulting in the creation of the Land Use Planning Map, a graphic manner of reflecting the intensity of development and services. In contrast to past urban development laws, the approach of the RLUD was distinctly democratic and public hearings were held frequently regarding the new proposed

land use zoning and many modifications were made based on this feedback. Previously classified information on industrial and waste zones was also declassified, underscoring the transparent outlook of the RLUD. Once established, the RLUD formed the legal framework for the implementation of the Urban Development Master Plan, regulating urban planning activities, identifying shortages of transportation and social infrastructure, protected sites of cultural and historic significance and restricted the impact of industrial activities on the urban and natural environment.

The implementation of the RLUD tested a new approach on how to seek agreement between private parties and local authorities, creating a better integrated and coordinated planning system. The reformed process provided a new feedback channel for communication with the public after an extended period of exclusion from the urban development process. Reflective of the open and consultative approach were the several hundred public hearings held regarding changes to definitions, with the City Duma approving certain changes to the definition of statute-allowed use based on this feedback. This process has made the relationship between authorities and developers more transparent, while accommodating the interest of landowners. The RLUD has become a model for urban development that improves the quality of the human environment through successfully balancing competing interests in a participatory and collaborative approach to land use development.



Pretoria, Gauteng, South Africa © Thamara Fortes

Author: **Rashid Seedat**, Head of Gauteng Planning Division, Office of the Premier, Gauteng Provincial Government, South Africa

## SOUTH AFRICA, GAUTENG CITY REGION

### City-Regional Integration for Prosperity

Gauteng accounts for just 1.5% of the territory of South Africa, but is the highest populated region in the country, with 12.3 million inhabitants, a quarter of the national population. It has a diverse economy which contributes to over 35% of the country's GDP. This is driven by four main polycentric conurbations, comprising large populations and labour markets, dense commuting flows and spatial agglomeration economies. A functioning city-region can create a thriving economy through spatial and social integration. For Gauteng, the enduring legacy of apartheid has left high levels of social exclusion, poverty, inequality and spatial dislocation. Additionally, high polluting industrial uses and derelict manufacturing areas has left city cores in a state of decline and created further spatial discontinuity.

Realising that these urban pressures were impeding Gauteng's sustainable development and economic competitiveness, in 2004 the Provincial Government rallied the twelve municipalities within its boundaries to commit to establishing the Gauteng City-Region (GCR). At the forefront of this challenge was moving from a sectorial approach of development to a territorial approach. To begin, the provincial government established an Integrated Urban Planning Framework, to guide inclusive, resilient and liveable urban settlements through spatial integration. Achieving this required consensus from multiple public and private stakeholders on the idea that Gauteng as a city-region would provide more sustainable and competitive development as compared to a sectorial approach. Working collaboratively between provincial and municipal governments, a unified agenda was establishing, with the view to promote the city-region concept among stakeholders and abroad.

This was essential to attract investments and lead to the implementation of key programmes and projects aimed at transforming the social, economic and spatial profile of the city-region. It has also paved the way for the Gauteng Integrated Infrastructure Master Plan, using spatial data to guide the balanced regional development and the Municipal Integrated Transport Plans has led to a 'golden era' of transport planning, with the Gautrain Rapid Rail Link, and various BRT systems being implemented.

While the expected outcomes of GRC are expected to be delivered over the long term, some indications of progress are already being made. Access to basic services has increased across the region, even when still experiencing rapid population growth. The move away from a siloed approach to an integrated territorial strategy has led to the horizontal and vertical coordination of public and private actors. It has also led to increased acknowledgement of, and investment in the informal economy, with an economic revitalisation summit being held for 50,000 township enterprises and increased investment from the procurement budget from 5% to 30%. This was further supported by the empowered regional Department of Economic Development (DED) who used the city region to identify opportunities for economic growth and job creation, with the "Strategy for a Developmental Green Economy". Further regional institutions have been created to foster inter-governmental collaboration and to promote the concept of City-Region, such as the Gauteng City-Region Observatory (GCRO), which has been integral in finding and providing data, maps and research outputs for the better understanding of the city-region in order to enable informed decision making.



Chattanooga, USA © Wikipedia/~Lemcke (talk)

Author: **Michael Elliott**, School of City and Regional Planning, Georgia Institute of Technology, USA

## UNITED STATES OF AMERICA, CHATTANOOGA

### Restoring Prosperity through Participatory Planning

Chattanooga is currently the fourth largest city in the state of Tennessee, located where the Tennessee River bisects the Cumberland Plateau. The city has a population of more than 170,000 inhabitants and, since 1940, has developed as a hub for transportation and industry, when it was known as the Dynamo of Dixie. A share of more than 35% of jobs in the manufacturing and heavy industry sectors brought economic prosperity but also environmental degradation. During the 1980's serious socio-economic challenges also arose in Chattanooga, such as loss of jobs due to de-industrialization, deterioration of infrastructure, social division and racial tensions. The city choked with the legacy of old industry: a derelict waterfront, decaying industrial and commercial structures, toxic sites, and air pollution so thick that in 1969, national air pollution officials called Chattanooga the "worst polluted city" in the United States. All this caused a population decline of more than 10% during the 1980's.

The city realized the need for a new foundation for its economy and a social and environmental transformation and slowly engineered its revival by building a significant system of participatory planning. In 1982, a city appointed task force embraced an ambitious re-examination of the 35 kilometer Tennessee River corridor, by conducting public meetings throughout the community. The Lyndhurst Foundation initiated a strategic program to support Chattanooga's renewal, establishing an urban design center to popularize ideas of sustainable redevelopment.

At the same time Chattanooga Venture, another community-based organisation, engaged the full community in the task of environmental, social and economic revitalization. Six major strategies emerged from this process: (1) integrate economic and community life through the lens of sustainable development, (2) focus on visible, doable projects that promote civic leadership and build confidence, (3) build institutional capacity, (4) invest in human capital and employment opportunities, (5) invest in social capital and (6) plan the infrastructure for the future. After the implementation of these strategies, the city initiated a larger, regional process to address inter-jurisdictional coordination.

Chattanooga has undoubtedly influenced its economic, social and environmental situation through territorial planning. Substantial governmental and private resources have been invested in transforming the downtown, river-front areas, and infrastructures. As a result, the city's population has grown and it has one of the nation's strongest local economies. Unemployment has dropped to 10% below the national average. The city, once famous for its pollution, is now noted for its sustainable economy. In 1996, the United Nations Conference on Housing and Sustainable Urban Development (Habitat II Conference) in Istanbul recognized Chattanooga as one of the world's 12 "Best Practice Cities", earning also numerous awards for livability, excellence in housing and consolidated planning.



## UNITED STATES OF AMERICA AND CANADA, THE GREAT LAKES ST. LAWRENCE RIVER REGION Innovative Responses to Trans-Boundary Challenges

Authors: **Kathryn Bryk Friedman**, School of Architecture and Planning, State University of New York, USA  
**Irena F. Creed**, Department of Geography and Earth Sciences, Western University, Canada

The Great Lakes Region is a transboundary space identified by its single most significant asset – the Great Lakes St. Lawrence River Basin. The Basin represents the largest freshwater system on earth, spanning more than 94,000 square miles (244,000 km<sup>2</sup>) and containing more than 20 percent of the world's freshwater resources. As an ecologic system, the Basin is highly complex, comprising interrelated open water, coastal and watershed systems that support a high level of biological diversity. The Basin plays a significant role in the economies of the United States and Canada. Great strides in terms of ecological restoration have been made since the 1960s and 1970s, when severe environmental challenges, including the declaration that Lake Erie was “dead,” threatened ecological sustainability. Nonetheless, the Basin remains at tipping point, with a plethora of ecological and environmental pressures affecting its security as a resource. As recently as the summer of 2014, algal blooms caused a severe crisis by shutting down the water supply in Toledo for several days.

With the launch in 2012 of the Great Lakes Futures Project (GLFP), a new transboundary planning model emerged that emphasized process and stakeholder input, rather than institution building, to solve sustainability challenges. The GLFP was innovative for two reasons. Firstly it was a grassroots effort led by higher education researchers and secondly it used a tool in the transboundary context that is usually reserved for regional and municipal planning – scenario analysis. The GLFP scenario analysis spanned the past 50 years, the present, and the next 50 years

(1963-2063). In order to consider alternative futures, stakeholders created stories about the future that are not impossible to achieve by considering the following questions: What forces are driving changes? What are the key uncertainties associated with these drivers? How could these forces diverge the future from its current path? If the future unfolds as described in the scenarios, what would we do about it? Over the course of two years the project engaged more than 50 international Canadian and United States researchers, together with government and non-government participants.

The GLFP represents a new model for thinking and acting at the trans-boundary scale. The tool presented plausible futures for the region, creating awareness and consensus regarding the striking environmental and economy imbalances that will be faced if appropriate action is not taken. The experience has delivered an increased capacity for decision makers and end-users to overcome identified gaps in policy and to monitor policy effectiveness. Further to this, new, effective relationships in a transdisciplinary network of scholars and practitioners developed, creating partnerships for future research and engagement. The outcomes of GLFP will contribute to the long-term goal of ensuring effective policy in the Great Lakes Region, representing a truly collaborative strategic planning process not only for the Great Lakes Region, but also for other transboundary regions throughout the globe, as some forty percent of the world's population live in trans-boundary river and lake basins.



Limpopo Province, South Africa © Flickr/Martin Heigan

## ZIMBABWE, MOZAMBIQUE AND SOUTH AFRICA - SENGWE-TSHIPISE WILDERNESS CORRIDOR

### Community Collaboration on Cross Border Environmental Protection

Author: **Ronald Chimowa**, Department of Physical Planning Ministry of Local Government, Public Works and National Housing Harare, Zimbabwe

The Sengwe-Tshipise Corridor is a thin strip of communal land separating the Gonarezhou National Park in Zimbabwe, the Limpopo National Park in Mozambique and the Kruger National Park in South Africa. Before 2002, uncoordinated management had resulted in fences separating sovereign territory, threatening spatial continuity, biodiversity conservation and effective ecosystem management. In 2002, Mozambique, South Africa and Zimbabwe signed a treaty to establish the Great Limpopo Trans-frontier Park (GLTP) covering 37 572 km<sup>2</sup> and the establishment of the Sengwe-Tshipise Wilderness Corridor (STWC) was a key milestone in its trans-frontier conservation and collaboration efforts.

The STWC needed to address the diverse interests and concerns of all stakeholders and communities across the three countries to ensure the improvement in economic and environmental conditions. In 2005 a Combination Authority was legally constituted to prepare a Local Development Plan for the Corridor. The Authority was in charge of hosting community sensitization and planning workshops to enhance the planning and management capacities of the communities involved. Focused group discussions were held with all segments of communities involved and a cultural exchange visit was held with the Makhuleke Community of South Africa to learn best practices in natural resource conservation.

These interactions gauged concerns at a multi stakeholder level and also allowed for initial negative perceptions of the project to be eased. The activities led to the formulation of the Corridor development policies, goals and proposals and the identification of projects and activities that needed to be implemented in order to realize the objectives of the Plan with an integrated and phased approach.

The successful adoption of the STWC has made GLTP the largest trans-frontier park in the world and has succeeded in re-establishing endangered wildlife populations by opening up historic migration routes. The model example of regional cooperation has also generated major financial contributions from development agencies in support of eco-tourism, employment opportunities and securing the corridor as a conservation area. Coordinated management has resulted in reduced maintenance costs while delivering improved benefits, with the Gonarezhou National Park reporting a reduction of 80% in the poaching of wildlife, largely as a result of community awareness of ecological issues. Finally, community groups have acknowledged the economic and environmental benefits of the plan and committed to its successful implementation. This success of the community-based planning model has led to the Government of Zimbabwe internalising the approach, using it as a template for future community affected development projects.



# ANNEXES

**Annex 1: Leaflet presenting the IG-UTP Initiative**

**Annex 2: Fukuoka Communiqué**

**Annex 3: Current list of draft Case Studies**

**Annex 4: List of members of the Ad-Hoc Expert Group**



Cape Town, South Africa © Flickr/Ian Wilson

Towards the development of  
**INTERNATIONAL GUIDELINES ON  
URBAN AND TERRITORIAL PLANNING**

*“We recognize that, if they are well planned and developed, including through integrated planning and management approaches, cities can promote economically, socially and environmentally sustainable societies”*

The Future We Want, Rio+20 Outcome Document

## Why develop International Guidelines on Urban and Territorial Planning?

Different types and approaches of urban and territorial planning exist and have been tested worldwide without **simple and universally agreed principles** to guide decision makers towards sustainable urban development.

The International Guidelines on Urban and Territorial Planning (IG-UTP) intend to constitute a global framework for improving policies, plans and designs for more **compact**, socially **inclusive**, better **integrated** and **connected** cities and territories that foster sustainable urban development and are **resilient** to climate change.

The IG-UTP would complement two sets of guidelines previously adopted by the Governing Council of UN-Habitat: the **Guidelines on Decentralization** (2007) and the **Guidelines on Access to Basic Services for All** (2009), which have been used as a reference in a number of countries to catalyze policy and institutional reforms and to leverage partnerships.

## From National Experiences to Universal Principles

UN-Habitat established a **Group of Experts** to support and guide the IG-UTP drafting process\*. Building on national experiences, this Group aims at capturing universal principles that could **support a diversity of planning approaches adapted to different contexts and scales**.

Experts include nominees from **national governments, local authorities** (eg: UCLG), **development partners** (eg: World Bank and OECD), **associations of planners** (eg: ISOCARP) **research and academia**, and **civil society organizations** from Africa, Asia, Europe and America.

The **Committee of Permanent Representatives** to UN-Habitat as well as other **United Nations bodies** will be consulted throughout the IG-UTP development process, which has the following milestones:

- April 2013: **Resolution 24/3** of UN-Habitat's Governing Council mandating the development of the IG-UTP
- Oct. 2013: First Expert Group Meeting held in **Paris**, France
- April 2014: Second Expert Group Meeting and UN High-level Inter-Agency Meeting (briefing of 27 UN agencies) held in **Medellin**, Colombia, in conjunction with the 7th World Urban Forum
- Nov. 2014: Third Expert Group Meeting in **Fukuoka**, Japan
- April 2015: Submission of the IG-UTP to the 25th Governing Council of UN-Habitat for approval

*\*with the financial support of France and Japan*



## Key Principles of the IG-UTP (draft, as of December 2014)

Designed as a reference document, the IG-UTP would promote **key urban and territorial planning principles** organized along four main pillars. The IG-UTP will also include recommendations for the stakeholders involved in urban and territorial planning.

<b>A</b>	<b>URBAN POLICY AND GOVERNANCE</b>
1	Urban and Territorial Planning is more than a technical tool; it is an integrative and participatory decision-making process that addresses competing interests and is linked to a shared vision, an overall development strategy and national, regional and local urban policies.
2	Urban and Territorial Planning represents a core component of the renewed urban governance paradigm, which promotes local democracy, participation and inclusion, transparency and accountability, with a view to ensuring sustainable urbanization and spatial quality.
<b>B</b>	<b>URBAN AND TERRITORIAL PLANNING FOR SUSTAINABLE DEVELOPMENT</b>
	<b>Urban and Territorial Planning and Social Development</b>
3	Urban and Territorial Planning primarily aims to realize adequate standards of living and working conditions for all segments of current and future societies, ensure equitable distribution of the costs, opportunities and benefits of urban development and particularly promote social inclusion and cohesion.
4	Urban and Territorial Planning constitutes an essential investment in the future. It is a precondition for a better quality of life and successful globalization processes that respect cultural heritages and cultural diversity, and for the recognition of the distinct needs of various groups.
	<b>Urban and Territorial Planning and Sustained Economic Growth</b>
5	Urban and Territorial Planning is a catalyst for sustained and inclusive economic growth, that provides an enabling framework for new economic opportunities, regulation of land and housing markets and timely provision of adequate infrastructure and basic services.
6	Urban and Territorial Planning constitutes a powerful decision-making mechanism to ensure that sustained economic growth, social development and environmental sustainability go hand in hand to promote better connectivity at all territorial levels.
	<b>Urban and Territorial Planning and the Environment</b>
7	Urban and Territorial Planning provides a spatial framework to protect and manage the natural and built environment of cities and territories, including biodiversity, land and natural resources, and to ensure integrated and sustainable development.
8	Urban and Territorial Planning contributes to increase human security by strengthening environmental and socio-economic resilience, enhancing mitigation of, and adaptation to, climate change and improving the management of natural and environmental hazards and risks.
<b>C</b>	<b>URBAN AND TERRITORIAL PLANNING COMPONENTS</b>
9	Urban and Territorial Planning combines several spatial, institutional and financial dimensions over a variety of time frames and geographical scales. It is a continuous and iterative process, grounded in enforceable regulations, that aims to promote more compact cities and synergies between territories.
10	Urban and Territorial Planning includes spatial planning, which aims to facilitate and articulate political decisions based on different scenarios. It translates those decisions into actions that will transform the physical and social space and support the development of integrated cities and territories.
<b>D</b>	<b>IMPLEMENTATION OF URBAN AND TERRITORIAL PLANNING</b>
11	Adequate implementation of urban and territorial plans in all their dimensions requires political leadership, appropriate legal and institutional frameworks, efficient urban management, improved coordination, consensus-building approaches and reduce duplication of efforts to respond coherently and effectively to current and future challenges;
12	Effective implementation and evaluation of Urban and Territorial Planning requires, in particular, continuous monitoring, periodic adjustments and sufficient capacities at all levels, as well as sustainable financial mechanisms and technologies.

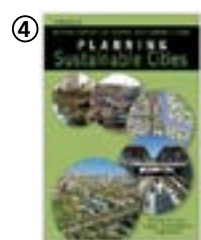
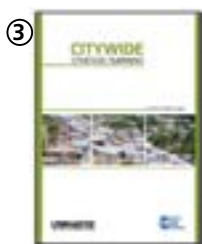
## What's Next?

The preparation of the IG-UTP is expected to contribute to the preparatory process of the **Habitat III Conference**, scheduled to take place in June 2016.

Once adopted, UN-Habitat and other development partners may be called upon to support countries and cities which would consider **using the guidelines in their national and local contexts**, draft corresponding regulations and by-laws, and test such normative tools in concrete planning exercises.

A **set of tools** could be designed to support the IG-UTP development process which will have to be monitored and documented. **Case studies** may also be undertaken to illustrate the conditions and benefits of the proposed Urban and Territorial Planning approaches.

## UN-Habitat's Key References on Urban and Territorial Planning



- ① **Urban Patterns for a Green Economy**, Set of 4 Guides (2012)
- ② **Urban Planning for City Leaders** (2012)
- ③ **Citywide Strategic Planning, a Step by Step Guide** (2010)
- ④ **Global Report on Human Settlements: Planning Sustainable Cities** (2009)\*
- ⑤ **Planned City Extensions: Analysis of Historical Examples** (2015)
- ⑥ **The Evolution of National Urban Policies: A Global Overview** (2015)

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## FUKUOKA COMMUNIQUÉ

### **Fukuoka, Japan 12 November 2014**

In response to the UN-Habitat Governing Council Resolution 24/3 of April 2013, the Executive Director of UN-Habitat established an Ad-Hoc Group of Experts to advise on the structure, content and wording of the proposed International Guidelines on Urban and Territorial Planning (IG-UTP).

WE, members of this Expert Group were nominated by our respective national governments, associations of local authorities (United Cities and Local Governments), associations of professional planners (International Society of City and Regional Planners) and international institutions (World Bank, United Nations Centre for Regional Development, United Nations Institute for Training and Research, Organisation for Economic Cooperation and Development), representing experience and practice from Africa, Asia, Europe and America.

WE participated in three Expert Group Meetings (EGM) to carefully review the structure and content of the Guidelines in Paris, France (24-25 October 2013), Medellin, Colombia (10 April 2014) and Fukuoka, Japan (11-12 November 2014).

WE are pleased to report that this consultative and inclusive process has culminated in an agreed draft of the International Guidelines on Urban and Territorial Planning that we recommend to be submitted to the Committee of Permanent Representatives for consideration and subsequent transmission to the 25th session of the Governing Council scheduled in April 2015.

WE based our recommendations on strong evidence, good practices and lessons learned from different contexts and at different scales. WE also built on the previous two sets of Guidelines: The International Guidelines on Decentralization and Strengthening of Local Authorities (2007) and the International Guidelines on Access to Basic Services for all (2009).

The principles contained in the Guidelines aim at promoting sustainable development of cities and human settlements, from a social, economic and environmental perspective. Once adopted, the Guidelines are expected to provide a global framework for improving policies, plans, designs and implementation processes for more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change.

WE call on Member States to adopt the Guidelines and encourage countries who are in a position to do so to consider providing resources to speed up the implementation of the Guidelines and tracking progress in their adaptation and use.

WE believe that the Guidelines could be a significant tool to highlight the importance of sustainable urbanization in the Post-2015 Development Agenda as well as the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III), scheduled to take place in 2016.

WE are grateful to UN-Habitat, the Government of France through the Ministry of Foreign Affairs, the Government of Japan through the Ministry of Land, Infrastructure, Transport and Tourism, the Prefectural Government of Fukuoka, the Municipal Government of Fukuoka and Seinan Gakuin University in Fukuoka for their financial and technical contribution throughout the process of preparation of the Guidelines. WE are committed, in our respective capacities, to promote and support the implementation of the Guidelines for a better urban future for all.

## CURRENT LIST OF DRAFT CASE STUDIES (46) - As of 30 March 2015

No	Geographic Area / Country	Focus Area / Key Words	Included in the sample
1	Argentina, Santa Fe	Intermediary Cities, Basic Plans	x
2	Australia, Melbourne	Climate Change Adaptation, City-wide Planning	x
3	Belgium, Ghent	Urban Transformation, Port Area	x
4	Brazil, Canoas	Tool-kit for Public Participation, Participatory Budget	
5	Brazil, Maringa	Intermediary Cities, Strategic Planning	
6	Brazil, Porto Alegre	Participatory Budget, Social Inclusion	x
7	Burkina Faso, Ouagadougou	City Development Strategy, Strategic Planning	x
8	Cameroon, Douala	City Development Strategy, Strategic Planning	x
9	Canada, Greater Toronto Area	Food Security, Metropolitan Planning	x
10	Canada & United States of America, Great Lakes St Lawrence Region	Blue Corridor, Trans-boundary Planning	x
11	China, Shenzhen	Special Economic Zone, Long-term Strategy	x
12	China, Yangtze River Delta	Special Economic Zone, Regional Planning	x
13	Colombia, Medellin	Urban Transformation, Social Inclusion	x
14	Egypt, Greater Cairo Region	Urban Transformation, Metropolitan Planning	x
15	Europe, ESPON	Supra-National Integration, Policy-making	
16	Europe, Leipzig Charter	Supra-National Integration, Guiding Framework	x
17	France, Lyon	Urban Transformation, Social Inclusion	x
18	France, Rennes	Urban-Rural Linkages, Regional Planning	
19	France and Germany, Strasbourg-Kehl	City-to-city Cooperation, Trans-boundary Planning	x
20	Georgia, Tbilisi	Urban Revitalization, Participatory Planning	
21	Germany, Bremen, Leipzig, Nuremberg	City-to-city Cooperation Platform, National Policies	
22	Germany, Rhine-Ruhr	Urban Transformation, Metropolitan Planning	x
23	Haiti, Port au Prince	Post-disaster Planning, Multi-stakeholders Coordination	x
24	India, Ahmedabad	Urban Mobility, Social Inclusion	x
25	Indonesia, Surabaya	Green Development, City-wide Planning	x
26	Japan, Fukuoka	Compact City, Integrated Planning	x
27	Japan, Sendai	Disaster Risk Reduction, City-wide Planning	
28	Morocco	Affordable Housing, New Towns	x
29	Morocco, Ouarzazate	Solar Energy, Local Economic Development	
30	Mozambique, Lichinga	Intermediary Cities, Basic Plans	x
31	Mozambique, South Africa, Zimbabwe, Sengwe-Tshipise Wilderness Corridor	Biodiversity Corridor, Trans-boundary Planning	x
32	Namibia, Swakopmund	Strategic Planning, Basic Services Delivery	
33	New Zealand, Christchurch	Post-disaster Planning, National Policies	
34	Norway	Climate Change Adaptation, National Policies	x
35	Norway, Kristiansand	Design Guidelines, City-wide Planning	
36	Philippines, Sorsogon	Disaster Risk Reduction, City-wide Planning	
37	Russia, Krasnoyarsk	Urban Transformation, Urban Paradigm Shift	x
38	Russia Yekaterinburg	Land Use Planning, Urban Reform	x
39	South Africa, Warwick	Public Space, Local Economic Development	
40	South Africa, Gauteng	City-region, Multi-stakeholders Coordination	x
41	South Africa, Theewaterskloof	Participatory Planning, Basic Services Delivery	
42	Spain, Barcelona	Planned City Extension, Metropolitan Planning	
43	United States of America, Atlanta	Neighbourhood Planning	
44	United States of America, Chattanooga	Urban Transformation, Economic Development	x
45	United States of America, Portland	Water Management, City-wide Planning	
46	Zimbabwe, Masvingo	Community-based Planning, Social Inclusion	

## LIST OF MEMBERS OF THE AD-HOC EXPERT GROUP

No	Country	Name	Institution	Designation
1	Belgium	Mr Joris Scheers	Flemish Sustainable Cities, KULeuven University, Department of Architecture and Urbanism	Professor
2	Brazil	Mr Edesio Fernandes	University College London	Professor
3	China	Mr Shi Nan	Urban Planning Society of China	Secretary General
4	France	Mrs Brigitte Bariol-Mathais	French Federation of Urban Planning Agencies (FNAU)	General Manager
5	Germany	Ms Elke Pahl-Weber	Technical University Berlin	Head of School of Urban and Regional Planning
6	Germany	Mr Andre Mueller	Federal Office for Building and Regional Planning (BBR)	Research Coordinator & Senior Adviser
7	Ghana	Mr Samuel Seth Passah	Ministry of Local Government Rural Development	Senior Development Planning Officer
8	Indonesia	Mr Imam Ernawi	Ministry of Public Works	Director General of Human Settlements
9	Japan	Mr Toshiyasu Noda	Seinan Gakuin University Fukuoka	Professor, Department of Law
10	Morocco	Mr Hassan Radoine	National School of Architecture, Rabat	Director
11	Norway	Mrs Hilde Moe	Ministry for Local Government and Modernisation	Senior Advisor, Department of Planning
12	Tanzania	Mrs Sarah Alphonse Kyessi	Ministry of Lands, Housing and Human Settlements Development	Principle Town Planner and Assistant Director of Settlements Regularization
13	Uganda	Mr Savino Katsigaire	Ministry of Lands, Housing and Urban Development	Director, Physical Planning and Urban Development
14	Zimbabwe	Mr Ronald Chimowa	Department of Physical Planning, Zimbabwe	Chief Planning Officer
15	Cities Alliance	Mr Serge Allou	Cities Alliance	Senior Urban Specialist
16	CAP (South Africa)	Mrs Christine Platt	Commonwealth Association of Planners (CAP)	President and CEO
17	Enda Tiers Monde (Senegal)	Mr Mamadou Bachir Kanouté	Enda Tiers Monde, Dakar	Executive Coordinator
18	FIABCI (Brazil)	Mr Flávio Gonzaga Bellegarde Nunes	International Real Estate Federation (FIABCI)	Former World President of FIABCI
19	GRET (France)	Mrs Virginie Rachmuhl	GRET, Paris	Head of Urban Development Division
20	ISOCARP (China)	Mr Hongyang Wang	International Society of City and Regional Planners (ISOCARP)	Professor of Urban and Territorial Planning, Nanjing University
21	ISOCARP (India)	Mrs Shipra Narang Suri	International Society of City and Regional Planners (ISOCARP)	Vice-president of ISOCARP
22	ISOCARP (Netherlands)	Mr Andries Geerse	International Society of City and Regional Planners (ISOCARP)	Principal, We love the City
23	OECD	Mr Tadashi Matsumoto	Organization for Economic Co-operation and Development (OECD)	Senior Policy Analyst, Division of Regional Policies for Sustainable Development
24	Regional Studies Association (UK)	Mr Gordon Dabinett	Regional Studies Association	Department of Town & Regional Planning, University of Sheffield
25	UCLG	Mrs Sara Hoeflich	United Cities and Local Governments (UCLG)	World secretariat UCLG
26	UCLG (Brazil)	Mrs Maria Regina Rau de Souza	City of Porto Alegre, Brazil	Architect & Urban Planner
27	UCLG (Spain)	Mr Josep Maria Llop	Lleida University, Spain	Head of Intermediary Cities Network
28	UCLG (South Africa)	Mrs Subhatri Moonsammy	City of Durban eThekweni, South Africa	Head of planning
29	UNCRD	Mrs Chikako Takase	United Nations Centre for Regional Development (UNCRD)	Director
30	UN-Habitat	Daniel Biau	Former DED, UN-Habitat	Senior Consultant
31	UNITAR	Mr Berin McKenzie	United Nations Institute for Training and Research (UNITAR)	Specialist
32	University Network Initiative (Egypt)	Mrs Sahar Attia	Cairo University	Head of the Department of Architecture-Faculty of Engineering
33	University Network Initiative (USA)	Mr Bruce Stiffl	Georgia Institute of Technology, United States of America	Professor of City and Regional Planning and Chair of School of City and Regional Planning
34	World Bank	Mrs Ellen Hamilton	World Bank (WB)	Lead Urban Specialist, Land and Housing



Expert Group Meeting in Fukuoka, Japan © UN-Habitat

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