Implementing the new strategic plan from an integrated approach to urbanization

Achieving Sustainable Urban Development (ASUD)

- economic empowerment
- building codes
- teamwork
- planned city
- solution
- mixed use city
- imagination
- strategy
- densification
- public space
- innovation
- rules and regulations
- research
- mobility
- mixed use city
UN-HABITAT’S PILOT PROGRAMME.

IMPLEMENTING THE NEW STRATEGIC PLAN FROM AN INTEGRATED APPROACH TO URBANIZATION
Implementing the new strategic plan from an integrated approach to urbanization

The Achieving Sustainable Development Programme (ASUD) represents for UN-Habitat a pilot experience at country level to address the urbanization process from a new paradigm. The new vision makes a shift in focus and incorporates three essential urban elements into a new, integrated working methodology: Urban Legislation, Urban Design and Urban Finance, as a three-legged strategy in advancing sustainable urbanization.

ASUD uses evidence-based knowledge to tackle urbanization as a complex process and builds on the potential of urbanization as a powerful transformative power when properly managed. ASUD is the integrated strategy for urban improvement, in five pilot countries.

“We cannot solve problems with the same thinking we used to create them”

Albert Einstein

1.1. Trends and Implications of the urbanization process

Rapid urbanization is one of the most significant global trends in the 21st Century. In 2008, a global urbanization landmark was reached when, for the first time ever, the majority of the world’s population lived in urban settings. This trend is expected to continue, with the transition from a two-thirds rural population majority in the 1950s to a two-thirds urban majority by 2050. An estimated 70 million new residents to urban areas are added annually with 98 per cent of the global urban growth taking place in Africa, Asia/Pacific and Latin America and the Caribbean.

The process of urbanization, if adequately planned, has proven to possess a great potential as a transformative power capable of providing prosperity, development and well-being to societies. Indeed, this potential appears reflected in paragraph 134 of the Rio +20 Outcome Document *The Future We Want* that states: “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 cities.”

On the contrary, empirical knowledge points to the fact that spontaneous and unplanned urbanization processes often result in slum formation, widening inequalities, lack of access to urban basic services, poor connectivity and congestion are just a few unwanted consequences of this phenomenon.

The main challenge regarding urbanization processes in the 21st Century relies on the capacity of governments at all three levels - national, sub-national and local - to successfully address urban population growth.

“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 cities”

Source: Rio +20 Outcome Document *The Future We Want*
1.2. An integrated approach to urbanization. Main features of the Strategic Plan 2014-2019

UN-Habitat’s Strategic Plan 2014-19 introduces a new paradigm that looks at urbanization as a multifactorial process. The working methodology focuses on the key areas that need to be addressed simultaneously as essential pieces of a complex process aiming at achieving a proper urbanization. Among the key areas, three have emerged as main strategic pillars of urban intervention: Urban Legislation, Urban Planning Planning and design and Urban Finance. The study of multiple examples shows that without an integrated framework of these three elements there is no chance for urbanization to evolve in a sustainable way.
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Urban landscape in Santa Maria, Philippines. With a population of 92 million, Philippines is the seventh most populated Asian country.
WHAT IS THE ACHIEVING SUSTAINABLE DEVELOPMENT PROGRAMME (ASUD)?

ASUD has been identified and formulated as a pilot programme in UN-Habitat based on the new urban paradigm as reflected in the Strategic Plan 2014-2019. It is the translation of the Plan into practical implementation at a country level as a pilot empiric experience and basis for further up scaling. The main feature of ASUD is the “in situ” coordination of the legal, urban design and financial approach in a united programme of intervention.

“Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”

Jane Jacobs
WHAT ARE THE OBJECTIVES OF ASUD?

It has been designed in order to support governments to successfully meet challenges linked to rapidly growing urbanization by working together with UN-Habitat and applying knowledge-based methodologies and efficient tools to address the urbanization process in an integrated manner that anticipates solutions and promotes sustainable cities as motors of development and growth. The transformative power of urbanization is at the core of ASUD's concept.

WHAT IS THE FOCUS OF ASUD?

Conventional urban planning and management, combined with weak planning and management capacities and the lack of urban planning, legal and land management instruments have failed to provide local governments and city leaders with suitable responses to cope with the speed and scope of this process.

UN-Habitat proposes an anticipative and proactive urban planning approach to guide future city growth, which, innovative, fast, dynamic and pragmatic.

The goal is to produce a rapid framework of planning that gives direction and channels the immediate growth of urban population in an ordered manner that gives consideration to at least sufficient public space for connectivity and spatial for resilience.
(1) NATIONAL URBAN POLICY

The development of a National Urban Policy should provide an enabling legal and institutional framework for sustainable urbanization. A national urban policy should aim at maximizing benefits and opportunities, setting appropriate rules and regulations on land use and distribution of space.

At national level, it should create a coordination mechanism for actions involving administrative Departments, Ministries and other institutions dealing with urbanization. A National urban Policy also has to foresee and imprint direction to urban development among big cities, intermediate cities, and rural villages and market towns.

(2) PLANNED CITY EXTENSIONS

Planned City Extensions is then a methodology to address sustainable urban growth at a required scale including the provision of sufficient public space, resilience and at the same time buildable plots to unleash the housing process.

Benefits from Planned City Extensions include:

• Adequately planned future supply of land with affordable development solutions
• Optimization of land use at appropriate densities (thus promoting economies of agglomeration)
• Less energy consumption and reduced carbon print
• Maximization of use of existing infrastructure and more cost effective and phased development of new infrastructure
• Improved resilience while facing natural disasters
WHAT IS ASUD’S IMPLEMENTATION STRATEGY?

UN-Habitat has worked out a common implementation strategy for ASUD as a pilot project for all five selected countries. Through combining the capacities of UN-Habitat at both the normative and the operational levels, and by integrating the capacities in the headquarters and in the regions in a single project.

The implementation strategy relies on three key elements, as follows:

(A) THE RULES AND REGULATIONS ELEMENT

Focusing on:

1. The protection of public space
2. The clear delimitation of buildability and The establishment of development rights
3. The effective and adequate plot layout
4. The elaboration of appropriate building codes.

The objective is to promote a better formulated and more transparent legal framework for urban development. The emphasis lies on the establishment of a system of regulations and rules that provide a solid and predictable long-term framework for urban development that can be built upon, and that is adequate to real needs, real capacity and available resources.
(B) THE URBAN PLANNING ELEMENT

The ASUD Programme proposes a proactive yet simplified urban planning approach to guide future population growth, mainly focusing in in developing countries, which is innovative and practical to match the phenomenal urbanization trends. It can produce better living conditions and more sustainable urban patterns, increase wealth and inclusion and provide a long-term incentive to local development.

In general, a good planned city extension needs to consider the following:

1. Public space layout minimizes transport needs and service delivery costs optimizing the use of land.

2. Street pattern allows adequate mobility and enables space for civic and economic activities.

3. Open spaces provide areas for recreation and social interaction

4. Block typology allows private investment in defined and serviced areas.

In the long term, benefits of this approach include economic agglomeration advantages, including lower infrastructure, transport, transaction and services costs; reduced mobility demand and strengthened social interactions and increased social heterogeneity as a result of mixed land use.

Planned city extensions need to consider different tools to secure public land and manage plot layout. Land readjustment and pooling are particularly crucial, together with adequate land management and regulatory tools.

The provision of basic services, often done in an incremental way, should be the key public sector intervention and linked transparently with local taxation and the sharing of value accrued on private land. Collaboration among different sectors and actors is essential for the development of an implementable and successful plan. When there is already a large provision of urban land, or low density and sprawl, planned city infills strategies are recommended.
UN-Habitat has identified three strategies to address urban growth and expand urban spaces through planning and design in ASUD countries:

1. **Urban Extension Areas** address the pressure for affordable housing and accessible basic services growing urban population through the identification and structuring of planned expansion areas that are in proximity to the existing urban fabric and at an adequate scale. They prepare land for development through some basic interventions such as the identification of expansion areas, the definition of the street grid and the rules for plotting and private land development.
2. **Infill plans and densification strategies** applied to existing urban fabric help to achieve a structure that would minimize transport and service delivery costs, optimize the use of land and support the protection and organization of open spaces. They can provide benefits in terms of street life, economic viability of activities, proximity and walkability. Types of strategic interventions can include suburban densification, area redevelopment and slum upgrading, brownfield development and transit-oriented developments.

The availability and connectivity of adequate public space, both in terms of quantity and quality, allows people to live in dense areas and support densification initiatives. In many existing urban areas, public space needs to be extended and organized to ensure viable urban development and support for economic activities.

3. **New town development** is particularly relevant when issues of balancing population distribution and expanding the national system of cities are critical, especially in urbanizing countries. Its adoption, however, needs to be evaluated carefully to build on real development dynamics. In establishing a new town, location is crucial to making the most of national development dynamics and opportunities; avoiding interference with the natural environment and guaranteeing the provision of resources for human activities.

At the country level, capacity building of local expertise is one of the main objectives in order to mainstream the ASUD planning approach. This is supported by a strong communication component, which allows collaboration and between different stakeholders within the cities and ASUD countries.
(C) THE URBAN FINANCE ELEMENT

Developing a realistic and implementable financial plan is crucial to the successful implementation of planned city extensions and infill (PCE/I). The feasibility of a financial plan depends upon the ability of planning and public investments to generate economic benefits. Economic activity is the primary generator of the revenue which local governments will need to finance investments. Therefore, there are two primary tasks for developing a solid financial plan:

1. Economic Impact Assessment: Ensure that urban planning and design maximizes the economic benefits of planned city extensions and infill

2. Financial Modeling: Develop a financial model which capitalizes on economic benefits to finance public sector investment

**Economic Impact Assessment:** Good urban planning can generate pro-poor economic growth in PCE/I areas. Increased accessibility to infrastructure and services can enhance the productive potential of businesses. Transportation networks can facilitate supply chain development. Dense and diverse development can allow economies of agglomeration to take place. Density also allows economies of scale in the provision of infrastructure and can reduce capital costs as well as operation and maintenance expenditures. A spatial balance of jobs and housing can prevent long commutes, burdensome transportation costs, car-dependency, and economy-stifling congestion. Land values in the newly-planned areas will increase reflecting these economic benefits. The capture and public-private sharing of increases in land value will unleash the virtuous cycle of investment, growth and local public revenues.

**Financial Modeling:** After the urban space within a PCE/I area has been designed to maximize economic benefits, a strategy for capitalizing on these benefits to finance public infrastructure and services must be developed. Key components of this strategy are as follows:

- **The acquisition of public land** is often a major expenditure but is crucial to creating a livable and economically viable urban fabric

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Questions Answered by UEB Economic Assessment Tools:

- How can a social mix be encouraged and protected in PCE/I areas?
- How can a diversity of employment opportunities be attracted to PCE/I areas?
- How can infrastructure and transportation linkages promote employment for PCE/I residents?
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- **Capital investment in infrastructure and public services** will provide the foundation for sustainable urban development.

- **A structure for maintenance of public infrastructure** and delivery of public services is critical to the functioning of the PCE/I areas. Ongoing operations, maintenance, and infrastructure replacement costs must be factored into the financial plan.

- **Calculation of public sector revenues and expenditures** over time is essential to local government implementation and lays the groundwork for identifying appropriate financing mechanisms.

- **Selecting a financing mechanism or combination of financing tools** is the key step in development of a financial model. Innovative financing methods should be considered. Examples of land-related financing scenarios are in Table 1 below. UEB is working in close collaboration with the Urban Legislation Unit to identify which financing strategies are feasible from both a legal and economic standpoint.

### Table 1: Land-Related Financing Mechanisms

<table>
<thead>
<tr>
<th>Financing Mechanism</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Readjustment (LR)</td>
<td>LR uses the re-plotting of urban parcels to rationalize urban space and create room for roads and other public infrastructure. Private land owners give up a portion of their acreage but gain access to valuable public infrastructure. This process occurs in close consultation with the affected community.</td>
</tr>
<tr>
<td>Land Value Sharing</td>
<td>As public investment creates increases in land value, the public sector can recoup capital costs by capturing some of the increased value through betterment taxes, capital gains taxes or developer fees.</td>
</tr>
<tr>
<td>Pro-Poor Real Estate Investment Trust</td>
<td>Public investment which creates value can be funded through a trust where members of the community buy shares of differing sizes using their land plots and eventually recoup gains on their investment as it generates returns.</td>
</tr>
<tr>
<td>Sale of Development Rights</td>
<td>Some legal frameworks allow for the separation of land ownership and development rights. As public sector investment creates value, the government can capitalize on this value by selling the development rights to an improved plot or selling density bonuses for new developments.</td>
</tr>
</tbody>
</table>
WHAT ARE ASUD’S PRINCIPLES?

ASUD incorporates a series of guiding principles that permeate the implementation strategy, namely:

• **Enablement and participation**: It strives at actively involving all key actors in the public, private and community sectors to play an active role at the national, regional, metropolitan and local level to support sustainable urbanization. This includes a continuing dialogue with all actors as well as the promotion of collaborative models and partnerships where they can play a key role in creating synergies, granting proper coordination and enhancing ownership.

• **Gender equality**: It focuses on collecting and analyzing disaggregated information about the situation and role of women, vis a vis the urbanization process in each of the five ASUD pilot countries and, on the basis of the findings, introduce gender perspective and gender sensitive policies into the implementation strategy of ASUD.

HOW IS ASUD FINANCED?

ASUD has been primarily financed from softly earmarked voluntary contributions to UN-Habitat’s Foundation under the Medium Term Strategic Plan (MTSIP) 2008-2013 that preceded the current Strategic Plan.

The Government of Spain has been the main donor to ASUD’s first phase and its contribution has been crucial to set ASUD in motion. In order to leverage additional resources, the involved units in the programme have developed a communication and marketing strategy for each initiative. Additional funding is being mobilized for scaling up and continuing activities in the strategic priority areas towards achieving the ultimate goal: sustainable urban development. In addition to the Spanish contribution, additional resources have been raised at the country level through the ongoing pilot projects. Various governments and partners have recognized the value of the ASUD approach and supported its implementation with additional resources.
Evidence-based decision making is useful not only for validating objectives and priorities but also for identifying what is actually achievable in any given scenario.

WHICH PILOT COUNTRIES ARE PART OF ASUD?

In order to select the pilot countries, UN-Habitat considered different eligibility criteria such as geographic balance, economic, social and political context, and challenges and opportunities based on a matrix elaborated following the SWOT approach. Accordingly, five countries were selected:

- Rwanda and Mozambique in Africa
- The Philippines in Asia
- Egypt in the Middle East and
- Colombia in Latin America.
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A simple and credible urban plan should be considered as an urban management tool that creates value and expands local assets and can improve cities.

Newly constructed junction for perimeter road in southeastern Onitsha, Anambra state, Nigeria
1) URBANIZATION SITUATION - CHALLENGES AND OPPORTUNITIES

Rwanda is a land-locked country with a surface area of 26,338 km2. Its estimated population is 11.5 million inhabitants, resulting in a high average density of approximately 400 persons/km2.

Nevertheless, Rwanda is one of the least-urbanised countries in the world. In the past 10-15 years, the country has registered a fast socio-economic progress, reaching an income of approximately USD 650 per capita.

The Government of Rwanda wants to increase the economic growth of the country and rapid urbanization should support this growth. Actual urbanisation rate is 18 per cent. In its Economic Development and Poverty
Reduction Strategy 2 (EPDRS2), the Government of Rwanda recognized six secondary cities as ‘poles of growth’ and promotes further decentralisation from the conviction that an integrated approach to the urbanization process is needed to reach its targets. In these secondary cities significant urban growth should take place during the coming years.

Lack of financial resources to construct the needed (social) infrastructure and plot development at local level, as well as limited human resources, are currently the main missing conditioning factors to undergo a successful urbanisation process.

The secondary cities do have master plans, but none of them is developed from a point of view to support rapid sustainable urbanisation. A necessary condition to further urbanise intermediate cities and town markets is the economic transition from agriculture-related jobs and livestock products to agro-processing, industry or service related jobs.

*Cross-border trade between Rubavu and Goma (DRC) is an important source of income besides agriculture.*
However, the approach of the Rwandese Government to the urbanisation process as a potential motor to enhance economic growth in the country, as well as the context in which the process takes place, provide an excellent window of opportunity to embark in a transformation process that sets solid foundations for sustainable urban development in the country.

II) IMPLEMENTATION STRATEGY AND RELEVANCE OF ASUD

In order to support the Government of Rwanda in reaching their urbanization targets, UN-Habitat’s cooperation with Rwandese authorities focuses on the two main ASUD focus areas:

National Urban Policy (NUP)

It focuses on the Elaboration and implementation of a comprehensive National Urbanisation Policy (NUP) and a Strategic Development Framework (SDF).

A consultation and coordination process has started as the basis to launch ASUD and the formulation of a National Urbanisation Policy involving public institutions, private sectors and civil society organizations. Initial steps towards NUP development have been taken as follows:

- The briefing of ministries and public agencies on the ASUD project and formulation of the National Urbanisation Policy
- The consultation of Governors and key provincial authorities to prepare consultative meetings at provincial level and City of Kigali with all major stakeholders
- The approval by the Office of the Prime Minister to conduct national consultations for a participatory diagnostic for NUP formulation
- The elaboration of two working papers on successful factors for NUP formulation and implementation and on the coordination of the urbanisation sector
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Urban centre in Rusizi, Rwanda
Planned City Extensions (PCE)

The work is focusing on the reinforcement of secondary cities’ master plans and their implementation with a specific focus on planned city extensions, including the improvement and dissemination of the urban planning methodology, the formulation of integrated regional planning and management tools, the design of local economy and job creation strategy and the harmonization of urban legislations to enhance consultative planned urban extension, urban upgrading and increase of public places.

The improvement of the master plans focuses on increasing density, planning and phasing extensions 30 years in advance and improving public space.

People realize that it is critical to come up with a framework jointly to assess key motivations making people wanting to move to cities linked to the fact that investments needed should not only focus on physical infrastructure but, mainly, on socio-economic infrastructure.
III) PROGRESS AND MAIN INTERIM RESULTS AND THE WAY FORWARD

In the process of developing NUP:

- Constitution of the Technical Support Team (TST) of the National Urbanisation Policy
- Creation of the National Consultative Committee (focal persons) for the development of the National Urbanisation Policy and organization of the first dialogue on the issue
- Rapid analysis of the format of 19 development policies in Rwanda from 2003 to 2013

Improving Urban Planning in Secondary Cities

- Introduction of regular capacity-building activities on strategic planning and city-wide spatial strategy and urban patterns and densification by international experts and elaborated by local experts, university staff and students and experts from the GoR.
- Preparations for Planned City Extension (PCE) start by collecting the legal, financial and urban methodological information needed. Current master plans in general reserve times as much land as the existing urban areas cover. PCE, together with a strategy for densification, should make it possible to use less than one time the current size of the cities to rapid double the size of some cities. There is notable progress in the way government officials start approaching urbanisation.
- First workshops with technical representatives from the secondary cities have taken place. During the workshops the cities were analysed from a strategic perspective, the potential growth was assessed and potential extension sites were identified.
I) URBANIZATION SITUATION - CHALLENGES AND OPPORTUNITIES

Mozambique’s urban population is currently estimated at 37 per cent and is expected to reach 50 per cent in a decade, this growth being concentrated in coastal cities.

The stabilization initiated with the Peace Agreements in 1992 and the discovery of natural resources provoked a wave of rapid investment, entailing drastic changes in the economic and social geography of the country.

Spatial Development Initiatives have been launched around strategic transport routes, linking ports to mining districts, stimulating industrial
and commercial investment in the related urban hubs. Among them there is the Nacala Corridor linking the Bay of Nacala to the coal districts in the Tete Province, through the city of Nampula, and further into Malawi and Zambia.

This process of urban growth, mainly unplanned, results in tremendous pressure on urban land, infrastructure and public services, while the administrative boundaries of Municipalities are rapidly reached.

The legal protection of public space is a major issue. In a context of growing economic investment in expanding infrastructure, there is an urgent need to align this process to the performance of the territorial planning legal and implementation instruments. Two cities, Nampula and Nacala, epitomize the challenges posed by rapid and unplanned urbanization in Mozambique.

Nampula, one of the economically most dynamic cities, grew from 54,000 inhabitants in 1970 to 480,000 in 2007 and, at this rate (5.7 per cent) will reach 1,000,000 in 2020.

Nacala is the receiving end of the large amount of commodities and resources channeled through the Corridor, and bear the impact of large infrastructural development. A deepwater harbour, what is now referred to as ‘Nacala’ is in fact a system formed by both the Municipality of Nacala Port and the settlement of Nacala the Old, divided by administrative limits but bound to grow as a single settlement as services draw more population into the area.

Although challenging, these two cities have been selected by the ASUD Programme for Mozambique with the principal aim of offering local authorities tools to turn challenges of rapid investment into opportunities for sustainable urban development, and the ambition to influence the national practice.

Spatial Development Initiatives have been launched around strategic transport routes, linking ports to mining districts, stimulating industrial and commercial investment in the related urban hubs.
II) IMPLEMENTATION STRATEGY AND RELEVANCE OF THE ASUD PROGRAMME

Building consensus with local and provincial authorities

The implementation strategy has focused in working with the authorities of Nampula and Nacala which are under extreme pressure daily for land allocation for residential and infrastructural purposes (port, railroads, extension and roads) on the incorporation of good urban planning principles at local level, with the support from provincial institutions in order to create opportunities for local economic development and set standards for national replication through the example.

ASUD prioritized an in-depth, if lengthy, consensus-building process and activities are firmly anchored in the Government of Nampula, the City and District of Nampula and GAZEDA, the authority managing the Special Economic Zone of Nacala, and institutionalization ensured through agreements.

With this strategy in mind, robust consensus has been built at provincial and local level and a Planning Support Unit (PSU) is now operational in Nampula and Nacala.

The initiation of the Inter-District Plan of Nacala, within which the City Extension of the Nacala Port and Nacala the Old will be planned has been ratified by Nampula Province authorities, as well as the project for harmonizing the District Plan of Nampula-Rapale with the growth strategy of Nampula, the key for elaborating an enforceable city extension Plan for Nampula.

Revisiting the legal framework on urban legislation and planning

Mozambique has a developed legal environment regarding territorial planning and urbanization, however, the performance of the system and the capacity to implement its instruments present shortcomings.
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Municipalities called by the Law to elaborate, approve and implement plans often do not avail of sufficient capacities and means to do so. Regulatory instruments in Mozambique do not (yet) integrate standard principles.

Regulations for buildings in urban areas are precise but outdated, whereas the principles of urban design, which regulate the public space, are described with little detail within the Urban Soil Regulation (2006).

The actual configuration of public and private space is thus delegated to the Planners that elaborate the Structural Plan for the City, which may result in little coherence across cities.

Within the Inter-District plan of Nacala the ASUD will propose adequate principles for an expansion project over 30 to 40 years, identifying priority urbanizing areas to accommodate the expansion of Nacala the Port in relation to Nacala the Old, across administrative limits.

The decision of using an ‘inter-district plan’ for Nacala, to accommodate the city extension in urbanizing areas was taken through an in-depth analysis of rules and regulations in the Country, both in theory and in practice, along with the Urban Legislation Unit of UN-Habitat.

The process of planning will be conducted through a genuine participative, public and transparent involvement of all parties including the private sector.

**Urban finance -strengthening capacities of Local Authorities**

Through the support of the Urban Economy Unit, a bank of projects for local economic development have been implemented primarily focused in strengthening the capacities of the Municipalities of Nampula and Nacala to collect taxes.

The Government of the Province has already translated the strategy produced by UN-Habitat to support the municipalities and is developing it.
The enclosed area of the Sunday market east of Nampula is used as a football pitch on weekdays.
Finally, the ASUD contributes to the inter-ministerial coordination of the urban sector, which is now disseminated across Ministries at National Level, through the Provincial Urban Forum as a way to establish the National Urban Forum and promote the reform.

III) THE WAY FORWARD

The next steps are therefore to demonstrate results at the local level and obtain co-funding, as a basis to upscale lessons at national level. Climate and environment related components have been integrated (technical proposal has been prepared on Erosion in Nacala) and proposal are being submitted to potential donors for consideration.
I) URBANIZATION SITUATION - CHALLENGES AND OPPORTUNITIES

The vast majority of cities in Egypt are located within the fertile Nile River Valley and the Delta, with an urban population of around 43.5 per cent and an urbanization rate of 2 per cent annually.

The Ministry of Housing and Urban Communities (MoHUC) is in charge for urban planning and guiding urban development. While various types of plans are produced, urban development on the ground still results in a high percentage of informally developed unplanned areas across the cities.
Decades ago part of such development took place squatting on the State-owned land. In recent years informal development has been expanding onto valuable agricultural land. Informal development, undertaken by families and small informal developers, takes place both in largest cities and in secondary towns (both at the fringes of urban areas and in the inner core).

The buildings are, in most parts, structurally adequate, however, infrastructure is lacking, public spaces are very scarce or non-existent and public services severely lacking.

While informal urban growth in Egypt is very compact, inner city areas are often not optimal in terms of density, and as far as the relation between open/un-built space and built space is concerned, thus hindering mobility/creating congestion, reducing opportunities for efficient mixed uses, etc.

The Government of Egypt has embarked on the establishment of 27 new cities in the desert with the aim of decreasing the pressure on existing cities.

Key challenges hindering sustainable urbanization in Egypt are related to the need to update the legal framework, fragmented institutional setting, weak capacity of local government, and an outdated cadaster system.

II) IMPLEMENTATION STRATEGY AND RELEVANCE OF ASUD

ASUD in Egypt aims at working with the government and local authorities to ensure that the rapid urbanization process is achieved in a regulated and sustainable manner, and that the expected socio-economic benefits deriving from this process translate into an equitable and productive urban settlement pattern.

ASUD supports the development of innovative urban planning tools for physical and strategic planning at the city, region and national level, particularly supporting city–wide densification and renewal processes as well as city extensions (to intermediate cities and new city developments).
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Pilot interventions are being implemented in an integrated manner with ASUD as a national programme through which key stakeholders and development partners will work and learn as one community of practice.

Two pilot interventions focus both on city extensions in secondary towns as well as new city developments.

On the national policy level, the project will inform the national urban legislation and respectively enhance planning systems in Egypt.

The strategy adopted by the ASUD in Egypt revolves around four key results:

- Improved national awareness on urban planning issues
- Improved planning, implementation and monitoring practices for urban development (especially city extensions and new city developments) in Egypt
- Systematized knowledge for enhanced management of urban growth in Egypt
- Ensure the partnership and cooperation of national, regional, and local actors to manage urban growth in Egypt better

III) INTERIM RESULTS IN IMPLEMENTING NUP AND IN CITY EXTENSIONS AND THE WAY FORWARD

- The ASUD team has undertaken a legal review analyzing the relevant laws governing the process of undertaking detailed planning and land readjustment in land earmarked for urban expansion
- A pilot site was chosen in the city of Banha (Qalyoubeya Governorate) to explore the application of land readjustment as an approach for managing city expansions, in comparison to the governmental approach and the landowners-driven informal approach
- A white paper on the legal and institutional challenges hindering the implementing of betterment levies as an approach to value capture was prepared

ASUD in Egypt aims to ensure that the rapid urbanization process is achieved in a regulated and sustainable manner, and that the expected socio-economic benefits deriving from this process translate into an equitable and productive urban settlement pattern.
• In relation to the Urban Legislation Project that is being implemented in Egypt, an assessment of the politics and governance of implementing urban expansion polices in Egyptian cities is ongoing.

• The UN-Habitat team in Egypt has been participating as an active member in the Ministerial Committee that was formulated to draft the revised legislation for urban planning and respective building regulations.

A major lesson learnt during the process of implementing ASUD in Egypt has been the importance of political support and strong leadership provided by the local government in support of the site selection and implementation of meaningful pilot interventions.

The absence of a clear legal framework that specifies relevant instruments and procedures is a significant bottleneck; especially the outdated land cadastral system is considered a challenge for handling urban expansions. Political and economic factors have significant impact on landowners’ decision to follow formal procedures or build informally.

Together with Egyptian counterparts, the ASUD team worked in the identification of appropriate sites for interventions so that the project has been well conceived and has gained full support by all counterparts. The project team will continue to support the process of land readjustment in Banha city while identifying the location for a new city development.

Based on the implementation of ASUD in Egypt, UN-Habitat has been able to raise additional resources. On one hand, the Government of Egypt is further funding the extension of the Strategic Urban Plans for Small Cities in Egypt project with additional cities, including the support by national government to prepare a State of Egyptian Cities Report and the hosting of a National Urban Forum. It also has shown strong interest to fund the preparation and implementation of a National Urban Policy.

A major lesson learnt during the process of implementing ASUD in Egypt has been the importance of political support and strong leadership provided by the local government in support of the site selection and implementation of meaningful pilot interventions.
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Port Said town in Egypt

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SELECTED SITE FOR PILOTING LAND READJUSTMENT

Banha City is located in Qalyoubeya Governorate, which also forms part of the Greater Cairo Region. In 2007, the population was 158,389 and the projected population for 2027 is 211,200.

While the per capita GDP is USD 4,805.70, 46 per cent of the population is considered to be low income. Being the rural hinterland of Greater Cairo Region, the density of 53 people/hectare is rather low compared to Egyptian standards and 69.1 per cent of buildings are 3-4 stories.

The main economic activities are electronics and chemical industry, poultry production and agriculture activity - 48.9 per cent of the population works in service industry, 15.2 per cent in manufacturing and 11 per cent in trade, hotels and restaurants.

The project is currently developing scenarios to be used as a basis to stimulate structured debates with landowners and local government regarding a potential approach for managing urban expansion in the selected site.

For each scenario, the team will develop an estimate of the physical and financial outcomes and the impact on landowners and local government. The three scenarios are:

1. a government-managed approach;
2. a privately initiated development and
3. adopting land readjustment.
ASUD IN COLOMBIA

1) URBANIZATION SITUATION - CHALLENGES AND OPPORTUNITIES

In Colombia, the urbanization process underwent a significant change from the second half of the 20th Century. The country inverted its population structure in going from rural to concentrate today about 75 per cent of its population in 40 cities with more than 100,000 habitants.

Thus, 85 per cent of the national GDP is generated in cities and is expected that by 2050 the urban population will increase to 20 million, equivalent to 58% of the current population (35 million in 2011).
Colombia has a system of cities that can be quite competitive in the future. In fact, Colombia has four cities with over one million habitants and 24 cities with a high demographic, economic, social, political and cultural significance.

These towns are almost all departmental capitals and have recently founded an association in order to work together to design joint projects, having influence in national public policies affecting urban development.

The leaders of Medellin, Bogota, Barranquilla, Cali, Valledupar, Pasto, Manizales, Arauca, Florence and Tunja are members of the first board of directors in the history of the Colombian Association of Capital Cities.

The National Development Plan “Prosperity for All” adopted by law foresees the formulation of a public policy that articulates the city system and is expected to improve the accessibility of local people to the fundamental economic and social rights by giving proper consideration to human development standards from the regions and by introducing measures to protect the environment.

II) IMPLEMENTATION STRATEGY AND RELEVANCE OF ASUD

The implementation strategy focuses on giving support to the design and implementation of a National Urban Policy that builds on the potential of the role to be played by the system of cities and the Association of Capital Cities as primary inputs to foster urban governance in the country.

The ASUD strategy is based on specific interventions on the implementation of the new urban agenda at city level in its different components: urban planning and design, urban governance and legislation and urban economy.

That is the reason why the programme is developing the agenda in Bogota, Medellin and Santa Marta with each one of the components as entry points.
Implementing the new strategic plan from an integrated approach to urbanization.

Santa Marta aerial view of new residential complexes in Zona de Espansion.
III) INTERIM RESULTS SO FAR IN IMPLANTING NUP AND IN PLANNED CITY EXTENSION – WITH FOCUS RULES AND REGULATIONS, PLANNING AND FINANCE AND ECONOMY.

In the context of supporting the formulation of a National Urban Policy for Colombia, following outputs and activities are being prioritized:

- Technical assistance provided to the National Mission of the System of Cities in order to improve the National Urban Policy
- Technical Secretariat to support the Association of Colombian Capital Cities - build up regional and international partnerships for the exchange of urban experiences and best practices

4 (a) ASUD Bogota

This project aims at having a positive impact on Bogotá’s territorial competitiveness by taking advantage of the agglomeration economies and the high density of small- and medium-sized enterprises related to the leather and shoe business in the Restrepo neighborhood.

Project Activities and Progress

- Methodology for supporting popular economic clusters prepared, tested in a pilot case and systematized for replication at city level with an adequate territorial approach
- Common Service Center (CSC) for popular economy designed, established and tested in a pilot case. It is operational as a resource providing technical, legal, and commercial support to popular economy clusters, and systematized experiences contributing to urban economy policy aspects.

...the project aims to contribute to the development of participatory urban policies in the framework of the System of Cities and the Association of Colombian Capital Cities.
Implementing the new strategic plan from an integrated approach to urbanization

4 (b) ASUD Santa Marta

This project aims at giving an appropriate response to Santa Marta’s needs to foster higher levels of governance in the city based on promoting a sustainable and participatory urban management.

The project’s objective is to articulate strategies for sustainable urban development, supporting the city’s management, as well as the City Development Plan, stressing public finance, land administration, a new public management model and a public campaign based on UN-Habitat’s global campaign I’m a city changer. In this regard, the following activities have been undertaken:

- Land Use Plan (POT) has been duly reviewed
- Master Plan has been designed and approved
- A methodology has been designed for the formulation of the plan

4 (c) ASUD Medellin

Participatory and Inclusive Land Readjustment (PILaR)

The Participatory and Inclusive Land Readjustment (PILaR) project aims at undertaking a community-based and financially-sound city densification pilot project in Medellin, Colombia.

The project will support the City of Medellin’s commitment to addressing some of the short- and long-term rapid urbanization challenges such as urban sprawl and informal settlements, through the PILaR approach and, based on this, develop a robust methodology which will enable urban managers in other cities and towns around the world to undertake more sustainable land readjustment utilizing the specific UN-Habitat PILaR guidelines.
Informal commerce along Avenida Quinta in Central Santa Marta. Avenida Quinta is the backbone artery of Santa Marta.
Below is a summary of the key activities essential to the project’s success:

• Site selection has been finalized and preliminary community information gathered. The site, Candelaria, is located in the northern part of the city centre. The area is 2.5 hectares of mixed housing, some formal, and, in some sections, built as part of a previous public housing initiative, and some informal housing but the object of a regularization process. The site contains around 300 families, mostly those considered ‘locals’, but also a proportion who have moved there as a result of escaping unrest in rural areas of the country.

• To date, a formal standard enumeration process has been undertaken in the Candelaria site, gathering basic data about the community and their tenure relationships.

• Substantive work has been undertaken in partnership with the Municipality of Medellin to strengthen the fundamental frameworks that must be in place for PILaR, but also as part of building the PILaR methodology. The final review and analysis of national and city-level planning and land management legislation has been completed and is being utilized to inform current planning approaches to the PILaR pilot.

• Land Value Sharing (LVS) and financial model

• Finding appropriate mechanisms that the Municipality of Medellin can utilize to better capture any positive changes in the local land values of the project site are vital to the success of PILaR as leverage to pay for the associated infrastructure requirements for the development.

• Work on the suitable land value sharing mechanisms appropriate for the Municipality of Medellin has, therefore, commenced at the City’s request.

A report on this, including recommendations, was created and the subsequent inputs of the EGM experts has created a new platform to generate debate on land value sharing approaches in Colombia and the roles of public and private sector on financing urban development.
Implementing the new strategic plan from an integrated approach to urbanization

It has been noted that the report will also provide city officials with a resource which can be a basis for revisiting their current policies and laws in regard to local government financing.

It will also inform the ongoing formulation of land use management plan (POT) as well provide input into the proposed financial options currently being explored for the longer term PILaR methodology.

IV) WAY FORWARD

The systematization of the obtained experience from the implementation of ASUD in this first stage both at national and local level, should serve as a basis for the elaboration of a tool kit for more comprehensive urban interventions that simultaneously address the three strategic areas of Urban legislation, Design and finance.

This set of tools will be made available to the Association of Colombian Capital Cities and the national Government as valuable elements to strengthen a national urban policy.

In this regard, next steps of ASUD implementation should consider together with the Colombian authorities and counterparts, the identification of a comprehensive urban intervention programme in an intermediate city in Colombia.

Furthermore, knowledge and experience achieved in ASUD Colombia represent an excellent opportunity for replication in other countries in the Latin American region willing to develop their own national urban development policies and challenged with rapidly growing urbanization, particularly in intermediate sized cities.
1) URBANIZATION SITUATION - CHALLENGES AND OPPORTUNITIES

The increasingly rapid urbanization of the Philippines, currently at the rate of 2.26 per cent, points to the prospect that 84 per cent of Filipinos will be living in urban areas by 2050.

This poses a great challenge to the archipelago in terms of achieving sustainable urban development through informed planning and efficient implementation of strategic policies and programmes.

This growth is expected to happen not only in the capital Metro Manila but mainly in small and intermediate cities, in various islands in the
Philippines. About 75 per cent of the country’s economic outputs are attributed to urban areas, where incomes have been estimated to be 2.3 times than that of rural areas.

High vulnerability to natural disasters and the devastating effects of recurrent typhoons and floods have put the need to design and plan for resilient cities in the forefront of governmental responsibilities.

In this challenging scenario, and despite recent reforms of existing national laws and regulations on urban planning, the current legal framework and instruments for implementation need to be revisited and adjusted towards a more enabling system to effectively guide urban growth and expansion and to reach sustainable urban development.

Similarly, at the local level, urban planning and design practice show weaknesses to confront the extension of intermediate and rapidly growing cities, and local management capacity for proper implementation of rules and regulations needs to be reinforced.
Opportunities exist that support improvement of urban planning in the country. The annual economic growth rate situated at around 7 per cent of GDP creates a dynamic economic environment and attracts investment for infrastructure projects.

The Government at national and local levels is deeply concerned and highly aware of the need to address climate change vulnerabilities linked to urban regulations and rules and planning.

II) IMPLEMENTATION STRATEGY AND RELEVANCE OF ASUD

The project addresses the gaps and deficiencies in the current planning process (tools, parameters, indicators, standards and approaches) and policies at the national and local level to be responsive to the pace and complex demands of rapid population and economic growth.

It supports cities in developing strategic sustainable urban development plans and implementing demonstration projects particularly planned city extensions.

The following key strategies focusing on National urban Policy (NUP) and Planned City Extension (PCE) will be implemented:

• Improving urban development policies through policy advocacy, review and reform. Among the priority policies for review are the National Urban Development and Housing Framework (NUDHF) and the national guidelines for Local Shelter Planning by local governments.

• Strengthening the technical, institutional and financial capacities of cities in urban development planning, governance and implementation through technical inputs from specialists, city-to-city sharing and the town-and-gown approach to promote cross-fertilization of ideas and experiences.

• Demonstrating innovative sustainable urban development approaches in integrated and planned city extensions in, firstly, two selected cities: Iloilo and Cagayan de Oro. The demonstration projects shall test new ideas,
Implementing the new strategic plan from an integrated approach to urbanization.

Settlement for internally displaced families. This settlement was developed for families that lived along the Cagayan River and suffered from flooding subsequent to Sendong typhoon.
localize global best practices and contribute to the body of knowledge in the ASUD community of practice. They will also serve as platforms for hands-on capacity building. ASUD 2 plans to incorporate the extension plan for Davao in the island of Mindanao.

- Increasing awareness on urban issues through knowledge management. Real time documentation and sharing of experiences through multimedia channels including group discussions, city workshops and consultations, national conferences, international exchanges and e-learning and e-discussions will be facilitated through partners’ networks.
- Developing partnerships and linking cities to additional financial resources.

III) INTERIM RESULTS IN NUP AND PLANNED CITY EXTENSIONS (PCE) WITH FOCUS ON RULES AND REGULATIONS, PLANNING AND URBAN FINANCE AND ECONOMY

- The Technical Committee for the review and enhancement of the National Urban Development and Housing Framework (NUDFH) has been created led by the Housing and Land Use Regulatory Board (HLURB). The first national consultation in March 2014 will be followed by regional level consultations.
- The Local Shelter Planning Guidelines have been enhanced for national rollout starting later in 2014. The guidelines serve as an input for city extension planning in projecting the population growth, identifying safer sites, linking to livelihood and urban services and identifying financing sources for implementation.
- Climate Change Vulnerability and Adaptation Assessment has been completed for four cities, thus helping them make spatial decisions in critical sectors of social, economic, environment, infrastructure and institutions. There is
Implementing the new strategic plan from an integrated approach to urbanization

increased understanding of sustainable city extension planning through the conduct of a national training workshop for five partner cities with relevant national government agencies in close collaboration with the Urban Planning and Design Branch and ULLB.

- City extension areas have been identified in Cagayan de Oro (547 hectares) and Iloilo (360 hectares). Profiling activities for the identified city extension areas are ongoing in terms of spatial mapping, land use, existing street grids and economic potentials
- ASUD principles and approaches will be tested in Tacloban City in the context of post-disaster recovery and urban development

IV) THE WAY FORWARD

The participation of the private sector, including large landowners, has increased awareness to the potential benefits of a planned approach to urban extension and facilitated the necessary legislative reforms to implement the proposed city extension project.

There is heightened appreciation for advanced planning because of the damage brought about by Super Typhoon Haiyan and other recent disasters. In Tacloban City, local officials requested for support in preparing a more comprehensive, long-term master development plan, beyond a post-disaster reconstruction plan, to include extension areas outside of the city’s built-up area.

ASUD principles and approaches will be tested in Tacloban City in the context of post-disaster recovery and urban development.
PROGRESS IN IMPLEMENTATION OF ASUD AND LESSONS LEARNED

In a context where the majority of people now live in cities, and developing countries are urbanizing rapidly, planning for sustainable urban development through inclusive National Urban Policies (NUP) and Planned City Extensions (PCE) is imperative and offers a pragmatic basis for socio-economic development to maximize the benefits of urbanization.

Spontaneous urban growth implies, as we know, a heightened risk of cities getting locked into dysfunctional and damaging patterns of urban development including urban sprawl, informal settlements, squalid living conditions, inadequate and overloaded infrastructure, all-round congestion, vulnerability to various kinds of disasters, inappropriate energy consumption patterns among others.
Through the implementation of the ASUD Programme, UN-Habitat seeks to promote a pilot experience that is innovative in strategy and methodology and that relies on a new participatory and integrated approach to urbanization.

This pilot experience should serve to showcase examples of good urbanization in specific contexts, particularly at local level to serve as a basis for replication at higher scale and to inspire a national urban policy.

Undoubtedly, there are challenges associated to the implementation of an innovative pilot Programme as ASUD.

A common strategy and methodology are to be applied in very different regional and national contexts where the nature of problems linked to urbanization differs.

Fruitful cooperation with national, regional and local governments is key to the success of ASUD, hence a consensus building process amongst actors involved is necessary as part of the implementation strategy and has been largely promoted by ASUD.

Associated with the above, and as ASUD’s implementation approaches the end of the first phase, main challenges appear linked to the necessity to address the three key elements of the strategy in an inter-related and simultaneous way.

At local level, main findings show that the impact of rules and regulations in the urbanization process is often undermined and not given appropriate centrality from the predominant perception that laws and regulations are difficult to change. But as ASUD advances in implementation, the narrow interconnection between rules and regulations, urban planning and urban finance becomes more evident.

This leads to the questioning of many practices, as a new, integrated way of looking at urbanization emerges. To produce changes in dominant perceptions on urbanization are part of the final objectives of ASUD.
Implementing the new strategic plan from an integrated approach to urbanization

Rizal Park, also known as Luneta Park, is a historical urban park in Manila, Philippines.
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A local market popular among locals and is one of the tourists attraction in Maputo, Mozambique
Implementing the new strategic plan from an integrated approach to urbanization

Achieving Sustainable Urban Development (ASUD)

- densification
- economic empowerment
- rules and regulations
- mobility
- teamwork
- research
- mixed use city
- planned city
- building codes
- public space
- innovation
- strategy

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