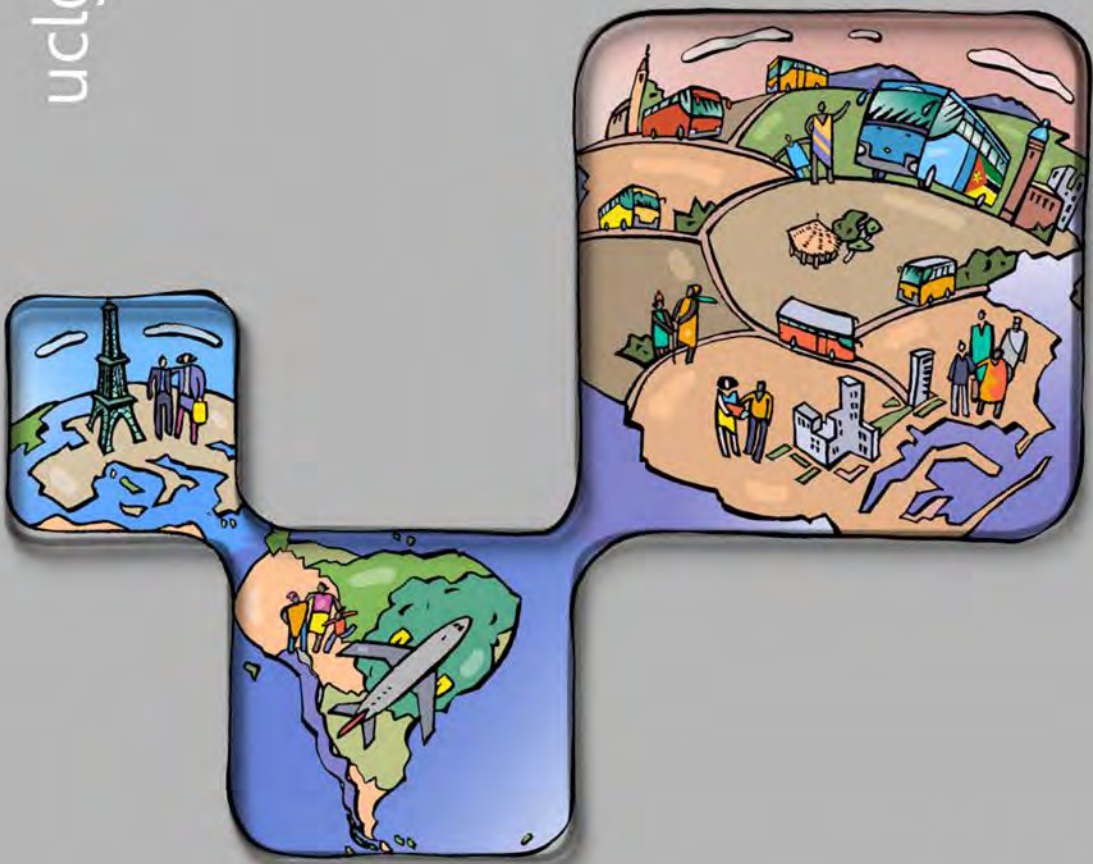


01

UCLG - MILE
peer learning exchange
"governance and
urban development"



Durban, South Africa
june, 2011

About Learning Notes

Learning Notes (LNs) are issued to serve as reminders of key issues, discussions, recommendations and challenges that emanate from UCLG Urban Strategic Planning events and are based on lessons learned from experience, accumulated knowledge and current innovations in cities around the world. The Urban Strategic Planning Committee absorbs the lessons learned into its knowledge bank to enrich future programmes and projects.

This particular Learning Note is of the Learning Exchange hosted by UCLG in partnership with eThekweni Municipality and MILE on 13 - 15 June 2011. The full record of participants and proceedings at the Urban Strategic Planning Learning Exchange in June 2011 in Durban, South Africa is on the MILE website www.mile.org.za

In this Learning Note, the LN themes are grouped under the areas to which they relate with summaries of relevant information, highlights and a listing of lessons learned. Comments and suggestions for the improvement of this and other LNs are welcome as this is an open ended series of LNs updated and improved continually. Comments and suggestions on this Learning Note, and requests for further information, please address to kerrc@durban.gov.za or on the MILE website: www.mile.org.za

Foreword

Dear Members and Partners,

UCLG, as the global network of local and regional governments, is constantly adapting to new demands, ideas and best practice solutions from its members. Its Committee on Urban Strategic Planning was a forerunner in recognising the value in sharing regional experiences, globally, of UCLG members and especially those from the south.

The Committee plays an important role facilitating discussions and dialogue on the approaches and principles of urban strategic planning, and extracting and supporting valuable peer knowledge and exchange.



Durban, South Africa holds the co-Presidency of the Urban Strategic Planning Committee and hosted this Learning Exchange in June 2011. It was jointly organised by the Committee and the Municipal Institute of Learning (MILE) which is the municipal platform for sharing experiences of international transformation processes taking place in South Africa, Africa and the global south in general.

The overall objective of the Learning Exchange was to reinforce the relationship between governance and urban development, as well as to promote the knowledge and capacity of cities in the global south. Members of the UCLG Urban Strategic Planning Committee and their city and local association partners were urged to compare, evaluate and transfer lessons on urban strategic planning. Specifically, the Learning Exchange sought to elicit relevant experiences from Latin American cities and promote in-depth comparison of contexts and local strategies. A further, practical, objective was to encourage new partners for city to city co-operation through the UCLG mentoring programme.

Valuable lessons on urban strategic planning were shared between peers at the Learning Exchange and two major city to city activities have developed from the Learning Exchange: the mentoring partnership between Durban and Sao Paulo, and a promising partnership between Maputo and Rosario.

We thank the eThekweni Municipality and MILE of Durban for hosting this Learning Exchange and our funders, AFD, la Caisse de Dépôts and the Norwegian government. Member cities and partners are encouraged to comment on the following report and work with us to extend our reach and thereby enhance urban strategic planning by co-operation and shared learning.

A handwritten signature in blue ink, appearing to read 'Josep Roig'.

Josep Roig

Secretary General: United Cities and Local Governments (UCLG)

UCLG and MILE partnership “Urban Strategic Planning Learning Exchange “

A learning event organized by the eThekwiki Municipality, city government of Durban,
UCLG committee on urban strategic planning

Learning Note

Table of Contents

Introduction.....	01
Overview of Learning exchange.....	01
Day One	02
Official opening	02
Setting the scene of Urban Strategic Planning and clarifying objectives.....	02
Theme 1: Vision, Inspiration and Leadership: Critical success factors in strategic planning.....	05
Lessons learned.....	06
Theme 2: Strategic planning and the social inclusion agenda.....	07
Lessons learned.....	08
Overview of the planning framework in urban strategic planning in South Africa.....	09
Day Two	10
Tour of eThekwiki municipal areas that demonstrate economic re-development.....	10
Theme 3: Strategic planning as a tool for economic transformation.....	10
Lessons learned.....	12
Theme 4: Strategic planning as a tool for economic transformation.....	13
Lessons learned.....	14
Theme 5: Strategic planning and financing implementation.....	15
Lessons learned.....	16
Day Three	17
Presentations and Mentorships.....	17
Group discussions: New mentorships/partnerships & consolidating current initiatives.....	19
Options for support and funding capacity enhancement.....	20
Conclusions.....	21
Acronyms, abbreviations, explanatory notes.....	22
Authors, collaborators and credits.....	22

Introduction

UCLG plays a vital role for urban planners in municipalities by facilitating discussions and dialogue around urban strategic planning approaches and principles. Urban planners need to provide city-specific, holistic solutions for the delivery of services and achieving sustainability. Also, urban planning should address social inclusion, economic productivity and spatial transformation. Enhancing feasibility and access to finance to implement programmes and projects are also critical considerations for the success of urban planning.

In the recent Policy Paper they have developed on urban strategic planning, UCLG has recognised the value of regional experiences and that these can be shared globally, especially between the regions in the global south. UCLG's membership structure encourages decentralized co-operation as a way to learn and share from one another and lend professional technical support and resources. The UCLG Mentoring Programme seeks to integrate knowledge of southern cities and make it accessible by committing cities to work in Peer Reviews in order to achieve specific objectives towards urban strategic planning.

Currently, the Vice-Presidency of the UCLG Committee on Urban Strategic Planning is held by eThekweni Municipality, Durban, South Africa with Rosario, Argentina holding the Presidency. This highlights the relevance that UCLG has attributed to knowledge and learning in the global south. With the launch of the MILE programme, eThekweni Municipality has developed a platform for sharing experiences of international transformation processes to take place in South Africa, Africa and the global south at large. Further, MILE has been positioned to assist African countries to benefit from learning opportunities and best practices offered in a range of municipal functions.



Overview of the Learning Exchange

The overall objective of the Learning Exchange was to demonstrate the relationship between governance and urban development, as well as to promote the knowledge and capacity of cities in the global south. More specifically, the purpose of the Learning Exchange was to promote relevant experiences from Latin American cities, take forward a deeper comparison of contexts and local strategies, and establish new partners for city to city co-operation through the UCLG Mentoring Programme. In planning the Learning Exchange, it was anticipated that there would be many success stories whose lessons could be applied to other cities especially in the African context. Members of the UCLG Urban Strategic Planning Committee and their city partners were urged to apply, evaluate and transfer lessons on strategic planning.

Day One

Official Opening

eThekweni Municipality's newly appointed Mayor, Honourable Councillor James Nxumalo, welcomed all the delegates and said the City was a proud host. He observed that cities all over the world are increasingly being recognised for the role they play in creating jobs, places for business, access to housing opportunities, services, health, transport, culture and learning. He referred, as well, to the invisible spaces and hidden opportunities that cities offer for the poor, disenfranchised and hopeful.



He continued by denoting the well-recognised fact that urbanisation is particularly evident in cities in Africa, Latin America and Asia and that this phenomenal growth in urbanisation is accompanied by various opportunities and challenges. In his address, the Mayor acknowledged the critical importance of urban strategic planning at this point in our world history, given climate change and urban sustainability, global financial meltdown, and service delivery backlogs especially in the developing world. He made an impassioned plea for strong political leadership in the process of urban strategic planning and also emphasised the need for greater collaboration, rather than competition in the global south.

The Mayor concluded by acknowledging the Municipal Institute of Learning - MILE - which is a model of sharing and learning between practitioners and by practitioners, and stated the City's commitment to the process of city mentorship, and mutual learning and technical support.

Setting the scene of Urban Strategic Planning and clarifying the Learning Exchange objectives

Representatives of the National Government of South Africa, UCLGA, UCLG, Metropolis, SALGA and AFD set the scene and provided a framework for urban strategic planning by providing delegates with their respective perspectives. The UCLG USP Programme Manager, Ms Sara Hoeflich, clarified the objectives of the Learning Exchange and highlighted that a key purpose was to match mentoring needs and demands

Mayor Mandengue Louis Lucien, from the City of Doula, representing UCLGA, emphasised the critical importance of urban strategic planning with reflections on the experiences of Douala and Yaounde in Cameroon.

Mayor Sadi Melo Moya, from the South Association of Municipalities surrounding Santiago, Chile focused on the

"The way forward for us has been local democracy: first, we are accountable to our citizens" *Mayor Eduardo Tadeu Pereira and Mayor Sadi Melo Moya*

need to co-operate to ensure that environmental sustainability is on our agenda and the importance of listening to the voices of urban social movements who urge leadership to think about the future of our planet in the planning process.

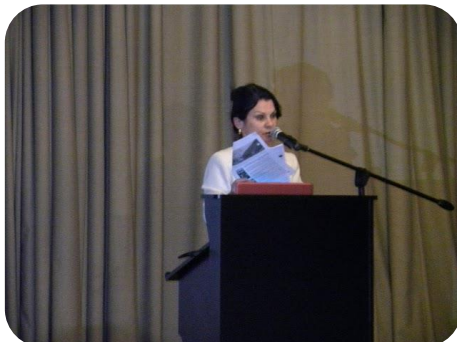
Mayor Eduardo Pereira, of Varzea Paulista, Brazil, representing UCLG, acknowledged the role of municipalities in development and lauded the Learning Exchange, as mutual learning between cities will help the democratisation and decentralisation process for global unity.

Deputy Director-General, from the South African Department of Co-operative Governance and Traditional Affairs (COGTA), Ms Nellie Lester observed that South Africa does not have a federal state but local government is considered an equal sphere of government alongside the national and provincial spheres. She strongly supported the initiation of MILE in the eThekweni Municipality and the role that it can play in knowledge exchange. She advocated sustained commitment beyond a five year plan, to 30 – 50 years or even 100 year plans.

“Knowledge exchange should be encouraged BUT each city has a unique context, with unique needs, that will need unique responses” *Nellie Lester, South Africa*



Ms Diana Motta, representing METROPOLIS, from the State of Sao Paulo, said that, in Sao Paulo, with 5.6m people living in precarious conditions, poverty, mobility and housing are key challenges. Brazilian cities, she said, have a key policy role in responding to these challenges although the operational conditions do not yet exist in Brazil to fully implement these policies despite financial resources having increased over the last years.



“The current strategic plans and urban plans will need to be adjusted to respond to the realities of urbanisation and city dynamics, such as immigration.” *Diana Motta, Brazil*

She observed that more partnerships were required between levels of government and civil society, and also

simpler financial instruments that responded more adequately to the needs of the citizens. In addition, she argued that there is an urgent need for a greater articulation of the urban policies of cities with the territorial and regional policies as city visions often do not align with those of the region.

Mr Jean-Michel Debrat from AFD pointed out that the rapid urbanisation of cities has been identified as a key challenge by the World Bank and other global funding agencies. He identified, further, the challenges of inequality, sustainability and justice, and saw urban strategic planning as an important tool in addressing these challenges. He argued that in matching the global with the local there was a need for a clear contract, knowledge, service delivery capacity and, of course, capacity building programmes. He complimented Durban on its service delivery excellence and saw South Africa as a developmental state and hoped that the Learning Exchange would speak about the development city.

Mr Mayur Maganlall, from SALGA, reaffirmed SALGA's commitment to the UCLG Urban Strategic Planning Committee and outlined the role that was played by SALGA in ensuring the work of the Committee was supported.

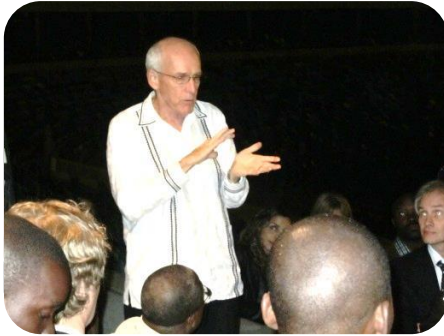
This opening session was wrapped up by **Ms Sara Hoeflich, Programme Manager of the UCLG Urban Strategic Planning Committee**, who acknowledged the role of the political heads in driving the UCLG Committee agenda. She lauded the work being done by MILE in its partnership with UCLG and expressed the hope that MILE would become more visible internationally. The role of learning from one other, she argued, was fundamental, and that (smaller) cities need to address their demands to the global funding organisations.

"Larger cities should offer themselves as mentors to smaller cities, to share experiences, and, in doing so, commit themselves very precisely to what their partnership will focus on." **Sara Hoeflich, UCLG**



She reminded cities to think carefully about their needs, so that, on the third day, effective mentoring could take place. She thanked the Norwegian Government and la Caisse de Dépôts (French Development Bank) and AFD (French Development Agency) for their support and for making the Learning Event possible.

Theme 1: Vision, Inspiration and Leadership: Critical Success Factors in Strategic Planning



"Learning exchanges and mentorships are the key mechanisms to promote mutual learning, internationally, and in particular in the global south." *Dr. Michael Sutcliffe, South Africa*

In his keynote address, then Vice-President of the Urban Strategic Planning Committee and eThekweni City Manager, Dr Michael Sutcliffe, spoke about the general mandate of the Committee, its work and reflected on eThekweni's own planning process. He presented a summarised overview of relevant issues in urban strategic planning and observed that while the rate of growth (economic and population) of cities is not constant, and community needs differ all over the world, generally, municipalities are faced with massive infrastructural and health challenges and, further, immediate planning for climate change was needed. Providing access (transport, health, services, ICT connectivity, jobs, environment) has to be managed and planned for, as well as planning for new forms of energy. In addition, the widening gap between rich and poor has added to the urban planning challenge.

In outlining the role of UCLG and the key functions of the USP Committee, Dr Sutcliffe argued that to position cities in the world with respect to urban strategic planning requires the USP to be proactive, rather than reactive – proactive in its leadership, its inclusivity, and in its self-evaluation.

Dr Sutcliffe presented the policy outcomes and processes of urban strategic planning and projected an understanding of the city as an integrated system, noting however that different cities had different priorities that changed with time. The general city trends in Africa, Latin America Europe, Eurasia, Asia, the Mediterranean and in North America were succinctly summarized with the view to generating effective planning methodologies.

Dr Sutcliffe closed his address with the notion of the developmental state and the role that local governments can play in creating a more developmental local state. He also referenced eThekweni's long term and medium term strategic planning process to demonstrate the need for an integrated, bottom-up, needs-based strategic planning approach.

"Strengthening social capital was a fundamental tool, as the plans were not technical plans, but fostered the governance of the city." Natalia Carnovale, Argentina



Representing the president of the UCLG Urban Strategic Planning Committee, Ms Natalia Carnovale from Rosario, Argentina, spoke briefly about the work done on the Policy Paper in 26 cities across Latin America, where social inclusion is a challenge. She highlighted the fact that cities that have had successful strategic plans, had been responsible for driving them with strong political and administrative leadership and all aspects of development, social, spatial and economic that were covered in one integrated, holistic process. What was key, she argued, was that these were long term plans, with lenses that spanned at least

twenty years. Quoting the experiences of Medellin and Bogota, she contended that integrating culture, history and social aspects (including the strategic use of public spaces) was very important. Another key success factor was the ability to include all sectors, and bring all partners on board – academia, the private sector, communities and trade unions. A clearly articulated process, with defined roles, as in the case with Rosario, was also an important learning.

"We hope to identify and co-operate with more vehicles like MILE on more continents to upscale and popularize lessons learned." Sara Hoeflich, UCLG

"Leadership actually begins with US!" Peter Wiberg, Norway

LESSONS LEARNED

- The need to move beyond short term planning by adopting a longer term lens to planning was a common theme in all inputs and it seems that proactive, successful strategies have this long term vision.
- Another key success factor is strong local political and administrative leadership.
- The focus on partnerships and working together with all stakeholders (between tiers/spheres of government, with unions, the private sector and civil society) was also reported as a common success factor.
- Integrated and holistic planning processes within the context of democratized decentralisation that focus on outcomes are key elements of successful strategic plans.
- It is critical for cities to begin to mainstream the lessons learned from their strategic plan, so that all municipal departments and units coordinate much better.
- City to city co-operation was acknowledged as important, but the need for proper, dedicated institutional vehicles to capture learning and disseminate these in an accessible manner to as many cities as possible is more important.
- There were calls for knowledge sharing and creating awareness of city strategies so that lessons, challenges and best practices can be effectively used, and also

Theme 2: Strategic planning and the Social Inclusion agenda

Cities agree that poverty is increasing and many of the MDGs have not yet been met and only a handful of countries (i.e. Brazil) have achieved part of the MDGs. Brazil has successfully done so by prioritizing the fight against poverty together with the promotion of human rights. However, municipalities elsewhere are also designing innovative local policies for reducing poverty, whilst ensuring social inclusion, although they are experiencing limited resources. It is important for cities to explore successful experiences and lessons learned from other cities, that have managed to reduce poverty and social exclusion, to inform the development of their action plans. Sao Paolo, Blantyre and Ciudad Sur shared their experiences in ensuring social inclusion and poverty reduction programmes. SALGA also made a presentation on the challenges, demands and lessons learned from the South African strategic planning experience for the benefit of cities, internationally.

Ms Violeta Kubrusly, from Sao Paulo, Brazil began by contextualising the state of the city,



noting that 3 million people currently live in high density, precarious settlements, due to a process of increasing urbanisation. An upgrading programme has been planned to improve the quality of life in Sao Paulo, and by the time of the Learning Exchange, USD 4.5 billion had been set aside for upgrading the precarious settlements – which is seen part of that city's social inclusion programme. It is important to note that social inclusion here was not just housing, but making sure there was integrated development including public transportation, sanitation, drainage, solid waste, and public health.

Mr Eduardo Trani from the State of Sao Paulo reported that the Sao Paulo State had set clear housing policy guidelines governing slum eradication, dwelling construction and land tenure regulations. New instruments for housing policy management had been developed, as well, with increasing resources being poured into housing and social development. Details of innovative housing projects were showcased to demonstrate how communities were involved in these housing projects: special housing projects were established for the elderly; projects for slave descendants; and the preparation of design guidelines for the urban poor - all as part of the commitment to social inclusion. Interestingly, as a result of these interventions, the incidence of homicide and theft dropped from 22 in 2001 to zero in 2007 and 2008.

Mr Costly Chanza from the Blantyre City Assembly, Malawi, pointed out that Blantyre is as old as Johannesburg, but much smaller, with just 1 million citizens. Blantyre has an urban structure planning process as well as other initiatives such as Cities without Slums, Urban Strategic Plan, Urban Sector Profiling, Millennium Cities amongst others. The challenges in Blantyre are great, but key amongst these are those pertaining to city governance as they are

without elected Councillors to govern the city. At the same time, a clear vision is in place, with objectives and goals well- defined. Corresponding urban development improvement plans including housing, environment, telecommunications, solid waste are operational, also as part of the overall commitment to social inclusion.

Mr Claudio Sule Fernandes from Ciudad Sur, Chile explained that the Ciudad Sur case is very similar to other cases in the global south, with major transformation taking place in government. Civil society is well-organised and the strengthening of communities is seen as part of the mandate of local government. Citizen participation is seen as an opportunity to build a different society. It is contended that leaving market forces to determine the future of cities is not ideal; instead people need to play an active role in determining the future of their lives. Direct participation, needs prioritisation, and social control based on written agreements are seen as critical elements on the social inclusion agenda. It was reported that a robust, up to date, management information system is seen as an important starting point for social inclusion.

Sousse, Tunisia was not present at the Learning Exchange due to a visa misunderstanding. However, Sousse had committed to the Learning Exchange programme and, as a young city, had communicated to the Learning Exchange organisers that it is anxious to learn about including citizens more in local processes and particularly in planning. Sousse wishes to learn from southern cities especially Durban and Brazilian cities.

“WHAT we learn from each other is NOT as important as HOW we learn, as each of the planning processes has taken a long time, and the contexts differ very much.”

LESSONS LEARNED

- Communities must be involved in housing upgrading projects for them to be successful – this commitment to social inclusion can take the form of a government mandate or a social compact.
- There should be attention to special housing needs - for groups such as the elderly and slave descendants, for example, and design guidelines for housing the urban poor must be stipulated.
- The right to belong to the city and the issue of identity and migration is also a key point in thinking about social inclusion, as cities have to absorb many immigrants, and what planners need to think about is to create “receiving cities” that help to integrate these migrants.
- Socially inclusive projects have been demonstrated to decrease social ills.
- The operation of co-operative governance – the vertical dimension of city governance – is important and the dynamics of this interface management is also seen as important.

“Provision of such infrastructure is important but we should focus on the software. Especially in the global south, where cities are young, Strategic communication is how stakeholders build a cohesive collective understanding in a context of social networks “Mr. Joachim Fritz, GIZ

Overview of the planning framework in urban strategic planning in South Africa

Mr Mayur Maganlall, from the South African Local Government Association (SALGA) outlined the South African legislative regime before explaining the national, provincial and local planning framework. He explained that the South African integrated development plan is essentially a business plan that represents the needs of communities: it articulates a long term vision, but also represents a consolidation of all three spheres of governments’ plans. Importantly, it also articulates their requirements for turnaround and contains spatial plans for each municipality. He traced both the strengths and weaknesses of municipal planning before identifying other key issues, as reflected in his presentation which can be accessed on the MILE website.



In this picture from left to right top row : Ms. Diana Motta, Dr. Michael Sutcliffe, Cllr Nomvuzo Shabalala, Mr Jean-Michel Debrat, Ms. Sara Hoëflich, Mr Mayur Maganlall

bottom row: Mayor Sadi Melo Moya, Mayor Mandengue Louis Lucien, Mayor James Nxumalo, Mr. Eduardo Tadeo and Ms. Nellie Lester

Day Two



uShaka Marine World



Market in Warwick Junction

Tour of eThekweni municipal areas that demonstrate economic re-development

The second day of the Learning Exchange commenced with a tour of eThekweni municipal areas that demonstrate economic redevelopment, and included, uShaka Marine World, Warwick Junction, Cato Manor and Bridge City (INK).

Theme 3: Strategic Planning as a Tool for Economic Transformation

Local economic development and job creation are arguably the strongest indicators for measuring the success of a strategic plan. Cities use economic opportunities and trends, for example, global markets or construction boom, to create long term investments and position themselves for growth. However, economic growth can be experienced without growth in jobs. In certain instances, economic growth has led to social exclusion as well as environmental and cultural mismanagement. The cities of Johannesburg, Porto Alegre, Sevilla, and Salvador outlined how they used strategic planning as a tool for economic transformation.

Mr Zayd Ebrahim, policy strategist from the City of Johannesburg, argued that strategic planning is more than just a planning tool. In tracing the evolution of his city's strategic planning process, he made the point that cities continually change and that the 'business as usual' approach is no longer valid. Johannesburg's strategic planning paradigm hinges on effective governance with a sustainable environment, socio-economic development and service delivery as key focus areas, and from this foundation, economic development will follow if a city defines its competitiveness correctly.

Ms Vania Goncalves de Souza of Porto Alegre, Brazil shared her experiences in the project in Villa Chocolata - a slum in the city centre of Porto Alegre. She spoke about how the project

successfully brought together officials from the municipality who had never networked with one other. Using recycling as a means for survival, the slum dwellers of Villa Chocolata had previously earned a meagre living, then the Villa Chocolata Sustainability Network brought them together to drive their development project. The programme involved resettlement and the introduction of commercial facilities and a commercial recycling project which provides work for 150 poor people. By involving community members to take responsibility for driving local projects (e.g. “friends of the ball”, “chocolate with strawberry”, and “dreamy girl”) planning was used as a means to build the local economy and ensure that the poor do not return to beg on the streets.

Prof Dr Urs Muller from Bakbasel, representing the OPENCities network, spoke about the importance of bench-marking in municipal planning. Conventional indicators such as GDP, employment growth, and hourly productivity can be put onto a matrix to measure performance, or attractiveness, in order to measure the “hard” factors. He argued, however, that softer factors such as quality of life, diversity, openness, and inter-culturality are fast becoming more relevant. He observed that the marketing and publicity of cities as open cities becomes part of economic necessity and, by using the OPENCities Monitor, he demonstrated the openness of Cape Town in relation to some European cities.

“Immigrants who are integrated into cities help improve a city’s economic performance” *Prof. Dr. Muller, Bakbasel*

Dr Jose Carlos Cuerda from Sevilla, Spain, offered a very refreshing perspective by reminding participants that they are human beings and that people are the centre of our planning processes, and thereby planners are creating new realities all the time. In eight years, 100 000 jobs were created as a result of a clear plan of action and the key areas that helped turn Sevilla around were citizen participation, CDS formulation and implementation, cooperative governance and public/private participation.

“Strategic planning process is simply about knowing where we are, what the key issues are and to generate relevant tools to respond to the challenges” *Dr. Jose Carlos Cuerda, Sevilla*

Mr Pablo Souza from the City of Salvador, Brazil opened his presentation by noting that this is a city with 86% African descendants. In reflecting on the commercial district revitalization process since 2006, he argued that popular

participation, as part of a programme that focused on improving governance, was a key ingredient for redevelopment. Financial incentives (included decreasing taxation), he noted, were important to ensure leveraging of the private sector. Devising a clear urban structure plan with clear time frames for implementation of projects, including public space improvement, and market place development, was an important pillar for the re-development process. The re-development of the passenger terminal of Salvador was a catalyst to kick-start the economy, as was a focus on building the local tourist infrastructure that was revitalised in partnership with the private sector.

LESSONS LEARNED

Whilst the presentations were very diverse with different entry points, the following are some key highlights on the relationship between planning and economic transformation and its relevance to different contexts:

- In reflecting on the suite of presentations in this session, it became clear that there is a huge diversity, and certainly no clear understanding, of what exactly economic transformation is, and more specifically how it is measured. There is a need for USP to look collectively at what is the delicate balance between different outcomes and, perhaps, we can look at the experience of Johannesburg that strove for a mix of pro-growth and pro-poor approaches.
- There is also little understanding about the complexity of urban economies – as planners there is a desperate need to deepen our understanding of this discipline to enhance strategic planning as it cannot just be reduced to private enterprise and the public sector.
- It was clear from all inputs that multi-dimensional strategies produce multi-dimensional results, which is important if improving total quality of life is central to our agenda.
- In terms of assessment of our strategic planning processes, we need to think about how financially resilient our cities are, given the crises that cities have responded to over time, and especially in the current global economic meltdown.
- We also need to distinguish between internal indicators for measuring cities, starting with external indicators that focus on competitiveness, to the revision of indicators that should not only be economic. This is something that UCLG and our USP Committee could explore.
- The varying typologies of strategic planning approaches are also important for applying where there are different opportunities and different focuses. It is clear that a one-size-fits-all approach cannot work and local context and applicability is a key.
- We also learned that planning instruments differ from city to city, but the strategic use of physical planning and strategic planning can be used to help create synergies between different but relevant sectors.
- We are challenged to measure the economic dividends of our strategic planning and physical planning activities. This again is a key area that the USP Committee can champion.

“Collectively we need to think a lot more about how we use strategic planning as a sharp and focused TOOL to re-imagine a new economic order “
Zayd Ebrahim, South Africa

Theme 4: Strategic planning as a tool for spatial transformation

Old master planning did not necessarily pursue balanced development, but modern urban planning and spatial tools influence the distribution of people, jobs and public transport in cities. It is also important for cities to understand how strategic planning is redefining their spatial organization towards sustainable development and improving the quality of life of their citizens. The cities of Ile de France, Belo Horizonte, Douala, Moscow and Lagos shared with the delegates how they have used strategic planning as a tool for spatial transformation.

Dr Liudmila Tkachenko from Moscow spoke about Master Plan in Moscow, a model for development with extension of its time frame to a long range plan into 2025. The Plan is a legal instrument and focuses on the functional zoning of Moscow city including zones of re-urbanization for better housing provision for the more than 600 000 inhabitants who were living in undesirable conditions. It is integrated as it includes industrial promotion, integrated transportation, sports and recreation uses. The Plan included public participation in the process and co-operation between the city and the region was also encouraged in the planning process.

"Immigration is a key driver for change in cities." Dr Liudmila Tkachenko, Moscow

In the presentation from Ile de France, the Grand Paris regional planning process, which runs until 2030, was outlined. It was emphasized that this process has ensured deep change of the territory with renewed cities that are more sustainable and more equitable. The process was intensive with mails and thematic workshops with as many representatives as possible part of a rigorous participatory planning process. In terms of the planning experience, Mr Jean Francois Habeau, reflected on selected experiences in Hanoi, Antananarivo and Santiago de Chile. He concluded with recommitting the planning agency of Ile de France to sharing experiences.



The Belo Horizonte presentation by Mr Claudius Vinicius Leite Pereira first outlined the planning framework that was adopted in Belo Horizonte and which included major resettlement necessary due to unstable geological conditions. Special zones of interest were created and the Specific Global Plan (SGP) involves an integrated diagnostic mechanism done with community participation through the formulation of a Reference Group, after which a set of interventions are generated which culminates in the SGP after twelve months. There is also participatory budgeting that must be aligned with the overall plan. Four hundred and seven infrastructural interventions have been identified through this process. A further range of projects have emanated from the resettlement projects, avenue constructions, sewerage

system construction, and the delivery of cultural and education centres, parks and sports facilities.

Mr Jean Yango from Douala, Cameroon commenced his presentation by setting the context explaining that the city comprises 2 million inhabitants, with 75% employed in the informal economy. He noted that there are many actors at the national level, but this had not been translated at the local level, which prompted the development of local city development plans. A number of workshops with key stakeholders were held in order to achieve the key objectives of the plan. Facilitating access to railways was one of the first initiatives started, in addition to the reorganisation of public space. The plan has been well communicated to all stakeholders, focusing on the building of a powerful economic centre that is competitive, and is built around the port and airport. Some lessons include the requirement for continuous stakeholder participation so that inclusive choices can be made, and the choice of relevant projects that improve the quality of life of residents. It was also pointed out that the private operators in the city were able to optimise their investments because of the common single vision.

In the Lagos Mega City presentation, Francisco Bolaji Abosede explained that with a population of 18 million in 2006, this commercial hub of West Africa has mega city status, with two sea ports and over 80% of airport activity in Lagos. The regional plan which was previously unable to be implemented due to military rule, from 1999 was segmented into nine regions and implemented. Greening and on-going beautification is an important intervention, as is water, and other infrastructural development. All the plans are integrated and are able to be implemented as they are passed by law, giving high levels of conformity. Eco-balancing is a challenge that has begun to be achieved through environmental management.

LESSONS LEARNED

It was noted that whilst we are seeing planning as a tool for spatial transformation, spatial reordering in itself is a tool for development and economic transformation. Despite the various unique contexts, there seem to be three common issues:

- Urban centre renovation is a fundamental as a creative, quality living environment is an important precondition for the development of the whole city
- Regulation seems to be an important element in all cities, and from a donor point of view, having a clearly documented plan is important
- Leaving planning to planners is dangerous: planners are there to advise, explain, remind us of the technical issues and procedures, and create platforms for dialogue.

Theme 5: Strategic planning and financing implementation

One of the major challenges of municipalities is to raise resources that enable the implementation of strategic planning outcomes. However, a strategic plan is also a crucial instrument to attract international, national and local investments. Sustainable investments in infrastructure (i.e. transport) are critical because they demonstrate creditworthiness that ensures the ability of municipalities to raise investments and credits in the international market. Speakers were from South Africa Cities Network (SACN), UCLG Metropolis, the World Bank, and the Association of Local Government Authorities of Kenya (ALGAK).

In an informative overview, **Roland Hunter of Hunter van Ryneveld (Pty) Ltd · Government Administration**, on behalf of **SACN**, began his input by outlining what cities need, arguing that these include built environment and social services, with different cities in southern African spending at varying scales in these sectors.

The key issues that he identified include that many of the cities in Southern Africa are:

- Under-empowered and under-resourced
- Have limited decision-making authority
- Have limited infrastructure financing
- Have under-performing revenue administrations
- Have significant human resource capacity problems.

He contended that there is a space for implementing a solid financial strategy which encompasses:

- Cities themselves improving their financial performance
- Placing cities on sound financial footing
- City leadership with both stature and maturity
- The plan being part of the city development strategy
- The development of an internal and external Reform programme
- A customised capacity building programme for senior management with specific operational and capacity building objectives, a detailed programme of workshops and well planned outcomes
- Doing a financial capacity assessment.



In the **FMDV input from Dakar**, it was noted that whilst the project in Dakar has not yet been completed, it makes an interesting case study. The objective of the FMDV programme involves promoting the project to banks and potential donor agencies. A funding strategy has been developed, and a link has been created with the mentoring programme, as there is a need to orientate strategic planning more to sustainable finances and robust partnerships where long term loans can be feasible.

Subethri Naidoo from the World Bank outlined the financial challenges facing cities before explaining the key objective of their programme which is supporting and strengthening the service delivery, management capacity and systems of South African cities. She explained that

the Large Cities Support Programme creates a useful opportunity for the government of South Africa and its cities to leverage the World Bank's experience in the design and actual implementation of intergovernmental fiscal transfers, urban transport, job creation, human settlements, green cities and local governance. She outlined the direct benefits of the Support Programme to cities from capacity building to city to city collaboration and noted that the World Bank is creating a solid platform of exchange among cities.

"Within the context that we operate in, we can't get away from the growing informality, and hence we need solutions that are not traditional, and looking for an environment of informality challenges conventional ways of thinking." *Hamisi Mboga, ALGAK*

LESSONS LEARNED

An interesting observation was made that there is great value in what our cities have become; the question to be asked is how we unlock this value. In summary, there were five key areas that could be identified:

- Every strategic plan needs a financial plan
- Cities ,must prioritise their plan - for what we need now and what we need later
- Cities need to know how to enhance funding options: are we clear that the options are right and do we know who to go to for funding?
- Credit worthiness is key: whether open market funds or others that are local

Day Three

The format of the third and final day of the Learning Exchange allowed for all participants to actively participate in helping shape the agenda of a new mentoring framework for cities. After the UCLG Programme Manager, Ms Sara Hoeflich presented a broad outline of the framework and there were short inputs from cities currently involved in mentorships.



Presentations on Mentorships

Ciudad Sur, Chile and Rosario

Ciudad Sur is an association of the southern municipalities surrounding Santiago de Chile with a mainly poor population. The Ciudad Sur objectives are to improve joint service delivery, share a baseline and information system, and strengthen the political position of local governments. Ciudad Sur was applying for a grant from Cities

"I started the relationship assuming my technical experience as a strategist was demanded. However, I found myself working on everything, so often I felt like a psychological trainer, because one of the main problems in poor municipalities is the poor self-esteem of leaders as while they are very community oriented, they are shy in addressing other spheres" *Natalia Carnovale, Argentina*

Alliance to develop a participatory CDS at the time of reporting. As members of the USP committee, they asked the City of Rosario to help them prepare. Rosario has made contact visits and advised on formalising the status of the association thereby first creating conditions to really work and implement a CDS. There is a work plan in place and Ciudad Sur has already made excellent progress in the establishment of a database of service provision, tax and cadastre, using instruments considered as "technocratic" to support a process of community participation and decisions.

ALAN and SALGA

ALAN has received hands-on assistance in developing strategic planning capacity, community participation and addressing urban challenges. An exchange with a range of South African National and Provincial officials as well as the South African National Planning Commission took place. SALGA's mentoring is being supported by eThekweni in a capacity building and technical exchange with ALAN.

"We were really surprised how much we can learn from just comparing the situation with our closest neighbour, there is much knowledge in African processes that we can share best when working with peers – a better world through Urban Strategic Planning lies in our hands"

ALAN has received approval for a Cites Alliance grant. The next steps will be to launch the CDS Project in Namibia, continue exchange and learning with SALGA and eThekweni, and, especially, explore collaboration with MILE for learning exchange and developing capacity for knowledge management, and improve capacity for a core group of urban strategic planning pathfinders in ALAN, NALAO and pilot local authorities.

Lilongwe and Johannesburg

This mentorship has had a significant impact on the Lilongwe City administration and is a result of commitment, hard work, advice and support by Lilongwe and Johannesburg respectively. Despite some difficult operational circumstances, the launch of the Lilongwe CDS was a milestone for the citizens and stakeholders for joint change and progress. A CDS Unit has been established in the Chief Executive's Office as he is the custodian of the CDS. Johannesburg has given project-based support in a wide range of CDS priority areas. Cities Alliance approved a US\$250,000 proposal for implementation of iconic projects and also instituting performance management system- no disbursement yet at that stage. The Bill & Melinda Gates Foundation has provided US\$2,6million for informal settlement upgrading- already disbursed. Some views were expressed on the mentorship partnership:



"It allows obvious mistakes to be avoided; stakeholders gain confidence in the process; results are focused; technical support/advice is available on demand; and capacity building is extensive." Jan Erasmus, Deputy Director: "Policy and Strategy added that mentors should have no vested interest in local affairs"
Kelvin Mmangiso, CEO Lilongwe

Mzuzu and eThekweni

Mzuzu is the fastest growing city in Malawi and is interested in specific learning tools and methodologies with a focus on integrated planning to maximise service delivery and economic development. Following in the steps of Johannesburg and Lilongwe, eThekweni had agreed to mentor Mzuzu and the outline idea of the mentoring role was to connect Mzuzu to relevant urban development experiences through a workshop methodology.

Blantyre and Ekurhuleni

Blantyre is keen to consolidate planning mechanisms and implement the Cities without Slums and Millennium Cities Initiative (MCI) projects to assist the city in achieving the MDGs. Ekurhuleni has the institutional capacity to assist with this aspect of mentoring, and good contact was established with the IDP manager and the CEO of Blantyre. However, due to personnel changes in both cities, some impetus had been lost in this mentorship. The status of the City Development Strategy is that work has already started in different sectors and there is funding for service delivery projects and capacity building.



"We should be open to learn why initiatives do not learn: in Ekurhuleni, the political commitment has to be worked on"

Mombasa and Bergen

Mombasa has prepared needs assessment for the orientation of their CDS and Bergen accepted the role of mentor. After a visit by Bergen to Mombasa, the terms of reference were amended and Mombasa and Bergen agreed to prioritise GIS and land use management. Outline project and process design, organisation and contents had been agreed. The presentation was full of humour and friendship. Their suggestion is that success is possible if there are clear objectives and a common understanding, and ambitions are proportional to the resources available.

"We are experiMENTORS – how do we make mentorship a success? "

Group Discussions: Establishing New Mentorships/Partnerships and Consolidating Current Initiatives

Divided into three work groups, the first group deliberated on how to consolidate and upscale existing mentorships. It was agreed that future mentorships must be more focused on particular needs, rather than be open-ended. Time was spent documenting some of the key lessons learned during the process, their specific successes, as well as the pre-conditions for mentorship. Thereafter, it was agreed that each city be tasked with devising clear work plans that suited their own unique context and with timeframes that were achievable. The roles of their respective Local Government Associations were also identified as an important area to be considered.

The second work group focused its attention on identifying cities that were in need of assistance and those that could offer assistance. A comprehensive list was drawn up to be presented to plenary. Metropolis was identified as a key partner in providing assistance and the Metropolis Congress in November 2011 was flagged as an opportunity for cities to grasp. Four major themes for mentoring were identified in the context of urban strategic planning:

- Informal Settlements (Porto Alegre, Sao Paulo, Salvador, Belo Horizonte and Durban)
- Planning for Infrastructure Development
- Planning for Social Inclusion/ Social Technology in the context of informal upgrading
- Environmental planning.

The third work group focused on individual cities that require mentoring. A list of potential individual mentor cities was to be identified. The group felt strongly that participating municipalities would need to think about new mentorships and partnerships through individual assistance that requires follow up and evaluation, therefore the mentorship project is well placed in planning and strategic departments. A detailed needs analysis was identified as the first step. It was also noted that language is an important consideration and this must be factored into mentorship planning.

Options for Support and Funding Capacity Enhancement

The learning exchange concluded with short inputs from international agencies. A number of options for support and funding capacity enhancement were outlined and were presented by the Cities Alliance, Brazilian National Front of Mayors, French Ministry of Foreign Affairs of International Co-operation as well as other partners, networks and Associations who were interested in learning and sharing.

Ten municipalities from Mozambique made the trip by bus. From this journey, wide mentorship emerged on the agenda of ANAMM



Gerard fagot @2012

Conclusions

It was really enriching that both professionals and politicians attended the Learning Exchange: the professionals have a technical approach to resolving problems of development and growth, whereas politicians contextualise ideas and solutions in terms of their principles and commitments.

This mix made the learning event substantial and content was transferred. Politicians were open to listening and were reminded of their mandate to understand, lead and recommend, and of the need to be responsible and accountable.

In the group of politicians, planners and networks, the latter play an important role and focusing will make them more attractive in the long term. Networks are essential as they contribute and convey new messages and innovation for testing, such as shown in the OPENCities approach. UCLG can rely more on their achievements (indicators for cities open to migrants) that are built thanks to specific research, opportunities of agenda and advice.

We learned that we need to direct our attention more towards economic development in urban strategic planning as currently, in this sector, vague information predominates and the concepts of Local Economic Development need to consider informal economy, and also measure long term impacts.

We also must incorporate smaller cities in our urban strategic planning work and be a bridge between decision, knowledge and inspiration. In smaller cities and towns, the administrations are used to working across departments, and leadership is clearer.

The Learning Exchange created meaningful new partnerships that include regular and constructive follow up. The mentoring partnership for Maputo was put in place at the Learning Exchange and, so too, the Durban-Sao Paulo peer learning. Existing mentorships that reported at the Learning Exchange felt a renewed spirit to overcome their frustrations when the sharing session revealed that, while important progress had been made, most had also experienced difficulties in their growth path.

Acronyms, abbreviations and explanatory notes

- AFD Agence Française de Développement
- ALAN Association of Local Authorities in Namibia
- ALGAK Association of Local Government Authorities of Kenya
- ANNAM Associacao Nacional dos Municipios de Mozambique
- CDS City Development Strategy
- COGTA Department Co-operative Government and Traditional Affairs Department, South Africa
- eThekwini Name of the municipality in the city that is more familiarly called Durban
- FMDV World Fund for the Development of Cities
- GIZ German Development Corporation
- INK Inanda, Ntuzuma and Kwa Mashu (a Presidential development project in the north of Durban)
- LN(s) Learning Note(s)
- MCI Millennium Cities Initiative
- MILE Municipal Institute of Learning, situated within eThekwini Municipality of Durban
- NALAO Namibian Association of Local Authority Officers
- SACN South African Cities Network
- SALGA South African Local Government Association
- SGP Specific Global Plan
- UCLG United Cities and Local Governments
- UCLGA United Cities and Local Government - Africa
- USP Urban Strategic Planning
- Policy paper:
[http://www.citieslocalgovernments.org/upload/docs/docs_en_telechargements/UCLG_\(2010\)_Policy_paper_on_urban_strategic_planning.pdf](http://www.citieslocalgovernments.org/upload/docs/docs_en_telechargements/UCLG_(2010)_Policy_paper_on_urban_strategic_planning.pdf)

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