Planning for Regional Futures in the Global South: Shifting Siloed Approach to Place-based integrated Planning in Africa

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The Challenge and the Opportunity

Responsible and inclusive prosperity

- At a glance:

  - ➢ More than **half of predicted global population growth** by 2050 will be in **Africa** (+1.3 billion people) (UN, 2017).
  - ➢ Planning is an **under-resourced activity and profession** (people/funding/political support) in the Global South with severe discrepancies from one country to another.

- Key arguments

  - ➢ Need to advocate for a new form of planning, which will be both **responsible and able to drive inclusive prosperity.** It should be more inclusive of people and of the environment, resting upon a new relationship with citizens and moving away from a primary focus on land use management.

  - ➢ Shift in approach needed to address complex intractable challenges and the development of pragmatic solutions.

  - ➢ **A new form of inclusive planning for and by the people?**

Overview: Planning Futures in the Global South

Planning Context and Africa

- Rapid urban transformations.

- Intractable challenges incl. water/sanitation/poverty/health.

- Under-capacity in planning and policy development and weak implementation.

- Political uncertainty and stability.

- Fraud, corruption, and waste of limited resources.

- Absence of data and the politicisation of data.

- Citizen-led interventions – the temporary becoming permanent.

- Risk versus rewards – very high risks. Financialization of infrastructure is not a developing and emerging economy issue (DEE). The key is availability.

Four linked debates and processes for planning regional future

- **Four debates**

- What is the role of planning in the Global South and specifically Africa?

- What is the role of citizens and residents in shaping and managing place?

- Can we re-conceptualise 'temporary urbanism' in the Global South as a form of "*permanent impermanence*"?

- What about capacity and capability building?

Methodology

Framework

- **Informed by Three Research Projects:**

- *Urban Living Birmingham* (ULB) – Reading Cities framework / system of systems approach, citizen as end-user innovators.

- *Systems Approach to Air Pollution in East Africa* (ASAP East Africa)- DFID - applying conceptual approaches to planning city-regions developed in the ULB project to three rapidly developing East African cities – Nairobi, Kampala and Addis Ababa.

- *South African Planning Education Research (*SAPER), an ESRC/NRF funded project exploring the nature and appropriateness of planning education in South Africa in line with the key issues urban planners are experiencing in their daily activity.

ASAP EAST AFRICA
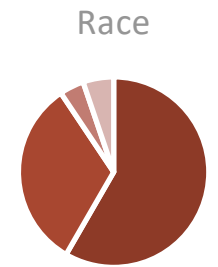
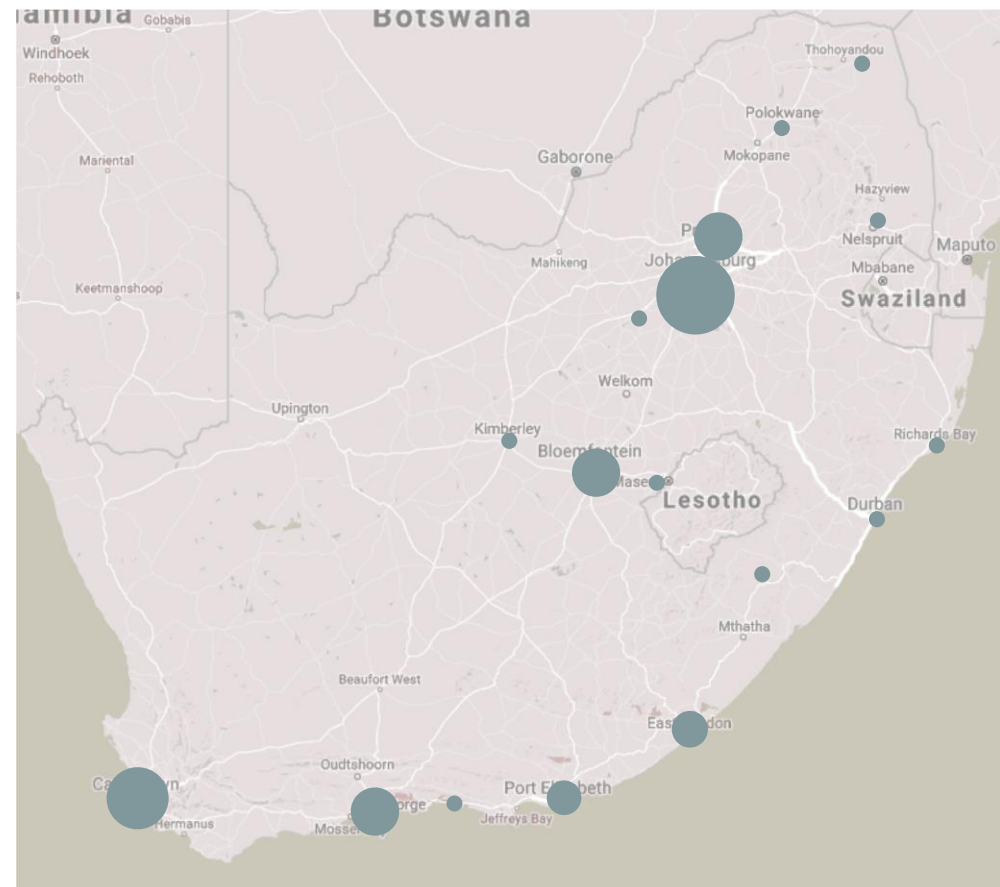## ASAP- East Africa Methodology

- Comparative city/country research design.

- Focus on three cities in East Africa: Addis Ababa (Ethopia), Nairobi (Kenya) and Kampala (Uganda)

- Review of all policy documents on urban infrastructure development plans and environnemental regulations to understand the historical development and current state of planning approaches and social/economic and environmental implications.

- Interviews with national, regional and local governments, non-governmental institutions (NGIs), researchers, non-profit organisations (NGOs), community based organizations (CBOs) and the public to understand the roles, responsibilities and relations of institutions (**42 interviews completed to date**)
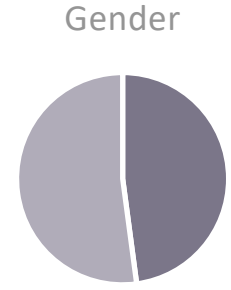
SAPER methodology

First comprehensive overview of the state of the profession in South Africa with
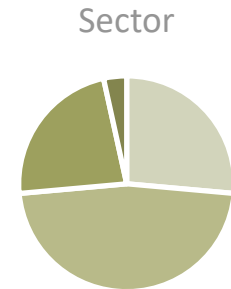- 212 questionnaire responses
- 96 interviews with planning professionals and educators

Race

■ White ■ Black ■ Indian ■ Coloured

Gender

■ F ■ M

Sector

■ Private ■ Public ■ Education ■ NGO

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Reading City-Regions to Develop Context based Planning

How to problematise planning in Africa ?

Problem 1: Traditional Planning Approach Versus New Approaches

- Need to challenge the traditional siloed approaches to spatial or land use planning.

- Positioning planning as part of a system of systems including lay and expert knowledge.

- Review and shift where knowledge / training is gained and where are best practice examples identified? i.e. from outside Africa back to Africa.

- Decrypting and giving voice to the role of the citizen/resident in shaping place and planning place.

Problem 2: Policy and Planning – too siloed and limited data

Addis Ababa City Administration service Departments

- The Land Development and Administration Authority
- Infrastructure Development and Construction Authority
- Sanitation, Beautification and Park Development Authority
- Road authority
- Fire and Emergency Service;
- Code of Enforcement Service;
- Housing Agency
- Acts and Civil Record Service;
- and the Sewage and Water Authority

Nairobi City County service Departments

- Public Health Department
- City Inspectorate Department
- Environment Department
- City Treasury Department
- City Engineer's Department
- Education Department
- City Planning Department
- Housing Development Department
- Human Resource Department
- Procurement
- Legal Services

Kampala City Council Authority service departments

- Administration and HRM
- Physical Planning
- Treasury Services
- Engineering and Technical services
- Public Health Services and Environment
- Education and Social Services
- Legal Affairs
- Revenue Collection
- Internal Audit
- Gender Community Services and Production
- Office of the Executive Director

How to problematise planning in Africa ?

Problem 3: Capacity and Enforcement Issues

- Under-resourced departments (especially planning)

- A range of regulations in place but key issues in enforcing them

- "One of the challenges is *capacity issues under the implementation challenge specifically*. And organisational and institutional capability to enforce. Many environmental issues are so technical and it needs expertise. Ordinary police forces and ordinary courts are not engaging with environmental crimes and air pollution issues properly" (ETH003, 23/08/2018).

This shortage of planners will also impact on the productivity of cities which are the most significant generator of productivity around the world. If the high rates of urbanisation being experienced in many cities were combined with effective planning this could potentially have an increasingly positive impact on productivity in the economic centres of many countries.
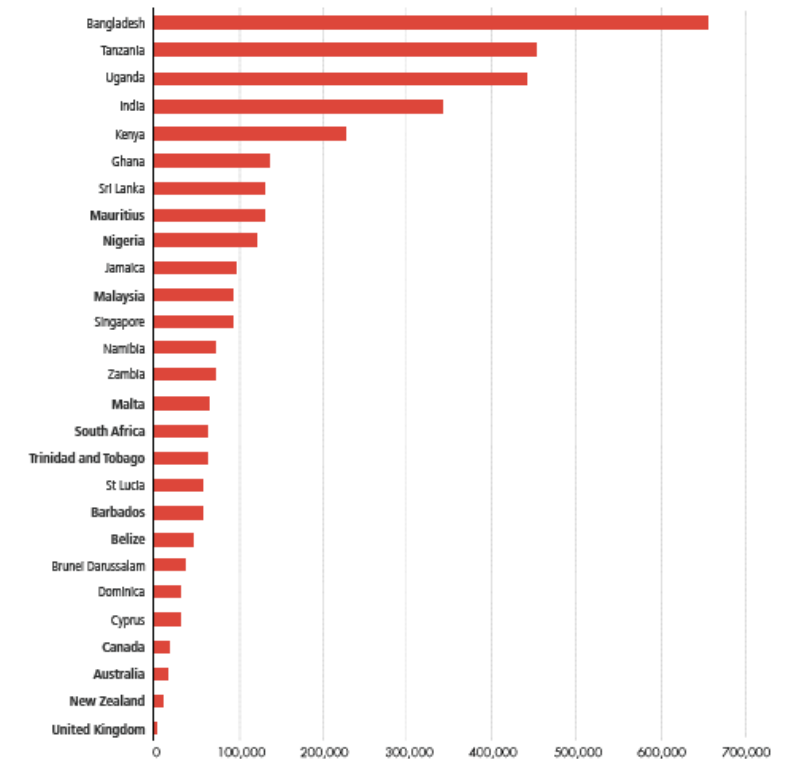
Figure 1
Population per individual member of national planning association

Commonwealth Association of Planners, 2018

How to problematise planning in Africa ?

Problem 4: Acknowledging the Importance of Temporary Urbanism

- *General definition*: Temporary urbanism refers to any planned or unplanned actions designed and thought through with the ambition of activating a space in need of transformation and thus of impacting the surrounding socio-economic environment. Temporary urbanism involves adaptability and sits within a mix of time scales; it is connected to the planning system but is not solely limited to it (Andres).

- In the African context: unplanning and unregulated citizen-led interventions, embedded within informal uses

- Temporary Urbanism is a major engine of urban development and transformation.

- Too often temporary urbanism fails to be considered as a formal aspect of planning in which citizen-led interventions contribute to shaping city outcomes.

- Temporary urbanism seen as a problem to be removed and replaced by an exclusionary neo-liberal agenda.

The way forward

Towards Place-based integrated Planning in Africa

1. The role of Data.
2. Addressing scales and governmentality.
3. Adaptability in the face of complexity and rapid transformation.
4. Planning for empowerment of citizens and integrated city planning.
5. Capacity and capability building & education

1 - The Role of Data: The Primary Input

Absence of data often seen as an excuse for inactivity.

Data:

a) Existing – limited.

b) Essential – critical for responsible inclusive prosperity.

c) Desirable – too expensive.

- Requirement for **essential data to activate change** – appropriate data for appropriate policy and appropriate change.

- Proceed cautiously due to the **politization of data.**

- **But, even without data develop a different relationship between citizen, planning and place.**

2. Addressing scales and governmentality

Geography and Context – Knowing Your Place

- Localised framework rather than generic framework is required

- Integration (devolving responsibilities)

- How do you deal with the complexity of place (path dependency) including system of systems?

"The government is *bent on positioning the environment last* and believe other things and factors will follow naturally and fall in place which is a trend I think is wrong to follow" (UGD002, 24/08/2018).

"The *problem may not really be stemming from vehicle emissions but waste management plays a major role in this problem because it is not well-implemented and put in appropriate place*. You can see it yourself as you move around, though smoke from vehicles contributes to it but, because our transport system is mostly not in mass transportation form compared to the use of motor cycle and four wheel cars." (UGD001, 24/08/2018).

3. Adaptability in the face of complexity and rapid transformation

"Permanent Impermanence" and Temporary Urbanism

- *The temporary considered to be a form of permanent impermanence as residents fill in the gaps left by planning.*

- A new and perhaps fluid balance/boundary between lay and expert planning/knowledge.

- How to produce better outcomes between the temporary unplanned planned and the planned?

➢ **Formal planning to address long-term needs but capital and revenue intensive.**

➢ **Formal planning needs to be responsive to decisions made by others**

➢ **Formal planning needs to recognise citizens as temporary owners of a place and to acknowledge their role in shaping and managing 'place' and in place-based innovation.**

4. Planning for empowerment of citizens and integrated city planning

A different role for the citizen – empowered to take ownership of place.

Citizens and Ownership of place

- Local empowerment and capacity building.

- However need for specific local alternatives (not explicit nowadays)

- Integrated approach between citizens to planning and planning and citizens (top/bottom and bottom /top).

- Provide additional capacity to under-resourced planners.

- Citizens engaged in a form of action-based planning or community building and place-shaping activities.

- "We also *need to listen to the people (public participation) in order to know some of the impending issues and know what to do about them try to see if the existing laws and policies are addressing emerging issues*"(KEN006, 29/08/2018).

- I think the challenges is the point of developing it. In my view, *most of these documents are prepared by experts but not for lay people, who are not conversant with policy requirements* (KEN005, 29/08/2018).

5. Planning for regional futures - Key challenges to address

Capacity and capability building & Education

Planning by whom and for whom?

Capacity and Capability Building in Planning Regional Futures

- How to train citizens to better know and understand their living / working areas, their regions?

- Contextualising the school syllabus and develop a place-based approach to education.

- Shift the search for best practices and training (CPD type) back to the Global South /African context.

- Gendered solutions? Planning places for livelihoods and families – focus on liveability.

- "…not adequately understanding the implication of the policy at the time of framing it, it may have nice promises; …like I will marry you, I will take care of you, you will be okay but don't have agreed call" (KEN005, 29/08/2018).

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Conclusions

Towards African centric planning.

Away from Western/International guidance to context-rich solutions.

Key Questions Addressed:

- What are the keys to planning for regional futures and planning for responsible and inclusive prosperity ?

- How can we ensure a new balance between expert and lay planners?

- **A new purpose for planning: A process that releases rather than constrains the power of the people?**

Ways forward:

- Focus on place-based education and schools.

- Challenging Western-centric planning and thinking as ways of re-resourcing the planning profession and the boundary between lay and professional planners.

- Raising the profile of temporary urbanism as a state of permanent impermanence and also of innovation in place-building.

- Development of place-based multi-level frameworks with a focus on responsible inclusive prosperity (RIP) rather than growth.

- **Shift towards a responsible inclusive integrated and citizen-centric approach to planning.**

Kampala

Global South current state of planning – what is on the ground? Context of Global South planning –

Functions of Physical Planning Directorate Kampala City Council Authority

- Plan and design the City physical infrastructure including the re-zoning, land sub-division and determination of the areas for development.

- Plan, conduct surveying and mapping, delineate the areas for social infrastructure, establishment of geodetic control, quality checks of cadastral jobs; and survey of City land boundaries, production and printing of topographical maps.

- Plan and monitor the surveying, valuation, registration and administration of Land in the City and manage resolution of land disputes.

- The Directorate oversees development across the City

Addis Abada

The main tasks of city level urban planning department in Addis Ababa:

- Preparation of urban renewal plans (Local development plan) in selected areas of the city which are extremely deteriorated

- Organize urban planning offices in all sub cities

- Undertaking plan control on the building getting permit at city level

- Conducting evaluation and research on the implementation of local development plans which are prepared by city and sub city level

- Organize city master plan project office

- Evaluating upgrading projects prepared by sub cities

- Distributing approved local development plans to the relevant offices at city level for Implementation

Nairobi

Functions of Lands, Physical Planning and Housing department Nairobi City County

- Rating and Valuation
- Property Management
- Forward Planning
- Development Control
- Urban Design
- Land Survey
- Enforcement
- Rental Housing Development & Management
- Low cost Housing
- Slum upgrading

The Politicisation of Data

Measuring Population Size: Lagos and Kano states, Nigeria

2006 National Census
Keno – 9.4m inhabitants
Lagos – 9 m inhabitants

In 2006, Lagos State undertook its own survey (an unconstitutional act) and identified 17.5.m people.

The measurement of the regional distribution of population is politicised.