

The New Urban Agenda, Global Institutions and Urban Policies in Africa

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The conventional wisdom

“Few African countries have given attention to sustainable urban development ... urban development has not been given a high priority in national development plans and poverty reduction strategies” (African Development Bank, 2011).

“Few countries have developed strategies to cope with the challenges posed by rapid urbanisation ... most African decision makers have not yet grasped the importance of the proper functioning of cities for the proper functioning of national economies” (Cities Alliance, 2013).

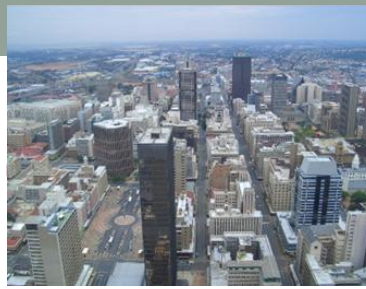
Role of international agencies?

Threats and risks of neglect

- Urbanisation of poverty – slum urbanism
- Congestion, overloaded infrastructure
- Health & environmental disasters – Ebola!
- Social instability and disorder
- Global capital's urban fantasies
- Other enclaves – gated compounds



Opportunities

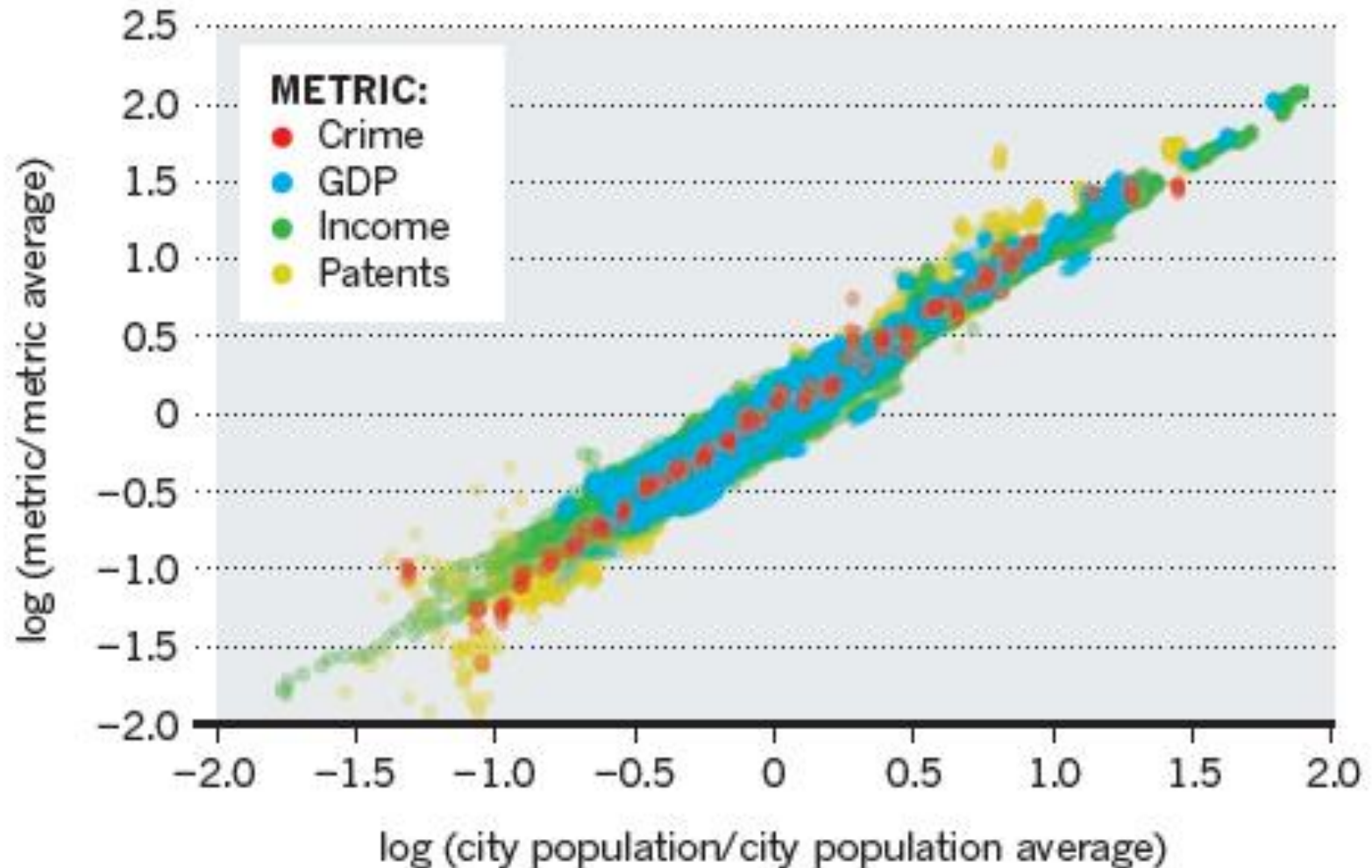


- Positive arguments for accelerating economic development
 - Concentration, proximity, density
 - Shaping fantasy cities by harnessing private capital
- More cost-efficient public services
- Pathways out of poverty
- Energy and resource efficiency & ecosystem protection
- Prevention & preparation better than retrofitting
- Functional urban form is the foundation

The relationship between urbanisation and development

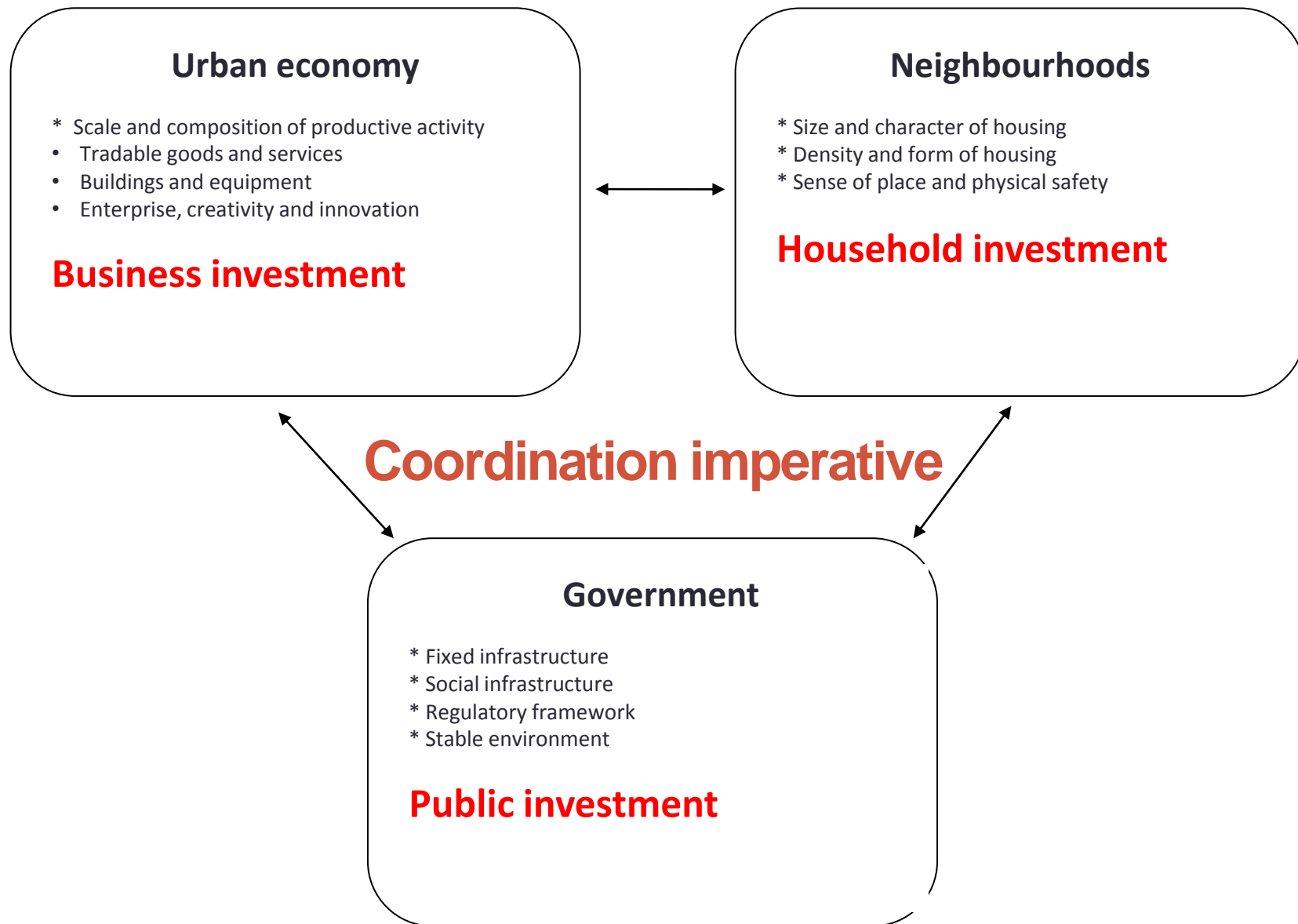
1. Urbanisation as an **effect** of industrialisation
 - Population following jobs & incomes
2. Urbanisation **enables** development
 - Once-off efficiency gain from scale economies: labour pool, supply chains, public goods
3. Urbanisation **fuels** development
 - Cumulative, self-reinforcing, dynamic effects – learning, innovation ('buzz')

Its simple! 15% efficiency gain with 2x size (USA)

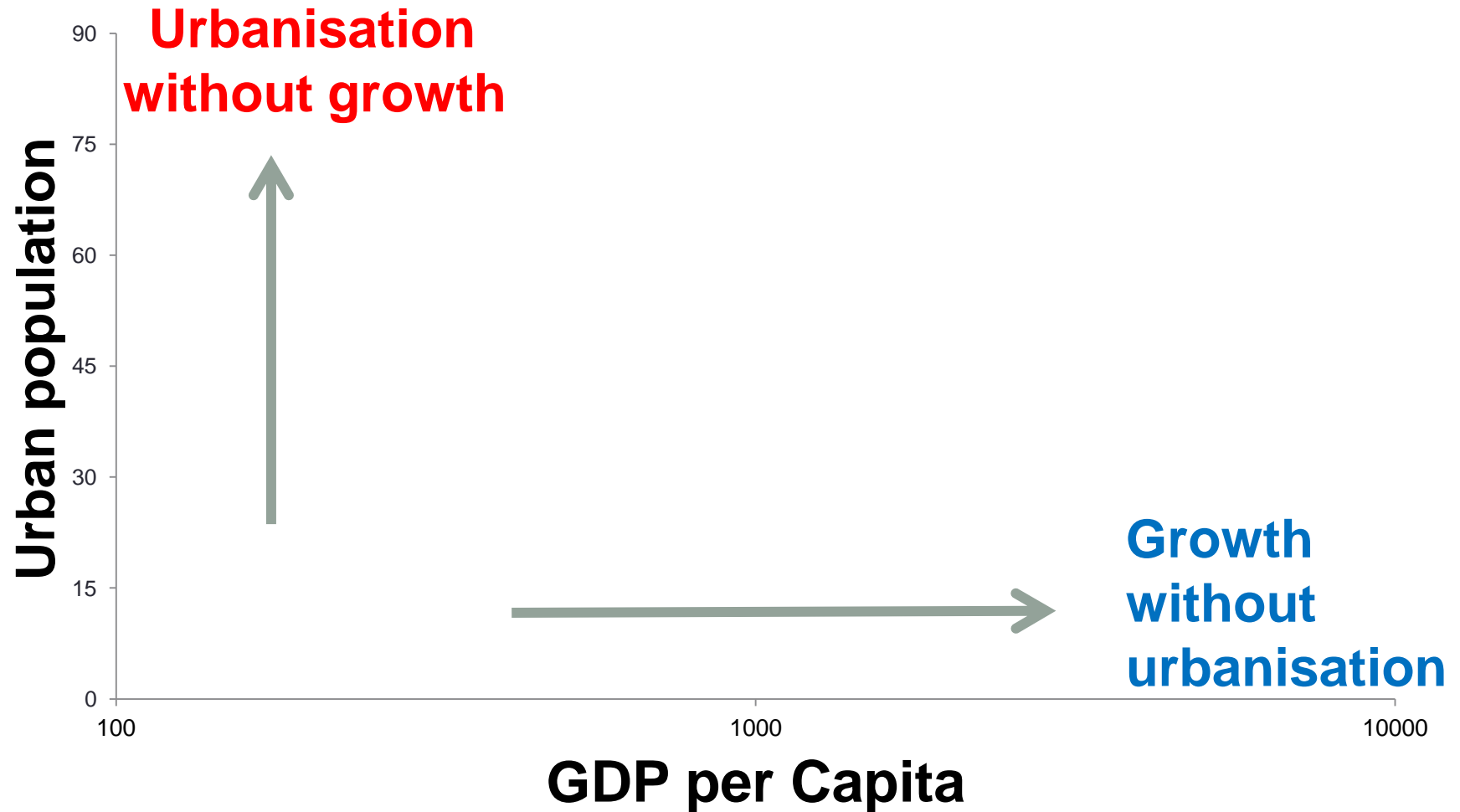


(Bettencourt and West, 2010)

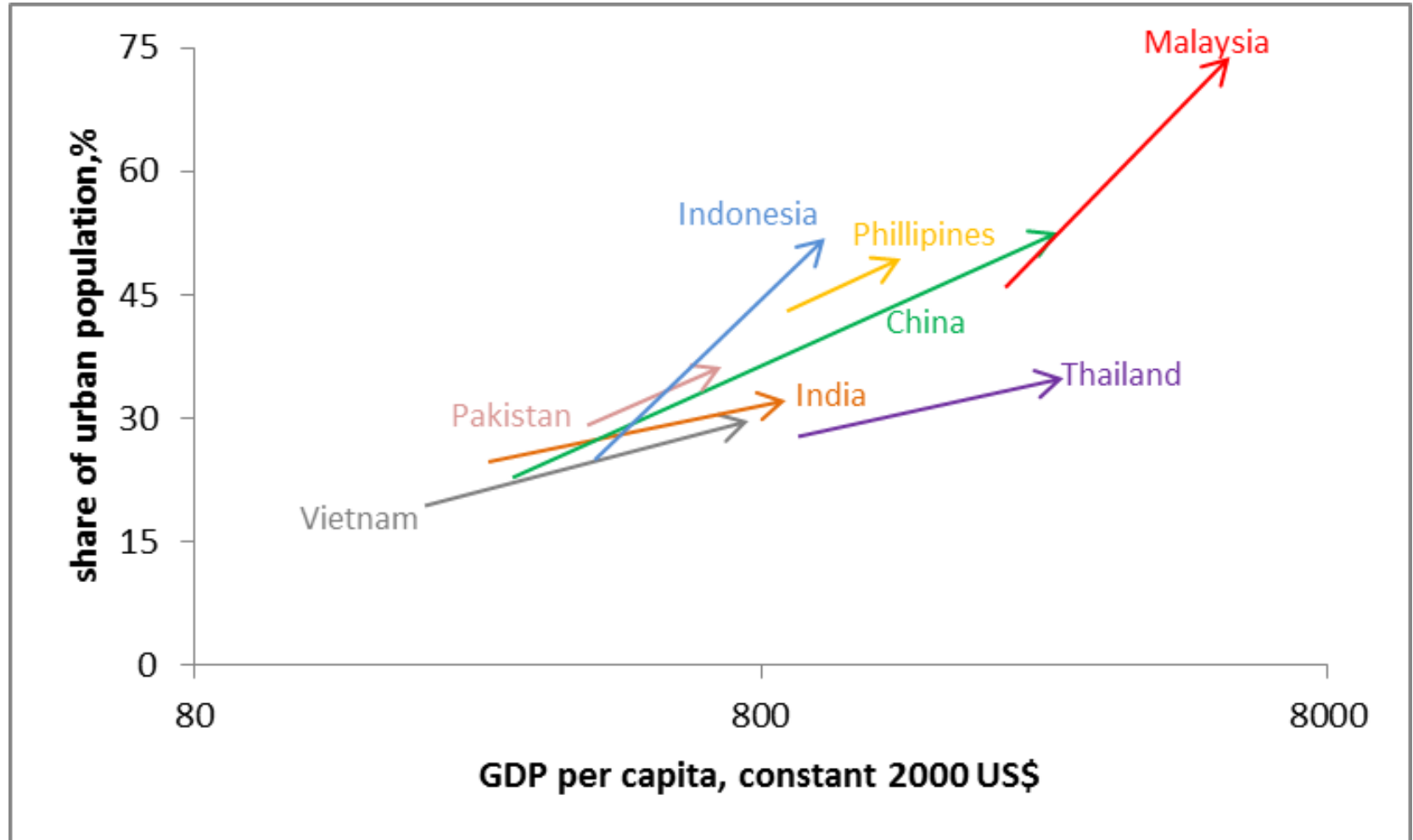
Development needs investment in a functional urban form



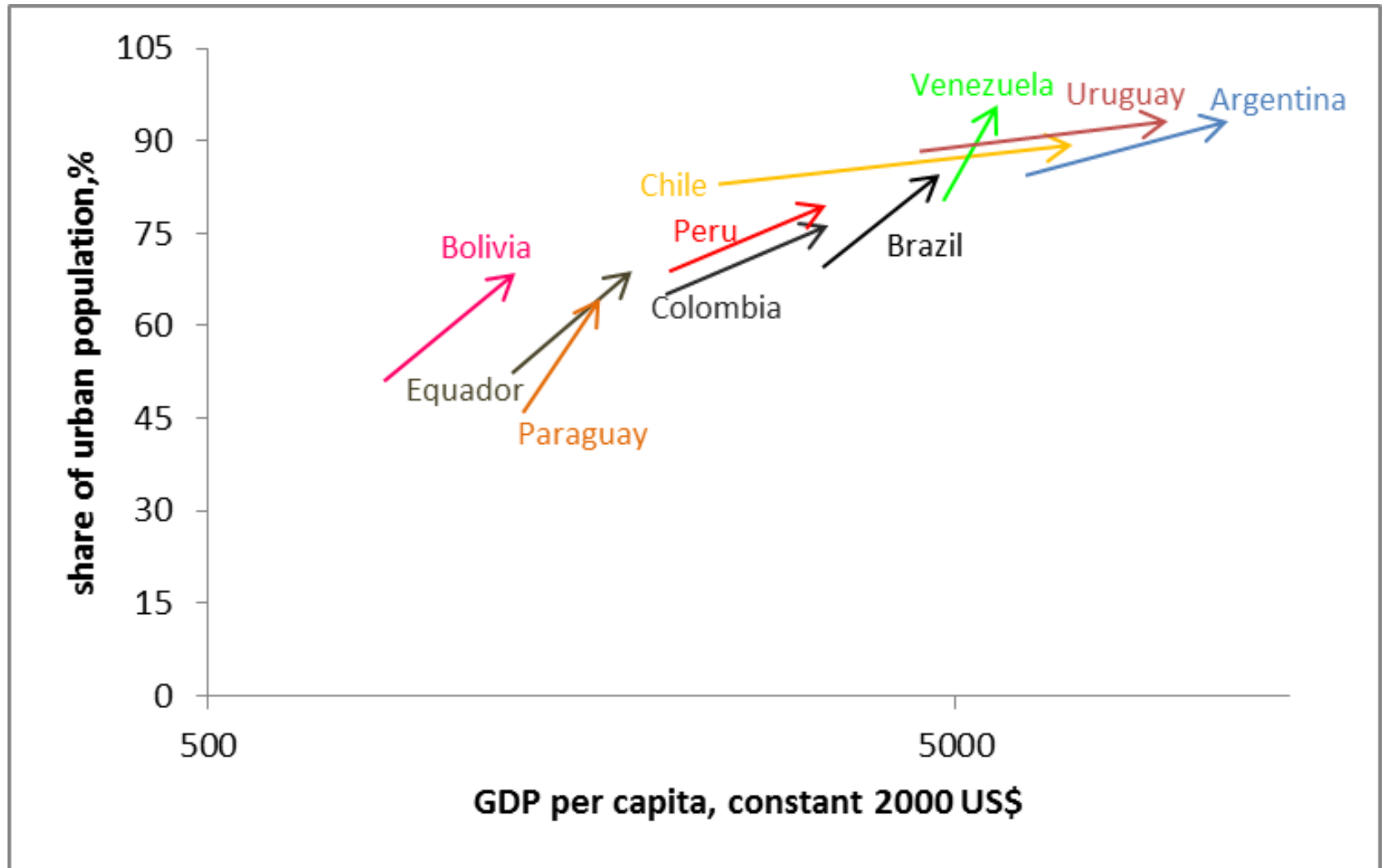
Analytical framework



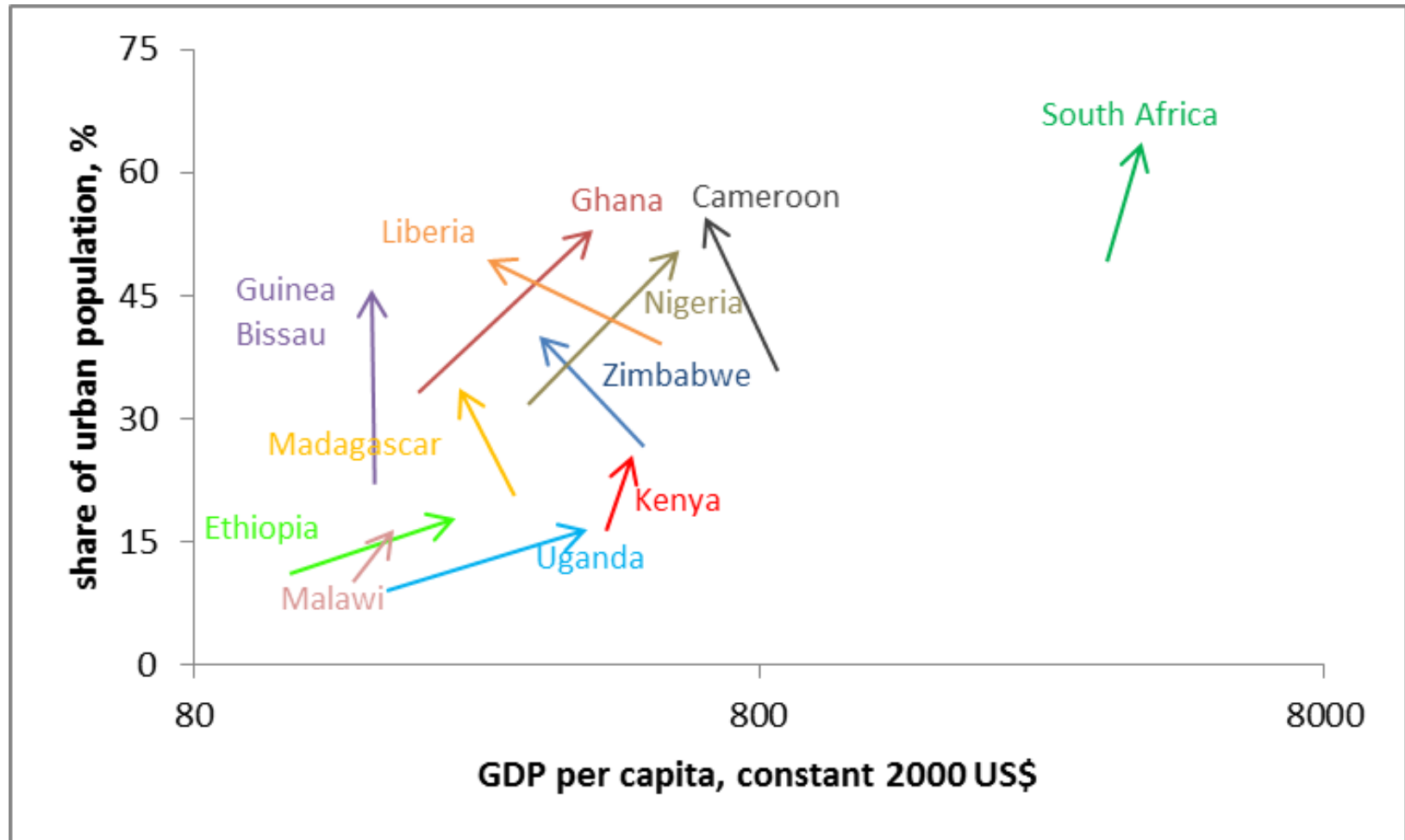
Asia 1985-2011



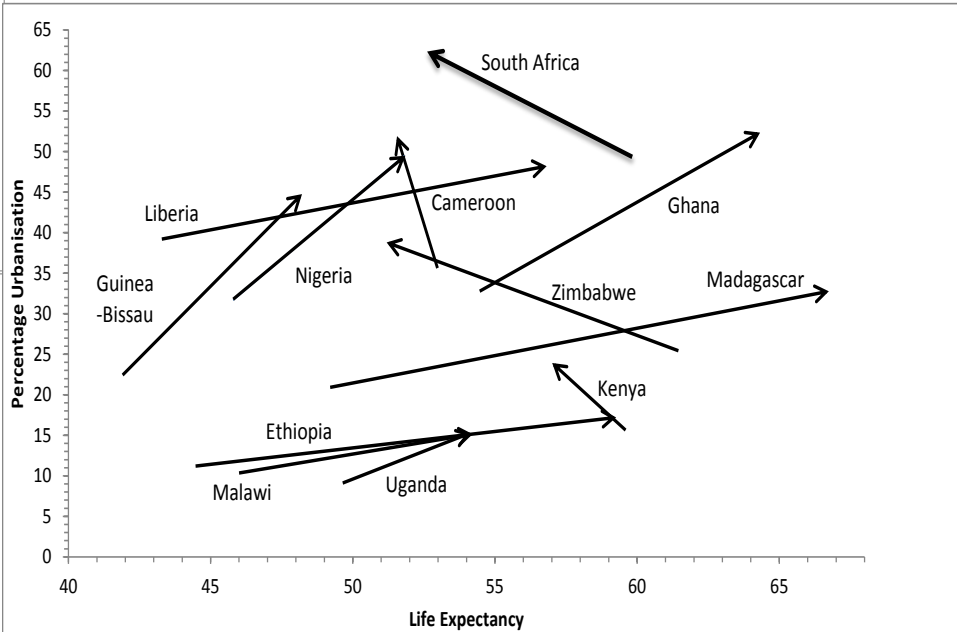
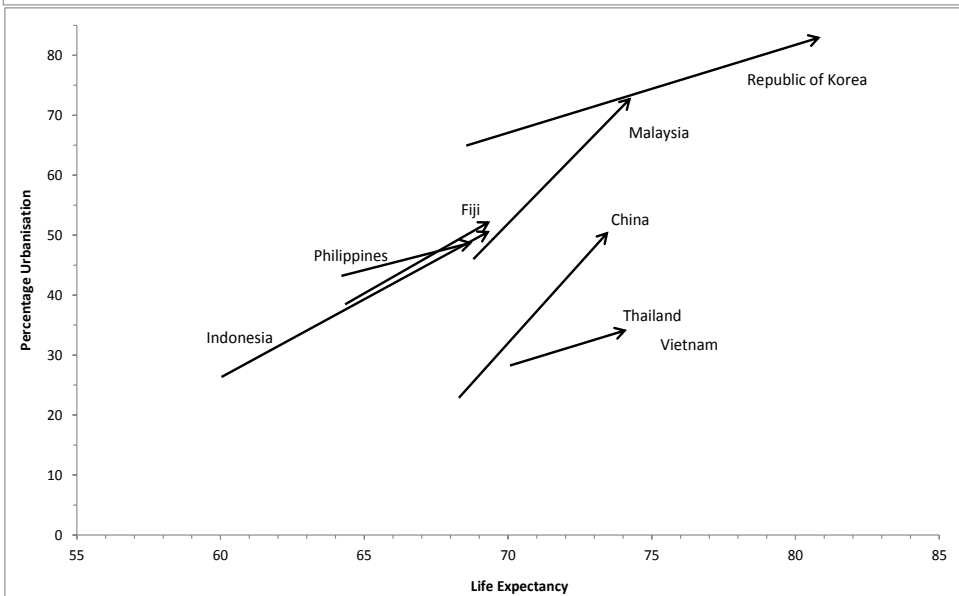
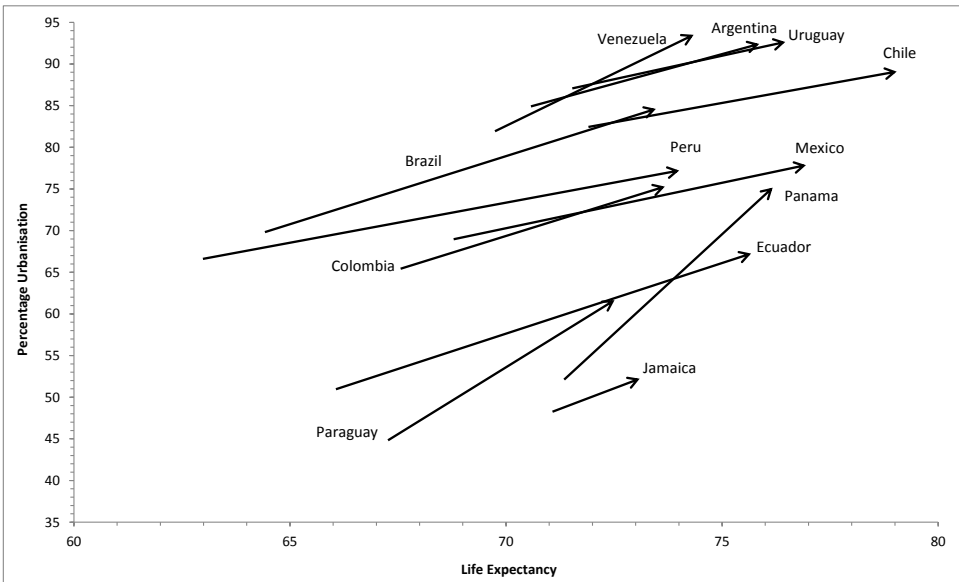
South America 1985-2011



Africa 1985-2011



Life expectancy, 1985-2011



Source: World Development Indicators

In fact, lots of experience of urban initiatives in Africa

- 50 years of **projects**
- 20-30 years of **programmes** (sectoral)
- 5-10 years of **policies** (cross-cutting)

Lack of cumulative learning, shared experience etc.

Integrated strategies could coordinate investment by government, businesses and households

A minimum agenda for a NUP?

1. **Orchestration:** coordination, mobilising wider support
2. **Institutionalisation:** legal procedures regarding land
3. **Financing:** instruments for investment in housing and infrastructure; collecting taxes, capturing value
4. **Capacity building:** devolution to city institutions for planning & project development, inc. civil society & private
5. **Special measures:** catalytic projects, experimentation, demonstration schemes.

Process, not one-off. L-t perspective. Country-specific.

Dilemmas and choices

- 1. Political versus technical**
- 2. Legal versus practical action**
- 3. Public versus private investment**
- 4. National vs city institutions**
- 5. Government vs partnership**
- 6. Small projects vs large scale**
- 7. Neighbourhood vs city-wide**
- 8. Worst first vs demand driven**
- 9. Biggest cities vs system of cities**
- 10. Physical (urban form) vs human capital**
- 11. Prevention vs retrofitting/upgrading**

International organisations

	World Bank	OECD	Old UN-Habit	New UN-Habit
Political or technical	Technical	Technical	Technical	Technical
Legal/practical	Practical	Practical	Practical	Mixed
Public v private	Mixed	Mixed	Public	Mixed
National v city	National	?	National	?
Projects	Large	?	Small	?
Scale	City-wide	City-wide	Neighbourhood	?
Focus	Demand-driven	?	Worst-first	?
Focus	Biggest cities	?		System of cities
Scope	Physical form	?	Household services	Comprehensive
Focus			Retrofitting	Prevention

Nigeria



- Government recognises arguments for NUP
- Launched in 1992, revised in 2012
- Very ambitious & wide-ranging objectives
- Poor implementation
- Federal system complicates delivery
- Shortages of technical capacity
- Positive transport initiatives: low cost BRT, light rail
- Worrying urban fantasies – Eko-Atlantic

Nigeria – ‘paper policy’

“Successive governments in Nigeria have shown little concern for solving urban problems. Rather, they have directed more efforts towards promoting agriculture and rural development ... Despite the fact that Nigeria adopted a robust National Urban Development Policy and enacted a comprehensive Urban and Regional Planning Act, both in 1992, **there has been generally little achievement to show in terms of their implementation.** Today, the general apathy towards urban planning still persists in the country”
(Federal Republic of Nigeria, 2012)

Kenya – tentative policy

- Traditional neglect of urban areas
- Weak local government
- Work on a NUDP began 2008, **draft** issued in 2013
- Very wide scope
- Coincidental restructuring of local government may play down the urban agenda

Uganda - embryonic

- Government recognises the case for a NUP
- The process started in 2010
- **Draft** policy discussed in stakeholder forums
- Aim to build institutional support and buy-in
- Complicated situation in Kampala

Malawi - embryonic

- Traditional neglect of urban areas
- Weak local planning and service delivery
- Work on a national Urban Policy Framework is underway
- Positive local initiatives on slum upgrading, e.g. in Blantyre

Rwanda - emerging

- Rapid urbanisation, positive government attitude
- Commitment to extend service delivery, support house-building and devolve responsibilities to local government
- Currently formulating a NUP
- Lack of technical and financial capacity

Ghana - provisional

- Government recognises positive arguments for NUP
- Launched in 2013 after 4 year preparation
- Very ambitious objectives, including informality
- Lack of an institution to implement it
- National and local forums to put urban issues on other agendas, including shack dwellers
- Major World Bank water and sanitation programme
- Complex land ownership/development rights issues

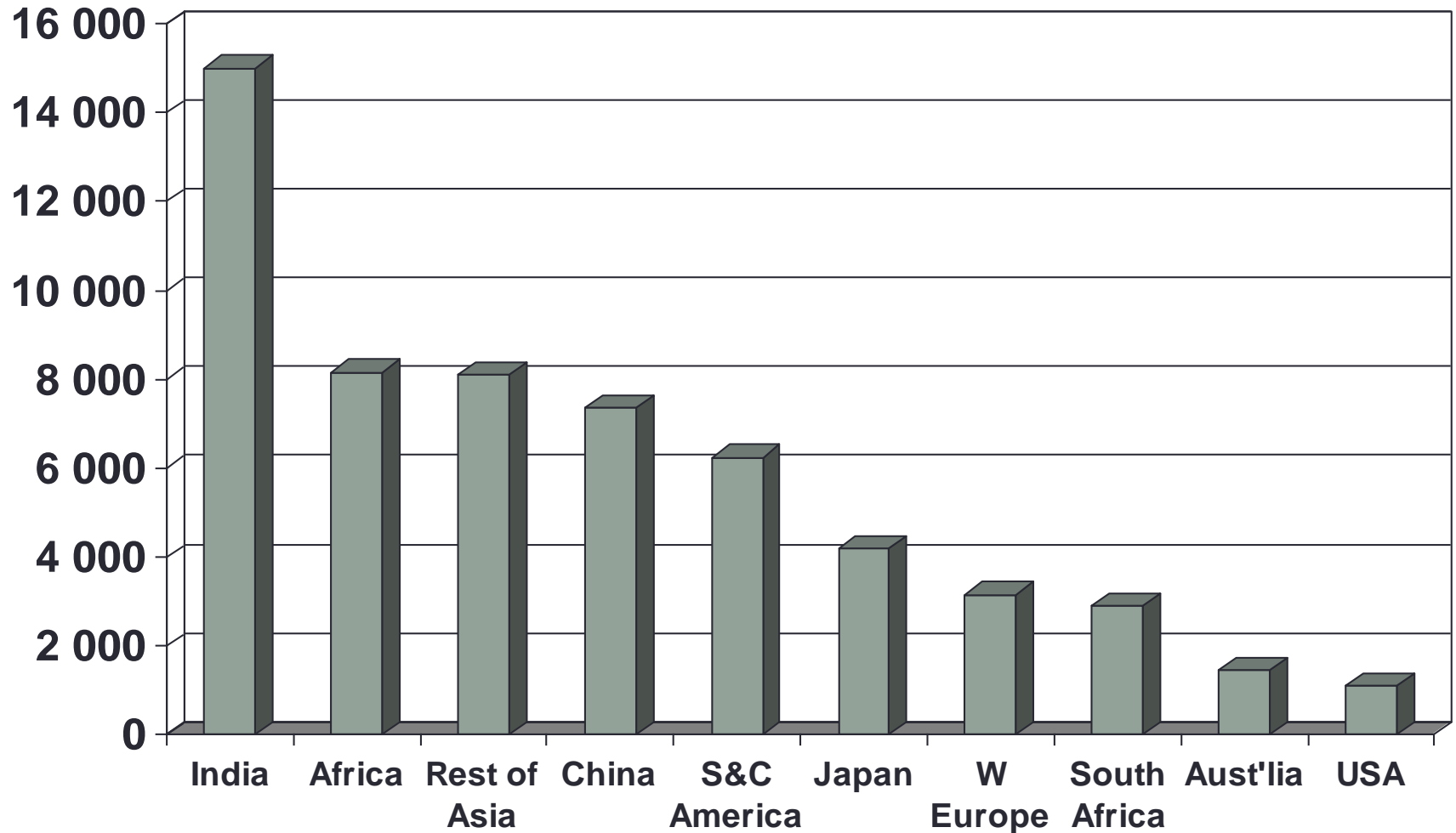
Morocco – progressive human settlements

- More sustained support for NUP (since 2001)
- More centralised government
- Major slum improvement programmes
- Affordable housing, serviced land, streamlined planning, contracts with city authorities
- Major impact on slum populations
- But insufficient in situ upgrading and development
- And neglect of economic dimensions

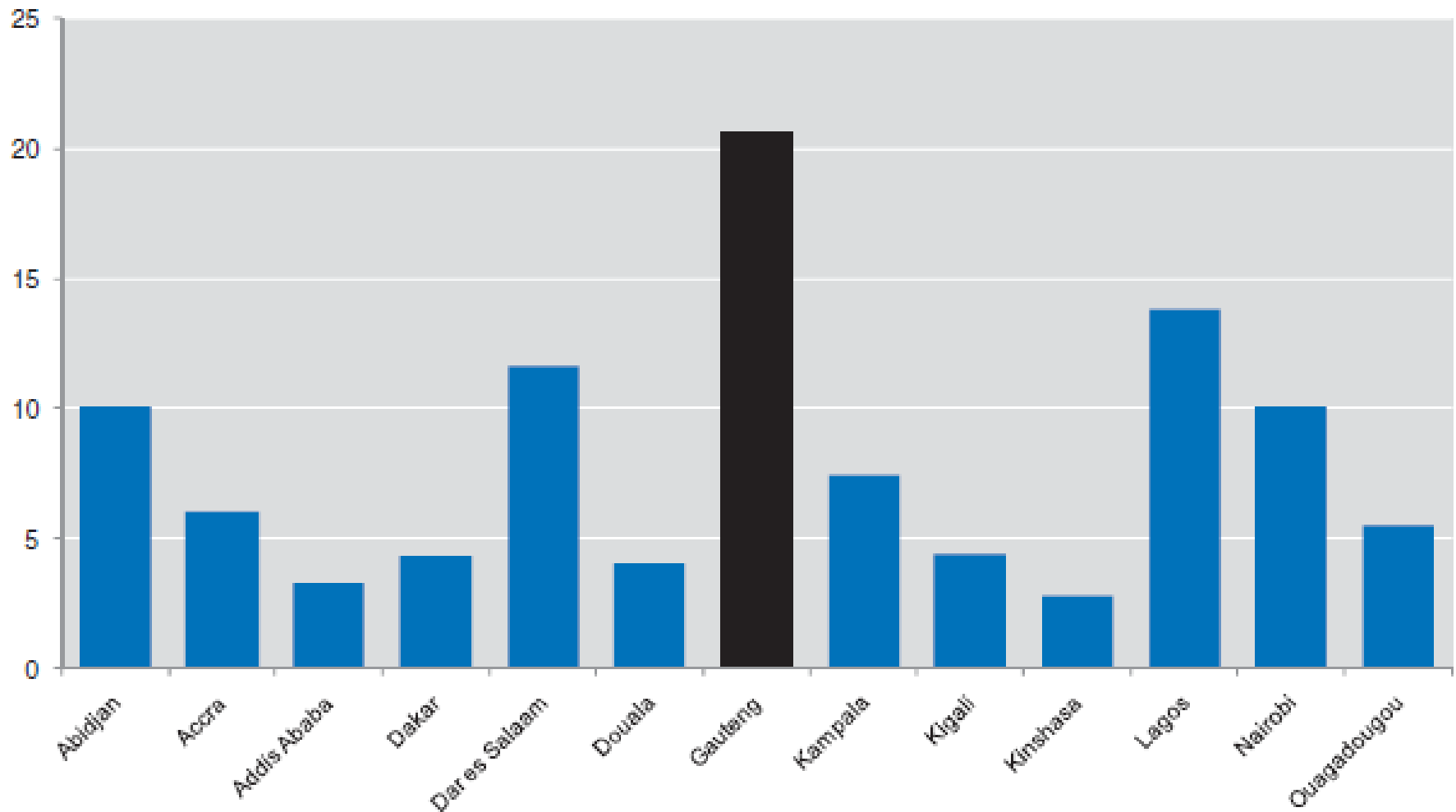
South Africa

- Ambivalent attitude towards urbanisation since 1994
- Reflects damaging history of urban controls and rural destitution
- Result is divided and dysfunctional cities

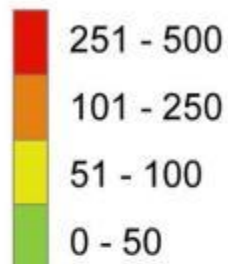
Urban density (pop/sq km) {Demographia}



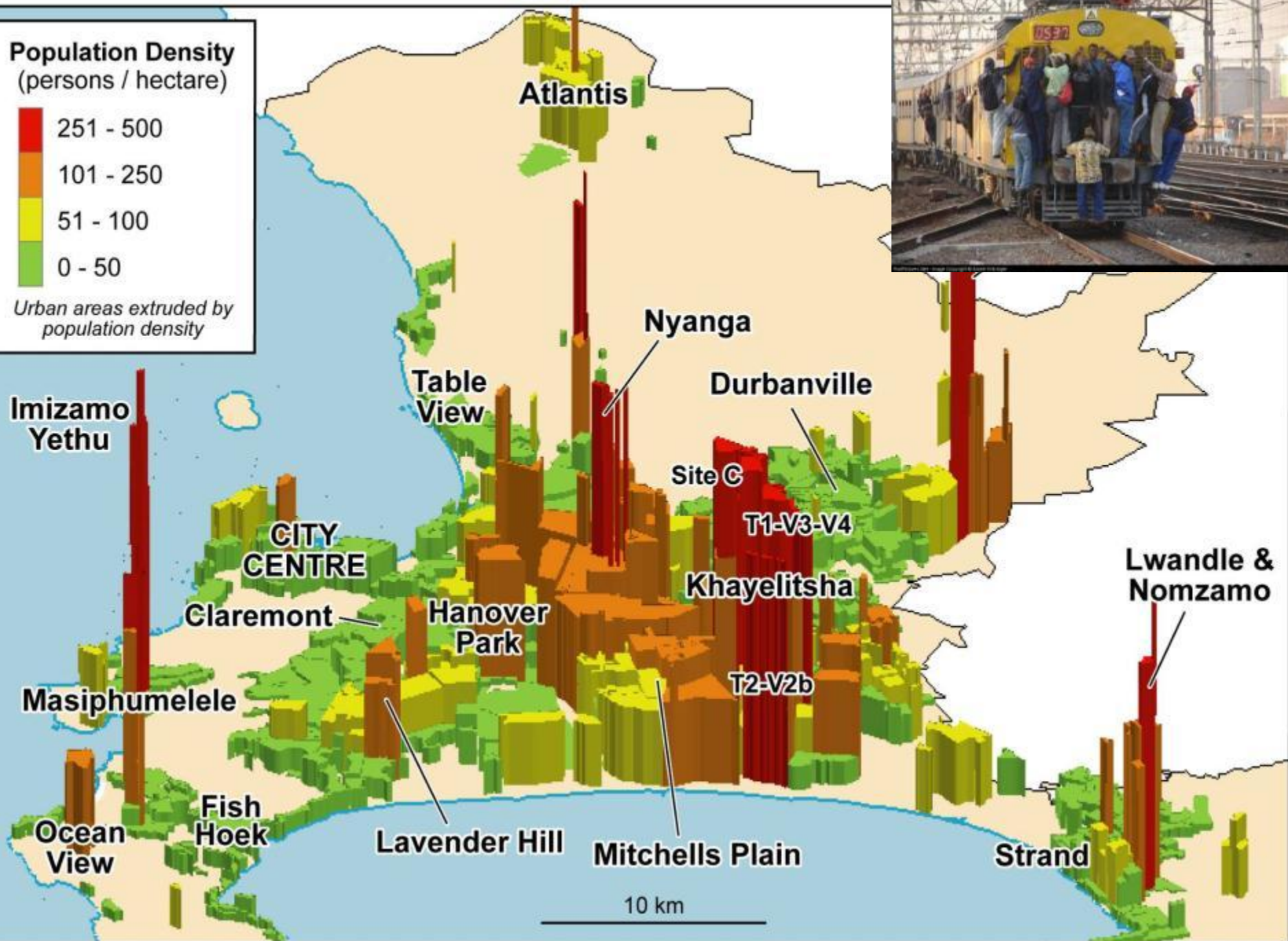
Proportion of household budget spent on transport (World Bank, 2007)



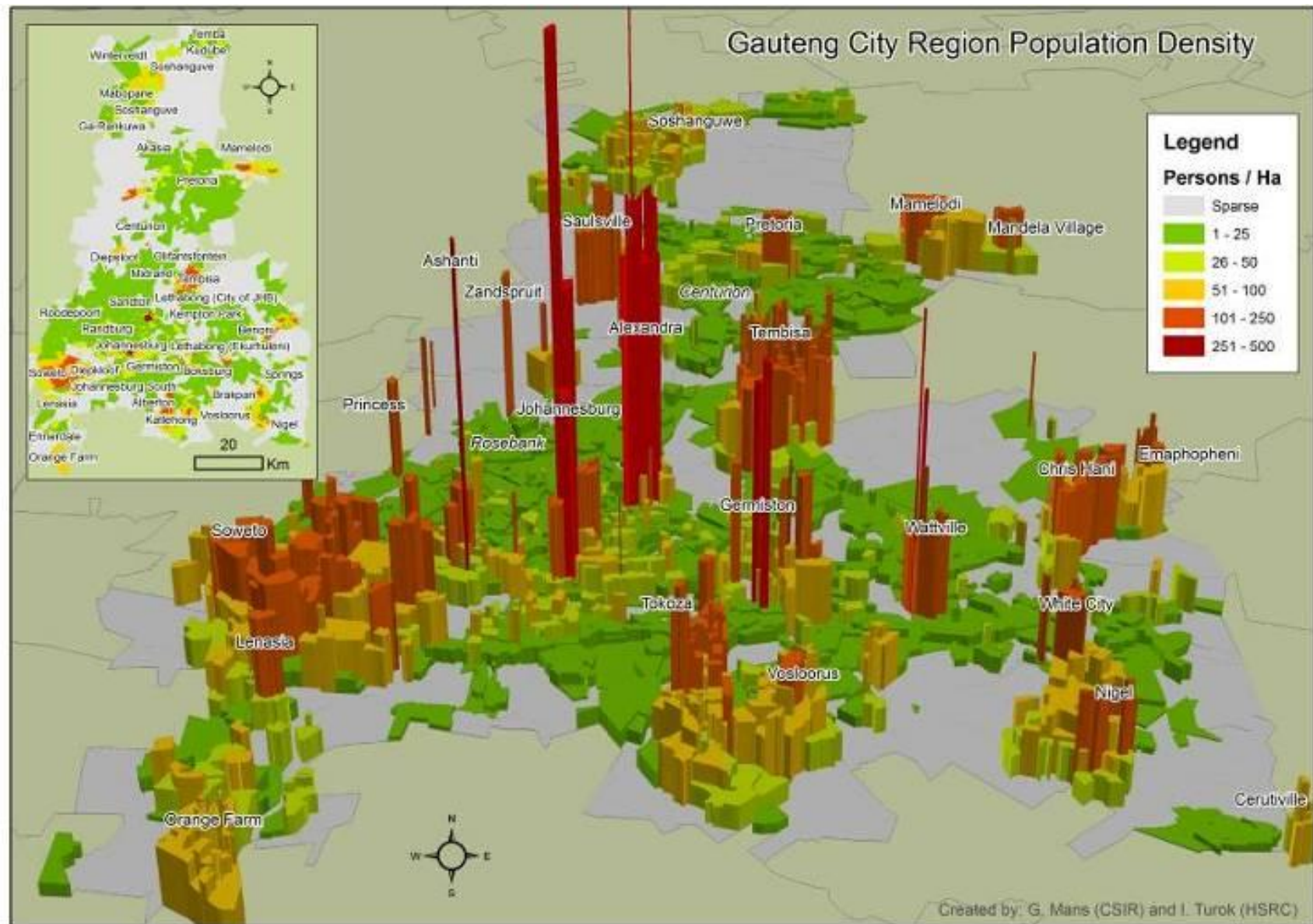
Population Density
(persons / hectare)



*Urban areas extruded by
population density*



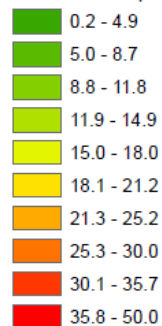
Fragmented, dispersed Gauteng



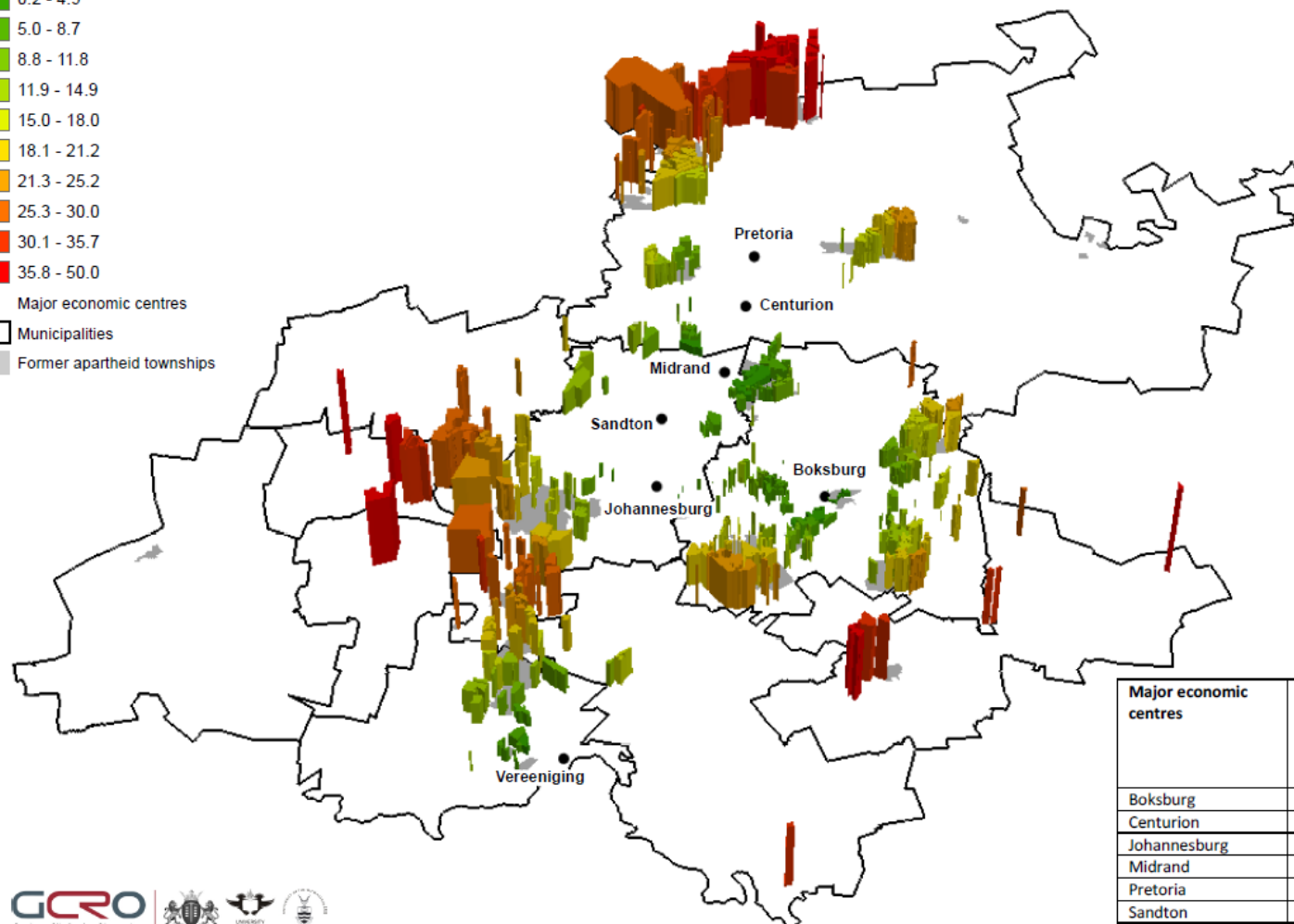
Distance of RDP housing from economic centres

2008 data

Public housing programmes (2008)
and distance (km) to major economic centres



● Major economic centres
□ Municipalities
■ Former apartheid townships



Major economic centres	Mean distance (km) from public housing to the nearest economic centre
Boksburg	14.6
Centurion	13.7
Johannesburg	20.3
Midrand	7.8
Pretoria	25.7
Sandton	17.3
Vereeniging	17.3
Gauteng	17.8

RDP housing on the periphery: poverty traps?



South Africa

- Post-1994
- Separate sectoral programmes in silos – housing, transport, water, sanitation, electricity ...
- Post 2009 decentralisation of built environment
- National Development Plan 2012
- Increasing talk about the importance of cities (MTBPS)
- ‘Integrated urban development framework’ approved by cabinet in 2014 – out for consultation
- Long-term growth/development strategy for every city

Ethiopia – concerted, far-sighted

- Sustained support for NUP (since around 2000)
- Federal Urban Development Policy (2005)
- Revised planning laws
- Strengthened technical capacity of govt officials
- Improved financial arrangements
- SME development, job creation, supply chains
- Federal system is a complication; weak munis
- State driven rather than collaborative

The 8 Pillars of The Federal Urban Development, Housing & Construction

URBAN DEVELOPMENT, HOUSING & CONSTRUCTION SECTOR

MSE Development, Enhancing Urban
Developmental Contribution &
Productivity Improvement

Strengthening Urban Good Governance

Urban Planning, Land Development &
Management

Enhancing Housing Development
& Management

Strengthening Construction Industry
Development & Regulatory

Integrated Infrastructure Development
& Provision

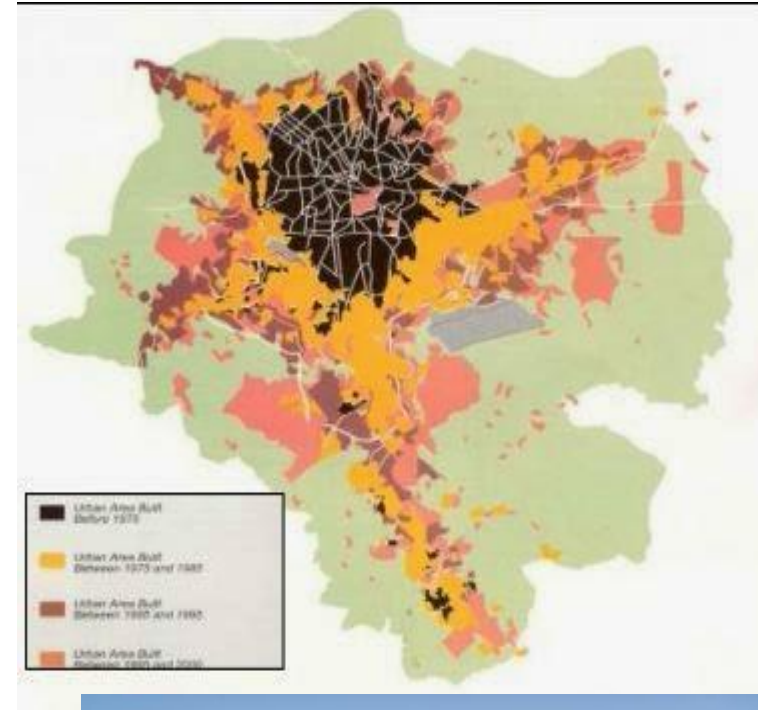
Improving Urban Environment
Protection

Enhancing Urban Development for
Realizing Access & Safety to the Public

Ethiopian Cities Prosperity Initiative

Ethiopia's planned urban extensions

- Very poor, 17% urbanised
- Preparing for 38m more urban
- Urban pop growth 3.6% p.a.
- Systematic approach
- Project population 25 years
- Map topography
- Exclude unsuitable areas
- Prioritise segments
- Grid plan; infrastructure plan
- Compensation; servicing; sale



Building for density in Ethiopia





Conclusions

- Very mixed, uneven picture. Positive trajectory
- At least 9 countries have elements of a NUP
- Ethiopia closest to an integrated NUP
- Also positive experiences in Morocco, South Africa, Ghana and Rwanda
- Increasing role of international agencies
- But different agendas and focus areas
- Priority is a functional urban form: economic density, connectivity, mixed land-uses