

The Future of Cities

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The Future of Cities

Report of a Parallel Event held on the Occasion of the Nineteenth Session of the Governing Council of the United Nations Human Settlements Programme (UN-HABITAT), Nairobi, Kenya, 9 May 2003



UN-HABITAT

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

This publication is dedicated to the memory of the late Professor Thomas R. Odhiambo. His presentation contained herein was his last public engagement barely two weeks before his death on 26 May 2003.

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UN-HABITAT Mission Statement

The mission of UN-HABITAT is to promote socially and environmentally sustainable human settlements development and the achievement of adequate shelter for all.

History and Background

Originally established in 1978 as an outcome of the United Nations Conference on Human Settlements held in Vancouver, Canada, in 1976, UN-HABITAT is charged with coordinating and harmonizing human settlement activities within the UN system. It facilitates the global exchange of information on shelter and sustainable human settlements development, and gives countries policy and technical advice. At the second UN conference on Human Settlements, in Istanbul, Turkey in June 1996, governments agreed on the Habitat Agenda and Istanbul Declaration, committing themselves to the goals of adequate shelter for all and sustainable human settlements development in an urbanizing world. Five years later, in June 2001, the Declaration on Cities and other Human Settlements in the New Millennium, endorsed by the General Assembly, entrusted the organisation, then called the United Nations Centre for Human Settlements (Habitat), with continued responsibility for supporting implementation of the Habitat Agenda. In 2002, the General Assembly transformed the organization into a fully-fledged programme of the United Nations and renamed it UN-HABITAT: United Nations Human Settlements Programme.

Strategy

UN-HABITAT bases its activities on four main strategic objectives:

- **Advocacy** – Drawing the world's attention to crucial human settlements problems and spurring governments and other organisations into action. UN-HABITAT conducts its advocacy through the Global Campaign on Secure Tenure, the Global Campaign on Urban Governance and World Habitat Day
- **Research and Monitoring** – Coordinates global efforts that monitor human settlements conditions and progress in the implementation of the Habitat Agenda by identifying innovative solutions and practices. The results are disseminated through two flagship publications, the Global Report on Human Settlements, and the State of the World's Cities Report, as well as other specialised technical publications
- **Training and Capacity-Building** – UN-HABITAT strengthens the capacity to plan, develop and manage human settlements, particularly at local government level. Important tools include training for local leaders as well as development, testing and dissemination of training materials

- **Technical Cooperation** – UN–HABITAT provides national and local governments advisory services and technical support, including assistance with mobilising financial and human resources to implement sustainable projects. UN–HABITAT is involved in hundreds of such projects in over 54 countries world–wide.

I. Introduction

The Future of Cities was one of the five key parallel events held during the Nineteenth Session of the UN–HABITAT Governing Council (5–9 May 2003, Nairobi, Kenya). The objective of the parallel event, which was held on 9 May 2003, was to explore and discuss how cities are likely to develop in the twenty–first century, in terms of their form and functions and taking into consideration past, current and anticipated future trends.

The new millennium has been characterized as an urban millennium, in which the phenomenon of urbanization is intertwined with globalization, with cities being both agents and products of globalization. Three basic processes associated with globalization are of significance to the future of cities: global restructuring of economic production, rapid diffusion of information and communication technology, and global convergence of governance norms and systems. Among the manifestations of rapid urbanization and globalization are increasing concentration of poverty within cities (urbanization of poverty) and rising income inequality between and within cities. The following more specific twenty–first century urban trends have been predicted in recent years (Castells, 1996; Hall and Pfeiffer, 2002; Held and McGrew, 2000):

- Increasing dominance of cities and towns as home for the majority of humanity;
- Aging of the world s population and increase in demand for the urban services necessary for the aged;
- Rising income inequality between and within cities and exclusion of the poor;
- Emergence of mega–cities and large metropolitan regions;
- Intensification of environmentally unsustainable urban consumption patterns;
- Increased global networking of cities through new information and communication technologies;
- Continued changes in the international division of labour, principally driven by the global search by enterprises for locations with lower production costs;
- Increasing domination of service sector employment (compared with agricultural and industrial employment); and
- Increasing informalization of production activities in both developing and developed country cities, driven by rising intraurban income inequality.

The challenges implied in these predicted trends are numerous, but all of them may be seen as components of the central challenge of how to ensure sustainable urbanization. As now generally accepted, sustainable urbanization must rest on three pillars: environmental sustainability; economic sustainability; and socio–political sustainability. This implies, against the background of rapid urbanization and globalization, development of cities that are environmentally livable, economically productive and socially just and inclusive.

Three presentations were made at the Parallel Event, which was moderated by Mr. Don Okpala, Director of UN–HABITAT s Monitoring and Research Division. The late Professor Thomas Odhiambo made a presentation titled *African Cities: Their Immediate Locus on Security and their Enduring Promise of a Civilizing Mission*. Professor Odhiambo, who passed away a few weeks after the Parallel Event on the Future of Cities, was one of Africa s most outstanding scientists and a recipient of the Albert Einstein Medal (1979). He was the founding Director of the International Centre for Insect Physiology and Ecology (ICIPE), Nairobi, and founding President of the African Academy of Sciences. At the time of his death, he was also Vice President of the Third World Academy of Sciences.

Professor Odhiambo's presentation explored the topic from a historical–philosophical perspective, posing the fundamental question, How can the future direction of African cities benefit from the lessons of history? Professor Odhiambo argued that the unique contribution of cities to civilization was, and continues to be, their ability to create an enabling environment for the interaction of creative ideas and innovative technologies and to synergize them into novel forms and movements that propel new structures of production and services, as well as new systems for trade and trans–boundary relations. But the survival of cities has always been, and continues to be, threatened by the breakdown of safety and security.

Safety and security will have an important influence on cities of the future, and is an immediate agenda for action in most of Africa's large cities. Taking a philosophical perspective, Professor Odhiambo concluded that the survival of Africa's future cities – including their safety and security – will depend on the extent to which connectivity, love, adventure and creativity are respected as the pillars on which a new sense of value–based holistic civilization should be anchored. He posited that such a civilization should put science, scholarship, culture and commerce at the centre of the endeavour to re–engineer and reconstruct the city as an enabling environment for the fulfillment of the promise of progress and advancement of every human being.

Professor Holger Magel made a presentation titled *About the Future of Cities*. Professor Magel is the Director of the Institute of Geodesy, GIS and Land Management at the Technische Universität München, Munich, Germany. He is also President of the International Federation of Surveyors (FIG) (2003–2006) and is an expert in regional and rural development, as well as land management, with working experience in Eastern and Southern Europe, Asia and Latin America.

Professor Magel's presentation approached the issue of the future of cities from a rural–regional perspective. Quoting former French Prime Minister, Edgar Faure, Professor Magel said that his starting point was the concern that, If the rural areas don't breathe any more, the urban areas and cities will suffocate. He argued that rural and urban areas together constitute regions and should be partners in regional development. The best way to influence the *future of cities* is to have a dream, or a realistic vision that is shared by all citizens.

The prosperity of future cities will also depend upon local policies designed to implement the paradigm of civil society and the principles of good governance, as well as more ecologically oriented land use plans, sustainable land management and socially inclusive city programmes. In some contexts, this will require cities to spatially deconcentrate in order to avoid the continuation of harmful urban growth. He concluded by highlighting two likely future trends in urbanization and urban planning, especially in Europe: firstly, a movement towards polycentric forms of cities and human settlements in general; and, secondly, a movement towards a regional approach to the planning and management of human settlements.

The third presentation was made by Mr. Kleber Montezuma Fagundes Dos Santos, City Secretary of Education, City of Teresina, Brazil. The title of his presentation was: *Integrated Multisectoral Project: Housing, Infrastructure and Eradication of Poverty in the Favelas (Shanty–towns) of Teresina, Piau, Brazil*.

This presentation focused on the experience of Teresina City through the best practice project of Vila–Bairro, which has excelled in the area of social inclusion. The urbanization of poverty is a process whose momentum is likely to increase in the foreseeable future, especially within developing countries. At present, just about 924 million people live in urban slums. This constitutes 32 per cent of the world's total urban population. About 43 per cent of the urban population of all Developing Regions combined live in slums and just about 78 per cent of the urban population in the Least Developed Countries live in slums (UN–HABITAT, 2003).

In the next thirty years, the global number of slum dwellers is likely to increase to about two billion if no serious action is taken to improve the lives of slum dwellers and prevent the formation of new slums. The experience of Teresina is an excellent example of how developing country cities of the twenty–first century can deal with rising poverty, which is most vividly manifested and concentrated in slums. It illustrates most of the key ingredients of current best practice in participatory urban slum upgrading and poverty reduction, namely (UN–HABITAT, op.cit.):

- A holistic approach, encompassing housing, health, education and livelihoods, with close attention being paid to gender in all of these areas;
- Ability to reach the poorest of the urban poor;
- A community participation approach, through formalized processes and requiring contributions from slum dwellers themselves;

- Involvement of communities from the very beginning;
- A partnership approach, with government playing a facilitative role, that is: getting things moving; financial accountability; and adherence to quality norms.

The activities of the Vila–Bairro project involved systematic and integrated intervention in 155 villages and shantytowns in Teresina, providing assistance to around 116,000 inhabitants. Action was carried out through 20 fronts consisting of four main components: physical infrastructure development; community infrastructure development; implementation of community education activities; and creation of jobs and income–generation opportunities.

The purpose of this publication is to share these perspectives on the *Future of Cities*, with a view to stimulating and promoting more discussions, sharing of experiences and mutual learning on the phenomenon.

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II. African Cities: Their Immediate Locus on Security, and Their Enduring Promise of a Civilizing Mission

By

Prof. Thomas R. Odhiambo
Vice–President, Third World Academy of Sciences

THE RISE AND FALL OF SOME OF AFRICA S PIONEERING CITIES

Cities have come to be known, over a long period of human history since the glorious epochs of the Sumerian, Egyptian, and Indus Valley civilizations, as potent centres of human promise in technological, socio–cultural, economic, and political advancement. Such potency has been acquired by cities somehow creating an enabling environment for the seamless interaction of a variety of creative ideas and innovative technologies, and synergizing them into novel forms and movements that propel new structures of production and services, new systems for trade and trans–boundary relations, and an enriched womb for the manifestation of genius, talents, and skills.

It is this enabling city environment that made Timbuktu, in the present–day Mali, such a glittering jewel of intellectual ferment in science and scholarship, an international cross–road in commerce and diplomacy, and a blossoming geopolitical centre for the founding of at least two empires – Mali and Songhay For nine centuries since its founding in AD 800, Timbuktu was synonymous with learning at the highest, cutting–edge level. A mediaeval international traveller and historian, Leo Africanus, wrote an incredible piece in the early sixteenth century pointing to this marvelous specialty of Timbuktu:¹

[Timbuktu is] a city of learning and letters where the king, besides disposing of an army of three thousand cavalry and countless infantry, supported from his treasury many magistrates, learned doctors and men of religion. Hence in Timbuktu, he noted, there is a big market for manuscript books from the Berber countries, and more profit is made from the sale of books than from any other merchandize. (page 89)

This sophistication was further facilitated by the fact that Timbuktu was an important centre of gold exchange. Gold mined in numerous workings further south in the near-forest and forest zones was transited through the merchants of Timbuktu. It became, over several centuries, a staple export to the North African cities, such as Sijilmasa, a coin-minting city in Morocco, and also met part of the growing demand for gold in the industrial cities of southern Europe and the Near East.¹

Timbuktu was not unique in succeeding to create an enabling context for nurturing civilization and socio-cultural advancement, and by extension becoming a bustling, blossoming commercial and financial centre in Africa. On the East African coast, we find, as early as AD 100, a string of coastal city-states, from Adulis in the Horn of Africa to Quilimane and Sofala far to the south in present-day Mozambique. All had become major centres of civilization and commerce, being an integral part of the far-flung cultural interchange and trade in the Indian Ocean Rim, with its four epicenters being Kilwa city-state (in Tanzania), Arabia, India, and China. It is then, that one could find fragments of sophisticated Chinese porcelain of the Sung and Ming dynasties (AD 960–1279) in the large stone-built settlements of the Zimbabwe civilization deep in the interior of the plateau-land of central-southern Africa.

One would wonder at the fifteenth-century travelers description of Mombasa city-state as a very fair place with lofty stone and mortar houses, well aligned in streets after the fashion of Kilwa.¹ One would also be jolted awake in learning from al-Idrisi's historical account in the twelfth century that the best steel was exported from India, but that India received its best iron from south-east Africa. It was supplied to all the lands of India and] at a good price [because it is] most superior in quality and most malleable.'

All these developments came to a sudden, grinding stop through chaos brought about by invading armies. In the case of Timbuktu, by the ruler of Morocco, the Sharif of Fez, who invaded the Songhay Empire during the period 1588 to 1593, in order to augment his treasury which had been depleted by internecine wars in the Mediterranean region. When Morocco left her 23,000 dead early in the seventeenth century, without much booty to speak of, the schools of learning and research in Timbuktu had been emptied of scholars, scientists, and their students.

In the case of Kilwa and the other major city-states along the East African coast, the Portuguese, from the time they set foot in Quilimane in 1498, wantonly ravaged, pillaged, and totally ruined them – and then left them to die. The city-states never recovered their centuries-old splendour and their spirit of concourse.

SECURITY CONCERNS

No wonder, safety and security concerns have become the immediate agenda for action in most contemporary *mega-cities* of the continent – Cairo, the Johannesburg–Pretoria conurbation, Kinshasa, Lagos, the Khartoum–Omdurman agglomeration, and Nairobi. Part of the insecurity stems from social divergence, and the loss of the positive attributes of the age-old village communities: *soul-to-soul connectedness, soul-to-God connectivity, the spirit of ubuntu and dhano of sharing and caring, cohesion-promoting ties and inclusiveness, and the loss of the feeling of abundance.*

The other factors responsible for insecurity in African mega-cities are the increasing belligerence of those who work and live outside the social norms, and the perception that they must be met by an equally no-yielding stand by the society. This is exemplified by the speech made by the then President of South Africa, Nelson Mandela, when he opened Parliament on 17 February 1995, targeting the escalating crime in the country:

The situation cannot be tolerated in which our country continues to be engulfed by the crime wave which includes murder, crime against women and children, drug trafficking, armed robbery, fraud and theft. We must take the war to the criminals. Instructions have therefore already gone out to the Minister of Safety and Security, the National Commission of Police Service and security organs as a whole to take all necessary measures to bring down the levels of crime.

In direct response to this tough declaration, a long-term Crime Prevention Strategy, to tackle the perceived social and developmental factors that facilitate crime was designed by an interdepartmental team and approved by the South African Government in May 1996. A second line of action was taken: that of developing a package of short-term, *visible policing measures* by the South African Police Service. This high-profile response to public fear and crime included such immediate measures as:²

- Improving the system of crime reporting, recording, and investigation at police stations and in detective units;
- Improving the administration of juvenile justice;
- Providing social support which would prevent people from becoming victims or perpetrators of crime;
- Prioritizing the reduction in the incidence of violent crime, such as gun crime and the reduction of corruption;
- Limiting environmental opportunities for crime;
- Maximizing blockages to crime, e.g., in planning new city developments and in upgrading existing infrastructure.

Yet, it is doubtful if these tough measures, seemingly accepted internationally as the appropriate counter-measures to allay rising public concern for rapidly increasing crime in most cities of the world, do indeed work. The experience in the USA does not give much solace. Donziger in his 1996 Report of the U.S. National Criminal Justice Commission, *The Real War on Crime*, pithily concludes:³

For the last twenty years, criminal justice practices have been so profoundly ill conceived that they have been bound to fail. As the failures have accumulated, the justice system has responded by adding more of the same policies. Prison and jail populations in this nation have tripled since 1980, and law enforcement expenditure has quadrupled, but polls show that most Americans do not feel safe. If this get tough strategy worked, the results would be apparent by now. They are not.

There is a glimmer of hope, however. Sarah Clive in her book, *Sacred Earth*, opens a window of promise for us to ruminate over in eschewing the get tough stance we have come to expect:⁴

In the whole world there is nothing softer and weaker than water.
 And yet nothing measures up to it
 In the way it works upon that which is hard.
 Nothing can change it.
 Everyone on earth knows
 The weak conquers the strong
 And the soft conquers the hard –
 But no one is capable of acting accordingly.
 (page 68)

A NOT-SO-NEW OPTION

Even though Cairo was founded in AD 968 as a Fatamid military camp by Arab armies that had been victorious over the Romans, it grew into a major intellectual centre and a global commercial crossroad.⁵ Only a year after its military founding, Cairo became the host of the world's first and oldest university – Al Azhar. Even now, it is a beacon of Islamic scholarship in the entire world. Moreover, today, Cairo boasts nearly 500 mosques.

At the same time, Cairo became, since the thirteenth century, a global locus for trade between Africa, Europe, and Central Asia. And though it was ravaged by Napoleon Bonaparte when he invaded Egypt at the beginning of the nineteenth century, burning down the monumentally book and manuscript rich Library of Alexandria, he somewhat made up for it by establishing in Cairo the very first Academy of Science in Africa on the model of the French counterpart.

What are we getting at?

We are saying that, in managing and promoting well-being and wellness in megacities in Africa – and the other urban settlements throughout the continent – we need to take cognizance of the abiding principal drives

of humankind. They are six:

- *Security* – of person, family and community from war and conflict; from food, nutritional, and health insecurity; from livelihood insecurity; and from scarcity of clothing and shelter;
- *Recognition* – the dominant question of I, me, and mine;
- *Love* – leading to peace and harmony, loving and forgiving yourself, and therefore being truly in a position to loving and forgiving your neighbour;
- *Adventure* – of the body, mind, and soul, exercising and manifesting one's God-given potentials to the limit including the need for discovery and innovation;
- *Creativity* – which is in-born and God-given as part of our inheritance from the Creator; and
- *Connectivity to God* – which is our right and duty which powers and energizes our everyday life, livelihood, and work.

Since the beginning of the Industrial Revolution, Western European countries and associated settlements in the Americas and Australasia, have focused on security and safety matters, on recognition as individualistic entities seeking independence and separation from all other souls and the Supreme Soul – God. This has proved disastrous!

Fortunately, in Africa, a strong sense of Spirituality still prevails – and we should make a start from here in re-designing, re-building, and re-developing of our towns, cities, and mega-cities. Connectivity, Love, Adventures, and Creativity are the pillars on which we should found our new sense of value-based holistic civilization – putting science, scholarship, culture, and commerce at the locus of our endeavour to re-engineer and reconstruct the city as an enabling environment for the fulfillment of the promise of progress and advancement of every human being.

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III. About the Future of Cities

By

Professor Holger Magel, President, International Federation of Surveyors (FIG) and Representative of the Habitat Professionals Forum

A.

Usually, urban issues, especially the future of cities, are discussed and described mostly by architects and urban planners. Let us look at this topic from the point of view of an expert on rural development and village renewal, with some consultancy experience in developed and developing countries and also with insights out of discussions with Masters Degree students studying land management and land tenure in urban and rural

areas of several African, Asian and transition countries.

Why do I give a consideration from this standpoint?

Firstly, because I strongly believe in the message of the former French Prime Minister, Edgar Faure, who left us a legacy in these words: If the rural areas don't breathe any more, the urban areas and cities will suffocate.

Secondly, because I strongly believe in the statement that United Nations Food and Agricultural Organization (UNFAO) Director-General, Jacques Diouf, made at the World Congress Rural 21 in Potsdam, Germany, in 2000. He stated that Moving toward sustainable rural development requires firm political will to overcome the remaining urban bias, thus slowing down excessive rate of urbanization. Required are commitment and participation at all levels, including civil society, and investment in the rural areas to strengthen the diverse roles that they have in society.

I remember exactly, as organizer of this world congress, that this message was mainly directed to African countries.

Thirdly, because I would like to underline the Potsdam Declaration Rural 21, paragraph 5, which states that: Rural areas and urban areas jointly form regions and are partners of regional development. A large-scale reconciliation of interests and improved cooperation within and between regions must be part and goal of this development partnership.

What I wanted to say with this introduction is that we have to discuss the future of cities jointly with the future of rural areas, or vice versa. Therefore, the discussion about both futures must be an integrated multidisciplinary one and it must involve a lot of urban and rural experts from many disciplines.

B.

Against this background, I would like to give some reflections and comments on the future of cities.

1. Despite a lot of literature which promises clarity on the future, none of us can really see or know what the future will bring or what will be the future of cities. But everybody knows that we must be prepared for it, for example, by analyzing the current situation (SWOT analysis) and trends that we can even try to influence. The best way to influence our future is to have a dream, or better, to have a realistic **vision**. In my home country, Germany, we often use a quotation of the old testament prophet Isaiah: A nation without a vision will perish. Therefore, I would like to say: a city without a vision or ideals will not be very successful and it cannot mobilize the hearts, dreams, visions, and ideas of citizens.

I was very pleased to read the Mayor's vision for Nairobi in the *Daily Nation* on Tuesday this week. Mayor Aketch said: If we are going to create ideals of a better city environment and safer streets, they must be based on ideas of solidarity and integrity. We must open up to embrace our people and their ideas. The council seeks to involve everyone in improving the city by ensuring that everyone has some responsibility towards the city. This will involve changing the attitudes of council employees as well as those of city residents in general.

The future of cities – and it is correctly said that the 21st century will be the century of local authorities – lies in local policies designed to implement the paradigm of civil society and the principles of good governance. Naturally, this depends on the size of cities. But more and more we have to realize that cities consist, furthermore, of several city individuals (polycentrism). Cities must in future be understood as citizens cities or citizens communities. This means that all actors, the local politicians, the local administrations as well as all citizens, CBOs, NGOs, and representatives of the private and informal sectors are equal partners and equal parts of the organism or system called city. Citizens are no longer only subjects or clients, but more and more partners!

That seems to be a more philosophical vision or issue, but it has a very powerful impact on many attitudes of people and on a really vital civil society and good governance.

2. There is also no question that cities are the engines of economic growth and centers of dynamic social and cultural activities and development, although there exist some contrary messages like the future lies in a living country side (J. Naisbitt).

It is in the interest of the rural areas and people too to have attractive and powerful urban centres, but not mega-cities which attract all rural people to cities with the consequence of brain drain and aging population in

rural areas. **We must end the discussion about either urban or rural priority (dichotomy), but we must find a viable joint approach to acknowledge the needs and limits of cities as well as the needs and limits of rural areas.**

This is up till now not the case. In contrast: the more the cities will have economic and ecological problems (I am reminded of the increasing competition between metropolitan cities and regions), and the more they try to solve their problems to the detriment of rural areas, or the more they try to deliver negative footprints to the rural areas, the more rural communities and political leaders will oppose the cities. This is the situation at least in West European countries.

The key to the solution of this conflict and also to the future of cities lies not only in better cooperation with other cities, but first in an inter-communal regional perspective with joint visions, strategies, agreed functions of the different settlements, physical planning, use of SDI technologies, urban indicators, implementation of Environmental Impact Assessments (EIA) and, finally, measures with benefits for all, for cities, suburbs, smaller rural towns, villages and for all citizens.

These measures can, for example, be more ecologically oriented land use plans, sustainable land management, including land readjustment, brownfield conversion, inclusive social city programmes, reuse of empty buildings, mobile traffic and transport systems, etc. It is in the interest of the cities to spatially deconcentrate and to strengthen existing or establish new settlements within nearer regions or those further away (settlement networks) – that is city-regions (Zwischenstadt in German) – in order to avoid the continuation of harmful urban growth.

The Berlin Declaration on the Urban Future underlines this development toward polycentric forms of settlements and city centers and toward a regional planning approach.

3. There is a big divide between the current situation and trends in cities in developed and developing countries regarding especially the differential growth of population. The common basis is that cities provide jobs, but the difference, especially in Western Europe, is that cities lose citizens, enterprises and central functions. Citizens and enterprises move into the suburbs and into nearer regions (therefore city-region!) consuming land and resources and partly producing a lot of traffic problems because of commuting daily to the cities. Some of the enterprises and citizens settle down more and more in smaller towns in rural areas which, as a result of special politics in favour of rural areas, can offer good jobs and good traffic and IT-infrastructure.

What does happen in developing countries I must not mention any more. What I do want to say is: the future of cities needs different and individual answers, strategies, and measures, depending on the regional and national context and culture. But there is a common task and goal again: **in both cases, in developed and developing countries, the goal is a liveable city; in both cases, we need good or even better policies, strategies and programmes for vibrant cities and vital surrounding suburban and rural areas to get back an economic, ecological and socio-cultural balance.**

And, in both cases, we need an integrated sustainable approach! I wonder if separate Agenda 21 actions driven by community-based organizations (CBOs) and non-governmental organizations (NGOs) are enough to achieve sustainable communities. I recommend the visible or transparent integration of sustainable thinking, deciding and monitoring daily the work of political and administrative institutions of local authorities. Naturally, the citizens must broadly and continuously participate and be integrated.

C.

Finally, some considerations and questions to UN-HABITAT and the delegates to this event:

1. Is it right that UN-HABITAT is only a city agency? I have read this in one of the conference papers. Shouldn't UN-HABITAT be an advocate for all habitats or settlements both in urban and rural areas?
2. Why should we discuss only about urban good governance? Why not just as well about rural good governance as we discuss secure tenure and access to land issues in urban and rural areas?
3. What about our approach and efforts to guarantee the education and training of holistically thinking and interdisciplinarily acting experts and planners for urban and rural issues at our schools and universities? Don't we need to put more effort on strengthening really sustainability-oriented study and practice, which means including economic, ecological and socio-cultural aspects alongside the technical subjects? Don't we need

more capacity building for all parts of our citizens community? Is this really happening at the moment?

4. More than ever, we should discuss whether rural-to-urban migration is really inevitable? Don't we risk that mega-cities will become impossible to govern? Shouldn't we discuss more strategies, like the well-established European ones, or the newly established Chinese one, with a clear preference for strengthening existing or establishing new rural settlements (towns and villages) and areas to reduce migration into the cities? Shouldn't we further review the existing specific financing programmes and measures for urban and for rural areas before we continue to accept that all is inevitable? There is no doubt that we must act like a fire brigade in urban areas by improving the housing, water, sewage, road, traffic, social and ecological situation, **but shouldn't we focus as well on the source of all migration, namely on the rural areas?**

D.

In conclusion, the future of cities lies, in no small way, in the future of rural areas too! The Habitat Professionals Forum, and especially the International Federation of Surveyors (FIG), would like to wish UN-HABITAT great success in all its indispensable efforts and programmes in order to achieve a better and more just world. We promise to support UN-HABITAT with a wide range of activities like joint conferences, as we will do, for example, in Marrakech, Morocco, at the end of this year on the topic urban-rural-interrelationship for a sustainable development; or by providing expertise in all fields of Spatial Data Infrastructure (SDI), Mapping and Surveying, Land Administration, physical planning, land management and valuation and in the very important field of land tenure in urban and rural areas.

IV. Integrated Multisectoral Project: Housing, Infrastructure and Eradication of Poverty in the Favelas (Shanty-Towns) of Teresina, Piauí, Brazil

By

**Kleber Montezuma Fagundes Dos Santos,
Secretary of Education, Teresina City, Brazil**

INTRODUCTION

Teresina, the capital of Piau State, is situated in the Northeast of Brazil. It is located in a transitional ecological area with a predominance of Cerrado (savanna) vegetation. It has an altitude of 72m above sea level and a mega-thermal tropical climate. It has a population of 700,000 inhabitants with a yearly per capita income of US\$250.69, compared with a national average of US\$6,473 for a population of 169 million people. The economy of the municipality is based on commerce and services, for the city is a distributing center of goods and services, especially in such sectors as health and education. The geographic location of the municipality makes it a regional urban centre, with direct influence over middle-northern Brazil.

The project consists of interventions in 155 villages, accommodating about 30,000 families and a total population of 116,000 inhabitants. Most of them reside under precarious housing conditions, with a monthly family income of up to US\$65.79.

CONCEPTION AND STRATEGY

Upon realizing that the results of isolated programmes of a more immediate nature were ineffective in coping with the population's condition of extreme poverty, the municipal government adopted a more integrated, low-cost policy through the implementation of a multisectoral project, with actions being carried out in a more systematized way. That was how the *Vila-Bairro* Integrated Multisectoral Project was born and launched in 1997.

The project is grounded on the awareness of the limits and possibilities of governmental performance and favours the population's participation and control in both implementation and management.

The following three important aspects are emphasized within the project:

- A more comprehensive view of the housing sector is taken, in which the current deficit is

considered not only in terms of lack of houses, but also in terms of the deficiency of the physical structure of residences and sanitation, over-crowding, adequacy of family incomes in relation to rents and the possibility of access to land;

- Attention is paid to such relevant issues as gender and environment, through the development of educational, productive environment-oriented actions; and
- External, in-process, evaluation, which enabled the identification of the results and impacts of the intervention (still ongoing) by means of the establishment of a minimum level of urban standards for low-income areas, applicable to the Vila-Bairro Project.

The project is interconnected with other programmes carried out by the city government, namely: *Programa Saude da Familia* (Family Health Programme, PSF) and *Or amento Popular* (Participatory Budgeting), both of which also cover the areas of action of the Vila-Bairro project.

The strategy of intervention adopted is set in three lines of action: institutional mobilization, form of intervention and community involvement. Institutional mobilization, an initiative of the City Government, provides for the involvement of Municipal, State and Federal Governments.

As to the form of interventions, villages were grouped into 50 areas, taking into account the social dynamics of areas as well as their peculiarities. Community involvement is related to the interactive character of the project, encouraging the participation of all social actors interested in fighting poverty and socio-economic exclusion.

With specific reference to intervention in the housing sector, the City Government is in the process of formulating a housing policy appropriate to the city level, taking into account the retreat of the state from some aspects of this sector. For this purpose, the institutionalization of the policy was necessary, starting with the legal establishment of the municipal council and of a housing fund, thus providing legitimacy to the project, within the context of specific municipal plans.

OBJECTIVES

The general objective of the project is to consolidate existing villages in Teresina into districts, providing them with minimum urban living standards through appropriate socio-economic development. The specific objectives of the project are to:

- Consolidate a comprehensive policy, together with the State, aimed at socially rescuing the poor population by improving their living conditions and self-esteem;
- Prevent the problem from being multiplied by regularly monitoring these areas, in order to keep the reproduction of high-risk situations at bay;
- Start global actions of physical and social infrastructural development in villages, providing them with minimum urban standards;
- Establish partnerships involving the city government and the organized civil society, as a model of intervention;
- Stimulate income-generation, taking into account the economic potential and pre-existing social relations in target communities; and
- Integrate villages into the infrastructure networks of surrounding areas, in a functional way.

ACTIVITIES

The activities of the project entailed systematic and integrated intervention in 155 villages and shantytowns in Teresina, involving assistance to around 116,000 inhabitants. Action, through 20 fronts, consisted of four main components: physical infrastructure development; community infrastructure development; implementation of community education activities; and creation of jobs and income-generation opportunities.

Physical Infrastructure

Activities focused on water supply, construction of pavements, installation of electricity, land regularization, housing improvement/ construction of housing units and construction of community sanitation units.

Community Infrastructure

Activities in this area focused on the development of community daycare centers, multi-functional sports courts, health units, schools, soccer fields, with special attention to children and adolescents being integrated into all of these activities.

Community Education Activities

This mainly involved the distribution of water filters, afforestation and environmental and sanitation education.

Creation of Jobs and Income-Generation Opportunities

This involved the establishment of urban production backyards, community laundries, community vegetable gardens and community centres for training and production.

EXECUTION AND FINANCING

The main execution agency is the Teresina City Government. The implementation of the project was initially scheduled to be four years, but was later extended to eight years. The total cost of the project amounts to US\$22.66 million. The following are the partner financial sources:

- *Caixa Economica Federal* (The National Savings Bank) – 46%
- The National Bank for Economic and Social Development – 32%
- The Union General Budget – 12%
- Teresina City Government – 10%.

The investments during the implementation period amounted to US\$ 15 million, corresponding to 66% of the total cost of the project. Part of the costs projected is recovered from the beneficiaries. Another part is not recovered and functions as a type of indirect subsidy.

RESULTS

The results obtained have become gradually visible, especially considering that the proposed transformation, due to its social character and broad scope of the interventions, requires middle- and long-term implementation time frames.

The co-responsibility in the execution of the project between the city government and the organized civil society is the major achievement of the project.

One can measure how effective the integrated concept has been by observing the new configuration in the outskirts of the city.

The process of transformation demands a longer time, however, the operational conditions supporting the project, especially with respect to the utilization of service networks, have generated a return above all expectations. Community involvement has facilitated the setting of priority actions, and also in determining adjustments and re-definition of the direction of the planned socio-economic and physical-environmental interventions.

The strategy adopted, which took into consideration the social dynamics of the areas to be developed, as well as their peculiarities and specific realities, is enabling the specific and necessary adjustments and redefinitions to be made during project implementation.

This strategy is ensured by administrative systems utilizing – effectively and rationally – human, technical, financial and natural resources. One of the supporting pillars is the direct management of the city hall itself, through the bidding process and with most contracts being shared by small contractors, thus, providing the community with more effective control of the construction process and enhanced job opportunities in civil

construction.

It is important to note the transformation that occurred as a result of community participation. The involvement of the community and its identification with the project has, undoubtedly, assured its success until now. The beneficiary population has realized that middle- and long-term actions are more effective, in terms of improvement of the quality of life. The social work carried out in the project, aimed at educating these communities into participation through institutional channels, strengthened that perception.

In more concrete terms, the project accomplished the following:

- Construction of pavement totaling 972,192 square metres;
- Improvement of 4,711 houses;
- Construction of 2,620 houses;
- Water supply connections to 5,303 homes;
- Electricity connections to 2,377 homes;
- Regularization of 1,400 plots of land;
- Development of 9,143 home sanitation units;
- Environmental and sanitary education provided to 21,202 families;
- Construction of 20 open squares;
- Construction of 18 sports courts;
- Construction of eight schools;
- Construction of 12 training and production community centres;
- Construction of 11 soccer fields;
- Development of 24 community day-care centres;
- Development of five health units;
- Rehabilitation, reform, construction and equipping of 60 units for assistance to children and adolescents;
- Development of 23 community vegetable gardens;
- Distribution of 140,617 seedlings;
- Distribution of 27,393 water filters;
- Development of four community laundries; and
- Development of 16,849 urban production backyards.

CONCLUSION

In conclusion, an innovative feature of the project must be particularly pointed out: in-process, external evaluation, which enabled the identification of results and impacts of the intervention. Also outstanding in the process of transformation resulting from the project was the population's change of behaviour and socio-cultural habits, and the increase of family income through the opportunities.

LIST OF PUBLICATIONS

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2. Compendium of Human Settlements Statistics	ISBN 92-1-161378-7
3. Two Wall Charts	no number
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5. A Reappraisal of the Urban Planning Process	HS/365/95E
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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

P.O. Box 30030, GPO Nairobi 00100, KENYA;

Telephone: 254-20-623041/2, 621234; Fax: 254-20-624266/7 (Central Office)

E-mail: infohabitat@unhabitat.org; Website: <http://www.unhabitat.org/>

