



ADP – VILLES EN DEVELOPPEMENT
ASSOCIATION DE PROFESSIONNELS

DÎNER-DÉBAT DU 29 AVRIL 2014 PARIS

Les premiers enseignements du 7^{ième} Forum Urbain Mondial de Medellin

Le 7^{ième} Forum Urbain Mondial (WUF7) s'est tenu à Medellin (Colombie) du 5 au 11 avril 2014 sur le thème de "L'équité urbaine dans le développement, des villes pour la vie". Organisée tous les deux ans par ONU Habitat, cette conférence mondiale sur les villes permet de confronter les réflexions sur l'urbanisation du monde et fait le point sur les engagements internationaux en faveur du développement durable. Le 7^{ième} Forum Urbain Mondial a par ailleurs posé les bases de l'agenda urbain des 20 prochaines années qui sera adopté au sommet des villes Habitat III en 2016.

La France a été très présente à Medellin, au travers notamment du Partenariat français pour les villes et les territoires (PFVT), plate-forme rassemblant les administrations et établissements publics, les collectivités locales, les entreprises et les organisations professionnelles, les ONG, les organismes universitaires et de recherche... impliqués dans les programmes de développement urbain des villes du Sud.

avec

Yves Dauge, co-président du PFVT, Ancien Sénateur d'Indre-et-Loire, Conseiller auprès du Centre du Patrimoine Mondial

Brigitte Bariol-Mathais, déléguée générale de la Fédération nationale des agences d'urbanisme (FNAU) et membre du groupe d'experts ONU Habitat pour la préparation des *Lignes directrices internationales sur la planification urbaine et territoriale*.

Marcel Belliot, président de l'association "AdP - Villes en développement", accueille les participants. Créée à la fin des années 70, AdP rassemble 230 professionnels de la ville exerçant leurs activités dans les pays émergents et en développement : urbanistes, économistes, ingénieurs, chercheurs, administrateurs... Espace d'échanges sur les « villes du Sud », elle diffuse des informations sur les évolutions urbaines de ces territoires, les grands événements internationaux qui les concernent, les marchés d'études et les projets qui y sont menés... Elle exerce ces missions au travers de son site internet <http://www.ville-developpement.org/>, de son Bulletin trimestriel d'information "Villes en développement", de conférences, de dîners débats et de Journées d'échanges dont la dernière s'est tenue à

Paris en septembre 2013 sur la relation “recherche urbaine/action opérationnelle“ dans les villes du Sud.

Deux semaines après le 7^{ième} Forum Urbain Mondial (FUM) de Medellin, organisé en Colombie par ONU-Habitat et qui a accueilli plus de 20 000 personnes, il est apparu utile d'en dresser un premier bilan. Les deux intervenants de ce soir sont particulièrement qualifiés pour le faire. Yves Dauge, ancien sénateur et maire de Chinon co-préside depuis sa création, en 2011, le Partenariat français pour la ville et les territoires (PFVT), plateforme d'échanges qui rassemble les institutions et les acteurs français, publics et privés, impliqués dans les politiques urbaines des pays émergents ou en développement. En appui au ministère des Affaires étrangères et du Développement international, le PFVT a coordonné la participation française au FUM de Medellin. Brigitte Bariol, déléguée générale de la Fédération nationale des agences d'urbanisme (FNAU), est intervenue dans plusieurs événements du FUM et notamment dans un “networking event“ organisé par le PFVT et consacré à la maîtrise d'ouvrage publique territoriale. Elle est aussi membre d'un groupe d'experts internationaux, créé par ONU Habitat en 2013 et qui doit produire en 2015, un an avant le Sommet mondial Habitat III, des “International Guidelines on Urban and Territorial Planning“.

Xavier Crépin, animateur du dîner-débat, a représenté “AdP - Villes en développement“ au Forum de Medellin au sein du “Habitat Professional Forum“. Il présente la “Déclaration de Medellin adoptée à l'issue du Forum (cf annexe 1 du compte rendu). Ce Manifeste met en lumière la nécessité d'un nouvel “agenda urbain“ qui prenne en compte les nécessités de la planification, de l'efficacité énergétique, de l'équité sociale... et adopte un modèle d'urbanisation centré sur “une ville pour la vie“ pour l'ensemble des citoyens. La Déclaration insiste sur le rôle stratégique des villes atteindre les objectifs du développement durable. Elle replace le FUM de Medellin dans le cadre de la préparation de “Habitat III“ et elle insiste sur la dimension nécessairement “globale et inclusive“ du développement urbain durable. Xavier Crépin évoque pour finir la nécessité de politiques nationales de l'urbanisme et invite Brigitte Bariol à présenter les conclusions du groupe d'experts internationaux missionné par ONU-Habitat pour préparer un document de référence sur cette question.

Brigitte Bariol évoque en premier lieu les excellentes conditions d'accueil et la richesse des événements et des échanges de Medellin. Elle indique que les “International Guidelines on Urban and Territorial Planning, IU-UTP“ “ sont la suite directe de deux autres documents approuvés par les instances onusiennes et traitant respectivement de la décentralisation (Guidelines on Decentralization, 2007) et de l'accès aux services (Guidelines on Access to Basic Services for All, 2009). Dans son état actuel (cf annexe 2), le rapport des experts met l'accent sur l'importance de promouvoir, dans chaque pays et à tous les niveaux (État, Collectivités, Professionnels) une planification urbaine et territoriale. Le groupe d'experts rassemble une trentaine de personnes issues des milieux professionnels (ISOCARP notamment), des collectivités locales (CGLU), des ONG et du monde la recherche... Les IU-UTP produits en 2015 serviront de support pour Habitat III en 2016. Ils dégagent des principes universels capables de nourrir la diversité des approches de planification et adaptés aux différents contextes et aux différentes échelles. Reconnaisant la responsabilité de tous les acteurs, les lignes directrices rassemblent des recommandations de politiques urbaines de niveau national, et des expériences locales en les assortissant de messages spécifiques destinés aux différents niveaux d'acteurs : États, autorités locales, professionnels, universitaires, ONG... Les lignes directrices cherchent à développer la dimension territoriale dans les agendas nationaux, régionaux et locaux.

Le premier chapitre traite de la gouvernance qui doit être nécessairement multi-niveau et faire toute sa place à une subsidiarité dotée de réels moyens. Ces recommandations rejoignent les positions défendues par le PFVT en matière de “maîtrise d'ouvrage urbaine“. Un second chapitre traite du “développement urbain durable“ associant, au niveau local, développement économique, cohésion sociale, protection de l'environnement et

développement culturel, dimension numérique, composantes de la planification urbaine... Ces dimensions seront illustrées par des études de cas présentant des expériences pays.

En réponse à une question sur les clivages culturels qui peuvent traverser le groupe d'experts et influencer sur les recommandations, elle indique le plus fort clivage est sans doute entre ceux qui appartiennent à des pays de tradition centralisée et ceux qui viennent de pays décentralisés.

En réponse à une observation de sur le fait que les "recommandations" semblent s'intéresser davantage aux démarches d'extension urbaine qu'à celles de renouvellement urbain, **Xavier Crépin** et **Brigitte Bariol** font observer que le grand défi des vingt prochaines années sera l'accueil de 3 milliards de nouveaux citadins et que la manière dont les villes pourront y faire face sera capitale.

En réponse à une observation de **Marcel Belliot** sur le caractère novateur de la démarche onusienne qui vise à dégager des principes universels en matière d'urbanisation et de politique urbaine, **Brigitte Bariol** confirme qu'il s'agit en effet d'une première : ces « recommandations urbaines » seront les premières du genre à être soumis aux instances des Nations Unies et elle s'inscrivent dans la suite de "Rio +20". Et de sa déclaration finale "Le monde que nous voulons".

En réponse à une question de **François Noisette** (AdP) sur la place de l'économie dans les "Recommandations", **Brigitte Bariol** indique que celle-ci y est intégrée de plusieurs manières : moyens des collectivités locales, politiques foncières, outils techniques à développer, recommandations aux bailleurs internationaux... De plus, des "Recommandations" pourraient cibler spécifiquement les bailleurs pour un financement de politiques publiques planifiées davantage que pour le financement de projets.

Clotilde Boutrolle (AFD) évoque les nouveaux moyens de financement qui permettent de dépasser les instruments financiers traditionnels : PPP, valorisation de la plus-value foncière, système bancaire intermédiaire accessible aux collectivités locales, financement par les marchés internationaux.

Marc Trouyet (MAEDI, co-président du PFVT), chef de la délégation française à Medellin, expose les trois enjeux qui, dans la période actuelle, lui paraissent importants pour l'agenda international :

- ♦ Le premier est celui de l'intégration de l'*urbain* dans l'agenda de "Rio + 20" : un des dix objectifs du développement durable concerne désormais explicitement le développement urbain. Il souligne à ce propos le rôle important joué par la France, en liaison avec l'Allemagne et la Suisse, pour faire avancer cette idée dans le cadre du programme "Développement urbain et territorial durable et inclusif".
- ♦ Le second enjeu est celui des collectivités locales dont la place dans le processus "post 2015" n'est pas encore parfaitement reconnue par les instances de l'ONU. La France a pris position en faveur de la représentation de CGLU mais il faut noter une certaine réticence d'ONU Habitat à s'engager dans cette voie, Joan Clos, son directeur, mettant plutôt l'accent sur les politiques urbaines nationales. Le financement des collectivités locales est aussi un enjeu important et **Marc Trouyet** signale la mise en place récente, avec le soutien de la France, d'un "Observatoire des finances locales" sur le continent africain et qui sera étendu au monde au cours de l'année 2014.
- ♦ Le troisième enjeu est celui des outils structurants qui permettent de contrôler et de maîtriser les dynamiques de développement urbain. La planification urbaine et territoriale stratégique, prônée par la France, permet ainsi de répondre aux besoins en limitant l'empreinte écologique. Il existe d'autres outils exportables, à l'image des agences d'urbanisme. La France doit promouvoir des pratiques et des savoir-faire et contribuer à construire un "agenda positif pour les collectivités locales" qui permettra

de nourrir les propositions de la grande conférence environnementale (COP 21) qui se tiendra à Paris en décembre 2015.

Yves Dauge, présent à Medellin avec le PFVT, souligne la continuité qui, de "Habitat II (Istanbul-1996) au FUM de 2014, a vu progressivement émerger et se renforcer la place des collectivités locales. Il estime que la tenue du Forum à Medellin, ville reconquise sur le narco trafiquants à la suite d'une révolte populaire soutenue par les autorités locales, était emblématique. Le FUM de Medellin a permis d'écouter et d'entendre ce que font les villes d'Amérique Latine, par exemple en matière de mobilité ou de participation des habitants, témoignant de leurs capacités d'innovation politique. Le PFVT a aussi permis d'exprimer et de porter nos idées, en matière de gouvernance et de planification urbaine stratégique par exemple.

Yves Dauge se félicite par ailleurs du changement de position de ONU-Habitat vis à vis des villes. Sous l'impulsion de son nouveau directeur Joan Clos, ONU Habitat est passé d'une attitude "misérabiliste" (comment résorber les bidonvilles et contrôler la croissance des villes) à une approche beaucoup plus positive (la ville est l'avenir de l'humanité).

Pour **Philippe Oriange** (AFD), la ville de Medellin illustre bien ce que doit être le développement urbain, à la fois soutenable et inclusif. L'avenir est à la planification urbaine et de ce point de vue, l'Europe continue d'être un modèle pour les villes d'Amérique Latine. Les politiques urbaines constituent ainsi un lien d'échanges entre l'Union européenne et l'Amérique latine qui pourrait être développé afin de faire rencontrer l'agenda international et européen sur les questions urbaines.

Patrice Berger (Agence d'urbanisme de Lyon) souligne l'importance pour les villes du Sud de disposer de moyens financiers suffisants et de corps techniques stables : la difficulté des politiques urbaines réside principalement dans leur mise en œuvre et cela nécessite des outils et de la formation. Il insiste sur la nécessité de planifier les tracés et de réserver des espaces pour le développement urbain, même dans les bidonvilles. Face au changement climatique, les priorités ne sont pas forcément les mêmes dans les villes du Nord et celles du Sud où le logement et l'électricité priment souvent sur toute autre considération. Il regrette enfin le désengagement de certains acteurs français vis à vis de la coopération décentralisée.

Pour **Vincent RENARD** (IDDRI), il ne faut pas survaloriser nos savoir-faire et il faut accepter de coopérer avec les organisations internationales : l'urbanisme à la française ne doit pas être surestimé.

Bassir Oloude, consultant, indique qu'au Bénin il a été beaucoup fait usage de la planification stratégique à la française et qu'à ce titre, beaucoup de réservations d'emprise ont été inscrites dans les plans et ont pu être conservées jusqu'ici. Il regrette que la France ait, ces dernières années, "déserté" l'Afrique en termes de compétence et de savoir-faire... Il souhaiterait que AdP s'engage et mobilise ses membres dans ce travail d'assistance. Comment influencer davantage sur ONU Habitat ? Il souligne l'importance des moyens qui doivent être dévolus aux collectivités locales et il rappelle à cette occasion le rôle très positif de la coopération décentralisée.

Pour **Patrick Martin** (Coopération Décentralisée Paris/Douala), le développement urbain nécessite des leviers. Le foncier peut en constituer un mais à Douala, il a été distribué depuis longtemps. Une action sur les infrastructures lui paraît bien préférable.

À une question de **François Noisette** sur l'implication des grandes sociétés internationales dans les Forums urbains mondiaux, **Xavier Crépin** répond que depuis le FUM de Vancouver (2006), les professionnels, les villes et les entreprises sont très présentes dans les débats des Forums.

Anna Luisa Canal (Codatu) indique que le prochain Congrès de la CODATU aura lieu à Istanbul en février 2015 et qu'il aura pour thème "Climat et Transports Urbains".

Marc Trouyet (MAE) reprend la question de l'innovation politique et indique qu'elle s'exprime sans doute davantage dans des villes comme Medellin et Bogota qu'au Brésil. Elle passe par des élites fières de leurs villes. Pour lui les vrais enjeux urbains de demain se situent en Asie, au Moyen Orient et en Afrique et il regrette que, faute de portage politique et d'innovation politique au niveau des collectivités locales, la mise en œuvre des politiques de décentralisation subisse un ralentissement.

En conclusion, **Brigitte Bariol** insiste sur l'importance de la culture comme facteur d'intégration à Medellin et elle constate que, du point de vue de l'innovation sociale, l'Amérique Latine est en avance sur d'autres régions du monde. Elle souhaite qu'une convergence étroite puisse s'établir entre l'agenda urbain international et l'agenda urbain européen. Elle suggère enfin de mettre davantage en réseau les collectivités locales et les professionnels, avec l'aide des bailleurs internationaux.

Pour **Yves Dauge**, au vu de ce qu'il a constaté au FUM de Medellin, il y a beaucoup de coopérations possibles entre les villes françaises et les villes d'Amérique Latine. Ces coopérations devraient pouvoir déboucher sur des outils nouveaux, par exemple pour récupérer les plus-values foncières nées des infrastructures. L'une des questions essentielles qui se posent dans les villes du Sud comme dans les villes du Nord est celle de la relation entre la planification et la réalisation, entre le projet global et le projet opérationnel. Comment financer l'intelligence collective dans les villes ? Il faut créer des plate-formes d'échanges entre les villes en y associant tous les financeurs. La France peut apporter son savoir faire dans ce champ d'intervention.

Marcel Belliot remercie les participants et indique les deux prochains rendez-vous de "AdP Villes en développement"

- ◆ Un dîner débat, le mardi 10 juin 2014 à Marseille, consacré aux impacts de grands événements festifs, culturels ou sportifs sur l'image et le développement économique des grandes métropoles, à partir des exemples de Marseille et de Rio de Janeiro
- ◆ La Journée annuelle d'échanges, le vendredi 5 septembre 2014, à Paris (EIVP) sur "la ville numérique". Elle traitera des conditions et des conséquences de la "révolution numérique" sur la conception et le fonctionnement des villes, au Nord comme au Sud.

Les invitations et les programmes de ces deux manifestations seront diffusés le moment venu.

Marcel Belliot

Annexe 1

7^{ème} Forum urbain Mondial Déclaration de Medellin

Équité comme fondement du développement durable des villes¹

Nous, participants à la 7^{ème} session du Forum Urbain Mondial, gouvernements, secteur privé, organisations internationales, universités, professionnels et représentant de la société civile, nous réaffirmons notre engagement pour une approche équitable de la ville dans l'agenda du développement, mobilisant toutes les ressources et moyens disponibles pour la transformation des villes inclusives, sûres, prospères et harmonieuses au profit de tous. Nous devons entreprendre d'urgence toutes les actions collectives et individuelles pour faire bénéficier chacun de ces progrès.

La ville comme opportunité

Depuis 2008, la majorité de la population mondiale habite en ville. Aujourd'hui, les villes sont une combinaison vivante d'histoire, de civilisation, de diversité et de culture. L'urbanisation est une dynamique qui change pratiquement tout ; la manière de penser, l'usage de l'espace public, le mode de vie, les relations économiques et sociales, et les modes de production et de consommation. Comme espace innovant en matière économique, les villes offrent des opportunités d'amélioration d'accès aux services et aux ressources, mais également des possibilités dans les domaines économiques, sociaux, environnementaux, culturels et en matière de droits. La ville a permis à de nombreuses personnes d'accéder à la croissance, au développement économique et à la prospérité. Cependant, la ville est également le lieu de la pauvreté multi dimensionnelle, de la dégradation de l'environnement et de l'exposition aux catastrophes et aux effets du changement climatique. Plus des deux tiers de la population vivent aujourd'hui avec un niveau d'inégalité supérieur à celui d'il y a vingt ans. Nous reconnaissons les efforts entrepris dans les villes pour faire face aux enjeux de durabilité et d'inclusion dans les villes ; tout en appuyant et conseillant la poursuite de ces efforts, il reste néanmoins beaucoup de travail à faire.

Le 7^{ème} Forum urbain mondial organisé par ONU habitat a réuni 22.000 participants à Medellin, ville reconnue dans le monde pour ses innovations pour le développement urbain durable, pour rechercher des orientations pour développer la ville inclusive dans le monde entier.

Les participants à ce Forum reconnaissent que lorsque l'équité est au centre de l'agenda du développement, les problèmes structurels et les défis de l'urbanisation sont mieux pris en compte. L'équité est tout à la fois une obligation morale, mais également un élément déterminant pour la justice sociale, et au cœur du processus de transformation.

Le Nouvel Agenda Urbain

Les participants au Forum ont mis en lumière la nécessité d'un nouvel agenda urbain qui répond au déficit de cadre légal et de planification, qui conduit à l'étalement urbain, à l'inefficacité énergétique, à l'impact inquiétant du changement climatique, aux multiples formes d'exclusion et d'inégalité, et à la

¹ Traduction non officielle

difficulté croissante d'accès à un emploi décent pour tous. Cet agenda doit adopter un modèle d'urbanisation centré sur une « ville pour la vie » pour l'ensemble des citoyens.

Le nouvel agenda urbain intègre les nouvelles technologies et une approche de la planification intégrée et participative basée sur des données fiables, répondant aux enjeux actuels et aux besoins des villes du futur.

Nous reconnaissons qu'il existe de nombreux exemples d'urbanisation répondant à la diversité des conditions culturelles, institutionnelles et sociales, nationales et urbaines. Dans ce cadre, le nouvel agenda urbain doit :

- ◆ Encourager les gouvernements à initier et mettre en place des politiques urbaines nationales, qui traitent le développement urbain actuel et les besoins futurs, fondés sur des principes intangibles des droits de l'homme, de la justice et de l'équité,
- ◆ Développer la cohésion sociale et réduire les inégalités en renforçant l'ensemble des segments de la société, en particulier les femmes, les jeunes et les peuples autochtones,
- ◆ Promouvoir la gouvernance locale qui implique tous les habitants, en reconnaissant le rôle de tous les échelons des autorités publiques, nationales, régionales et municipales, en renforçant la coordination formelle, la responsabilité partagée, et en apportant à chaque échelon les ressources et subventions nécessaires pour exercer leurs responsabilités,
- ◆ Appuyer le développement urbain durable, basé sur la planification urbaine qui prend en compte la participation des jeunes, l'égalité des genres, le développement territorial équilibré, renforce la résilience au changement climatique et aux risques naturels, la prévention et la réhabilitation des quartiers informels, la fourniture de logements et de services de base, la sécurité foncière, l'accès à une mobilité sûre, sociale, accessible et durable, et enfin l'accès des espaces publics et des services ouverts à tous,
- ◆ Encourager une implication active et engagée du secteur privé, de la société civile incluant les communautés de base, et les autres acteurs dans des partenariats pour un développement économique et social ouvert de nature à réduire la pauvreté et apporter de l'emploi pour tous.

Contribution au Futur

1. Développement urbain durable dans l'agenda du développement post 2015

Le cadre de l'agenda pour le développement post 2015 est une opportunité pour confirmer le rôle universel des villes bien gérées et planifiées comme moteur du changement. A cette fin, les participants au Forum réaffirment la nécessité d'inclure les dimensions stratégiques des villes et établissements humains durables dans l'agenda du développement post 2015, pour renforcer la capacité des villes à contribuer à atteindre les objectifs du développement durable.

2. Contribution à HABITAT III

Les discussions du 7^{ème} Forum urbain Mondial apportent une contribution importante pour la conférence habitat II. Nous considérons habitat III comme un moment unique pour développer le nouvel agenda urbain comme force positive pour les générations présentes et futures, sur le chemin d'une prospérité partagée et équitable. A cet effet, nous reconnaissons la campagne urbaine mondiale comme plateforme et processus participatif entre acteurs du changement pour développer un processus inclusif et global vers HABITAT III.

3. Le Forum urbain Mondial

Les participants au 7^{ème} Forum urbain Mondial considèrent que le Forum constitue le lieu d'un dialogue efficace. Nous apprécions les efforts de la ville de Medellin, du gouvernement colombien et d'ONU Habitat d'avoir organisé ce Forum innovant et inclusif. Nous réitérons notre soutien au

processus des Forum urbains et nous engageons à apporter une coopération permanente au prochain organisateur qui relèvera le défi de la préparation de la prochaine Session.

Annexe 2

INTERNATIONAL GUIDELINES ON URBAN AND TERRITORIAL PLANNING

Draft 2, February 2014

I. PREAMBLE

The present preamble provides the objectives, rationale and background of the International Guidelines on Urban and Territorial Planning (UTP), and summarizes the drafting process which led to their finalization and adoption by the Governing Council of UN-Habitat, which is a subsidiary body of the United Nations General Assembly.

A. OBJECTIVES

The International Guidelines on Urban and Territorial Planning intend to constitute a global framework for improving policies, plans, designs and implementation processes for more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change.

The intention behind the development of these Guidelines can be summarized in the following goals:

- ◆ Develop a universally applicable reference framework for national urban policy reforms;
- ◆ Capture universal principles from national experiences that could support the development of a diversity of planning approaches adapted to different contexts and scales;
- ◆ Complement and link other international guidelines aiming at fostering sustainable urban development;
- ◆ Raise the urban and territorial dimensions in the development agendas of national, provincial and local governments.

Urban and Territorial Planning could be defined as a **political decision-making process aiming at spatially guiding the realization of economic, social, cultural and environmental goals through the development of spatial visions and strategies and the application of a set of policy principles, technical tools, institutional and participatory mechanisms and regulatory procedures**. The Guidelines will promote key Urban and Territorial Planning principles and recommendations that can assist low-income countries and cities, as well as countries with medium and higher incomes, in effectively guiding urban demographic changes (growth, stagnation or decline) and improving the quality of life in existing urban settlements. Taking into account the principle of subsidiarity, the Guidelines should be used through the multi-scale continuum of spatial planning, e.g.:

- ◆ At Supra-national and trans-boundary level: **regional spatial strategies** could strengthen the local development gains from international cooperation in economic and infrastructure development, help to direct investments to address global issues such as climate change and energy efficiency, enable the expansion of urban areas in cross-border regions, and improve the sustainable management of shared natural resources and historical heritage.
- ◆ • At National level: **corridor, river basin and national spatial plans** are becoming key tools for sustainable resource management and for leveraging investments in infrastructure. Taking advantage of existing and planned infrastructures, i.e. air and sea ports, road corridors, power transmission lines, oil and gas pipelines and railways, the national urban network can be better supported, structured and made more balanced.
- ◆ • At City-Region and Metropolitan level: **strategies and city-region/metropolitan wide plans** (land mosaic, biodiversity, mobility infrastructure, social and cultural facilities, etc.) could be developed for such areas of intense interaction between cities of dynamic urban growth, in order to: 1) foster economic development through

promoting regional economies of agglomeration, and 2) protect landscape values, strengthen urban-rural linkages, reduce disaster risks and the intensity in the use of energy, materials and greenhouse gases emissions in urban development. The same kind of plans should be developed for stagnating or declining metropolitan regions in order to: 1) manage simultaneously and efficiently the reduction both in financial resources and in the demand for housing and social services, and 2) identify comparative advantages and potential strengths, define a new vision and focus and organize an orderly spatial redeployment and regeneration.

- ♦ At City and Municipal level: **city development strategies and integrated development plans** can help prioritize investment decisions and encourage synergies and interactions among separate urban areas. **Land-use plans** can contribute to the protection of environmentally sensitive areas and to the regulation of land markets. **Basic plans for intermediary cities** can help manage their relations with the rural hinterland strengthen their market and public services functions and as well as identify expansion opportunities and urban areas in need of redevelopment. **Urban extension and infill plans** should make provision for rational urban structures that would minimize transport and service delivery costs, optimize the use of land, particularly for low-cost housing programmes, and support the protection and organization of urban open spaces. **Urban upgrading and retrofitting plans** can be implemented to increase residential and economic densities and develop more integrated communities. The approach may include suburban densification, area multifunctional redevelopment and revitalization, brownfield development and transit-oriented restructuring.
- ♦ At Neighborhood level: **street development and public space plans and lay-outs** can improve urban quality, social inclusion and the protection of local resources. **Participatory planning and budgeting** can help involve communities in projecting and managing public spaces and services. This approach should contribute to a low carbon economy, better connectivity, efficiency and integration, as well as to enhance specific physical and morphological characteristics.

Once adopted the Guidelines will be an instrument to promote sound UTP around the world, based on universally agreed principles and national, regional and local experiences, as well as a broad framework to guide national reforms in this area, taking duly into account the specific approaches, visions, models and tools existing in each country.

B. BACKGROUND

Different types of Urban and Territorial Planning exist and have been tested: Citywide Strategic Planning, Action Planning, Short and long-term Planning, Master Planning, Community Planning, Environment Planning, Regional and Metropolitan Planning, Land-Use Planning, etc. They all intend to influence the future and they do so in different ways, as even non-implemented plans have an (often unpredictable) impact on the real world, for instance by becoming obstacles to sustainable changes. It seems that in all regions of the world planning methods are wavering between two types of approach: technocratic and top-down vs. participatory and bottom-up. The former has demonstrated its ineffectiveness in many countries. The latter is making steady progress but is not yet widely accepted. Whatever the approach, successful implementation of plans requires the definition of a solid institutional set-up involving all relevant stakeholders, the adjustment of the regulatory framework (codes/standards/zoning regulations), the association of planning with implementation (city management), the mobilization of financial resources through the fair contribution of different territorial users, and the establishment of an efficient monitoring, evaluation and accountability system.

The International Guidelines on UTP will support the operationalization of two sets of guidelines previously adopted by the Governing Council of UN-Habitat. The Guidelines on Decentralisation (2007) have been designed as a catalyst for policy and institutional development and reforms at national level to empower local authorities and improve urban governance. They are policy-oriented and have been used as a reference in a number of countries. The Guidelines on Access to Basic Services for All (2009) have been designed to provide an enabling framework for improved partnerships in the delivery of basic services at city level. They are process-oriented and have been adapted to the national conditions of various countries. The present Guidelines on UTP have also been designed as a universal framework, a reference document integrating the three dimensions of urban policy principles (why to plan?), management processes (how to plan?) and technical products (which urban and territorial plans?). By doing so, they would facilitate the application of the two previous sets of international guidelines and promote the exchange of experiences among countries facing different situations.

In its Resolution 24/3 of 19 April 2013 the Governing Council requested UN-Habitat, in consultation with the Committee of Permanent Representatives, to initiate the elaboration of

International Guidelines on Urban and Territorial Planning and to present the Draft Guidelines to the Governing Council at its 25th session for approval. The current document has been prepared in response to that request. It will help Member States of the United Nations to realize their commitment “to promote an integrated approach to planning and building sustainable cities and urban settlements, including through supporting local authorities, increasing public awareness and enhancing participation of urban residents, including the poor, in decision making.”²

C. PREPARATORY PROCESS

As a follow-up to Resolution 24/3 UN-Habitat established a Group of Experts to advise the secretariat on the structure, content and wording of the Guidelines. This Group was geographically balanced to reflect the experience and practice of all regions of the world. It involved participants nominated by their respective governments and key partners, particularly representatives of local authorities (UCLG) and associations of professional planners (ISOCARP). United Nations bodies (World Bank, UNCRD, UNDP, UNOPS, UNITAR, Regional Commissions...) were also consulted in their areas of competence.

The first Expert Group Meeting (EGM) took place in Paris on 24-25 October 2013. It adopted the structure and produced an initial draft of the Guidelines.

[The second EGM took place in Medellin, Colombia, in conjunction with the 7th session of the World Urban Forum (WUF), in April 2014. It brought more country experiences, addressed some controversial views that had emerged at the first meeting and introduced documented lessons into the revised draft of the Guidelines. It produced a pre-final draft of the Guidelines. Special consultations with United Nations agencies and other partner groups were also organized during the same session of the WUF.]

Then the third and final EGM took place in Fukuoka, Japan, during September-November 2014. It finalized the guidelines in time for translation and submission to the 25th session of the Governing Council, to be held in April 2015.]

It has to be observed that the preparation of the Guidelines ran parallel, as of 2014, with the preparatory process of the Habitat III Conference/Summit, scheduled to take place in June 2016. The substance of the Guidelines will therefore have to find its way into the major outcome document of Habitat III (“The New Urban Agenda”).

It is the responsibility of the secretariat and of the Habitat III Preparatory Committee to ensure full consistency between these various documents. An option would be to include a chapter on urban planning and management in the outcome document of Habitat III that could be directly derived from the Guidelines on UTP. Another option would be to attach the Guidelines as an annex to the outcome document. The Governing Council and the Preparatory Committee will have to jointly decide on the best option and agree on the approval mechanisms.

Following the adoption of the International Guidelines, UN-Habitat and other international agencies may be called upon to provide technical assistance to countries which will decide to adapt the guidelines to their national contexts, draft corresponding regulations and by-laws, and test such normative tools in concrete planning exercises. A set of tools could be mobilized and designed to support this application process which would have to be monitored and documented, and could feed back into the biennial work-programme of UN-Habitat. Case studies may also be undertaken to illustrate the conditions, challenges and benefits of new Urban and Territorial Planning approaches.

More generally it is also considered that the **international community**, as part of its ODA commitments, should devote more attention to urban issues, including UTP, through increased support to South-South, North-South and triangular cooperation, the documentation and sharing of best practices and successful policies, and the development of capacities at all levels.

II. INTERNATIONAL GUIDELINES

This second chapter contains the International Guidelines, to be approved by the Governing Council. The structure is derived from the commonly accepted way of unpacking the

² United Nations, The Future We Want, paragraph 135, Rio de Janeiro, 2012

sustainable development agenda by United Nations bodies. It is organized in sections reflecting the inter-related dimensions of that agenda, i.e. the policy, social, economic, environmental and spatial aspects of UTP. Each section starts with stating key underlying principles, followed by a series of action-oriented recommendations based on the model of the International Guidelines on Access to Basic Services for All. It should be understood that recommendations are of a general nature and could be adapted to national situations.

A - URBAN POLICY AND GOVERNANCE

Principles:

(a) Urban and Territorial Planning is more than a technical tool; it is an integrative political process that must address competing interests and be linked to a shared vision and an overall development strategy as well as national and local urban policies.

(b) Planning represents a core component of the renewed urban governance paradigm which aims at promoting local democracy, participation and inclusion, transparency and accountability with a view to ensuring better urbanization and spatial quality, environmental sustainability, social and cultural development and economic prosperity.

National Governments in cooperation with Regional and Local Authorities, planning professionals, private actors, CSOs and other partners should:

(a) Formulate a National Urban and Territorial Policy Framework that promotes sustainable urbanization patterns, including a better quality of life for current and future residents and a balanced network of cities and human settlements, as a basis for UTP at all levels. In return UTP will translate this Policy into plans and actions and provide feedback for policy adjustments;

(b) Develop a facilitating Legal Framework for UTP that:

- Ensures that economic planning instruments and cycles, as well as national sectoral policies, are taken into account in the preparation of Urban and Territorial Plans, and reciprocally that the crucial economic role of cities and territories is well reflected in national planning exercises;
- Acknowledges the different regional, urban and local situations and the need for spatially coherent territories;
- Links and coordinates urban, metropolitan, regional and national plans and ensures coherence between the various spatial levels of intervention, based on the principle of subsidiarity, with appropriate arrangements for combining bottom-up and top-down approaches;
- Establishes general rules and mechanisms for coordinated inter-municipal UTP and management;
- Formally confirms partnership and public participation as key policy principles, involves civil society organisations and representatives of the private sector in urban planning activities, ensures that planners play an active and supportive role in the implementation of these principles and sets up broad consultative mechanisms and forums to foster policy dialogue on urban development issues;
- Allows the development of new regulatory frameworks to facilitate the iterative and interactive implementation and revisions of Urban and Territorial Plans;

(c) Define and implement decentralization and subsidiarity policies and strengthen the role, planning capacities and resources of Local Authorities in line with the International Guidelines on Decentralization.

National and regional governments where appropriate, should:

(a) Promote inter-municipal cooperation frameworks and articulated multi-level governance systems, to ensure urban planning and management at the appropriate spatial scale, particularly in large metropolitan areas;

(b) Support the establishment of inter-municipal institutions for the planning and delivery of specific infrastructure and services and the financing of related projects;

(c) Submit to their parliaments, bills specifying that plans have to be prepared, approved and updated under the leadership of Local Authorities and aligned with policies developed by other spheres of Government, as appropriate, before becoming legally binding documents;

(d) Support Local Authorities to ensure that planning documents are legally enforced, particularly regarding the definition and protection of safe and accessible public spaces which constitute an indispensable platform for vibrant and inclusive city life and a basis for infrastructure development;

(e) Collaborate with associations and networks of professional planners to develop an Observatory on urban planning approaches, patterns and practices that could document, evaluate and synthesize national experiences, undertake and share case studies, make information available to the general public and provide technical assistance to local authorities upon request.

Local authorities, in collaboration with their relevant partners, should:

(a) Provide political leadership for the development of UT plans, ensuring articulation and coordination with upper level plans as well as with neighboring territories, in order to plan and manage cities at the appropriate scale;

(b) Approve, keep under continuous review and update (at least every ten years) UT plans under their jurisdiction;

(c) Review service provision processes and engage in inter-municipal and multi-level institutions for the development and financing of infrastructure and services;

(d) Ensure that UTP leads to equitable and inclusive urban development by paying attention to access for all to services and socio-economic opportunities and by prioritizing integrated development and connectivity of poor areas based on community planning methodologies;

(e) Facilitate the effective involvement of urban stakeholders, particularly the community and private sectors, in UTP preparation and implementation by setting up appropriate participatory mechanisms;

(f) Associate strategic urban planning and city management with a view to linking upstream planning and downstream implementation and ensuring consistency between long-term objectives and programmes and short-term managerial activities and sectoral projects.

(g) Effectively supervise professionals and private companies contracted for UTP preparation, in order to ensure alignment of plans with local political vision, national policies and international principles;

(h) Ensure that urban regulations are effectively enforced and take action to avoid and stop speculative urban developments, with special attention to areas at risk and with historical, environmental or agricultural value.

(i) Set up multi-stakeholders monitoring mechanisms to transparently evaluate the implementation of the plans and to inform on suitable corrective actions, covering both short and long-term projects and programmes.

(j) Share, primarily through Local Government Associations, their Urban and Territorial Planning experiences and engage in city-to-city cooperation to promote policy dialogue and capacity development.

Civil Society Organizations and their associations should:

(a) Participate in the preparation, implementation and monitoring of UT Plans, help local authorities identify priorities and, wherever possible, exercise their right to be consulted in accordance with existing legal frameworks and international agreements;

(b) Contribute to the representation of populations in public dialogues on UTP, particularly the poor and vulnerable groups, with a view of fostering equitable urban development at city level and prioritizing infrastructure and services development in least developed urban areas;

(c) Encourage all sections of society, particularly the poor and vulnerable groups, to engage in community forums and community planning initiatives and to partner with local authorities in neighborhood improvement programmes;

(d) Raise public awareness and mobilize public opinion to prevent illegal and speculative urban developments, particularly those that could endanger the natural environment or displace low-income groups into risk-prone areas.

Planning professionals and their associations should:

- (a) Facilitate UTP processes by contributing their expertise during all preparatory and updating stages and mobilizing the views of concerned groups of stakeholders;
- (b) Play an active role in advocating for more inclusive and equitable cities, ensured not only by widespread public participation in planning but also through the content of planning instruments such as plans, designs, regulations, by-laws, compensation rules;
- (c) Promote the application of the guidelines and advise decision-makers to adopt them and, whenever necessary, adapt them to national, regional and local situations;
- (d) Organize seminars and consultative forums to raise public awareness on the recommendations of the guidelines;
- (e) Promote the revision of university and professional curriculums on urban planning in order to introduce the content of the guidelines into these curriculums, with necessary adaptation and further elaboration, and contribute to capacity-development programmes.

B. URBAN AND TERRITORIAL PLANNING FOR SUSTAINABLE DEVELOPMENT

Urban and Territorial Planning can contribute to sustainable development in various ways. It should be closely associated to the three complementary dimensions of sustainable development: social development and inclusion, sustained economic growth and environmental protection and management.

Integration of these three dimensions requires a political commitment and the involvement of all stakeholders who should participate in the UTP processes.

1- Urban and Territorial Planning and social development

Principles:

(a) Urban and Territorial Planning must primarily aim at improving the living and working conditions of all segments of present and future society and at promoting equitable distribution of the costs, opportunities and benefits of urban development, as well as social inclusion and cohesion.

(b) Placing culture at the heart of urban development policy and planning constitutes an essential investment in the future and a pre-condition to better quality of life and successful globalization processes that take into account the principles of respect and tolerance for cultural diversity and recognition for distinct needs of various groups.

National and regional governments should:

- (a) Monitor the evolution of living conditions in cities and territories and support the planning efforts of local authorities and communities aiming at improving social cohesion and inclusion.
- (b) Provide appropriate fiscal incentives and targeted subsidies to ensure that UTP contributes to redressing social inequalities and promoting cultural diversity.

Local Authorities in cooperation with other spheres of government and relevant partners should design and promote Urban and Territorial Plans encompassing:

- (a) A clear phased and prioritized spatial framework for the provision of basic services (water, sanitation, waste collection, energy, education, health, mobility, communication, public lighting, etc...), in accordance with the International Guidelines on Access to Basic services for All and national sectoral strategies;
- (b) A strategic guide and physical map for land, housing development and transportation, with special attention devoted to the current and anticipated needs of low-income groups and socially vulnerable groups (e.g. youth, women), including those related to basic services and security of tenure;
- (c) Instruments to support social inclusion and the realization of human rights in cities and towns, defined in close collaboration with the citizens and civil society organizations.

Local Authorities in cooperation with other spheres of government and relevant partners should conceive and use UTP to:

- (a) Reduce poverty, support formal and informal employment generation and promote decent work for all;
- (b) Promote social and spatial integration and inclusion, particularly through improved access to all parts of the city and territory, as every city inhabitant including migrant workers and displaced persons should have the right to enjoy the city, its urban services and public spaces, and to contribute to its social and cultural life;
- (c) Provide good quality public spaces, improve and revitalize existing public spaces, such as squares, streets, green areas and sport complexes, and make them safer and fully accessible to all;
- (d) Ensure that low-income settlements are upgraded and integrated in the urban fabric while minimizing displacements and relocations;
- (e) Ensure in particular that every inhabitant has access to safe and affordable drinking water and adequate sanitation services;
- (f) Reduce commuting time between living, working and service areas;
- (g) Improve urban safety, particularly for women, girls, the elderly and any vulnerable groups, as a factor of security, justice and social cohesion.

Local Authorities in cooperation with other spheres of government and relevant partners should use UTP as a mechanism to:

- (a) Encourage cultural activities, both indoor (museums, theatres, cinemas, concert halls, etc...) and outdoor (street arts, musical parades, etc...) recognizing that the development of urban cultures and the respect of social diversity are part of social development and have important spatial dimensions;
- (b) Protect and valorize the archeological and architectural heritage, including religious monuments, traditional settlements and historical sites;
- (c) Promote and ensure gender equality in the design, production and use of urban spaces and services by identifying the specific needs of women and men, girls and boys.

2- Urban and Territorial Planning and sustained economic growth

Principles:

(a) Urban and Territorial Planning must support and facilitate sustained and inclusive economic growth through the provision of adequate infrastructure, the development of which should follow rather than precede the adoption of UT plans.

(b) UTP could be a powerful political mechanism to ensure that sustained economic growth and social development go hand in hand and to promote equitable and inclusive development at all territorial levels.

National Governments in cooperation with Sub-National, Regional and Local Authorities, and the private sector should:

- (a) Support and plan the development of polycentric urban regions, through appropriate clustering of industries and services and mixed-use of land, as a strategy to increase specialization, complementarity, synergies and economies of scale among neighbouring cities and with their rural hinterland;
- (b) Engage in dynamic partnerships to ensure that UTP coordinates the spatial location and distribution of economic activities, building on economies of scale and proximity, thus contributing to increased productivity, competitiveness and prosperity;
- (c) Support inter-municipal cooperation to ensure optimum use of resources and prevent unhealthy competition among local authorities;
- (d) Formulate a Local Economic Development (LED) framework which would mainstream into Urban and Territorial Planning processes the key concepts of LED on fostering

individual and private initiatives to expand the local economy and increase employment opportunities;

(e) Provide incentives for the adoption of labour-intensive techniques and methods in the realization of infrastructure and the delivery of basic services.

Local Authorities in cooperation with other spheres of government and their planning partners should:

(a) Recognize that a major role of UTP is to constitute the mandatory basis for efficient trunk infrastructure development, improved mobility and for the promotion of structuring urban nodes;

(b) Ensure that UTP put emphasis on public mass transportation systems, clean fuels and vehicles as well as non-motorized transport rather than on individual motorized vehicles to facilitate urban mobility in an energy-efficient, non-polluting and affordable way;

(c) Ensure that UTP includes a clear and detailed component on investment planning, integrating both public and private sectors' expected contributions to capital as well as operation and maintenance costs;

(d) Take advantage of UTP and associated zoning regulations to regulate land markets and mobilize urban finance, including through land-based financing, and to recover part of the public investment in urban infrastructure and services;

(e) Make use of UTP to guide and support local economic development, in particular employment generation in local community organizations, cooperatives, small businesses and micro-enterprises and the spatial agglomeration of appropriate industries and services.

3. Urban and Territorial Planning and the environment

Principles:

(a) Urban and Territorial Planning must provide a spatial framework for the protection and management of the living environment and for integrated and sustainable urban and regional development.

(b) To increase human security, Urban and Territorial Planning must contribute to strengthening environmental and social resilience and to improving natural and environmental risk prevention and management.

National and Regional Governments should:

(a) Set standards and regulations for the protection of water and other natural resources, agricultural land, green open spaces, ecosystems and biodiversity hotspots and their sustainable management;

(b) Use UTP to plan on a regional scale, improve urban-rural complementarities and inter-city relations and synergies, and link urban planning to regional development to ensure territorial cohesion at city-region level, including in cross-border regions.

National and Regional Governments, Local Authorities and planning professionals should:

(a) Promote affordable compact cities, regulate and control urban sprawl, adopt progressive densification combined with land market regulations, in order to optimize the use of urban space, reduce the cost of infrastructure and the demand for transport, and limit the footprint of urban areas;

(b) Address in Urban and Territorial plans the need to develop sustainable energy services, with a view to reducing the consumption of fossil fuel and promoting appropriate energy mixes as well as energy efficiency in buildings and multi-modal transportation services.

Regional Governments and Local Authorities and planning professionals should:

(a) Design Urban and Territorial Plans as a mitigation and adaptation framework in response to climate change and for increasing the resilience of human settlements;

(b) Adopt efficient low-carbon urban forms and development patterns;

- (c) Locate essential urban services, infrastructure and residential areas in low-risk areas;
- (d) Monitor climate change and prepare for the continuity of key urban functions during any plausible disaster or crisis.

Local Authorities in cooperation with other spheres of government and relevant partners should:

- (a) Use UTP as a basis for land-use and zoning regulations and as an action plan to improve access to water and sanitation services;
- (b) Apply UTP to identify, revitalize and protect high quality open, free and green spaces and areas with special ecological or heritage value, integrating the contributions of the private sector and civil society organizations to such undertaking;
- (c) Integrate solid and liquid waste management and recycling into spatial planning, including for the location of landfills and recycling sites;
- (d) Improve resilience through mitigation and adaptation measures to natural hazards such as floods, landslides, droughts, cyclones, earthquakes and to technological hazards;
- (e) Collaborate with service providers, land developers and land owners to closely link spatial and sectoral planning and to promote inter-sectoral coordination and synergies between services such as water, sewage and sanitation, electricity, telecommunications and transportation;
- (f) Promote the construction, retrofitting and management of “green buildings” through incentives and disincentives and monitor their economic impacts.

C. URBAN AND TERRITORIAL PLANNING COMPONENTS

Principles:

(a) As a mechanism Urban and Territorial Planning must combine several spatial, institutional and financial dimensions over a variety of time horizons and spatial scales. It must be a continuous and iterative process grounded in well-defined and enforceable regulations.

(b) Spatial planning constitutes a practical subset of UTP aimed at facilitating political decisions based on different scenarios and broad consultations, and at translating them into actions that will transform the physical and social space and support the development of sustainable territories.

National Governments, Local Authorities and their planning partners should:

- (a) Promote the use of spatial planning as a facilitating and flexible mechanism rather than a rigid blueprint, whereby spatial Plans should be elaborated in a participatory way and their various versions should be made accessible and user-friendly, so that they are easily understood by the population at large.
- (b) Raise public awareness on the concept of UTP, highlighting that it must be understood both as a product (the plans and associated rules and regulations) and a process (the mechanisms to elaborate, update and implement the plans) at different geographical scales.
- (c) Put in place general phasing, updating, monitoring and evaluation systems applicable to spatial plans, possibly through legislative action. Performance indicators and stakeholder participation should be an essential part of these systems.
- (d) Facilitate the development of local planning agencies that are properly structured, adequately resourced and undergoing continuous skills development in order to unleash their full potential.

Local Authorities and their planning partners should establish and maintain information databases, registers and mapping systems on population, land, environmental resources, infrastructure and services and on related needs as a basis for the preparation and revision of spatial plans and regulations.

Local Authorities should preferably elaborate and articulate Urban and Territorial Plans under the following components:

- (a) A shared strategic spatial vision and a set of consensual objectives;
- (b) A set of feasibility studies and development scenarios;
- (c) A clear prioritization and phasing of desired and achievable spatial outcomes;
- (d) Spatial plans focusing particularly on mixed land-use, urban morphology, mobility and infrastructure development, leaving room for flexibility to address unforeseen evolutions;
- (e) An appropriate system of legislative and regulatory instruments;
- (f) A set of institutional arrangements, participation and partnership frameworks and stakeholder agreements;
- (g) Effective financial and fiscal frameworks, budget scenarios and investment mechanisms;
- (h) A knowledge and monitoring base, providing evidence and understanding to inform the Urban and Territorial Planning process, and allowing the rigorous monitoring and evaluation of proposals, plans and outcomes;
- (i) A human resource development strategy to strengthen local capacities, to be supported by other spheres of government, as appropriate.

Local Authorities and their planning partners should ensure that:

- (a) Vision and prioritization result from a participatory process involving consultations between all relevant stakeholders and driven by those public authorities which are closest to the citizens;
- (b) Land-use planning promotes, *inter alia*, social and spatial inclusiveness, appropriate densification, mixed-use of land and related zoning rules, sufficient and accessible public spaces, protection of agricultural land as well as progressive regulations for land tenure, land registration systems, land transactions and land-based financing;
- (c) Infrastructure planning deals, *inter alia*, with trunk networks and arterial grids, road and street connectivity, traffic regulations and mobility incentives, relations with basic services and natural risk mitigation;
- (d) Land-use and infrastructure planning reflect a holistic approach of the built environment, i.e. address both the retrofitting of existing areas and the development of new settlements and urban extensions;
- (e) Existing urban forms and morphology are fully taken into account in urban extension, upgrading, renewal and revitalisation programmes;
- (f) Land-use and infrastructure planning and implementation are geographically associated and coordinated as infrastructure require land for their development and have a direct impact on land values;
- (g) The institutional and financial components of UTP are closely inter-related and appropriate implementation mechanisms, such as participatory budgeting and multi-level financing schemes, are established for that purpose.

D. IMPLEMENTATION OF URBAN AND TERRITORIAL PLANNING

Principles:

(a) A strengthened institutional framework is indispensable to the implementation of sustainable urban development agendas, policies, plans and programmes that intend to respond coherently and effectively to current and future challenges;

(b) Adequate implementation of plans in all their dimensions requires efficient urban management, improved coordination, consensus-building approaches, reduced duplication of efforts, continuous monitoring and periodic adjustments. It requires in particular an appropriate legal framework and sufficient capacities at all levels, as well as sustainable financial mechanisms and technologies.

National Governments should:

- (a) Keep legislation and urban rules and regulations, as essential implementation tools, under periodical and critical review and make them fully enforceable;
- (b) Ensure the respect of the rule of law by all inhabitants, land and real estate developers and service providers;

(c) Assess the implementation of Urban and Territorial Plans and provide support and incentives to local authorities, as appropriate.

National Governments should be aware that:

(a) Monitoring and reporting on UTP implementation stages, adjustments and challenges are integral to a democratic polity and should involve urban planning professionals, civil society organizations and the media;

(b) Cross-fertilization among city experiences, including through city-to-city cooperation, could be an important way of improving planning, implementation and urban management practices.

National and Regional Governments and their academic partners should therefore:

(a) Develop robust monitoring systems on UTP, combining quantitative and qualitative information and analyses, based on indicators designed to track progress in both processes and products, and open to public scrutiny. International exchanges of lessons learnt should build on these national and local systems.

(b) Enhance high education of students in all planning disciplines and on-the-job training of urban planning professionals and urban managers.

National Governments should support Regional and Local Authorities to reinforce:

(a) Institutional and human capacity development at local level, in the areas of planning, design, management and monitoring, through training, exchanges of experiences and expertise, knowledge transfers and organizational reviews;

(b) Public information, education and community mobilization at all stages of the implementation process, involving civil society organizations in design, monitoring, evaluation and iterative adjustments of the plans.

Local Authorities in cooperation with other spheres of government should elaborate as a matter of priority:

(a) An efficient and transparent institutional set-up to clarify leadership and partnership functions for the implementation of each particular activity defined in the Urban and Territorial Plan, as well as coordinating responsibilities (both sectoral and geographical), particularly at inter-municipal level;

(b) Realistic financial scenarios to specify all expected sources of investment (budgetary, public, private, others) as well as resource generation and cost-recovery mechanisms (grants, loans, subsidies, donations, user charges, land-based rates, taxes...) to ensure both financial sustainability and social affordability;

(c) Implementation scenarios and phasing options to allow concerned stakeholders, including community associations and private partners, to find their way and play an active role in the implementation process.

Local Authorities in cooperation with other spheres of government should ensure that:

(a) The allocation of public resources from all levels of government is commensurate to the needs identified in the plans and is programmed to leverage other resources;

(b) Private investments and Public-Private Partnerships (PPPs) are timely and transparently mobilized and accounted for, within an appropriate legal framework as specified in the International Guidelines on Access to Basic Services;

(c) Innovative sources of finance are explored and tested, evaluated and disseminated as appropriate;

(d) Multi-partner committees, involving in particular the private and community sectors, are established to follow-up on UTP implementation, assess progress on a periodical basis and make strategic recommendations, as appropriate.

Urban planning professionals and academicians should work with Local Authorities and their associations to promote:

(a) Environmentally sound technologies, geospatial technologies for data collection, information and communication technologies, street addressing, land registration and

property recording systems and use networking and social media to support technically and socially the implementation of Urban and Territorial Plans;

(b) On-the-job training and applied research associated with the implementation of the Plans with a view to learning from practical experience and providing substantive feedback to decision-makers.

Note: Countries, cities that are making use of the present international guidelines are invited to report to UN-Habitat on their experience and lessons learnt. This information will allow UN-Habitat to compile and disseminate UTP experiences, trends and approaches around the world in partnership with relevant organizations.