

CAP NEWS

The Newsletter of the Commonwealth Association of Planners

Issue No 5

March 2002

CAP Joins Global Alliance

CAP has signed up to be a member of the Global Alliance for Building Sustainability. This is a core group of professional bodies that is targeting the World Summit on Sustainable Development. The Summit will be held in Johannesburg 26 August - 4 September, and is the "follow-up" event to the historic meeting in Rio in 1992 that adopted the global plan of action for sustainable development. UN Secretary General Kofi Annan has invited the Alliance to present its findings to the UN's inter-governmental forum. Klaus Topfler, Under Secretary General of the UN and Executive Director of the UN Environment Programme, will give the keynote address to the Global Alliance event.
continued on page 2

INSIDE THIS ISSUE

- 1 CAP Joins Global Alliance
- 2 President's Piece
- 3 News
- 6 Getting Together
- 9 Planning in Conditions of Rapid Urbanisation - Reports from Papua New Guinea, Uganda and Jamaica
- 14 Planning Schools in the Commonwealth
- 15 Book Review
- 17 Conferences

Newsletter Editors: Cliff Hague and Annette O'Donnell

CAP Secretariat c/o Royal Town Planning Institute in Scotland,
57 Melville Street, Edinburgh EH3 7HL, United Kingdom
Tel: +44 (0) 131 226 1959 Fax: +44 (0) 131 226 1909
Email: annette.odonnell@rtpi.org.uk
Website: www.commonwealth-planners.org.uk



Sensitisation Workshop: participants draw maps of their village area showing existing land uses – see article by Catherine Mayhew on page 6

CAP acknowledges the assistance of the Commonwealth Foundation whose Core Grant helped to support the production of this Newsletter.

continued from page 1

The Global Alliance for Building Sustainability will encompass the full range of built environment professions. As well as CAP, the RTPI has joined the alliance, and there is scope for other CAP member institutes to do likewise. The World Summit is expected to set out steps and firm targets towards achieving sustainable development. The aim of the Global Alliance is to advance that global agenda in respect of the land, property, construction and development sectors.

The focus of the Alliance's efforts will be a major, inter-professional conference in Johannesburg during the Earth Summit. The theme is "Aspiration and Reality: Building Sustainability". In total the bodies in the alliance will represent more than a million practitioners worldwide. The intention is to showcase good practice from the various professions in working towards sustainable development. The intention is to use the event to focus on commitments and practical outputs that have value beyond the conference.

CAP President Cliff Hague says, "The Earth Summit is a landmark event. Rapid urbanisation and the urbanisation of poverty threaten to make sustainable development a lost cause. Practical skills and inter-professional working can make a vital contribution. The Global Alliance is the best means for CAP to put planning and planners on the world stage. We aim to learn from others, but also to make them aware of the part that planners can play. As a Commonwealth organisation, CAP is a truly global body, and is delighted to have been invited to become part of the Global Alliance."

For further details of the arrangements for CAP involvement in the Earth Summit see page 3. For more information on the Global Alliance see <http://www.earth-summit.net/> or, if you don't have internet access contact Alan Gilham, Sustainability Advisor, RICS Foundation, 12 Great George Street, London SW1P 3AD (fax +44 20 7334 3894). A useful site for the Summit is <http://www.worldsummit2002.org/>

President's Piece

Cliff Hague

An exciting year lies ahead for CAP. We aim to hold more events than ever before in more countries than ever before. We plan to update our constitution and push ahead with important initiatives. Some of the details are explained in the rest of this Newsletter. This has been made possible because of the grants we have received from the Commonwealth Foundation, but even more importantly because of the support that the member organisations of CAP have shown by paying their subscriptions. Prompt payment and reliable flows of subscription income allow us to plan and invest in activity. They also give us credibility.

The **Earth Summit in Johannesburg** has to be the main focus of our year. It is a global event that will affect all of us, and the fact that it is being held in a Commonwealth country gives it added resonance to CAP. There could scarcely be a more appropriate venue than Johannesburg to host the event. The wealth of the city was built on extraction of the resources of the earth and the poverty of those who laboured in the mines. Today its sprawling suburbs and informal settlements embody the very essence of the challenges on the path to sustainable development. I believe that it is essential that CAP has a platform in the Earth Summit. That is why I have agreed that we should become members of the Global Alliance for Building Sustainability. There are further details about CAP's involvement elsewhere in the Newsletter, but the key points I want CAP to make through the Global Alliance are:

- Climate change and sea level rise threaten many of the small island states in the Commonwealth.
- Planning and management of urban development are vital to sustainable development.
- Inter-generational equity is important, but depends on progress towards intra-generational equity, which means closing the gap between rich and poor and ensuring gender equality.

CAP will hold its next conference in Manchester in June. The programme is still being put together, but there will be a chance to see how hosting the Commonwealth Games has contributed to regeneration of some very rundown parts of the city. The invitation from RTPI to link CAP into their national conference has provided us with the chance to bring the international planning agenda to prominence within the UK. Holding events at fairly regular intervals helps to cement the links amongst CAP members and provides a basis for on-going actions. One priority at Manchester is to revise CAP's Constitution. Details of proposed changes, drawn up by colleagues from Trinidad and Tobago, have already been publicised in Newsletter 4. Contact Annette O'Donnell at the CAP headquarters if you want more details.

As well as these events CAP will be supporting the **Planning Africa conference in Durban** in September and has set aside funds to provide pump-priming support to other Regional initiatives. Finally, as you will see, we have a new, improved lay-out for the Newsletter. We are also committed to producing 4 editions this year - April, July, September and December. So please keep sending in your contributions. We are building up the database for distribution of the Newsletter, so please send us your address so that we can mail you your copy direct and "hot off the press". An email address allows your copy to reach you quickly and is easy for us to administer, but we are happy to send printed versions to those without email.

NEWS

CAP Involvement in the Earth Summit

CAP has arranged for examples of good planning practice contributing to sustainable development to be presented at a major inter-professional conference linked to the Earth Summit. CAP has joined the Global Alliance for Building Sustainability (see page 1). This commits us to taking an active part in a meeting to be held in the Indaba hotel in Johannesburg on 28-30 August. The keynote speech to the meeting will be given by Klaus Topfler, Under Secretary General of the UN and Executive Director of the UN Environment Programme. The UN Secretary General, Kofi Annan, has asked for the outcomes of our gathering, including a compendium of case studies, to be fed to him.

We now need to propose some practical case study examples for inclusion at this event. Case studies accepted by the Global Alliance will be nominated for inclusion in the Business Action for Sustainable Development project - the Millennium Partnerships - a key outreach event from the Summit that will present the case studies to a global audience via the world wide web. We also then need to ensure that the practitioners involved with these projects can attend the meeting on 28-30 August to talk about them. There will also be an exhibition, and an opportunity for the examples of good practice to be exhibited there. Professions and businesses from across the construction industry will be represented at the meeting, so it is important that we take a proactive role and make visible the work of planners and the contribution of planning to sustainable development.

How can I get involved?

There are three ways that you can get involved in this important event.

1. Larger institutes who are CAP members may wish to join the Alliance (though this does commit you to sending representatives to the Johannesburg meeting). E-mail earth-summit@rics-foundation.org for more information.
2. Your firm or government or professional body may wish to nominate a best practice and be prepared to fund your participation in the meeting to speak about that best practice case study and to contribute to other discussions within the 3 days of the conference. There is a form to fill in. It can be downloaded from <http://www.earth-summit.net/>.
3. You may have a good case study but be unable to afford to take it to the conference. **CAP is likely to support the participation of one or two such examples from CAP funds.** Our priorities in any selection will be: quality of the example in demonstrating the role of planners in contributing towards sustainable

development; the project is from a country where lack of finance will otherwise prevent the inclusion of the project in the Global Alliance event; in nominating the person(s) to present the project, there is sensitivity to the need to ensure adequate representation of women at the Global Alliance event.

Proposals seeking CAP support should be sent (preferably in electronic form) to Annette O'Donnell, at the Cap Secretariat no later than 1 June 2002. The proposal should provide a summary of the project, emphasising the role of planners and the contribution to sustainable development (maximum 1000 words); relevant photos/maps etc; a statement of any other committed or potential sources of financial support for the presentation; an indication of the person(s) who would make the presentation, including short c.v.(s). The CAP Executive, meeting in Manchester at the CAP Conference, will then make the selection.

CAP would hope to put details of such projects in its Newsletter and on its website, so this is an opportunity to learn from each other, and improve practices.

UN Boost for Habitat

The United Nations General Assembly has upgraded the UN Centre for Human Settlements (Habitat) in Nairobi to a fully-fledged UN Human Settlements Programme. The new programme will be known as UN-Habitat. The aim is to strengthen the institutional base for the implementation of the Habitat Agenda. As well as doing promotional and management work, as UNCHS did, UN-Habitat will help in the reconstruction and rehabilitation of cities, towns and villages recovering from conflicts.

This news represents a triumph for Anna Tibaijuka, who took over at UNCHS in 2000, and is the new Executive Director of the UN-Habitat. It also has the effect of strengthening the Nairobi location of the UN, where the UN Environment Programme also has its headquarters. This has been one of Kofi Annan's long term aims.

The new website address is <http://www.unhabitat.org> and the generic email address is infohabitat@unhabitat.org. The fax number for the Information Services Section is (254 2) 62-42-65

Community Asset Management

Our colleagues the Commonwealth Association of Architects (CAA) are involved in an interesting project on Community Asset Management. This aims to let the users of

community assets (e.g. schools, health centres) take the lead in their design, management and maintenance. The intention is that this approach should be integrated into development projects so that the infrastructure for essential services like water, sanitation, health and education, serves its proper function for the whole of its designed life.

The CAA say that Community Asset Management "gives full recognition to the strengths and skills of low-income households and communities, makes provision for improvement of existing built infrastructure and creates locally appropriate new infrastructure." Field work has been undertaken in India and is now being developed in Africa (Malawi, Kenya and South Africa).

The project is being run through the Max Lock Centre at the University of Westminster, which is based in London. They are seeking interested individuals and organisations in the three African countries to assist in the project. For more information see www.wmin.ac.uk/builtenv/maxlock or email maxlockcam@wmin.ac.uk or fax Robert Brown, the Research Co-ordinator, on +44 20 7911 5171. CAP News hopes to run a fuller story on this project later in the year.

New Web Site on Urban Poverty

Another recent initiative from the Max Lock Centre at the University of Westminster is a City Poverty web site. The site is <http://www.citypoverty.net>, and it will be hosting two research projects funded by the UK's Department for International Development through its Urbanisation: Knowledge and Research Programme. These are "Localising the Habitat Agenda for Urban Poverty Reduction" and "Addressing Poverty in City Development Strategies" (which is run by GHK Research and Development). The intention is to use the site interactively to get feedback on the outputs of these projects.

NZ and Australians Meet in Wellington

The New Zealand Planning Institute and the Royal Australian Planning Institute (which becomes the Planning Institute of Australia [PIA] on 1 July) are holding their first ever joint conference. It is in Wellington on 8-12 April, and the theme is "Impacts". For details see www.impacts2002.org. CAP very much supports moves by its member bodies to get together and sees this as an interesting initiative. We hope to have a report from the event in our next Newsletter.

Put us in the Picture

CAP needs photos. We are aiming to assemble display panels that can be used to promote CAP at events and exhibitions. This means we need some strong visual images that communicate the kind of work that planners do. We are particularly keen to emphasise key aspects of planning such as working with people and involving communities in decision-making; enhancing the quality of the environment and of places; planning as contributing to economic development; the diversity of situations within the Commonwealth in which planners work, and international co-operation in the delivery of planning within the Commonwealth. Photos of planners "in action" are welcome, and we would especially like photos that show planners with whom young people, and groups who are under-represented within the planning profession could identify. Do you, or your organisation, have good images that would support these or other positive themes about the work that planners do? Would you be willing to let CAP use them? Please contact Annette O'Donnell if you think you can help.

Many planners are able photographers. Have you thought of winning a prize for your photos by entering the Commonwealth Photographic Awards? These awards are open to any Commonwealth resident, so draw them to the attention of your friends and colleagues. The theme for the 2002-3 competition is "Challenges", and photos can be black and white or coloured. While the pictures may have been taken anywhere in the world, only one print per person is allowed to be entered. Any size of print is permitted, but 8 inches by 12 inches is recommended. In addition you have to write about 50 words saying why you think the photo is significant and giving details about what it shows. Most of the winning entries will feature in a TV programme, and be used in a series of exhibitions around the world. There is also a £2000 prize for the winner plus cash prizes for Regional winners and runners ups. The deadline for submissions is 1 June 2002. For further details see the Commonwealth Press Union's website - www.cpu.org.uk or fax +44 20 7583 5549 or email cba@cba.org.uk. The competition is sponsored by the Commonwealth Foundation and supported by the Commonwealth Telecommunications Organisation. Entries should be sent to Photo Awards, Commonwealth Broadcasting Association, 17 Fleet Street, London EC4Y 1AA.

Registration of Planners in South Africa

The issue of whether there should be a formal, state-operated system of registration for professional planners is of concern in a number of countries. In South Africa registration is still based on the 1984 South African Town and Regional Planners Act. A new draft Act sets out a new

registration process, but it is not yet clear when the situation will change. Details of the old and proposed systems can be found on www.saplanners.org.za - follow the link to SACTRP and then to "registration" or to "new legislation"

RTPI Reviews its Education Policies

The Royal Town Planning Institute is currently undertaking a major review of its education policies. The Institute has set up an Education Commission and charged it with conducting a root and branch review of the existing systems of technician education, course accreditation, professional membership requirements and continuing professional development. Details can be found at <http://www.uwe.ac.uk/fbe/rtpi>, including copies of four discussion papers that set the framework for the work of the Commission.

The Commission has taken evidence from many organisations, including some members of CAP. It held 3 days of hearings in March during which Commissioners were able to listen to and question a variety of stakeholders. Falling demand for undergraduate planning courses, and consequent threats to the viability of planning schools, is a key concern. The abolition of student grants and the charging of fees has made 4 year courses such as planning less popular, and there have been calls for the RTPI to review its insistence on 4 years of full-time study.

CAP President Cliff Hague is a member of the Commission and says that the international dimension of planning education is very much in the minds of his fellow Commissioners. "The RTPI is very definitely looking outwards beyond the UK nowadays. This is reflected in the positive support it has given to CAP and to the European Council of Town Planners. One fundamental question the RTPI will address in this current Commission is what scope there might be for more proactive provision of accreditation of planning courses internationally, and even whether there is scope for using distance and computer-based learning to create globally accessible planning education." The Commission is due to meet in May to begin to pull together its conclusions and recommendations.

A key background to the rethink on education is the RTPI's "New Vision for Planning". This seeks to put sustainability at the core of planning and to emphasise the idea of spatial planning. The New Vision can be accessed from the RTPI's website at <http://www.rtpi.org.uk>

Government proposes "fundamental change" for planning in England

"This Green Paper is about delivering fundamental change to the planning system". This is the opening statement of the consultation that has been taking place about the future of the planning system in England. The government's view is that the planning system is too complex and that decisions on plans and on planning applications take too long. The proposed remedies would scrap the existing system of Regional Planning Guidance, County Structure Plans, Local Plans and Unitary Development Plans. In their place there would be Regional Spatial Strategies that would be statutory, and Local Development Frameworks. The latter would identify more detailed areas for action plans, and would contain a "statement of core policies".

Less substantive changes are proposed for the development control system. There the government's emphasis is on "improving performance" and creating a "new culture of customer service". The idea of "business zones" is floated - these would be areas targeted at high technology industry, where no planning permission would be required for certain types of development.

Two paragraphs about "Community Advocacy: Planning Aid" suggest that support to community organisations is likely to become a much more important part of planning in England. The need for "independent and impartial advice" for those who "lack the resources to be able to use planning consultants" is acknowledged and help is proposed. "Planning Aid, a network of 600 planners who give their services voluntarily, can be one source of help... We fully support the aims of Planning Aid and we are working with the RTPI on ways in which the service can be expanded and ...better funded" says the Green Paper.

The Green Paper only applies to England, since planning responsibilities are now devolved to the parliament in Scotland and the assemblies in Wales and Northern Ireland. It can be accessed from the website of the ministry, the Department of Transport, Local Government and Regions at <http://www.dtlr.gov.uk>. The RTPI has produced a detailed response that can be accessed at <http://www.rtpi.org.uk>.

Getting Together

Catherine Mayhew

Catherine Mayhew, a British planner, did Voluntary Service Overseas in Uganda, while Clive Harridge shows how CAP could foster exchanges between Commonwealth planners.

Life as an Urban Planner in Iganga, Uganda

I returned to the UK in May 2001 after working as the Town Planner in Iganga, a small town in eastern Uganda, for 2 ½ years. My placement with Iganga Town Council was set up through Voluntary Service Overseas (VSO) as a need for planning had been identified by the Council, but there were few qualified planners available in Uganda at that time.

The planning system in Uganda is based on the British system, as Uganda was a British Protectorate until its Independence in 1962. The main Town and Country Planning Act dates from 1964 and has not been updated since, although a World Bank funded project is currently in progress to update this and other legislation. Physical, i.e. land use, planning has not had a high profile in Uganda due to the shortage of personnel. The planning function has been centralised, being carried out by the planners in the central government planning department in Kampala, with each officer being responsible for around 4 – 5 Districts, with each District having one or two major towns, so the amount of time they could devote to each town was limited. Consequently, plans have not been updated, detailed layouts have been changed without planning input, and lack of enforcement has led to much illegal development and problems of houses being built in roads, buildings built in the wrong area, and open space encroached.

The main aim of my job was to prepare a new Structure Plan (equivalent to a UK Local Plan) for the town, and involve the community in the process. Alongside this was the objective to raise awareness about town planning amongst Council officers, local politicians, stakeholders and residents. ‘Sensitisation’ about town planning was essential in order that people got to know what planning is and why it is important. I was also involved in the development control process as well as various environmental programmes in the town. This was to ensure that the Plan did not remain just a pretty picture on the wall of the Town Clerk’s office, but that it would be implemented.

Involving People in Planning

Various sensitisation workshops were held for different groups in the town. The first workshop held was for the technical officers and Councillors responsible for planning. The sessions provided information about the role of planning and the planning system in Uganda. Then participants were given a plan of a fictional town ‘Any

Town’ and had to discuss where to site new land uses and justify their decisions – giving them a chance to try planning for themselves.

Further workshops were held for the local village council leaders – there are 20 village areas that make up Iganga town (see photograph on page 1). Groups were asked to draw a map of their local area, showing existing land uses, pointing out any problem areas, and recommending changes for the future. Other workshops were then targeted towards the special needs of women, youth and people with disabilities, who are often marginalised by the planning process.

These workshops allowed people to give their views and be included in the making of the new Structure Plan. A lot of enthusiasm was shown, and people were keen to find out about planning and how it affects them. I found that the concept of “planning for the future” was not something readily accepted by Ugandans because people still live very much from day to day, so it was sometimes difficult to explain issues about planning to people in the town.



Local Primary School children get involved in designing the proposed new public park in Iganga town centre.

One effective way of explaining planning issues to the community was through drama. Drama is used in Uganda as a way of sensitising people about issues such as water sanitation, HIV and AIDS and gender. Through my involvement with a local women's drama group who wrote and performed plays on such topics, the Town Council commissioned them to write a play for the launch of the consultation period for the draft Structure Plan. This was certainly the first play about town planning that I have ever seen, and it even included a specially written song about planning! The play was performed at the launch and then out in the village areas of the town and got the message across in a much more entertaining and understandable way than any workshop or seminar could have.



Women's drama group performing play about town planning for the launch of the draft Structure Plan

Reforming Planning

The Ugandan government has been following a policy of decentralisation, and local councils must now be responsible for their own planning. The shortage of qualified personnel in the country has made decentralisation of planning functions difficult to achieve, and when I first went to Uganda there were only around 25 qualified planners in the whole country, and these were mainly based in the capital Kampala. However, Makerere University started a new Urban Planning Course in 1997 and the first intake of students have now graduated so it is hoped that local councils will soon be able to employ their own planners, resources permitting. I was very happy that Iganga Town Council agreed to take on one of the new graduates in October 2000, who received on-the-job training from me and then took over the role of Town Planner after I left last year, ensuring the continuation of the Town Planning work in Iganga.

Planning in Uganda is also made more difficult because of the new legislation governing ownership of land. Previously it was the urban authority that controlled land ownership in towns. Now, the Constitution and the 1998 Land Act provides ownership rights for the people over their land. This has led to people believing that they can do what they

want with their land, yet not realising the local authority still has planning control over the land. The local authorities are hampered because in order to plan effectively and provide local services they need to allocate land for such uses, but if, like Iganga, they do not own land in which to do this, they will need a lot of money in order to compensate legitimate owners, and the money, of course, is not there.

In September, the first ever National Conference on Physical Planning was held at Makerere University, Kampala, which I helped to organise, alongside colleagues from the Physical Planning Department, Makerere University and the Urban Authorities Association of Uganda. The conference was aimed at Town Clerks and Chairpersons of all urban councils, with the objective of providing information about the planning system and raising the profile of planning nationally. It also served to inform the urban councils that there are now qualified urban planners who are available for employment. The conference was well received and during discussions it was clear that all urban councils are facing similar problems of planning effectively for their towns, when personnel and resources are limited. Participants resolved for an urgent call to the government to provide urban councils with the means to carry out planning by providing conditional grants.



World Environment Day June 2000: school children planting seedlings at the proposed public park in Iganga town centre.

Learning Through Volunteering

Having worked in UK local government it was relatively easy for me to make the transition to Ugandan local government as it was based on the same system. However, working in a developing country takes you back to basics and you get the chance to be involved in a wide variety of things, including those related to general development issues. I was much more aware of the linkages between planning and engineering and public health, perhaps because of working in a smaller town, but also because the impacts were more apparent. From this experience, I believe it is important to take a co-ordinated approach to development issues. I saw this exemplified in the operation of the technical partnership link between Iganga and Daventry

District Council in the UK, where Daventry engineers and environmental health officers worked together with their Ugandan counterparts on a drainage improvement scheme in the town.

Working as a VSO volunteer gave me the chance to live and work alongside local people, much more so than a higher paid expat. or consultant job would allow. It also raised many questions about values and priorities we have back in Britain, compared to Uganda where the local community and the extended family are very important and have a big influence on decision-making. Of course the pace of work was often frustratingly slow, lack of finance was a constant problem and local politics often had a very constraining influence over the Council's activities. Language difficulties could also arise – although English is the national language of Uganda, in Iganga the local tribal language of Lusoga is more widely spoken, and I usually needed to move on site with someone who could translate for me, as my Lusoga did not stretch to technical explanations. However, as Iganga covered a small area, I was very sustainable and did all my site visits by bicycle!

When I first considered applying to VSO, I asked whether there were placements for town planners and was told there were occasional opportunities. I was lucky to be offered one of the few placements and do not regret my decision at all to uproot from Nottingham and move to a small town in Uganda. Uganda is a beautiful country and the genuine friendliness of the local people made working and living there a wonderful experience.

Catherine Mayhew

Focus Consultants (UK) Ltd, Nottingham
catherine@focus-consultants.com

CAP Professional Exchange Programme Some Ideas for Discussion

Clive Harridge

This article sets out some preliminary ideas for the establishment of a Professional Exchange Programme for CAP members. These ideas build on my own experience of the professional exchange programme between the RTPI and the American Association of Planners and professional exchanges with planners in Lithuania. I would welcome readers' views on these ideas.

• Sharing knowledge and experience

One of the advantages of belonging to CAP is the potential it provides to share knowledge and experience and through this to enhance understanding of planning. What better way to do this than by experiencing at **first hand** the work of a CAP member from another country? The proposed

Professional Exchange Programme would provide this opportunity.

• Organisation

Someone would need to be responsible for organising the Programme which would all be conducted by e-mail. Applicants to the Programme would submit a simple form giving details of work position, planning interests, preferred countries for exchange, and other preferences (e.g. gender of exchange partner). The Programme would be run on an annual basis with a specific deadline for receipt of all applications. The organiser would match applicants reflecting their individual wishes as closely as possible. The applicants would then be put in contact with each other.

• Matching

Participants in the Programme would be expected to be flexible as it is unlikely that very specific wishes could be met. Every attempt would be made to match an individual by main job type where requested e.g. community planners to be matched with community planners, academics with academics, urbanists with urbanists etc. Opportunities would be limited by the location and type of planning undertaken by those who choose to participate in the Programme.

• The Exchange

Once the two planners are in contact and are happy with the exchange they would then make arrangements to visit each other. Each visit would be for about two weeks to be undertaken sometime during the exchange year. The visitor would be accommodated in the home of the host who would share his/her working experience with the visitor. The host may also arrange a series of visits and meetings for the visitor. After the completion of the exchange the two would be encouraged to write about their experiences so that others can also benefit.

• Costs

Participants in the Programme would pay their own travelling expenses but all accommodation and meals etc would be provided free of charge by the host. There may need to be a nominal administration charge for people wishing to participate in the Programme. The availability of an official CAP Professional Exchange Programme may make it easier for participants to secure a grant or sponsorship to cover costs, or in some cases for employers to provide paid leave and travel expenses. The organisation British Executive Service Overseas may be able to help with funding.

• Benefits

There are many benefits that would be achieved by an effective Exchange Programme. Participants would experience at first hand the work of another planner in another country. This sharing of knowledge and experience

would help individuals' develop professionally and it would help spread good practice and understanding of planning. The Programme would help forge closer links between planners across the Commonwealth. It would expand the numbers of people who are involved in CAP.

- **Difficulties**

There are a number of difficulties that would need to be overcome for the Programme to be successful. For example it might be difficult to find someone who would be willing to take responsibility for organisation. It may be difficult to secure appropriate matches between participants. It may be difficult for many individual CAP members to fund the exchange.

- **Timescale**

If the idea of the Exchange Programme is supported by CAP, then it might be possible to put in place arrangements for the Programme to begin in 2003.

- **Next Steps**

I would welcome readers' views on these preliminary ideas. Your comments on the following questions would be helpful.

1. Do you think that CAP should set up a Professional Exchange Programme?
2. Do you think many members would be interested?
3. Would you wish to participate?
4. Would you be able to help in organisation?
5. Do you think that it would be possible for individuals to secure financial support?

Please forward your views to me on the above and on any other aspects as soon as possible and preferably by 30 April 2002. It may be possible to discuss these ideas at the CAP Conference in Manchester in June. My contact details are given below.

Clive Harridge

Entec UK Ltd
Tel +44 (0) 1926 439000
E mail harrc@entecuk.co.uk

Planning in Conditions of Rapid Urbanisation – Reports from Papua New Guinea, Uganda and Jamaica

Nowhere else to go

Alan McNeil reports on the urban squatter problem in Papua New Guinea, and appropriate ways of addressing the problem.

Rural-urban migration

Prior to the British and German territorial claims in 1884 (Rannell, 1995), everyone in Papua New Guinea (PNG) lived in "rural" areas (i.e. villages). By 2000, the urban population of PNG was estimated to be 17.4 per cent of the total population, but this was still the ninth lowest urban proportion of population in the world (DFID, 2001). By 2030, the urban population of PNG is expected to make up 33 per cent of the total population: one of the highest proportional rises in the world. The actual number of people living in urban areas is expected to triple between 2000 and 2030.

In PNG, the rise in the urban population is largely a result of rural-urban migration. People are moving to towns and cities in search of a better lifestyle through paid employment, and they are aware that wider employment opportunities are available in urban areas. Most do not find employment or adequate shelter. Land titles are either unavailable or too expensive for new urban dwellers to purchase, so most are forced to live in extralegal squatter settlements on the urban fringes.

In my capacity as Provincial Physical Planner in Vanimo, I carried out land use surveys to determine the makeup and extent of the urban area and squatter settlements. Based on this knowledge and a comparison of Census data, I have estimated that the urban population of Vanimo living in legal land title neighbourhoods had grown 2.9 times between 1971 and 1990. In comparison, the population living in illegal squatter settlements on the fringes of the town had grown *24 times* over the same period, equating to an average annual increase of more than 18 per cent, and making up 66 per cent of the total population of Vanimo. My land use surveys also revealed that some occupiers of legal land titles had allowed relatives to illegally build a second house on their land, and so the "legal" parts of town often disguise an element of illegal squatters. The actual proportion of illegal settlers is therefore likely to be even higher than the estimated 66 per cent.

Lack of land accessibility

While the urban population has grown, the government has become increasingly unable to make land titles available in urban areas. The present map of Vanimo indicates very little change in the road and allotment boundaries since a land use survey in the mid-1970s (Allen, 1976). The Department of Lands suffers from a lack of resources, and has been too preoccupied with immediate day-to-day crises to address the massive task of co-ordinating urban land development. Employers provide housing for their most senior staff, but lower salaried employees and the unemployed do not receive any such benefit, and have no option but to construct their own homes illegally on either vacant government land or “customary land” (i.e. land that is customarily in the collective custodianship of a village (Land Act, 1996)).

These squatters are the new underclass of PNG, occupying land illegally, and with little hope of finding formal employment. Availability of new jobs, leases and “legal” houses has been relatively low since independence, and rural-urban migrants are therefore very likely to fall into this new underclass. In Vanimo, some families have been living in the same squatter settlements for 3 generations. Unemployed squatters survive by a combination of financial support from salaried relatives and continue the farming and fishing skills learnt in their home villages. Surplus food may be sold at local markets to generate a meagre income.

The government often orders squatters, particularly the unemployed, to return to their home villages rather than contributing to urban squalor. This order is seen as a potential solution to the squatter problem in PNG, but it is neither proactive nor practical. With increased time away from their home villages, Papua New Guineans face the increased risk of not being accepted back into their village communities. When told to return to her home village from the town of Madang, one squatter replied: “My father has lived here for a long time and even my husband grew up here. We got married and also had children in this place. For us to go back to our home province is hard. Our people won’t acknowledge us” (The National, 14.5.2001).

Many rural-urban migrants settle upon Customary lands on the urban fringes. The establishment of such settlements does not go unnoticed by the Customary landowners, and permission must be sought. In regard to the Kamkumung Customary lands on the edge of Lae, land “custodians” or “trustees” deal with land encroachments by settlers (Kaitilla, 1999). In some cases, settlement committees have been established by the Customary landowners to determine areas acceptable for squatters, to collect monthly rents, and to maintain order (Kaitilla, 1999). Squatters are even allowed to sell their houses to other squatters. Of the population of Lae, approximately 20,000 are squatters living in extralegal dwellings on Kamkumung lands (Kaitilla, 1999).

Other rural-urban migrants settle illegally on vacant government land on the urban fringes. This is an even cheaper option than Customary land because, as discussed, the government has generally been too preoccupied with immediate crises to ensure that undeveloped government land is kept clear of squatters. Virtually all the illegal squatters in Vanimo had settled on government-owned land.

The squatter threat

When large numbers of squatters move into a small area, problems of land shortages can arise. Many Kamkumung clan members in Lae are concerned that squatter settlements on their lands will leave insufficient land for their children (Kaitilla, 1999). Tensions over land supply are not unique to PNG, and were also a motivating factor in the forced evictions and burning of squatter houses in Gokwe in northwest Zimbabwe (Hammar, 2001).

Urban crime in PNG has escalated in recent years, in tandem with the increase in the squatter population. Criminal incidents are often blamed upon squatters, who are typically unemployed and partly reliant upon other means of income. The tension between squatters and the rest of the urban population can reach such a pitch that a single violent criminal incident may be used as justification for the eviction of whole squatter settlements. In response to some of their people being “terrorised”, the Labu Customary landowners of Lae recently threatened to evict settlers from their lands (The National, 8 Feb 2002). The police in Lae recently destroyed and burnt houses and crops belonging to 96 settlement households on land allocated and intended for use by the Department of Agriculture and Livestock, partly in response to increased car hold-ups on a nearby road and for the murder of a Catholic priest (The National, 28 Dec 2001 & 28 Jan 2002). Some of these squatters had been living illegally on the land for 40 years (Post Courier, 28 Jan 2002). The illegal status of squatter settlements gives the government and Customary landowners a legal means of retaliation for crimes that are in no way associated with the illegal occupation of land.

Squatting also undermines government authority, and in particular, any plans for future land development. This factor also influenced the forced evictions in Gokwe in Zimbabwe (Nyambara, 2001). The PNG Government quoted future urban land development as a reason for the forced evictions in Lae, although there were no immediate plans to use the land for other purposes (Post Courier, 28 Jan 2002). Within a few weeks, many of the squatters had set up temporary shelters on the same spots where their homes had been, because they had nowhere else to go (The National, 21 Feb 2002).

The squatter solution

Security of tenure is a critical issue in addressing poverty in the urban areas of the developing world (DFID, 2001). Programmes aimed at alleviating poverty and insecurity in the developing world should therefore include improved

land accessibility as an essential ingredient. New laws aimed at securing land rights for urban squatters have been introduced in South Africa, Tanzania, Namibia and Uganda, and security of land tenure is indeed improving in these countries (Wily 2000). Improved land accessibility alone will not cause a magic solution to urban problems, but it does have various positive knock-on effects to the well-being of the urban poor and the wider economy.

By legal definition, illegal squatter dwellings are of no value to squatters themselves, because they are fixed to land not in their ownership. Squatter dwellings are however, comprised of building materials (which have a value) and are put together with labour (which came at a cost). In reality, squatter dwellings are bought and sold on the black market, either freely, or by informal permission of landlords (as in the case of Kamkumung lands), but at much lower prices than equivalent constructions on legal land titles. Introduction of secure land tenure over dwellings reduces the risk of eviction, and allows the occupiers to access other legal systems (DFID, 2001). These benefits, in turn, increase the financial value of dwellings. There is plenty of evidence to show that legal dwellings have greater value than illegal dwellings (Galal & Razzaz, 2001). By bringing squatter settlements into the legal land tenure system, occupiers can realise the true value of the cost and effort put into construction of their homes.

De Soto (2000) classifies illegal squatter dwellings as “dead capital” meaning assets which cannot be traded or used as security for loans. While the claim that squatter dwellings cannot be traded is only true in the legal sense, the assertion that squatter assets cannot be used as security is a major impediment to economic growth. De Soto claims that the difficulty experienced in accessing capital is a major reason for the developing world being unable to take full advantage of capitalism.

In 2001, a submission proposing the “urbanisation” of selected settlements in the PNG capital, Port Moresby, was put to the government (The National, 24 May 2001). The submission included the granting of land titles to squatters, and recognised that such titles would provide the security needed to obtain bank loans to fund house construction. A pilot urbanisation project had already been carried out in one part of the city, and provincial governments were urged to adopt the programme for provincial centres. The squatter problem and appropriate solutions have been identified in PNG, and with the proper coordination and use of resources, solutions can be put into practice.

Papua New Guinea Newspapers

The National (various issues). Available online at <http://www.thenational.com.pg>

Post Courier (various issues). Available online at <http://www.postcourier.com.pg>

Papua New Guinea Legislation

The Land Act (1996).

The Physical Planning Act (1989).

Other References

Allen B (1976) “Vanimu” in R.Jackson (ed) *An Introduction to the Urban Geography of Papua New Guinea*, University of Papua New Guinea, Department of Geography Occasional Papers No.13, pp.322-335.

De Soto H (2000) *The Mystery of Capital*, Bantam Press, London.

Department for International Development (DFID) (2001) “*Meeting the Challenge of Poverty in Urban Areas*”, DFID, London.

Galal A & Razzaz O (2001) “Reforming Land and Real Estate Markets”, *Global Solidarity*. Available online at <http://www.globalsolidarity.org>.

Hammar A (2001) “The Day of Burning: Eviction and Reinvention in the Margins of Northwest Zimbabwe”, *Journal of Agrarian Change*, Vol.1, No.4 (October), pp.550-574.

Kaitilla S (1999) “Invisible Real Estate Agents and Urban Housing Development on Customary Land in Papua New Guinea”, *Environment and Urbanization*, Vol.11, No.1 (April), pp.267-275.

Nyambara P S (2001) “The closing frontier: Agrarian Change, Immigrants and the Squatter Menace in Gokwe, 1980-1990s”, *Journal of Agrarian Change*, Vol.1, No.4 (October), pp.534-549.

Rannell J (1995) *PNG: A Fact Book on Modern Papua New Guinea (2nd ed)*, Oxford University Press, Melbourne.

Wily L A (2000) “Land Tenure Reform and the Balance of Power in Eastern and Southern Africa”, *Natural Resource Perspectives (Overseas Development Institute)*, No.58, June.

1990 National Population Census (1993) *Final Figures, Census Unit Populations, West Sepik Province*, National Statistical Office, Port Moresby.

Challenges Facing the Delivery of Physical Planning Services in the Developing World: The Uganda Scenario

Pamela K. Ayebare (Mrs) and Vincent B. Byendaimira Ateenyi

Introduction

Physical Planning in Uganda faces many challenges. We will use the term 'Physical Planning' in its widest sense, that is, the ordering of land uses for purposes of achieving spatial order and economic efficiency.

Planning in Uganda goes back to 1902 when the Township Ordinance was pronounced. Later in 1954, the Town and Country Planning Act was enacted. This Act, amended in 1964, is still the main legislation that guides Physical Planning in Uganda.

Looking at the country's urban centres and rural settlements, the absence of spatial order is very apparent. According to a recent survey, 60 % of Kampala's estimated 2 million residents reside in unplanned settlements! The only properly planned residential neighbourhoods are those that were planned some 30 or so years ago. Virtually all the outlying satellite towns grew organically along the main routes radiating from the city centre.

The Root of the Problem

Physical Planning in Uganda, and in many developing countries, faces so many challenges that it is so difficult to typify them. We will attempt to categorise them using the Uganda experience, as follows:

1. By far the biggest challenge facing the profession and professionals in Physical Planning in Uganda is the ignorance of the general public about Physical Planning. This is not just among the ordinary people but among high ranking government officials (including key decision-makers), investors, landlords and tenants alike. This lack of awareness denies physical planning the necessary resources and the political and social support so vital for any progress. It is therefore not uncommon to find urban authorities budgeting for much less money for physical planning than for the executive's office imprest. Most people involved in the budgeting exercise scratch their head for an answer when asked about the value of Physical Planning.
2. A cause and effect of this ignorance is that the profession still operates under very limited capacity in terms of personnel. This is both at the Physical Planning Department, the main government planning office, and indeed countrywide. Until recently there were less than 40 trained Physical Planners in Uganda. These are far too few effectively to handle planning matters in one big city much less a country of 20 million such as Uganda. Planners are overwhelmed by the magnitude of work before them. It is not uncommon for planners to discover already roofed structures, or even inhabited ones, in what had been planned as roads, open spaces, etc. Since the country's University of Makerere started producing graduate Physical Planners, however, the number of trained planners is steadily increasing – but so is the pace of urbanisation.
3. Physical planning in Uganda is also constrained by an obsolete legal framework, one which is out of touch with reality and at variance with other legislation. In the last ten years, government has enacted a number of laws on various aspects of land and natural resource management in areas such as land use, land tenure, environmental management and planning, etc. In addition to these, the Constitution of the country was fundamentally transformed in 1995. At the local level, the local administration system has also changed a lot as a result of the 1997 Local Governments Act and other pieces of legislation. There are also other sector specific laws such as the Wild Life Statute, National Environment Statute, and the Investment Code, which also affect planning. These changes have eroded the fundamental assumptions of the Town and Country Planning Act. The Act was conceived in an administrative and legal framework which has now been basically overhauled.
4. Another challenge is corruption, a problem that many would wish to sweep under the carpet. Planners make decisions on the most valuable resource – land. The decisions they make for the collective good either make individuals better off or worse off. The temptation therefore to influence the Planner's decision by whatever means is very high. Whereas most Planners can and do resist such temptations, there may also be those that succumb. Perhaps the biggest problem here is with the carders that are involved in the day-to-day implementation of the Planner's decision.
5. We would not do justice to this discussion without mentioning the resources constraint. These are scarce, both at the planning stage and the implementation stage. There are very few municipalities that can afford to carry out topographic surveys for their entire area, for example. Even Kampala, the capital, would not be able to fly aerial photographs without external help (like from the Central government). This means that most information that is used in planning is obsolete! Very often planners are seen enlarging maps of scale 1:50,000 produced in the 1960s (using the old types of pantographs). On the implementation level, there are very many would be good plans that are later discarded simply because the town authorities failed to

open up roads which were later encroached upon. Moreover virtually all public facilities require the urban authorities to purchase land for them from private owners. This is, in most cases, simply impossible.

6. There is also the problem of limited career development on the part of the Planners. This is understandable given the limited number of Planners. The problem is even worse for local government employees. This puts such Planners out of touch with current trends in the profession.

The Way Forward

The situation looks so gloomy that many pessimists would simply bury their heads and lament. Not us. The following are some of the ways we think planning can become more effective in our country and indeed any other developing countries grappling with similar constraints.

- We need to sensitise the masses about Physical Planning – This can be done in workshops, seminars, newspapers and other media. An effort towards this is already afoot in Uganda (see Catherine Mayhew's article in this issue).
- We also need to strengthen the Physical Planning body, the Uganda Institute of Physical Planners, in order to protect and spearhead the interests of Physical Planners.
- Planning should be seen to produce results. We should not allow any masquerades to churn out half or even quarter baked plans.
- There is the urgent need to revise all legislation related to Physical Planning. Fortunately, efforts in this direction are already underway.
- There is also a need to develop and maintain a relationship between economic planners and physical planners. This would help budget controllers to understand physical planning better and thus ensure that more realistic resources are put in place for physical planning.

**Pamela K. Ayebare (Mrs.) and
Vincent B. Byendaimira Ateenyi in Kampala -
Uganda**

The Entrepreneurial City

Patrick Anderson

Jamaica has indicated through its participation in various structural adjustment programmes, early membership in the World Trade Organisation negotiations, preparation of a National Industrial Policy in 1995, and deregulation and liberalisation of its economy, that it wants to continue to participate in the world economy and gain a comparative advantage in some areas. Even more recently, 2000/2001, it has prepared a National Technology Policy and has also created new telecommunications legislation.

At the same time the traditional pillars of the economy, resource extraction and export, agriculture, manufacturing, import and distribution, and tourism have either declined or stagnated in terms of their contribution to Gross Domestic Product. The consequence of all this is that cities and towns in Jamaica have experienced huge in-migration without the concomitant social, economic and institutional development to accommodate the newcomers.

From an urban perspective some features of the impact of the new economy are increased squatting, higher unemployment, the rise of the informal sector - especially street vending, urban sprawl, inner-city decay, increase in violence and poverty, environmental neglect, low capacity in terms of planning and administration, and increase in technology divide. The promises of globalisation and the new world economy were not to have been such. They were to have brought wealth and prosperity to all.

In Third World cities such as Kingston, because of increasing displacement, gender bias, poverty and unemployment, it is imperative that city planners, politicians, policy makers and city administrators begin to understand the nature of the impact of globalisation on activities such as entrepreneurship (formal and informal) in our cities and its linkage to the global economy. In global cities such as London, Paris and Tokyo we understand from the work of scholars such as Saskia Sassen, James Wheeler and Mark Hepworth that producer services (finance, sales, intellectual production, consultancies, etc.) are now contributing more than traditional manufacturing to their economies. Does the same fate await cities of the developing world and how do these cities become entrepreneurial?

The way Informal Commercial Traders (ICIs) are treated in Jamaica raises some questions. They are not newcomers and have been around since emancipation. Various generations of ICIs have moved from their humble beginnings to become extremely powerful leaders of present day industry in Jamaica. And no doubt others will emerge in the future. Social, political and economic changes (the reader can decide if these changes have been for the better or the worse) have conspired to create ICIs up and down the country. They are a mixed bag; and among the reasons for their existence are: personal initiative, loss of formal

employment, desire to be self-employed and economic decline in some sectors. They are also for the most part, sidewalk squatters.

Whatever the case, there is a question as to whether the state has been proactive enough, and especially in a period of rapid economic change, in anticipating the needs of this sector which has the potential to be a training ground for the next generation of entrepreneurs. We cannot expect everyone to go to University of the West Indies to get an MBA in the process of becoming entrepreneurs. A Low-Tech and community based approach to entrepreneurship is just as valid as the High-Tech strategy - a lot of social capital and experience are tied up in street vending. Street vendors have to understand how to buy cheap and sell dear, accumulate surplus, assess market conditions, determine mark-up, understand calculation of usurious interest rates and send their children to school.

Some areas in which the state could assist more are in providing off-street incubator facilities, low cost finance, reduction of bureaucracy, and business development training. Further, development is no longer being measured by per capita GDP; human development indices are just as important. With this kind of assistance from the state long-term human development such as improved education, poverty eradication and equity will be assured. The free market economy that we have sold our souls to needs to recognise these imperatives.

Patrick Anderson is a Doctoral candidate at UWI, Mona (This piece first appeared in *Planscope*, the Newsletter of the Jamaica Institute of Planners, April 2002)

Planning Schools in the Commonwealth

Planning Education at the University of the West Indies, St Augustine, Trinidad and Tobago

Tanya Bedward

Planning is an emerging discipline, which addresses the need to order the development and management of specific human activities as well as terrestrial and marine resources.

Planning is an important development tool that allows for creating the most efficient budget and allocation of resources. It is also characterised by a political component, a means of attempting to win the support of local citizens. Consequently, it is of utmost importance that planning education as administered throughout the globe is tailored to address the particular issues that are endemic to respective

localities. In this respect the Caribbean has through its two major universities (the University of Technology and the University of the West Indies) embarked on programmes aimed at training competent planners.

The Graduate Programme in Planning at the University of the West Indies (UWI), St. Augustine was established in September of 1995 within the Department of Surveying and Land Information in the Faculty of Engineering. The programme was created as a direct consequence of the numerous requests that were being made by the wider Caribbean planning community at the time for adequately trained planners. It offers opportunities for pursuing a MSc. through taught courses and a research project as well as research degrees (MPhil/PhD).

The attempts to develop the Programme were supported under a UWI- McGill University agreement, which was funded by the Canadian International Development Agency (CIDA). McGill University is a member of the Montreal Inter-University Group that enables the programme to utilise the available specialised training and research skills existing within a pool of Canadian and other partner institutions.

This Graduate Programme is designed to meet the planning needs of the Caribbean Region and of the Small Island Developing States in particular. It was designed with the preconceived mandate of training professionals to become proficient in addressing issues of: land tenure, planning and infrastructure, settlement and housing, vending and marketing of agricultural and other goods in the urban areas, rural development issues, formal and informal transportation systems, increasing reliance on tourist industries and coastal zone management at the various levels of planning.

It was designed to give a new spin on planning in the region. It has acknowledged the importance of involving the wider society in the planning process, which is in keeping with the recognised need to decentralise the management of planning.

The Programme caters for students from varying undergraduate backgrounds. Courses are offered on a full-time as well as a part time basis. For fulltime students the programme's duration is two-years consisting of three semesters of taught courses and written exams and six months in which to complete the Research Project, at the end of which students are expected to accumulate 40 credits in order to meet the graduation standards. On a part-time basis, however, it may take up to three years to complete the MSc Degree this includes six semesters of coursework and written exams and nine months to complete the Research Project.

The curriculum is designed so that the core courses fulfil the output requirements of the MSc. Degree, which is a grasp of:

- The methods and procedures for making plans for development at various levels;
- The implementation of development plans;
- The evaluation of the inputs of development; and
- The analysis of the physical, environmental, social, economic and cultural context of development.

These core courses are complemented with a wide range of electives.

The programme offers tremendous opportunities for research both on an individual as well as on a group basis. The core curriculum sees students assessing planning issues not only in areas of Trinidad and Tobago, but also in other Caribbean territories such as Guyana, Grenada and St. Vincent. This aspect of the curriculum is possible owing to the availability of research support. Over the past years the programme has attracted full scholarships from the UNCHS/Caricom and continues to receive support from CIDA for students and research funding; it must also be noted that special consideration is given for funding Caribbean students.

There is an internship component to the programme geared at students with insufficient planning experience. This is carried out in the summer after the end of the first year of the programme. It facilitates placement of graduate students into planning agencies.

The Planning Programme comprises a complement of highly qualified professionals who lectures either on a part-time or full-time basis. This is especially important since it facilitates complementarities between the theory and the actual practices of the discipline.

The fact that the programme has taken a “Caribbean focus” is certainly an important step in developing a relevant MSc. Planning programme for the Region. One of the challenges with which the programme is faced in this respect is enabling planning students who are the future planners of the Caribbean to rid themselves of the mentality of adopting wholesale the principles and practices of planning from the more developed nations of the First World, but rather to develop the aptitude of applying the appropriate lessons learnt from the first world experiences within the context of the Caribbean as a whole, and the respective territories in particular.

The MSc. Planning and Development programme is a splendid one. However, I am of the strong conviction that there is always room for improvement, and therefore the programme can be strengthened by, and can also strengthen the Urban and Regional Planning Programme at the University of Technology, through the forging of a synergy between the two. Believe it or not, the future of planning education in the Caribbean is highly dependent on the success of both programmes.

I also believe that each Caribbean nation through their respective planning bodies has a significant role to play in the continued development of the programme, especially in the provision of information pertinent to the territories that are not easily accessible.

The forging of intellectual synergies within the region could also result in the creation of Caribbean-oriented planning texts that contains relevant information on the region. Additionally, those agencies that collect relevant information on a periodical basis could make access to such information less stressful for students. This could contribute to the creation of a student documentation centre for the programme, to which the students would be privy; this will serve to complement the facilities that are currently available in the department and on the wider campus. These facilities include a GIS mapping lab, planning studio and presentation room, GPS and surveying lab and a Faculty computer lab.

This programme was a dream materialised for those who conceived and spearheaded the venture. Therefore it must be nurtured because of the potentials it holds for meeting the needs and adequately addressing the numerous planning issues currently confronting the Caribbean Region.

Tanya Bedward is a graduate of the UTech Planning Programme and is currently pursuing the graduate degree programme in planning at UWI, St. Augustine (This piece first appeared in *Planscope*, the Newsletter of the Jamaica Institute of Planners, April 2002)

BOOK REVIEW

“Expectations of a Better World – Planning Australian Communities” Bruce Wright (Royal Australian Planning Institute 2001)

Graham U'ren

“The failures of planning most often arise from the absence of administrative and political structures to facilitate whole-of-government, whole-of-city, or whole-of-region strategies”. While the title of this absorbing work conveys the eternal optimism of the planning profession throughout the chequered history of Australian planning, this quotation towards the end of the book drives home the truth about planning in Australia and, possibly, in the majority of Commonwealth countries with a mature planning system.

The choice of Bruce Wright, a former journalist and newspaper editor, to author RAPI's golden jubilee

publication was appropriate not only to compile a most readable collection of the stories from those involved in the development of Australian planning but also to underline the importance of politics and administration. Typically, it would have been difficult for a planner to put their head above the parapet and blame the system. It is to the credit of RAPI that they have taken responsibility for publishing an exposé of this type.

In its 75th anniversary brochure, the Royal Town Planning Institute in the UK stated "...town and country planning became unmistakably a political exercise as well as an activity simply of technical skills". However, its title "Planning for Town and Country – Context and Achievement – 1914-1989" conveyed a more upbeat account of technical success which tended to ignore some of the realities.

Until recently, of course, the RTPI's view of planning on its home patch in the UK has been determined by the context of a relatively unified system. Devolution to Scotland, Wales and Northern Ireland, including responsibility for planning and related functions, is only in its third year. This contrasts with the existence of the Australian Commonwealth – fortuitously its Centenary of Federation falling in the same year as RAPI's half-centenary – for the entire life of formal planning in Australia. The federal system has allowed its development to be based upon interstate comparative practice. This is a lesson which the UK governments and the RTPI have yet to learn.

It should not come as a surprise to anyone familiar with westernised society, if not with Australia, that this country has demonstrated the full pattern of urbanisation. Initial problems were concerned with insanitary workers' housing, while current issues are influenced by motorised transport. The early twentieth century image of tightly packed workers' houses under a pall of smoke which greets the reader in the preface hardly conveys the brave new world image of Oz. By 1944 the Commonwealth Housing Commission was in no doubt over the need to catch up on lost time, not only in view of the backlog of housing improvement and replacement but also to accommodate a burgeoning post-war population.

It may be the perpetual fate of the planning profession that, at a time like this, planning was seen as part of the salvation with no effort spared in importing or skilling up a generation of planners but with inadequate attention to the context within which they would have to work. The perception frequently is that, having provided the planners, the problems will be solved. Who, other than the planners themselves, subsequently learned the lessons from the Cumberland County plan for Sydney (completed in 1948), for example? While this plan did establish the two important principles of pre-planning urban extensions with land allocated for public needs, and of developer contributions to services to new sub-divisions for

development, it failed to achieve many of its strategic aims as a result of organisational inadequacies. Wright says "Much of that Cumberland plan was lost – torn down by a miserly Commonwealth government, a State government which abandoned the encircling greenbelt of open space which was to shape, contain, sustain and give breath to Sydney, arrogant state agencies which ignored it, and local governments blind to larger pictures. But much was gained, too. It was an heroic effort against considerable odds".

The Cumberland County Planning Authority members were elected by the ten constituent local authorities with resulting conflicts of interest. The New South Wales state government realised that betterment tax would secure both control of development and funds for infrastructure but could not face the political consequences. The plan received no support from the federal government of Robert Menzies. The adoption of the plan was delayed for five years during which time extensive land speculation took place. In particular, the plan was undermined by government infrastructure agencies with their own agendas and the "open defiance" of the Commonwealth Housing Commission which broke the greenbelt big style. The Cumberland County Council was abandoned in 1964. Thirty-seven years on, similar administrative and political issues still remain some of the most potent inhibitors of effective planning anywhere.

The spur for planning at state level in Australia has clearly been the pressure for rapid growth of the state capitals. The book explains how each state has taken its own approach to planning whether through the Metropolitan Board of Works in Melbourne, a strong organisation which could hold its own with government with an engineering rather than a design approach, or the progressive Hepburn/Stephenson plan for Perth which was the first to introduce qualitative environmental policies as well as strategic development ones. The National Capital Development Commission for Canberra which was tempted by the grand design of Walter Burley Griffin dating as far back as 1912, eventually in 1958 adopted a model of connected towns for the national capital.

This book does not set out to be a history, but its five chapters generally follow a chronological development of planning in Australia. While it has an eminently readable style, there is no sub-structure which allows ready comparison between state systems or an overall impression of the development of policies and procedures at national, state or local level. Indeed, there is almost a complete absence of reference to the municipal level of planning and the one reference to any sort of rural planning issue is a trivial exception which proves the rule of dominance of the urban planning theme (responding to the fear of the populace of Queensland for cattle feed lots exemplifies the backstop role of planning in relation to bad neighbour developments throughout the world).

The choice of a journalistic as opposed to technical account of Australian planning means that not all the outcomes of planning in Australia are addressed. While the contribution of planning to restructuring urban areas with social and health problems, the introduction of green spaces and issues of transport are explored, there is no reference to the development of city centres or to the environmental agenda which has been growing in importance in Australia, nor the relationship between planning and environmental assessment procedures. There is also no direct reference to the contribution which planning has made to economic development in Australia.

It is perhaps surprising that a thrusting planning institute, which threw off its last vestige of colonial dependence with the decision in its jubilee year to drop the "Royal" from its name, did not take more advantage of such a milestone publication to define the profession's viewpoint. Certainly, the book is based on the contributions which many key individuals such as Walter Bunning, Gordon Stephenson, William (Lord) Halford, Gavin Walkley, Dennis Winston, Peter Harrison, Alastair Hepburn, Sir John Overall, my namesake Tom Uren (of the short lived Whitlam government in the early 70's, the only one to achieve progress at national level towards sustainable planning) and many others made to the establishment of planning in Australia, but very little is said of the development of RAPI itself. Such references as there are to the Institute are incorporated in the undifferentiated text of the main chapters. The final chapter "A new groundswell" hinges on one of the rare campaigning initiatives of RAPI, in leading a national summit on Liveable Communities in 2001 and issuing a communiqué to government. A stronger focus on the Institute itself as part of the structure of the book would have been valuable, given the appendices devoted to its key personalities and institutions.

The review of RAPI in 2000 by Jeff Campbell, former Chief Planner of the National Capital Development Commission, receives scant attention setting out, as it does, a major new direction for RAPI. In proposing that a new association should be formed, open to anyone with an interest in planning and management of Australia's cities, towns and regions and comprising chapters representing particular professional disciplines, there is a strong parallel with the Royal Town Planning Institute's recent New Vision for Planning, although the approach to a new governance may be different. The book announces that a plebiscite would be held on the future of the Institute but has been published before the result was known. Perhaps the reticence was in recognition of a possible hostage to fortune. Unfounded, as it turned out.

W. Graham U'ren is the Director of the Royal Town Planning Institute in Scotland.
"Expectations of a Better World" is available at AU\$30 and can be ordered at info@rapi.com.au

Conferences

RTPI Annual Conference – Manchester 2002

"Making Planning Work – Hard Choices About Growth"
10-12 June 2002 Manchester International Conference Centre
www.rtpi.org.uk/eandp/index.html

Commonwealth Association of Planners

CAP will run a track through the RTPI Conference in Manchester. Further details will appear on our website and will be emailed to CAP members.

CAP will hold a Business Meeting prior to this event in Manchester on Sunday 9 June

Global Alliance for Sustainable Development

Aspirations and Reality: Building Sustainability, the Indaba Hotel, Johannesburg, South Africa, 28-30 August 2002



PLANNING AFRICA CONFERENCE

The KwaZulu – Natal Branch of the South African Planning Institution has undertaken to convene a major international planning conference, the "Planning Africa Conference", at the International Convention Centre in Durban, from 17 – 20 September 2002.

It was agreed from the start that the strategic focus of the event would be planning's role in unlocking the African Renaissance, with this being stated as "Regenerating Africa through Planning". The conference is intended to be a forum where planners working throughout Africa can come together to debate the strategic action required to realise Africa's development potential, particularly in the light of the NEPAD initiative.

Another important objective of the event will be to establish channels of communication between planners working in Africa.

The Conference was originally intended to primarily serve planners working in South Africa, but it is acknowledged that this event will be an important opportunity to debate issues of common concern and importance with our colleagues from both the SADC countries, as well as other African states. It has been decided therefore to make the event a “Planning Africa” conference, and to encourage attendance by planners and decision makers from throughout Africa, as well as from other parts of the world.

In addition, it is acknowledged that planning is of critical concern to government authorities and agencies, and hence the conference will also be of importance to government officials, including Municipal Managers, as well as elected representatives from all levels of government.

A brainstorming session of leaders in planning from throughout South Africa was held in August last year to determine the strategic focus of the conference and theme of the event.

At that brainstorm, the following principles were agreed:

- ❑ The conference would focus on Africa as a continent, and not only on South Africa.
- ❑ It would deal with strategic issues and fundamental concerns, and would not be a ‘nuts ‘n bolts’ affair.
- ❑ It would be an interactive conference with active engagement and debate.
- ❑ It would bring practical and theoretical concerns together in reflection on the operational world (it would be about practitioners, academics, policymakers and the end-users of planning learning together).
- ❑ It would not be a ‘political event’ but would involve political leaders who could make a direct contribution to the discussion.

The following objectives were proposed:

- ❑ To discuss the role of planning in the regeneration of Africa, especially in regard to the programmes proposed in what is now referred to as NEPAD, but also with reference to other development frameworks that have impact in Africa.
- ❑ To assist in re-defining the image of planning within Africa.
- ❑ To reflect on the context of Africa, especially in relation to such issues as urbanisation and urban-rural linkage, HIV/ Aids, governance, and informality.

- ❑ To establish and strengthen ‘learning networks’ across the African continent, which would include comparative studies, the sharing of good practice, and the possible establishment of an Association of African Planners.
- ❑ To explore new and innovative forms of integrated development planning.
- ❑ To learn from elsewhere in the world.

The key issues to be discussed were listed as follows:

- ❑ Emerging development frameworks that impact on Africa.
- ❑ The African context, and especially the issues of
 - Urbanisation & rural-urban linkage,
 - HIV/ Aids,
 - Governance,
 - Informality,
 - Security, and
 - the threatened natural environment.
- ❑ The relationship between globalisation and African identity and practice (with reference, for example, to the role of international donor agencies, and the continued legacy of colonial histories).
- ❑ The role and identity of planning in Africa with particular reference to
 - The relationship between spatial planning and the broader planning domain,
 - Integrated development planning as the new paradigm,
 - Infrastructural planning and development as a tool of regional integration,
 - The link between planning and market processes, and
 - Failures and successes of different forms of planning.
- ❑ Diversity in Africa, as illustrated by different contexts and different experiences of planning.
- ❑ The relationship between formal systems of planning, and non-formal and indigenous practices.
- ❑ Sustainable development and competition and conflicts over resources in Africa.
- ❑ The implementation of planning especially in regard to issues of institutional capacity & governance, and the appropriate training of planners.

The call for papers has been circulated, and at the time of writing, in excess of sixty abstracts have been received, with submissions received from planners working in all fields of planning in South Africa, from many other African states, including Nigeria, Uganda, Kenya, Zimbabwe, Zambia and Botswana, as well as from Britain and Germany.

The keynote speakers include Professor Wiseman Nkuhlu, Advisor to President Mbeki, and Chairman of the NEPAD Steering Committee, Abdoumalig Simone, leading planning academic based in New York who will present a paper on "The relationship between globalisation and African Identity", Dan Smit, formerly professor in the planning school at the University of Natal and now based in the Netherlands, Cliff Hague, President of the Commonwealth Association of Planners, and Ms Lulu Gwagwa, Head of the IDT, who will present a paper on integrated rural development planning.

The second announcement, which will include the programme of speakers for the conference, will be sent out after 15 April.

Should you wish to attend this important conference, or should you wish to obtain more information about the event, please contact the conference organisers through any of the following:

SAPI Conference Secretariat
PO Box 648
Westville 3630
South Africa

Telephone 27 (0)31 2664194
Fax 27 (0)31 2664192

E – Mail Vivienne@precisionconferences.co.za
Website www.saplanners.org.za or
www.precisionconferences.co.za

CHRISTINE PLATT
Vice President SAPI
Chairman: KZN Branch and Convenor:
Planning Africa Conference

New Zealand Planning Institute/ Royal Australian Planning Institute

Joint Congress in Wellington, New Zealand
8 – 12 April 2002
www.impact2002.org

Timor Loresae Planning Institute (TLPI)

TLPI will be conducting the National Planning Conference 2002
30 April – 4 May in Dili
www.rapi.com.au/TLPI

Canadian Institute of Planners

Annual Conference
26 – 29 May 2002
Vancouver
www.cip-icu.ca

International Cities and Town Centres Conference

"Visions into Reality – Creating Liveable Cities"
18 – 21 August 2002
Caloundra Cultural Centre, Caloundra, Queensland
www.caloundra.qld.gov.au/ictc

Earth Summit

World Summit on Sustainable Development (WSSD)
26 August – 4 September Johannesburg
<http://www.worldsummit2002.org>

Contacts

CAP Women in Planning Network

Contact Olusola Olufemi
Email: 041olo@cosmos.wits.ac.za

CAP SUBSCRIPTIONS FOR 2002

Invoices for this year's subscriptions were sent out in January. Thank you to all the CAP members who have paid their subscriptions.

Reminder to everyone who has not yet paid

CAP needs your support. Please pay your subscriptions so as soon as possible.

Please note that the copy date for the next issue will be 1 June 2002. Please send in your News items, articles, book reviews, letters etc. and also give us your email address to ensure direct delivery of the Newsletter.