City Development in Africa and China

City Development in Africa and China: Proceedings and Outcomes of the Sino-African Orientation Exchange on Sustainable Urban Development

Shanghai, 9–13 November 2008

Deutsche Gesellschaft für
Technische Zusammenarbeit (GTZ) GmbH

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Preface by GTZ

The College of Architecture and Urban Planning of Tongji University and the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH organized this exchange of views, approaches, aspirations and lessons learnt about city development amongst African, Chinese and international urban leaders, practitioners and scholars.

I thank the persons and institutions involved in this exchange, and in its preparation and documentation-most notably the staff of the College of Architecture and Urban Planning of Tongji University who organised and hosted this international event and guided the entire programme to its successful conclusion. Your wonderful, warm-hearted hospitality, commitment, dedication and professionalism not only gave the exchange a whole series of stimulating field visits but also provided a perfect setting for penetrating analysis and professional discourse.

We are also grateful for the generous support of the Federal German Ministry for Economic Cooperation and Development which has provided us with this opportunity for a meeting of minds and the formation of ties of friendship and understanding across continents and amongst people who share a common concern with the challenges of the urban age.

While the exchange project itself may be concluded with this summary of the proceedings and outcomes, many of the participants will certainly choose to continue the exchange of views, ideas and experiences.

Director, Urban Development Programme
Deputy Country Director, GTZ China
Deutsche Gesellschaft für
Technische Zusammenarbeit(GTZ)GmbH

Welcome by Tongji University

Welcome Speech held on 9 November by the Chairman of the University Council

Dear honored guests,

In the name of Tongji University and the organizing committee, please allow me to express our warmest welcome to all the city policy-makers from African countries and China and all the experts in social and economic development and architectural fields.

The **Sino-African Orientation Exchange on Sustainable Urban Development** is now being held for the purpose of promoting the mutual exchange and cooperation between China and Africa in urban development policy and urban studies.

In recent years, with the extensive cooperation and rapid progress of science and technology between China and Africa, Tongji University has participated in the master plan and sustainable development plan in some African countries. The College of Architecture and Urban Planning has been cooperating with African Urban Planning organizations extensively.

Since there are many challenges and opportunities facing both China and African countries in social and economic development, we hope that this symposium will further improve the cooperation and exchange between China and Africa in urban sustainable development, and we are also eager to learn from African countries about your precious experiences in urban sustainable development and construction.

I wholeheartedly wish that this symposium lays a solid foundation for future exchanges and an extensive platform for the cooperation between China and African countries in urban sustainable development and urban studies.

Thank you!

Zhou Jialun

Chairman
University Council
Tongji University Shanghai

Executive Summary

Introduction

Sino-African relations are currently characterized by unprecedented growth in all dimensions. In several areas, the sustainability of Sino-African cooperation is difficult to assess at this early growth stage. Professional dialogue in South-South networks may help to trigger new and more sustainable modes of cooperation. In order to advance cooperation amongst Chinese, German and African professionals in the field of urban development, the German Ministry of Economic Cooperation and Development (BMZ) commissioned the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH to support a trilateral dialogue process.

The Sino-African exchange on urban development was implemented jointly by GTZ's Urban Development team in China and Tongji University's College of Architecture and Urban Planning (CAUP). The heart of the Exchange took place in a one-week event held from November 9th to 13th, 2008 in Shanghai and involved some 150 government officials, academic experts, students and other built-environment and planning professionals-mostly from the urban development sector.

Chapter I:
Urban Sustainability:
Views, Challenges
and Approaches

Fundamental views of urban sustainability were explored during a one-day introductory seminar with expert presentations at Tongji University. To set the basis for discussions, urban development experts from China, Africa and Europe shared their experiences, best practices and lessons learnt. (Chapter I)

On this first day, it had already become clear that a common understanding and approach to sustainability might be easily defined in its core dimensions, but its practical application still poses serious challenges. It was evident that, in all three regions, the operationalisation of a comprehensive approach to sustainable urban development is constrained by short-term trends and priorities and a rather limited ability to coordinate and integrate social, economic and ecological dimensions of development. Many models and concepts, such as "smart growth", have addressed this need successfully on a smaller scale. However until now, to trigger sustainability as a global goal seems to be impossible without a general change in value systems (Introduction by G. Braun, Chapter I and Annex 2).

Additionally, the structural conditions and development discourse in each given country or region determines the way in which urban development is guided, which approaches are discussed, favoured and – last but not least – which ones are technically and economically feasible.

The keynote speeches gave important insight as to how the principles of sustainable urban development might be understood, organised and operationalised in different contexts.

Through these insights into different dimensions of urban sustainability, many interesting questions were passed on to the delegates of the Sino-African Exchange to further explore and discuss during the rest of the event.

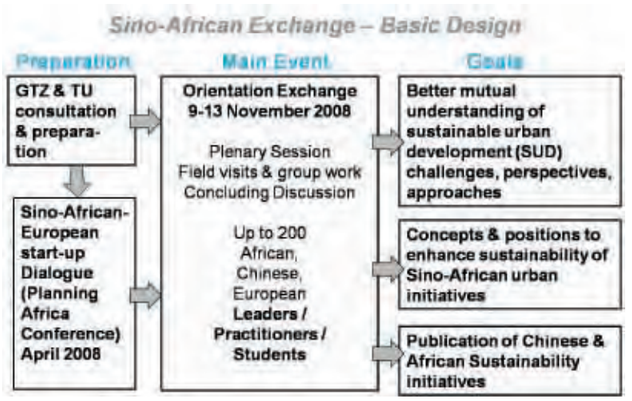
Keynote Speakers

Ato Amare - *Ministry of Urban Development, Ethiopia*
Hans-Christian Voigt - *GTZ, Ethiopia*
Gerd Sippel - *GTZ, China*
Prof. Wu Zhiqiang - *CAUP, Tongji University, Shanghai*
Carole Pourchez - *Ministry of Ecology and Sustainable Development, France*
Francois Menguelé - *Urban Development Advisor, South Africa*
William Cobbett - *Cities Alliance*
Sun Jiwei - *District Mayor, Jiading, China*
Prof. Dan Smit - *Urban Policy Adviser*
Arne Gooss - *KfW China*
Prof. Li Jingsheng - *CAUP, Tongji University, Shanghai*
Prof. Albert Speer - *Albert Speer & Partner*
Bachir Oloude - *Consultant, Cerveau International, Benin*
Prof. Li Zhenyu - *CAUP, Tongji University, Shanghai*
Prof. Helmut Asche - *Institute of African Studies, University of Leipzig, Germany*

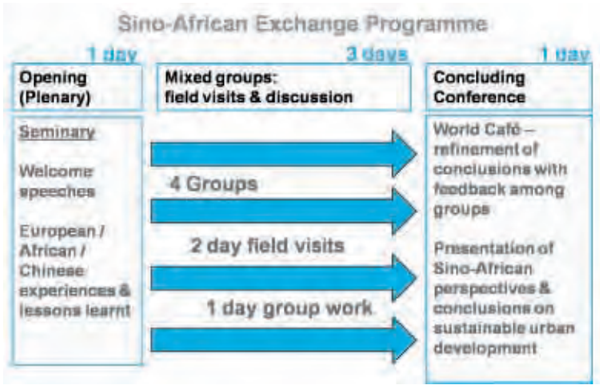
Chapter II:
The Process

The Process

Any serious orientation dialogue on the fundamentals of sustainable urban development in China and Africa must be seen as a process which can only act as a starting point for further dialogue and cooperation. Given the wide range of issues to be explored, the exchange was designed as a flexible and iterative process which is described in detail in Chapter II.



More than 150 delegates from China and 14 African countries took part in the exchange process. This included delegates from national, regional and local governments, academic institutions and consulting firms-a diverse mix of inter-continental, inter-sectoral and inter-disciplinary delegates with strong individual commitment and interest in exploring common features and differences in urban development between China and Africa, as well as in seeking the implications of related findings for further developing the initiative. During the five days, the delegates jointly embarked on a learning journey (which will surely be continued) while providing suggestions for lessons, innovative concepts and smart practices that can be applied or replicated in their respective working environments and spheres of influence.



Following the opening seminar, four mixed groups were sent on two-day field visits in the greater Shanghai area to explore the reality of urbanisation in China. The sites and themes were carefully matched with a comprehensive spectrum of urban development issues and particular fields of interest of the delegates in each group. Group tours featured site visits and discussions with local government executives, officials, experts and urban residents. Along the way, Sino-African-German group moderator teams facilitated the dialogue, channelled ideas and concerns and extracted key findings to be further elaborated and presented at the end of the event.

Although they each used a similar procedure, individual field visit groups focused on different aspects of urban sustainability, employed varying facilitation techniques and analytical approaches which enabled them to subsequently develop a diversity of findings and conclusions on urban sustainability in a trans-continental perspective.

Group 1, whose visit focused on urban conservation in **Yangzhou** and large-scale integrated urban planning in **Anting New Town**, used the elements of an integrated planning model to analyse and summarise key differences, similarities and findings and make recommendations for urban development in China and African countries.

Group 2 visited **Jiading** and **Qingpu** districts-two new development areas and large district agglomerations at the fringes of Shanghai Municipality. The focus of these visits were mainly based on the themes of housing, rural-urban linkages and heritage preservation. With the help of the moderators during their very lively discussions, the delegates arrived at a wealth of joint conclusions(such as the need for a more assertive stance on heritage preservation and environmental protection) and identified issues that warrant further exploration (for example, land use and civil society participation).

Group 3 visited two satellite areas of Shanghai-**Lingang**, a new harbour city under construction, and **Chongming Island**, which combines a wetland reserve area and eco-agricultural and housing areas. In this area far from the bustling metropolis, the group immersed themselves in a fundamental discussion on concepts and perceptions of sustainability and explored similarities and differences. The group also examined the coercive dimension of rapid urbanization as endorsed by the Chinese authorities as opposed to some laisser-faire approaches often found in Africa.

Group 4 travelled to **Suzhou** and **Kunshan** to observe Chinese state-of-the-art urban planning and industrial development, as well as some examples of heritage preservation. The moderators distributed a series of written questionnaires to all participants in order to prioritize topics and questions, as well as to give feedback on their impressions from the visit and discussions. The observations of this group centered around entry points in land use, planning, finance and preservation that might initiate a virtuous circle of investment, employment and housing creation, infrastructure development and heritage preservation.

On the fourth day, after returning from the field visits, further African and Chinese urban development examples were presented. These group discussions gave participants an opportunity to deepen their understanding of specific topics, and elaborate further on their conclusions from what they had seen and discussed during the field visits. The members of each group linked their exploratory results to the general theme of the event, and produced a final presentation, i.e. Joint Sino-African Perspectives on how to Advance Urban Sustainability.

The main findings from the groups were consolidated and presented to the plenary on the last day. A "World Café" method of interaction was used to refine the findings. Each group nominated two 'hosts' who explained what their major observations and conclusions from the week were, while the rest of the group 'travelled' to other groups, confirming, commenting and adding to their specific findings. The feedback from other groups was incorporated into the final presentations.

Outcomes

Chapter III: Outcomes

Given the breadth of the themes discussed in this exploratory orientation dialogue, the findings and conclusions can be only of a tentative nature. The most important lessons learned were that this initiative was worth the effort and that many issues revealed during the exchange should be more comprehensively developed by further dialogue and practical cooperation.

The results of the exchange can first of all be characterized in terms of learning from the process:

Learning from the process

Strong commitment from delegates and organisations

- The high commitment level for this Sino-African dialogue was evident during the event. This was, on one hand, expressed by the excellent event preparation and exemplary hospitality by Tongji University and the host cities visited. On the other hand, the delegates from Africa were strongly committed individuals representing key positions, institutions, sectors and debates of urban development in 14 African countries. Their eagerness to identify areas for future cooperation may have been the strongest driver of the exchange.

Overall approach rated as successful by delegates

- The building blocks of the event, the event moderation and organisation were rated by delegates as highly conducive to achieving a common understanding on urban sustainability. On their feedback forms, delegates also expressed their support to continue this trilateral form of dialogue in future initiatives.

Deepening of dialogue envisaged by both sides

- Both the African and Chinese delegates greatly appreciated this opportunity for South-South professional dialogue in its (trilateral) form, and pledged to intensify it while using more practical forms of exchange in the future. Many individual participants announced that they would relay the lessons learned and information they received during the exchange to their respective working environments. The African delegates formed an ad-hoc working committee for exchange on Sino-African cooperation representing all 14 countries.

Inter-cultural challenges require process moderation

- It was an inter-cultural challenge to conduct the event as an open dialogue with critical reflection about lessons learned. The culture of open debate and questioning by the African side in some instances collided with the highly structured and cautious communication style of the Chinese side. Thus, while professional dialogue on specific urban planning issues ran very smoothly, the constant efforts of Sino-African-European moderator teams on the meta level of communication were indispensable – especially when it came to dialogue on more sensitive political and societal aspects or on lessons learnt from failures.

Process challenges

- Time constraints, together with the broad theme of the event, made it difficult to reach as many comprehensive and in-depth joint conclusions as expected. In future, to ensure that we achieve these goals during similar exchanges, the following recommendations have been made:
  - o narrow down the thematic focus;
  - o engage with experienced trilateral moderator teams well before the event to enhance a common methodological understanding;
  - o produce and distribute detailed background material on core issues in advance (e.g.governance, planning mechanisms, municipal finance) and;
  - o allow for more room open for discussion and actively facilitate open discussions throughout the event.

Key insights

Secondly, in terms of substantive outcomes of the exchange, the participants have learned to compare and assess urban development concepts, trends and approaches in China and Africa.

Mutual understanding improved

- This is particularly true for the African delegates who had the opportunity to see the effects of Chinese urbanization approaches and discuss their transferability in the African context.
- Chinese delegates learnt about trends, concepts and approaches in Africa's urban development through keynotes, other presentations and discussions. However, many expressed the need for more detailed information and on-site learning to reach a more comprehensive understanding.

Responses to floating population required in both regions

The key lessons learnt in the exchange centred around the following thematic areas:

- Population and migration dynamics: Although China's urbanisation occurs more by design and Africa's predominant urbanisation pattern is rather organic, both regions share the challenge of how to respond to unregistered 'floating population' influxes in urban areas. There are starting points for jointly coming up with and expanding on suitable responses to this common challenge.

Impetus for state led urbanisation and economic development in Africa

- State developmentalism: China's clear policy choice, vision and delivery capacity for development through urbanisation earned unanimous admiration, as most African states have not yet adopted an explicit pro-urbanisation stance. With the awareness of the fundamental differences between China's and African countries' governance systems, the core question that arose was how to promote a new impetus for 'state develop-

mentalism' in Africa without compromising existing socio-political accomplishments, such as integrated and participatory planning procedures.

• Economic development: Both in Africa and in China, cities are the largest contributor to national GDP. However, while Chinese cities increasingly manage to attract FDI, increase productivity and their competitive advantages, migration and economic growth do not correlate with each other in Africa. They thought it would be beneficial if the Chinese model of publicly led growth initiatives was further scrutinized with regard to African cities, both in terms of the mechanisms that make it work and ways to improve its social impact on the livelihoods of urban dwellers.

• Public management capacity: It was noted that, although in a state-centred approach, Chinese authorities acceded to more modern and adaptive forms of public management with strict accountability standards and performance targets for public office bearers towards the central government. Although similar trends can be witnessed in some African countries in combination with decentralised governance and civil society involvement, traditional "red tape" bureaucracy was still found to be very frequent across the continent. Learning opportunities around the perceived higher capacity to lead implementation in China were identified.

• Governance systems: This broad issue was anticipated to feature strongly in future Sino-African dialogue on city development as it carries a strong complementarity two-way learning potential. There was a general impression that the Chinese state is overly proactive and generous in designing solutions and resourcing them to the extent that little is left to be desired by her citizens. The effective state developmentalism in China, along with the high level of engagement of academic institutions, is something which African countries can learn from. On the other hand, citizen and NGO involvement in development was seen both by Chinese and African delegates as an area where China can learn from Africa. This was judged as particularly important because of the imperative of ensuring that Chinese infrastructure projects in Africa become socially owned and sustainable.

• Planning and implementation: African delegates were impressed by the structured hierarchy of plans in China, which pave the way for future urbanization and which are implemented in a fairly straight forward, predictable and trusted manner. Many African countries are well resourced with planning professionals, but their work does little in shaping the reality of cities. To this end, a wide range of future Sino-African exchange and cooperation topics were identified - initiatives such as measures to increase the planning literacy of citizens and mayors in Africa.

• Heritage preservation: Although in China many old parts of cities were razed to make way for modern industrial and residential areas, the delegates of the exchange were shown several successful approaches that marry cultural heritage preservation with income generation. Despite Africa's strong branding potential as the 'cradle of humankind' and its wealth of cultural heritage, it was noted that most countries in Africa lack the vision and approaches to pursue heritage preservation while using it for local economic development. African delegates discussed meeting for an intra-African dialogue during 2009 to explore knowledge and awareness

Economic governance and municipal growth schemes to trigger sustainable urbanization in African cities

Introduce more adaptive and results-oriented forms of public management

Africa can learn from China how to lead implementation more effectively;

China can learn from Africa how to involve citizens in development initiatives

Structured hierarchy of plans and predictable implementation in China

Increase public planning literacy in Africa

Linking preservation with local economic development

Launch further intra-African and Sino-African dialogue on cultural heritage

China: effective public-private delivery mechanisms

gaps on heritage and to increase future exchanges with China on this matter to expand mutual cultural understanding.

• Housing and accommodation: Chinese cities were found to have established effective partnership mechanisms with private developers and investors to meet – and sometimes even override – the enormous housing demand in China. While the effectiveness of high-quality turnkey housing provision garnered a lot of respect from African delegates, the overall Chinese mode of delivery was not found to be suitable for most African settings. In particular, concerns were expressed over the socially and culturally disruptive effects of relocations. In Africa, there are many examples for successful and socially inclusive housing programmes. With these comparative advantages in mind, housing and accommodation was identified as a key topic for future Sino-African urbanisation dialogue.

• Land use management: This issue received a great deal of attention right from the beginning of the exchange. At first, China's model of state-owned land leased to private developers seemed to be incomparable to most African contexts. However, Chinese and African delegates arrived at the joint conclusion that the notion of trading land for development is what matters, not so much who owns it. While the Chinese state-led model gives way to a high velocity of transactions with land as a resource for urbanisation, land use management patterns in Africa – with few exceptions – do not seem to be so favourable to a high velocity of transactions. Acceleration of and stronger influence land transactions in Africa could be produced by value capture of such transactions, which compels the state to clearly communicate its development and investment goals through their planning. To this end, it was jointly recommended to expose African local decision makers to the Chinese context of land management.

• Funding: African delegates were impressed with the abundance of funding for urbanization, from both the state and the private sector, in the development region around Shanghai. With funding being one of the critical bottleneck issues in Africa, it became obvious that funding for urban development will be a major issue for future Sino-African exchanges. In particular, a deeper understanding of the way in which the Chinese model works should be explored by national and local decision-makers from Africa.

• Ecological urban development: Apart from a few promising innovations and policy trends reported and visited in the course of the exchange, urban development in both China and Africa still seems to be far from mobilising the massive behavioural changes required to achieve environmentally balanced development. Delegates from both regions agreed that ecology should be a central theme for future exchanges, namely professional dialogue on how to reduce the use of fossil energy resources, how to increase the level of waste re-use and recycling. The joint screening of ongoing and new Sino-African infrastructure projects could serve as a platform to operationalise the findings on a trilateral Sino-African-European basis.

Africa: socially inclusive housing programmes

Trading land for development

Promote development-focused land transactions through value capture

Further explore the mechanisms of Chinese funding models

Place emphasis on mutual learning about urban ecology approaches

Joint perspectives and findings:
In summary, the following joint visions and recommendations facilitated through the event were deemed most important by the delegates:
• Create a clearer vision among African societies on how to promote the transfer of wealth and natural assets across society and between generations.
• Use urban development initiatives as vehicles for economically, socially and environmentally balanced development.
• Embrace urbanization as an opportunity and catalyst for state developmentalism at the local level.
• Reaffirm the role of the state as one that organises and maintains a harmonious interplay between stakeholders, while maximising social benefits of governance through better delivery.
• Facilitate a massive change of behaviour in production and consumption in the input, de-materialisation and output dimensions
• Instill a greater ecological and social 'footprint' awareness in those involved in Chinese infrastructure projects and urban development initiatives in Africa.
• Promote environmentally and socially sound technological innovations.

Chapter IV: The Way Forward

In designing a meaningful follow up to the Sino-African Exchange initiative, several **key issues** were already or will be addressed:
• Having demonstrated strong enthusiasm and professionalism, Tongji University was seen as a natural **'anchor champion' on the Chinese side** to further the exchange.
• An **African 'anchor champion'** or coordinating institution is still to be sought.
• **Focal persons from the 14 African** countries represented at the exchange were designated to be actively involved in furthering the intraAfrican dialogue and preparations of post-Shanghai meetings in Africa.
• A profiling **database of Chinese projects in Africa** has been started and should feature prominently as a shared knowledge tool in follow-up activities. Some of these projects could be linked with initiatives which seek to trigger changes according to the joint findings and recommen-
dations of the Shanghai exchange event.
• Finally, future dialogue/trialogue should include designing a **long-term engagement approach** which goes beyond insular pilot projects. Setting up a demand-oriented 'Sino-Africa Urban Advisory Facility' may be one way to do this.

Although a **sustainable format for future exchange** needs to be identified, it might be initiated by the following steps:
• Setting up an Interim Joint Working Committee (selected Chinese and African delegates)
• Pursuing the exchange on a loose, occasional basis
• Set up a bilateral or trilateral cooperation programme linked with established platforms of cooperation

• Set up a project advisory facility with anchor champions from both the African and Chinese sides.

In addition, the delegates from Africa discovered a great need to further explore and prepare the issues discussed in Shanghai among themselves in order to augment their understanding of the issues from both Sino-African and intra-African perspectives.

The following institutions were identified as potential **channels and platforms for future dissemination and cooperation:**
• The **European Union (EU)** and its initiatives towards Sino-African-European trialogue on development cooperation
• **The United Nations Human Settlements Programme (UN-HABITAT)**
• **Forum on China-Africa Cooperation (FOCAC)**
• **African Ministerial Conference on Housing and Urban Development (AMCHUD)**
• **United Cities and Local Governments of Africa (UCLGA)**
• **Africities**, a high-level forum of cities and local governments in Africa (next event scheduled in December 2009)
• **The Cities Alliance**

Annexes

Annexed to the main body of this document is a wide range of supporting documentation from the Sino-African exchange:
• Annex 1: Programme Overview
• Annex 2: Elements of Sustainability and their Synthesis: Views, Challenges and Approaches
• Annex 3: Papers and Keynote Speeches
• Annex 4: Presentations
• Annex 5: Participants List

Introduction

Context

Sino-African relations are currently characterized by unprecedented growth in all dimensions. Though starting from comparatively low levels, enormous increases and complementarities of action in trade, investment, aid and immigration highlight China's advancement in Africa. Most significantly, combined imports and exports between China and Africa have grown more than 20-fold over the past ten years. While China's engagement as a trade partner and 'new donor' in Africa has become subject to a heated political debate, it remains difficult to assess the impact of development in the increasingly complex forms in which China and African countries are interacting[1]. Undoubtedly, however, both regions will continue to become more important for and dependent on each other. Accordingly, international institutions working to promote sustainable development in either region should realize this dynamic development as a historic opportunity to support South-South cooperation in its effectiveness and contribution to sustainable development in both regions.

With this in mind, the German Ministry of Economic Cooperation and Development (BMZ) decided to sponsor a trilateral Sino-African-European expert exchange, which is designed to complement existing political, economic and cultural relations between China and Africa. In particular, BMZ commissioned the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH to advance cooperation amongst Chinese, German and African professionals in the field of urban development. The initiative was implemented jointly by GTZ and the College of Architecture and Urban Planning (CAUP) at Tongji University, Shanghai. This cooperation was formalized through a Memorandum of Understanding between GTZ and Tongji University and was signed at the occasion of the university's centenary celebrations in May, 2007.

Issues and Opportunities

Each in their own ways, decision makers in Chinese and African cities alike are grappling with the challenges of the urban age. In China, urban growth, construction and managed migration continue to be core elements of national development policy. Economic growth has been extremely fast; access to urban infrastructure has been secured for most city dwellers; and informal settlements have been rare. However, the social and ecological dimensions of the urban fabric have often been compromised.

Many African cities are experiencing significantly faster urbanization rates, often associated with unemployment, severe housing shortages, overcrowding, informal settlements, and inadequate access to social and technical infrastructure. African cities urgently seek new solutions to develop better living environments and sound urban economies which are sustainable and follow the principles of good governance. Concrete examples include innovative social housing programmes, representation of city interests through local government associations and different forms of engagement amongst cities, the public and private sectors, and organizations of civil society.

These complementary strengths and weaknesses may pave the way for cooperative learning and exchange initiatives at city or country level, taking due cogni-zance of the vastly different economic, political, social and institutional conditions within and between the regions. Many ways are documented in which a city's development or a country's urban development policies have been improved by effective learning initiatives, such as city networks within one country, city-to-city learning among different countries, cross-country analyses and discussion fora.

[1] Cf. Helmut Asche's paper in Annex2

Objectives and Approach of the Exchange

Mindful of the wide array of options for a long-term learning journey, the Sino-African Orientation Exchange on Sustainable Urban Development was meant to lay the foundation for future exchanges between African and Chinese urban experts, by finding a common understanding on sustainability, exploring the development context of both regions, identifying the most important issues and the most promising channels to cooperate towards sustainable urban development.

With the main goal being to ensure that participants reach a better mutual understanding and develop 'Sino-African perspectives' on sustainable urban development, an open conceptual approach was chosen for both the preparatory dialogue and the main event which took place in Shanghai from the 9th to the 13th of November, 2008. By introducing core concepts and approaches from Africa, China and Europe, participants learnt about specific urbanization features and challenges in other regions. Through the creation of an open space for dialogue in mixed workgroups, joint perspectives were elaborated. Also, by publishing the ideas developed during the exchange along with further examples of urban sustainability from the three regions involved, a wider expert audience was invited to make academic and practical contributions to a sustainable orientation of China's and Africa's future cooperation on urban issues.

GTZ and CAUP have consulted on the core topics and issues and project planning since December, 2007. In April, 2008, the Urban Development Director of GTZ China and the Vice Dean of CAUP introduced the Sino-African exchange at the **Planning Africa 2008 Conference** in Johannesburg, South Africa.

The orientation exchange was directed towards urban **leaders, practitioners and scholars** from selected African (100 persons) and Chinese cities (70 persons). Experts from CAUP and Chinese urban experts were both intermediaries and target groups of the initiative. It was anticipated that selected international experts would participate as presenters and moderators. The ongoing exchange process culminated in **one-week orientation exchange** event held from November 9 to 13, 2008 with 80 African, 70 Chinese and 20 international experts and urban decisionmakers. The venue was Tongji University in Shanghai. The programme included presentations of projects in China and Africa, organized and structured field visits in and around Shanghai and a concluding conference where the results of work done by mixed discussion groups were presented and discussed.

The exchange provided an open environment for discussions on sectoral and cross-cutting themes on sustainable urban development that are important both in the African and Chinese context - in particular ecological urban development, urban management, inter-municipal cooperation, city identity, rural-urban linkages, housing and social infrastructure. In the course of the exchange, the participants explored joint perspectives and formulated findings and recommendations on these topics.

Specific approaches to sustainable urban development, challenges and needs in China and Africa were presented in **a plenary session.** International experts presented examples from Europe and models of cooperation in Africa and China. Four mixed thematic groups explored specific issues during **field visits and working group sessions.** Each group consisted of approximately 40 **urban leaders, practitioners and students** from Africa, China and Europe. After three days of site visits and dialogue, the participants had gained deeper insights into core challenges to sustainable urban development as well as conceptual and practical approaches in different regional contexts. Entry points to further the Sino-African dialogue on urban sustainability were jointly elaborated. Each group was supported by a Sino-African-German moderator team, who facilitated an open dialogue and captured core findings to be presented at the end of the event.

The team of editors has made every effort to make this booklet useful for a larger audience of experts, practitioners and urban leaders. Therefore, the main body describes the findings and lessons learned from the event in a concise, practical way. Detailed presentations, project examples and academic papers are provided in the Annex.

Urban Sustainability: Views, Challenges and Approaches[2]

In general and in theory, the meaning of sustainability is widely shared and discussed, even though serious challenges persist in translating this concept into practice. The obstacles and necessities which impede simultaneously coordinating the three dimensions (Economy, Ecology, social Equity – the three E's) of sustainability are manifold. In practice there is a tendency to spend an inordinate amount of time concentrating on one dimension because of the depth and magnitude of aspects and challenges involved in each single dimension. Implied in this unilateral concentration on the depth and breath of issues involved in one dimension is a risk of an unbalanced development by ignoring the complex interdependency of the whole system. In other words, the most critical challenge to sustainability is in ensuring a healthy balance between the three E's. For instance, any single occurrence of an economic crisis, natural hazard or social tension will most likely lead to prompt isolated reactions. More generally, other influential factors such as urbanization, demographic changes or globalization tend to exacerbate these unbalanced developments. Cities as the 'final product' of urbanization processes with their decisive ability to concentrate – i.e. a highly efficient use of resources within certain levels of thresholds – represent one form of sustainability in the use of space. However, with the increasing competition that takes place within and between the cities, short term profit motives, fueled by the notions of 'superiority' or 'success', tend to increase the disturbance of sustainable processes instead of balancing them. In the landscape of globally competing local markets, urban economies across the world are weary of losing their "edge", nor are they keen on losing the value systems in which they are embedded. In order to manage these tensions successfully, new forms of networking and compensation have to be developed.

Worldwide, many models and concepts (e.g. smart growth, PPP, BID, CID) have already been initiated at different spatial scales and dimensions. In some cases, medium term successful initiatives have been approved but only on smaller geogr-aphical scales. However, many existing applications of these models bear testimony to the fact that a simultaneous balancing of the three E's under reasonable smart growth and development is highly complex and difficult to establish. These examples suggest that sustainability as a "glocal" goal seems to be impossible without a general change in value systems and a better understanding of the intricacies between the three E's.

In real life situations, the three dimensions defining sustainability are anything but independent from each other. Outsourcing, externalization, displacement or diffusion of mainly negative effects-based on optimization of one single dimension-may in the short term result in growth advantages at some initiating locations. However, in the long run, many positive effects that may accrue in the short term will later invert into negative ones because of the manner in which the interdependencies between the three E's play themselves out.

What does this mean for ongoing urbanization processes? The specific potential of cities is founded on their ability to concentrate. Cities are, in that view, sustainable per se. Cities and urban regions don't grow continuously but in cycles via concentration followed by de-concentration (de-central concentration) and re-concentration as long as cities preserve their ability to innovate via balanced backwash (concentration of higher level potentials) and spread effects (diffusion of lower level potentials). Empirical observations suggest that innovation is the instrument to overcome negative effects of lower level concentration. Implied in the cyclical processes of spatial concentration and de-concentration of urban development potentials is the interesting assumption that urban regions can grow-even without population increases. With all new additional cycles the degree of complexity, and the functional and socio-economic differentiation increases in the same way as the limiting factors arise unless spaces and structures of compensation can be realized. Missing compensations create disparities, polarization and fragmentation whilst becoming destructive to further growth and development paths. In order to enable sustainability and to guarantee new growth, these compensations have to be balanced, spread long term at all geographical scales simultaneously.

At least three trends seem to dominate current modes of spatial organization at the universal level. These trends refer to increasing land consumption within urban regions even without population growth, increasing spatial and functional division of locations for urban functions, and to the resulting development of increasing transport. These interdependently linked trends result at present in a series of circular cumulative conflicts. These conflicts can only be surmounted if a new understanding of regional and structural management leads to a global full cost accounting approach on (1) living conditions (social conditions), (2) production and consumption (environmental conditions), (3) transport (economic conditions) and (4) integrated regional development.

Altogether, this approach demands a general restructuring of the urban organization including the related networks, markets and fringe areas for further complex adaptation. It can be assumed that the 'new urban region systems' derived from the above modes of spatial organization are able (1) to restrict corporate bureaucracy more efficiently, (2) to develop self-reliance and creativity, (3) to re-value endogenous potential, (4) to permanently develop new sources of competitive advantages and (5) to adapt continuously to the conditions of changing environments (Beinhocker, Kauffmann). For this to happen, a continuous monitoring of the complex interplay between the variables involved could help steer the adaptation process in the direction of urban sustainability.

Extracts of the Keynote Speeches

Keynote Speakers

Ato Amare - Ministry of Urban Development, Ethiopia
Hans-Christian Voigt - GTZ, Ethiopia
Gerd Sippel - GTZ, China
Prof. Wu Zhiqiang - CAUP, Tongji University, Shanghai
Carole Pourchez - Ministry of Ecology and Sustainable Development, France
Francois Menguelé - Urban Development Advisor, South Africa
William Cobbett - Cities Alliance
Sun Jiwei - Jiading District Mayor, Shanghai
Prof. Dan Smit - Urban Policy Adviser
Arne Gooss - KfW China
Prof. Li Jingsheng - CAUP, Tongji University, Shanghai
Prof. Albert Speer - Albert Speer & Partner, Germany
Bachir Oloude - Consultant, Cerveau International, Benin
Prof. Li Zhenyu - CAUP, Tongji University, Shanghai
Prof. Helmut Asche - Institute of African Studies, University of Leipzig, Germany

[2] This is a summary of Prof. Gerhard O. Braun's Paper "Elements of Sustainability and their Synthesis" (Annex 2).

What do these previous theoretical insights mean in the context of the Sino - African Exchange?

The exchange offered the possibility to focus on sustainable urban development topics in Africa and China with additional European observations. As part of this focus, the participants discussed different experiences regarding diverse urban development trends, concepts and their governance dimensions. The goal of the exchange was to learn from these different experiences and explore theoretical concepts, governance structures, policies, institutional arrangements and other practical approaches and technologies.

All the keynote speeches gave insight into how the principles of sustainable urban development may be understood, organised and operationalised. Difficulties in applying the principles may be seen in the regional conditions and the structural constraints of change or a reversal of up-to-then successful strategies and concepts. However, many of the partially successful concepts are isolated in their spatial and spatially related effects, fragmented in their contextual capability, and ultimately not sustainable because of the higher priorities or even superiority of non-system-immanent internal and external constraints. Common land use pre-requisites of trust, communication, participation and agreement in time and space are necessary to create shared illustrations of urban sustainability. However, and despite the compulsion of common actions and activities, there is no need or even logic in copying successful concepts (in one regional system) via blind transfer into another system (VOIGT). In all regions, traditions, history, culture, and behaviour have developed specific value systems. They cannot be transferred into other systems or be overruled by 'modern' imported principles. The importing and exporting system is bound to fail because it tends to force the replication of a solution which may have been successful elsewhere due to the catalytic nature and uniqueness of the prevailing value system.

In his initial statement WU described in detail vicious circles linked with rapid growth in population and economy as well as urban infrastructure. He also made clear that with the move from concept to practice and from national strategy to local policy, different issues are indicated. With this shift the link between context and space is meant in the same way as the need to operationalise urban sustainability as a balance between ecological, economic and social conditions. WU defines such an environment as a city in 'harmony', which is still far from being achieved. To illustrate what he meant, he used an African proverb: "**If you want to go fast, go alone. If you want to go far, go together.**" Sustainability promotes a pro-active pro-social, pro-economic and proenvironmental understanding and behaviour despite increasingly limited and limiting conditions through climatic change, loss of biodiversity and natural resources, underdeveloped access to resources, missing cohesion between territories and generations and uncoordinated offer and demand in production and consumption. Possible solutions are as complex and interdependently linked as the underlying problems. Many solutions are of a technical nature as far as regions have access thereto. More difficult are solutions when they depend on changes in the nature of organisation, policy, ideological systems, individual behaviour, etc. Initial starting points are, in WU's view, a thorough analysis of the present situation and the factors that led to the current situation. It also includes analysing the relations which created the development constraints and finally an analysis of the external conditions which have influenced the internal development process. When it comes to strategic orientations, more coherent policies and integrated activities are key. Uncoordinated decisions have direct and indirect knock-on and knock-out effects on other decisions. In order to reach high levels of efficiency and effectiveness the 'pooling of knowhow and competencies' is essential. This would also mean that all people, stakeholders, representatives, and authorities have to find compromises in an interdependent top-down/bottom-up negotiation to find acceptance and control over sustainable urban development paths.

While WU's view is guided by the rapid growth of population and economy, MENGUELÉ refers to the specific situation of the African continent which is highlighted by two dominating aspects: (1) the environmental pressures on the natural systems of urbanising areas and (2) the politically explosive dimensions of rising poverty in urbanising areas. Therefore, the bottlenecks to initiate change in the urbanising environment towards sustainable development paths are different from the ones in China reported by WU: (1) "**the supply and management of serviced land for housing at a relevant pace", (2) "the mainstreaming of new financing mechanisms", and (3) "the institutional and managerial capacity of city administrations to internalise and promote joint accountability for service delivery between local government and civil society".** These bottlenecks aggravate solutions addressed to the main challenges (MENGUELÉ) of urban sustainability such as 'ongoing metropolitanisation, peripheral satellite extensions, creation of new capital cities on greenfields, and the preservation of inherited cities and renewal of their infrastructures'. However, bottlenecks and constraints are only one side of the coin of sustainability; the other side is the 'dimension of scale', which allows at present 'just insular improvements instead of sustainable impacts'.

In SPEER's contribution he refers to the aspects of sustainable planning and construction at scale based on experiences from Europe, China and Africa. His key statements are close to the summary of Wu when he defines cities as 'living organisms' which 'tend to diversify and partly self organize in a network of self contained entities'. To prevent useless competition between urban regions, SPEER expects, from central planning authorities, the introduction and control of agreed development guidelines. In other parts of his presentation SPEER offers some general principles to operationalise the conditions of sustainable development: **de-centralised concentration (polycentric pattern), transit oriented development, preservation of open space and the human scale of densities, functioning networks of infrastructural systems (technical, institutional, and personal infrastructure), PPP-management and co-operation, and resource efficiency throughout all spatial scales.** SPEER finally emphasises that all these principles have to be simultaneously linked in a process of agreement and common support where all people involved should feel responsible for the entire process.

LI explains in his presentation that sustainability is defined by the same goal globally but the answer will be different while closely related to the location, time, and social background. With his examples he shows ways of balancing the sustainable dimensions adjusted to time, space and structure when he searches for solutions framed by conditions of ownership, density, size, access, preservation and identity questions in situations where China's social housing system speeds up and changes with market system conditions.

ASCHE finally provides the link between the experience of sustainable development in China and its transfer to Sino-African projects - especially **China's aid in African cities is quick, inexpensive and highly visible while concentrated on basic urban infrastructural (housing, roads, health and education) projects.** However, there are also some critical points as to participation, responsibilities and endogenous effects.

All these comments and statements outline commonly agreed upon principles of sustainability and problems to convert these into a functioning reality. The only truly basic principle is how to consider the human scale. This scale expresses different values as to size, density, and heterogeneity and related thresholds. These values allow not only physical (in the view of K. LYNCH) and psychological (belonging, identification, cognitive resonance, values) orientation but also successful participation in the processes of glocalisation (access to new cycles of innovation, product and production, life, networks, markets and hierarchies).

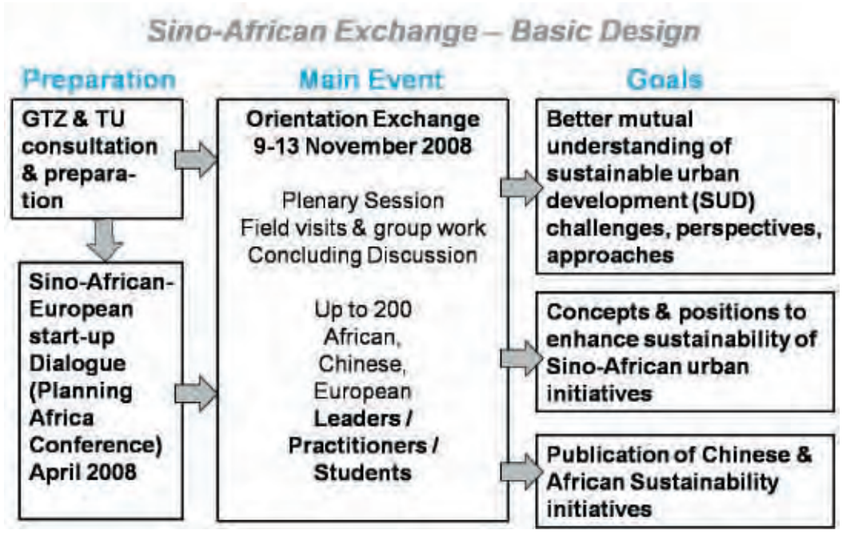
One aspect must be pointed out with regard to density and thresholds of density. Making cities ready as liveable cities (city in harmony, balanced city) and making change possible are key preconditions. These changes and makings demand a controlled status towards a common meaning of place as the forum of sustainable coexistence and exchange. These changes and makings are based on at least four interacting systems: (1) glocal participation, (2) logic, (3) change and (4) governance. Out of these systems the logic system is most prominent while dominant in the production of different and distinct patterns in our physical and virtual world. However, we have to realise that most of these logics (influencing our daily life) are of non-human character (depending on technological, economical, organisational or other types of logic). Density of population and land use functions are mainly determined by these non-human constraints. The Sino-African Exchange on

Sustainable Urban Development has made clear that tolerances as to different densities are the most controversial ones in the World. Distinct thresholds of high densities are economically efficient and technologically effective but not human in every respect. Despite different traditions and future constraints people don't have an unlimited capacity for suffering and compensation to deal with certain thresholds of densities. Nonetheless they are adaptable. Linked to this is the probing question about whether we really know what peoples' basic demand with respect to sustainability.

The Process

Programme Introduction

Against the background of increasing Sino-African cooperation, which recently often includes largescale industrial and infrastructure projects, the expected benefits of intensifying dialogue among urban experts from both regions are obvious. The rationale behind the initiative was that a continuous inter-regional professional dialogue on urbanisation will result in better knowledge and experience exchange and will provide guidance for more sustainable approaches and action in Sino-African initiatives on the ground.



The implementing partners GTZ and Tongji University had distinct roles to play in this process. GTZ has a long-standing cooperation experience in the urban development field on both the African continent and in China. It provided its particular experience in facilitating constructive dialogue and experience exchange among people from very different political, societal, professional and cultural backgrounds. Tongji University's College of Architecture and Urban Planning is one of the most renowned planning schools in China. Through its advisory work and university network in cities throughout China, and its recent establishment of an African Planners' Summer School, it provided a natural anchor institution for hosting the Sino-African Exchange.

When it comes to comparing urban development in China and Africa, it is apparent that the conditions for advancing sustainable urban development are very diverse both between China and Africa, and within each of these two regions. Accordingly, it was deemed necessary to first explore the fundamentals: what are the different concepts and frameworks which set the pace for urban development in China and Africa? Selecting a narrow thematic focus for a one-week exchange, from a broad range of fundamentally important sectoral and cross-cutting issues, would have been very difficult and to some extent preposterous for the organizers. This is why the encounter was designed as an open-ended orientation exchange where participants would be given the biggest possible

chance to influence the topics to be discussed and the outcomes of the event.

For the readers' better understanding of this open and iterative approach, the cornerstones of the preparation process and event design are described in the following box.

The Orientation Exchange: Features of the Flexible and Iterative Process

Preparation

In the first preparation phase, the organisers from GTZ and Tongji University met to design the overall concept of the exchange. It was quickly concluded that to attract a large number of participants, the event should be no longer than a week and include expert presentations, field visits to neighbouring cities and workgroup discussions on the issues identified as most interesting in the first few days. Consequently, the five-day event was split into a one-day seminar, two days of field visits and two days of workgroup and plenary discussions.

Thematic areas

Regarding the thematic areas to be discussed, seven issue clusters or 'headings' were identified as particularly relevant fields for discussion between Chinese and African participants from China and Africa. These categories were later discussed and refined but helped throughout the process to structure the preparatory discussion, selection of speakers, field visit sites and discussion groups:

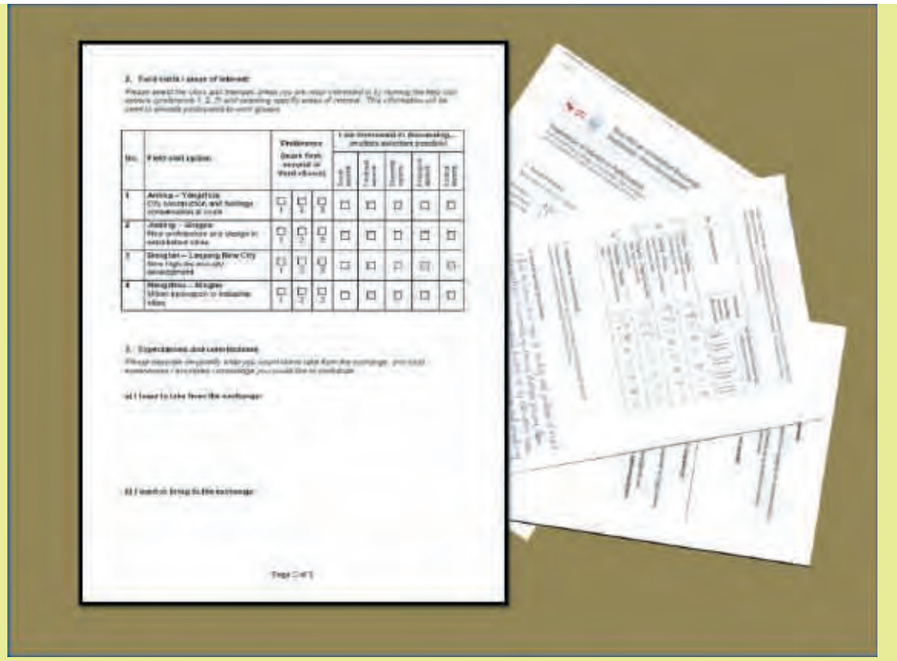
I: Ecological Urban Development
II: Urban Management
III: Inter-Municipal Cooperation
IV: City Transformation & Identity
V: Housing
VI: Rural-Urban Linkages
VII: Social Infrastructure

Participants

One of the most difficult decisions was about who to invite. Choosing 200 participants to represent urban development from a whole continent and the world's largest country (population-wise) is next to impossible. Therefore the organisers identified local government officials, academic experts, professionals and students who would have a real interest in contributing to and promoting the productive outcome of the Exchange in their respective professional environments. Tongji University drew on their wide-reaching local government and university networks in China to invite suitable delegates from the greater Shanghai region and selected western provinces. The GTZ team in China gathered advice and recommendations both from the GTZ branch offices in Africa and from the Cities Alliance Secretariat. In hindsight and anticipation of the outcome, this support in hand-picking committed individual delegates turned out to be an inestimable determining factor of the Exchange's success.

Demand-oriented Design

Before registration each participant of the Exchange was asked to fill in a form and express his/her specific interests in the Exchange. This procedure served three purposes: to select the most suitable candidates as participants, to receive valuable insight into the topics the participants were most interested in and to group the delegates accordingly. This was helpful for further preparation of the event– particularly for the selection of topics to be presented and discussed during the event.



Participants were asked beforehand about their priority topics

Revision of Themes

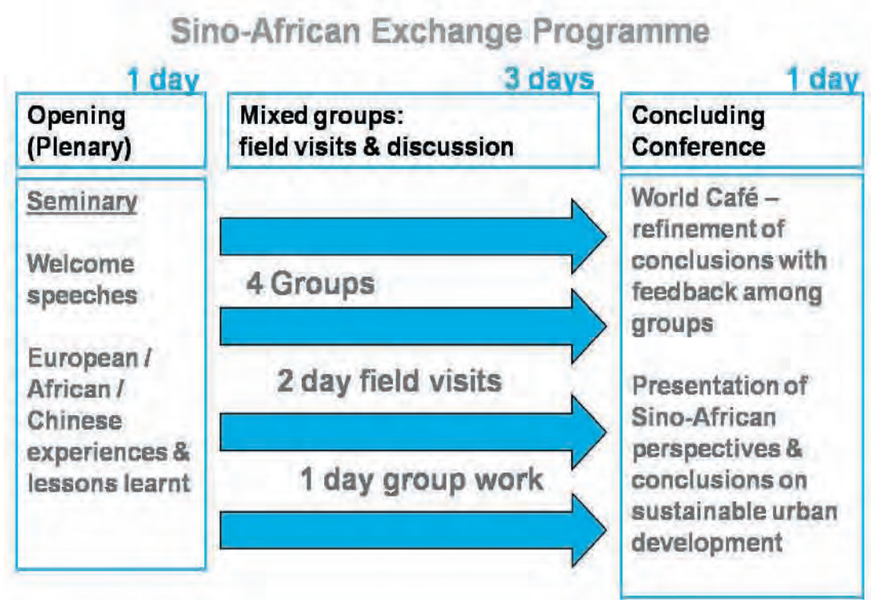
The thematic areas of the exchange were revised and refined according to the additional issues raised by registered participants. A number of fundamental questions were formulated for each issue cluster to set the analytical grid to jointly explore key differences and commonalities of urban development in China and Africa. The field visits and discussion groups were also designated to find as many answers to these questions as possible.

Process Moderation

In the limited time span of five days, the delegates of the exchange had to cross over the great geographical, cultural and historical differences between China and Africa and revisit their own understanding of urban development, development trends and approaches to arrive at a certain degree of mutual understanding in terms of urban sustainable development. To ensure that the process would run smoothly, there were two levels of process moderation. The main moderator guided the participants through the entire exchange process. Meanwhile, each of the four field visit and discussion groups was accompanied by a mixed (at least one Chinese, one African, one German) moderator team. This approach ensured that all relevant participant impressions were garnered for further development during discussions.

Event Programme

The first day of the conference concentrated on the general theme of sustainable urban development and aimed to provide an overview of the goals and context of the Exchange. In the opening seminar, experts from China, Africa and other selected international experts first introduced the experiences they had gained in the past years about urban development. They presented failures and the lessons learned from them as well as good examples for participants to compare to development projects in their own countries.



The analytical work on similarities, differences and joint approaches towards sustainable urban development was to begin during the following field visits. Mixed groups of approximately forty people visited some examples of urban development in the Greater Shanghai Region. This gave the African delegates in particular the chance to get a good idea of the impressive record of urban growth which coastal China has mastered during the last decades. Seeing and 'feeling' Chinese cities, as well as being able to direct inquiries to local experts and officials, was considered an important precondition for African delegates to assess the concepts, policies and technical approaches that triggered urbanisation at scale in China.

On the fourth day, further African and Chinese urban development examples were presented and discussed. These group discussions gave the participants an opportunity to go into more detail on focal topics and develop conclusions from what they saw and discussed during the field visits. The members of each group linked their exploratory results to the general theme of the event, and produced a final presentation- i.e. Joint Sino-African Perspectives on How to Advance Urban Sustainability.

The main findings from the groups were consolidated and presented to the plenary on the last day. A 'World Café' method was used to refine the findings: each group nominated two

World Café discussion

'hosts' who explained their major observations and conclusions from the week, while the rest of the group 'travelled' to other groups, confirming, commenting on and adding to their specific findings. The feedback from other groups was incorporated into their final presentations.

Following are detailed descriptions of the group processes on the second and third day. Group 1 mainly explored large scale urban construction in Anting New Town and cultural heritage preservation in Yangzhou City; Group 2 investigated the design of new buildings in the existing urban regions of the Jiading and Qingpu districts of Shanghai; Group 3 inspected the high-tech zone and ecological environment protection in the New Harbor City of Shanghai and Dongtan, a wetland on Chongming Island; Group 4 concentrated on large scale urban planning, rural-urban integration and heritage conservation in Suzhou and Kunshan.

On a methodological note: Although each field visit was designed according to a number of guiding themes and questions, the more important target of each visit was to initiate dialogue and joint reflection. Moderators were free to choose facilitation techniques and discussion formats as required. Due to very dynamic group processes, topics of interest often shifted and resulted in a diversity of methodology, issues and outcomes.

Field Visits and Group Processes

Group 1: Anting-Yangzhou
Moderators: Zhang Guanzeng, Lenyalo Motsei, Gerhard Braun, Huang Yi

INTRODUCTION

This report describes the moderation process, key insights, outcomes and key takeaways for both the African and Chinese delegates who were in Group 1 for the Anting-Yangzhou site visits. It covers the core topics covered in discussions and key questions and/or issues guiding the learnings and development of key insights during the site visits. It also outlines:

- summary descriptions of events during the site visits,
- group processes that guided the development of lessons from the site visits,
- moderation process and outcomes, capturing the energy, exchanges and group dynamics triggered by the site visits,
- initial findings and key insights, lessons learnt and takeaways from the site visits,
- comparative cases from both China and Africa.

Anting-Yangzhou

Anting New Town was defined in the 1996 Shanghai Metropolitan Spatial Development Policy as one of 60 towns that was aimed at spreading the urban population beyond the city center of Shanghai, providing new housing, local employment and better living environments for Shanghai residents. As a German-style town, Anting New Town has similar characteristics to its European counterparts with its spatial hierarchy-public space, semi-public space, and private space – and design styles of enclosed spaces, plazas and mixed-use development. It is a model for energy-saving building construction and community design. The Shanghai International Car Manufacturing Centre is also located here and includes six functional zones with residential, business, manufacturing, research and development and educational areas. Anting is expected to develop the largest automobile industry base in China.

PROGRAMME OVERVIEW

November 10, 2008	
10:00	Anting New Town Construction Company Headquarters for introduction to Anting New Town
11:00	Anting New Town tour by bus
12:30	Lunch at Anting Town Hall
15:30	Yangzhou City for visit to Ge Garden and Wenhua Lane in Shuangdong District for discussion with residents about housing upgrades and urban renewal of the old district
November 11, 2008	
9:00	Yangzhou Planning Museum and Exhibition Hall
11:00	Yangzhou Sludge Power Plant
13:30	Yangzhou Urban Planning Bureau Office for discussion with heads of Yangzhou Planning Bureau, Yangzhou Construction Bureau and Yangzhou Minicipal Bureau of Historic Heritages
15:00	Yangzhou City for walking tour
20:00	Return to Shanghai

BEFORE THE VISITS

Group 1 moderators gave a briefing to delegates in the bus en route to the first site visit. The briefing covered the following:

Four themes/core issues and related questions. Delegates were encouraged to familiarise themselves with the themes and core questions/issues for the trip if they had not already done so.

A 'Buddy system' was introduced in which each delegate was encouraged to pair up with an individual from a different country than his/her own. The objective of this was to facilitate new connections and promote cross-pollination of ideas between delegates.

Emerging themes and/or patterns. Delegates were asked to identify emerging themes and/or patterns, particularly around the specified four core areas, as they visited local sites. All were encouraged to note their observations, insights and 'aha' moments at the end of each day.

History of Anting. Professor Gerhard Braun from the Berlin Free University gave a brief about the history of Anting including the objectives behind city planning and the strategic goals for creating such a city. This was followed by a Q&A session with moderators and group discussion.

Programme for field trip. The programme for the day was presented and the requirements outlined for the site visits. Delegates were requested to submit one to two pages with observations, insights and learnings by the end of the trip. In addition, they were asked to state the topic/issue they were interested in exploring further. The main objective for this was to divide delegates into two subgroups for later discussion and synthesis of issues.

The four core topics initially framing the site visits to Anting-Yangzhou were:

Urban development (Anting New Town) on a large scale and urban renewal (Wenhua Lane, Yangzhou City) on a small scale: regulations and procedures relating to the sustainability of urban development and actual effects of these regulations and procedures on the sustainability of urban development.

Citizen participation in the process of urban renewal: who finances and delivers housing; e.g. governments, private developers, commercial/development banks, residents and extent to which citizens can influence, if at all, these urban renewal projects.

Urban renewal mechanisms and policies: city's strategic goals, land use management and cooperation of local government.

Preservation and development of urban cultural heritage: how to upgrade and implement cultural heritage areas and how cities can learn from each other regarding cultural heritage preservation.

DURING THE VISITS

November 10, 2008

Anting New Town
Manager, Anting New Town Construction Company and Representative, Anting Town Government

Delegates were introduced to some of the problems in Anting including a lack of transportation facilities and high vacancy rates. Although housing sales in the new town have surpassed 90%, vacancy rates may be up to 70%. Most people purchased dwellings for investment rather than living purposes. Consequently, the residential population size is too small to form a viable community environment. Kindergartens, retail shops and other public facilities are underutilized, triggering a vicious circle of declining demand for home ownership.

1. Q: How many stakeholder groups have been involved in the construction process of Anting New Town?
A: The whole process is mainly based on government initiatives. The so-called multi-participation process refers to the collaboration between architects, planners and various construction companies.

2. Q: During the planning process, has the solid waste disposal problem been taken into consideration?
A: There have been some relevant planning proposals, but these have not been implemented.

3. Q: Were there any related public hearings or consultations during the planning process? Has the government received a return on its investment?
A: There were no full public hearings or consultations and we did not fully communicate with local residents. Our planning process is quite different than other countries. At the same time, the government's huge investment has not been recovered. This suggests some management deficiencies and failures in our process.

4. Q: Anting New Town is designed to be a Germanstyle town, but there is no German climate here!
A: Definitely there is no German climate but the idea was to create a German style living environment.

Comments / Questions from the Delegates
After seeing the sculpture at the intersection, some delegates asked if there was some intention to attract German people rather than Chinese people to this new development. Being in China, why not respect the culture of your own country? Many delegates questioned the whole idea of a German town, asking why should there be a German town in China at all?

A delegate from South Africa asked why the government invested so much money in building houses for nobody to live in them? Why not use the money to build houses in urban centers as affordable public housing? If the South African Government had such an amount of money, they would build more public housing. The new town's center and urban plaza are both well designed and constructed but the question is for whom are they built? Isn't it a waste of money? Aren't there risks for such government investment? Did the government think about the investment risk before undertaking the planning and construction process?

If wealthy people only buy these houses for private investment, then they are contributing to a lack of dynamic community life in the new town. Big differences must have therefore developed between the initial hopes of people moving out of the central city and those now living in the new town. Is there a big deviation from the intended effect of the overall city planning and implementation process?

Who are the cities built for? How do the stakeholders participate in the planning process?

Who are the decision makers-residents, government officials or private sector interests? In China, the government seems to direct the planning direction and investment decisions. Does the government really decide everything?

WENHUA LANE IN SHUANGDONG DISTRICT

Local Residents Speak to Delegates
A man about 70 years old was very proud of his own house. He expressed his deep pride in the cultural importance of his house to the visitors. He explained that paving along the street expresses the harmony between humans and nature. Six parallel lines offer prayers from local people. This representation expresses harmony between individuals, society and nature, united as a whole. A Chinese character stands in the middle of the pavement conveying the Confucian ethical ideal of zhong yong-being impartial without bias (zhong) in the ordinary commonplace world (yong). A living room measures 8 chi wide by 8 chi high. 8 chi is 1 xun and two 8 chi are 1 chang, which is the typical size of many houses in this area. The upside down bat in the pavement suggests the coming of good luck. There are two kinds of plants in the courtyards - an evergreen tree and auspicious grass, meaning long life and good luck. A single piece of glass, a stone and a vase, yi shi ping jing, sounds similar to yi sheng ping jing that signifies a safe and harmonious family life. A container of water in the courtyard faces the rock on the table. This means benevolent people may love mountains, wise people may love water, and between the mountains and the rivers, there are good friends to come.

A retired woman about 50 years old explained, "The house we live in now has a history of 100 years. The quality is not so good, and originally there was no bathroom. The government paid 30% of the reconstruction costs and we paid 70%.

The total cost was about 30,000 RMB for each house. We residents spent 20,000 RMB and the remaining 10,000 RMB was paid by the Shuangdong office, the government and relevant companies. In addition, special accommodation was provided for elderly widowed people and low-income households. They did not have to pay as much as normal households. Reconstruction began in September 2006 and it took about two months to complete the project. The reconstruction mainly upgraded the infrastructure, structural support and façades of the houses. Now most houses have newly installed sanitation facilities and the façades have been improved. Each household now has a property certification that can be used for taking out a mortgage. Nearly an entire neighborhood has remained in this lane and nobody wants to move out."

After seeing the air conditioning system outside the house, some delegates asked about the resident's income level. The woman replied that they were a low-income family with a retirement income of 900 RMB each month. Some delegates from Africa were surprised and explained "in our country, if a household could afford to use an air conditioner, it would be considered to be a middle-income household".

The local manager outlined the energy saving design and construction methods used to renovate the buildings. He explained that after the houses were refurbished and new facilities installed, the house prices in the lane doubled in value. Currently the average house price in the old city area was about 8,000 RMB/m². After the reconstruction of the Shuangdong area, many people began to pay more attention to the old houses. Some residents have even chosen to move back into the old city area from other areas.

November 11, 2008

Yangzhou Planning Exhibition Hall and Museum
The tour guide gave an overview of the Yangzhou planning exhibits. Delegates toured the museum and discussed what was presented with each other. During their visit to the Yangzhou Planning Exhibition Hall, many delegates showed an interest in the structure map of ancient Yangzhou City. They questioned its relationship to the new urban structure of contemporary Yangzhou City.

Some delegates were particularly concerned about the regulatory planning process. They wanted to know about its different dimensions and the strictness of its implementation measures including height controls and land-use controls. Other delegates inquired about the limitations and controls associated with urban growth boundaries. Could undeveloped land really be strictly controlled and protected? At the same time, there were other delegates who were concerned about the green space planning. They were surprised to find out that about half of the city was green space!

Yangzhou Sludge Power Plant
The major component of the sludge is human excrement that is primarily collected via municipal pipeline infrastructure. The Yangzhou government plans to establish a sewage treatment plant in each of its villages and towns before 2010. In this way, there would be an abundant source of raw materials for the plants. The sludge power plant produces no pollutants. Power generated from the sludge is much greater than that needed to process the raw materials.

The flue gas undergoes a sulphur removal process before it is emitted from the factory chimney. Thus the main components of the flue gas are water vapor which is non-polluting to the environment. At the same time, bark is also one of the main raw materials for power generation. This kind of bark is a waste product of lumber cutting in Africa and is generally used as litter and in landfill. By mixing the bark with coke for power generation, three-fifths of current coke requirements could be saved. Waste products therefore become valuable raw materials and energy consumption would be greatly reduced. Thus the ecological and environmental benefits of this project are far greater than the economic benefits. The entire plant will be economically viable in approximately 15 years as it takes 6 to 8 years to recoup the capital outlay.

Yangzhou Planning Bureau Office
Deputy Director, Zheng Lu
Yangzhou Municipal Bureau of Planning
Deputy Director Zheng provided an overview of the planning and implementation of urban planning in Yangzhou City.

Deputy Director, Gu Wenming
Yangzhou Municipal Bureau of Construction
Deputy Director Gu outlined the relationship between urban development and the protection of the old city area.

Deputy Director, Xue Bingkun
Yangzhou Municipal Bureau of Historical Heritages
Deputy Director Xue explained the process of cultural heritage conservation in Yangzhou.

AFTER THE VISITS

Upon returning, the moderators announced the members of the two subgroups for the synthesis and discussion of issues formulated during the site visits. The foundation of the synthesis, lessons and insights from the site visits was founded on a concept of integrated planning presented by Professor Braun which was used as the basis of our Integrated Planning Procedure model (figure 1). This model served as a guide and/or framework for the synthesis of outcomes from the site visits.

The approach the moderators used was to synthesise and make sense of the observations after the site visits was driven by the principle of collaborative partnerships with delegates. We facilitated dialogue among the delegates. Participative moderation techniques were expected to increase the engagement of the delegates ensuring that all voices were heard. Most importantly, it was hoped that the use of such techniques would capture the benefits of the diversity among African and Chinese delegates within the group.

Although the moderators had initially broken the delegates into two subgroups, the intent was that in the end we would work as one group. We therefore opted to use a small group work process where delegates were broken into 5 groups of about 5 or 6 members. They were asked to synthesise their observations and insights from the site visits according to an integrated development planning matrix developed by Professor Braun. Delegates were asked to infuse experiences from African case studies into the group discussions.

Delegates then selected topics they wished to address and we had two rounds of group work, ensuring that all topics in the matrix were dealt with. At the end of each round, Professor Braun integrated the group work outcomes into the matrix (Table1). The group work process created energetic discussion among delegates as they discussed and shared their experiences from the site visits, as well as experiences from their own African countries.

CONCLUSION

The following is a summary of the facilitated process around the key question: What are your key takeaways regarding integrated urban development from the site visits to Anting and Yangzhou?

From the African delegates:
- China has beautiful, habitable cities.
- There is active involvement by universities in urban planning matters. China houses low income people in high rise buildings. In Africa, high rise buildings are not popular.
- There is strong planning commitment to infrastructure development
- Innovative and proactive approaches to urban planning and provision of housing for its city inhabitants are evident
- The Chinese perspective on sustainable development tends to be long term (beyond 30 years)
- The Chinese have a long history of planning
- There is an adherence to government control mechanisms
- An emphasis is placed on the preservation of heritage, with a view to developing places without damaging their culture and heritage.

From the Chinese delegates:
- Africans have a passion for citizen participation and involvement.
- There is a major role played by NGOs in being a bridge between local government and the community
- There was an impressive camaraderie which grew as a result of the openness and willingness of he African delegates to be open to self-criticism.
- They were able to talk freely and with knowledge about their experiences in China without having been in the country very long.
- Their depth of knowledge about their own African countries and passion about Africa as a whole was inspiring.

Model of an integrated planning procedure – Anting-Yangzhou Group

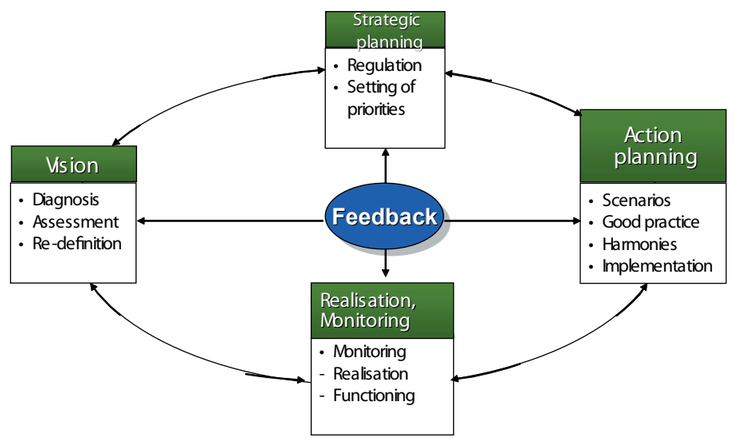


Figure 1

Analysis of planning experience in China and Africa (Extracts)

Integrated Planning Procedure	Anting as an Example for a New Town	Yangzhou as an Example for Preservation	Experience from China	Experience from Africa
Vision (Idea, developed by, discussed with, to be financed by,)	Fully functioning international well known automobile manufacturing city	Internationally recognized	To build an harmonious society combining tradition and modernity; Scale and rationality	Resources should be used to improve quality of life for all; Planning should be included; Learn from other countries
Describing the areas problems (diagnosis) in terms of need, function, form, sustainable dev.	Investment was predominant; instead of concentrated decentralization (government), prices became speculative; Lack of internal and networked transport	Preserving the old town while compromising services; Old new town transport linkages needed;	Some speculative regulations implemented; Rationality behind preservation (how much needed)?	Governmental incentives fail because of speculation by the poor; SA: 20% affordable housing policy; Preservation would mean to preserve rural elements in an urban environment; Complementarity between renovation, innovation and investment
Assessing the problems by local people and stakeholders	No stakeholder`s involvement; For whom was it built (investors or for citizens to move in)	Good example of public involvement; training of people and involving them; Help with ownership	Stakeholders and public participation improved; more policies implemented to guarantee; Improvement of transparency	Participation levels good; Communities involved in identifying their own concerns/ problems
Strategies of governing and controlling progress	Enabling and establishing infrastructure and amenities necessary within the project lifetime; Adequate stakeholders participation	Upgrade the social and technical infrastructure	Indirect involvement of government in attending to human settlements and planning; Preservation of only the best parts of heritage areas; Limited public participation	Very high government involvement, not only in planning, but also in the necessary investments for development; Consideration of improvement of local economy; Democracy and public participation slow down development
Developing strategies for priorities and implementation plans	Prioritization of increase of accessibility	Learn from Hangzhou-model; Promotion and marketing - awareness	Narrow financial gap between urban and rural; Equality between urban and rural; Social development should keep track with economic development	Integrated development plan that enables effective use of resources; Fully participating communities regarding planning, implementation and evaluation phases.

Integrated Planning Procedure	Anting as an Example for a New Town	Yangzhou as an Example for Preservation	Experience from China	Experience from Africa
What kind of integrated sustainable systems/ cycles/ harmonies have been considered?	Creation of an international image as a problem, Chinese culture not considered, no synch between infrastructure and planning	Good example of balance between traditional and modern resp. environmental and function	Functionality dominates aesthetical aspects; can change for marketing purposes	Lack of aesthetics, difference in planning for different social groups, housing finance mechanisms and institutional capacities
Implementation of the strategic plans into action plans; interpretation to the public	Fragmented implementation; Still no interpretation possible	Integrated implementation is a part of the strategy		
Monitoring of the planning process; control (zoning, stages)	The original goal is unknown	Investment of government and individuals secures good maintaining and control	Mainly owners are responsible to ensure that buildings meet standards; Individual assessment	SA: Good monitoring systems by authorities regarding height, land use, national regulations
Realisation (construction, functioning, acceptance)	Result of a poor overall planning process; It will not function	Functionality meets current demands	Speed of construction is high; Its quality is good; Functions and design are of good quality	Lower speed in construction; Function and design of good quality except for low cost housing; Quality meets in most cases national regulations

Group 2: Jiading-Qingpu
Moderators: Francois Menguele, Zhuo Jian, Zhou Jingmin, Angelika Hutter

INTRODUCTION

Group 2 visited two new development areas in the greater Shanghai area. The field trip was focused in particular on two locations: (i) Jiading new settlements and (ii) Qingpu district. The Jiading and Qingpu Urban Planning Bureau provided first hand explanations of the development occurring in the greater Shanghai area.

Jiading and Qingpu are two large district agglomerations, each with their own administrative jurisdiction within the rapidly urbanising greater Shanghai region. They follow a hybrid development trajectory which comprises the preservation and renewal of old settlements and the creation of new towns and (retirement) villages as prescribed in the Shanghai Master Plan 1999-2020. Their location within the greater Shanghai region essentially means that these two agglomerations are at the coalface of modern China's transition from a formerly agrarian developing country into a industrialised urban society.

Jiading and Qingpu have increasingly had to stand the test of becoming one of China's major portals into global, economic competition while experiencing very high levels of rural-urban migration. It is therefore not surprising to realise that 70% of Jiading's total revenue stems from industries (49% tertiary sector, 1% agriculture and a resounding 20% automotive sector[3]), followed by another 20% from residential and commercial housing stock. Key measures undertaken by local authorities in both district agglomerations include massive relocation programmes for ageing peasants and new migrants in newly built turnkey residential estates, coupled with large infrastructure projects (such as the 400 km Shanghai tramway for which Jiading will rank fourth in the world) and some relatively insular heritage and environmental preservation sites.

A major interest of the group was how the city administrations in both jurisdictions are capable of managing the triangular tension between heritage/environmental preservation, growing housing demand and massive drive for industrialisation within this region.

[3] As a matter of fact, the first Chinese car was conceptualised and manufactured in Jiading.

PROGRAMME OVERVIEW

November 10, 2008	
10:00	Jiading Planning Bureau for introduction to Jiading City
11:30	Jiading City Central District to view major cultural relics protection in Qiuxia Pu (Qiuxia Garden)
13:30	Buddha Museum and the Confucius Temple
16:00	F1 International Autodrome to view the hi-tech racing circuit
20:30	Jiading Ancient Town for Chinese cultural performances at night
November 11, 2008	
10:00	Qingpu Planning Bureau for introduction to Qingpu urban construction
11:30	Qingpu Urban Planning Exhibition
13:30	Zhujiajiao Ancient Town to view heritage conservation in the old city
16:00	Qingpu Planning Bureau for group discussion
17:30	Return to Shanghai

Jiading-Qingpu

BEFORE THE VISITS

Before starting the field visit, moderators of this group had prepared and exchanged views with the group members about what they were going to see and to find out what they expected to gain from the field visit. The main interests of the African delegates were concentrated in the following topics:

1. Historic preservation
What approaches are used to preserve architectural heritage and other cultural heritage (traditional arts, music, lifestyles) in cities?

2. Housing
How is the region coping with the growing demand for housing and accommodation? How are the social, economic and ecological aspects integrated into the planning of human settlements?
How are residential, commercial and industrial areas integrated into urban planning?

3. Environmental management
How is this region developing energy-saving technology and implementing environmental protection, especially in the context of large-scale construction projects and the dominance of the automobile industry in this area?

4. City transformation and identity
Which aspects could currently form city identity? What are the historical background, modern culture, competitive and comparative advantages of the city to be visited?

DURING THE VISITS

November 10, 2008

Jiading Planning Bureau
Mayor, Jiading Municipal Government
Deputy Director, Municipal Bureau of Construction
In Jiading District, the Planning Bureau introduced the City Development Plan and its major construction projects in the city center such as the rapid tramway system, including an example of cultural and environmental protection/re-use as illustrated by the classical Chinese garden Qiuxiapu.

Qiuxia Garden
The Qiuxia Garden, a famous classical garden in Jiangnan area, is one of the five famous gardens of Shanghai as well as the oldest garden dating from the Ming Dynasty having been founded in Zhengde during the Jiajing years of the Qing Dynasty (1506-1566 AD). This garden was privately owned by Gongbu Shangshu (an official title from ancient China) Gong Hong and was named after his family. In the fourth year of Yongzheng, the garden became the property of the City God Temple and was then destroyed repeatedly. The existing buildings in it were almost all reconstructed in the first year of Tongzhi (1862 AD)

Confucius Temple
Founded in the Southern Song Dynasty, the temple was repaired and expanded 70 times throughout its history. The existing design was developed in the Guangxu years of the Qing Dynasty. Due to its large scale, long history and integrity, the temple was given the name "Dongwu First" and it was included in the Shanghai Cultural Protection List in 1962. Jiading has been a prosperous city since ancient times and was known as an 'enlightened town'.

F1 International Autodrome
Shanghai F1 International Autodrome is considered the most multi-functional standard F1 autodrome project in the world having been built using the highest scientific and technological standards. It is located close to Shanghai International Automobile City northeast of Anting in Jiading District and occupies an area of 5.3 square kilometers.

November 11, 2008

Qingpu Planning Bureau
The delegates were given similar explanations in Qingpu District, where they learnt about major urban development initiatives-mainly in the form of new buildings, construction projects in the central area and in the prestigious Shanghai racing course.

Zhujiajiao Ancient Town
An illustration of heritage preservation measures was shown in the renewal of Zhujiajiao, a traditional town built hundreds of years ago.

Farmer Relocation Project Site
The delegates also visited new settlements for the relocation of local farmers and held discussions with the District Mayor and other local government officials.

Comments from Delegates
In Jiading District, delegates were impressed with their opportunity to have open discussions with the mayor and the urban planning director. African delegates enjoyed the site visits but were concerned about the multi-functional vision of Jiading (heritage preservation, residential quality and automotive industry). There was some concern about the lack of attention being given to heritage and environmental issues. Some felt that industrial development would damage the city image of "A Paradise on Earth".

African delegates suggested that development in Jiading was too focused on the automotive industry and economic growth, neglecting sustainability issues related to ecology and heritage. During the garden visits they noted the lack of use seen in these public open spaces compared to African public parks. Mention was made that other parts of China outside this region might be more similiar to Africa, with issues such as poverty, lack of financial resources and environmental degradation.

African delegates were interested in understanding how the authorities plan to maintain heritage sites and gardens. An emphasis was placed on the city's achievements and successful experiences rather than the lessons that had been been learned from the past which were what the African delegates were hoping to benefit from.

Chinese delegates were also eager to learn more about Africa. They questioned what African delegates wanted to learn from China and some thought that, had the Chinese representatives had more information about and a greater understanding of the African context, they could have provided richer insights. The Chinese context differs greatly from the African situation and most agreed that Africa should not be a copy of the Chinese experience. Since field visits were also limited to a very small part of one of the most highly developed regions of China, there was concern that this might mislead African delegates in their understanding of China.

Chinese delegates were a little ambivalent about the outcome of this exchange because the local government had focused considerable attention on their achievements rather than explaining lessons that they had drawn from their disappointments or from the experiences of other Chinese cities.

Some Chinese delegates suggested that African countries should avoid the same mistakes made by China in rapid urbanization and economic growth (such as pollution control in newly developed urban areas). China was able to demonstrate considerable achievements, in particular the multi-functional vision for the development of Jiading which aimed to avoid dependency on a single industrial sector (compared to the cities built in the1960s with only one industry e.g. steel making or petroleum exploitation.

AFTER THE VISITS

Delegates from both sides discussed or exchanged ideas about many issues. For instance on the issue of land ownership, the Chinese government awards developers rights of land use for periods of up to 50 years. After this period, the developer must return the land and associated built assets to the government who then derives additional revenue (i.t.o rentals) from the attached built assets. Delegates were unanimous that long term leases can be a useful long-term strategy which affords a win-win situation to both the local state and the business sector in terms of promoting orderly urban development and generating return on investment to private developers. Accordingly, African delegates were of the opinion that engaging with private sector interests in time bound transactions (land development concessions[4]) on land can help the type of urban development which supports economic growth.

The fact that in China all land belongs to the state provides the state great leverage in that (i) there are almost no costs for transactions in mobilising land for development purposes and (ii) the amount of tax which the municipality charges private developments under long term leasehold can be used to cross-subsidise the development of new housing stock for less affluent residents who are registered in the city, and qualify as beneficiaries under the registration laws[5]. In Africa, private land ownership is predominant but this is not a problem in itself. One of the major constraints of land held under customary tenure is that it is often seen as ancestral inheritance which cannot be transacted which might prevent its proactive development for urbanisation. On the other hand, huge amounts of land held under customary ownership is often bought up by speculators who, because of their sound understanding of the workings of the urban economy, leave it idle until it has appreciated enough to be sold at exorbitant costs, hence making it inaccessible to the poor.

Strong State Versus Weak State
Chinese delegates qualified their situation as being that of a forceful (control oriented and very strong) state[6], to which they attributed the fact that urban development in China can be fast-tracked. In the view of many delegates from Africa, it was acknowledged that too much participation from different players has often delayed well-intended development processes in many African countries. Even though Chinese delegates understood that development visions needed to be supported by many stakeholders for their sustainability, they were paradoxically of the view that many development choices implemented by the Chinese state thus far were not necessarily contradicting people's aspirations, especially because of the predictability of implementation. African delegates, however, believed that citizen participation and engagement are defining values of pluralist models which the majority of African countries are aspiring to, but that consensus building and social compacts must be complemented by a strong dose of enforcement in order to promote the implementation of sustainable urban development.

Policy and Strategy
Discussions with the Jiading Mayor and his officials pointed to a high level of hierarchy of systems for policy and strategy. Priority outcomes are defined at the highest level of government with a broad indication of performance to be achieved by the deconcentrated organs of state at the local government level. These directives allow for the setting of clear priorities and targets at local government levels so they can attract additional private investment that would be matched with public resources available for urban development projects. Furthermore, the Mayor of Jiading informed delegates that development policies in China are flexible. Local government can amend them as the need arises in the process of urban construction, because the conditions for change vary and may not always be predictable.

Contrary to early assumptions among African delegates that local authorities were a mere deconcentrated extension of central government structures and their policies, the mayor informed the delegates that the Jiading district had their own laws.

African delegates shared with their Chinese counterparts that many African countries differ in context and policy. They have a very hybrid development trajectory which it is critical to understand because national development trajectories set the framing conditions for local government and therefore for sustainable urban development. Nevertheless, the major tendency is that the majority of African countries have adopted decentralization policies which afford a measure of autonomy in decision making to subsovereign levels of government. Currently the main problem lies in the fact that the transfer of powers and functions is not matched with the

[4] A presentation from Côte d'Ivoire illustrated that this practice is starting to be considered in Africa

[5] Registration laws are one of the instruments used in China to mitigate the effects of massive influx on local resources. They afford shelter subsidisation and other basic needs, primarily to citizens according to their jurisdiction of origin.

[6] Even though some erroneously referred to it as 'strong government', an interpretation which could also indicate existing problems of differentiation between the state and government.

required amount of resources. In addition, many African countries lack overarching spatial development frameworks which define and calibrate public investment at a national and subnational scale, coupled with clearly defined functional assignments to the various levels of government.

Institutional Arrangements for Delivery
Many case studies visited and those presented by Chinese delegates stood as testimony to the high prevalence of Public-Private-Partnerships (PPP) across Chinese urban construction projects. While probing the role played by communities in this process, African delegates were informed that communities were more often involved as by-standers through public hearings. One specific model within the PPP scope of partnership was seen to be the preferred way of successfully leveraging private capital in public investment in China, namely the Build-Operate-Transfer (BOT) model. African delegates were of the view that state guarantees and the upholding of governance principles were not as favourable to private investment as it seems to be in China. Because of these prerequisites, PPP and BOT in Africa have not yet reached a level that would attract massive capital investment in state-driven urban construction projects. Nevertheless, African delegates hope to explore the fundamentals that could make PPP and BOT types of partnerships with private sector gain momentum in urban development projects.

Development Planning
In China planning at the national level represents a frame of reference (with relative effectiveness), which deconcentrated levels of government can customise into the local realities. Planning is a highly hierarchical. As a matter of fact, the interactions with the planning directorate in Jiading revealed that there are five levels of planning ranging from high-level strategic plans via district master plans to local land use plans that are monitored for compliance on an annual basis. Universities are involved in development planning as well as in the design of projects through licenses that are renewable annually. In Africa in general, urban planning was reported to occur in the absence of higher order frameworks, often resulting in a very low degree of implementation because of many defaulting parameters such as stakeholder mobilisation, project finance, and the like. Particular concern was expressed about the low levels of ownership of plans and 'plan-literacy' amongst decision makers and the limited process understanding amongst stakeholders implicated in urban development. These constraints, according to African delegates, have relegated planning to a design tool, whereas its political legitimacy and notoriety as a true instrument for governance and change is neglected. Today's state of African cities was seen by many participants as a reflection of these disjunctures and limited realm of influence afforded to planning professions in Africa.

Implementation
A view was widely shared amongst African delegates that the implementation of development policies and programmes in China is a straight forward process which involves as many layers of legitimization and governance transactions as witnessed in Africa. Some urban development projects are implemented by the state alone, others are implemented via partnerships (PPP, BOT) between the state and private sector investors. A variety of resources such as skilled labour, public funds, private sector investment are overly abundant for utilisation by a highly effective state machinery in order to fast-track the implementation of development measures, In Africa, urbanisation occurred in the past sixty years without any major form of industrialisation. As a result there was no real opportunity for skilled labour to grow. Development finance also remains a serious challenge as the state, in many instances, has to rely on donor funding and the relatively meager proceeds from commodity sales on international markets. Private sector involvement in development remains seriously constrained due to the risks posed by an environment of weak governance systems. The above challenges are exacerbated by a relatively weak capacity of the state machinery in most African countries to drive programme implementation at the required scale. African delegates felt that the engagement with China was a very helpful platform to gather knowledge on how China's development implementation has evolved to achieve its current levels of performance.

Housing Delivery
There was a sense that China caters to all income groups in its housing development projects. In all the sites visited, the quality of housing stock and related infrastructure was of a very high quality and design. The fact that some housing projects were completed well ahead of the anticipated occupants arriving into cities was particularly overwhelming for African delegates who are more used to situations where public housing delivery has been chronically and enormously lagging behind the ever increasing demand. This proactive approach was an indication that China has established both (i) a responsive state machinery and (ii) an enabling environment for state and non state actors to become involved in housing delivery. Less impressive, however, were the social implications of the newly built multistorey walk-up housing units. In fact, many peasants complained about the difficulty for the new housing environment to accommodate their lifestyles. Delegates could see some of these design contradictions in the way fire wood was stored in the restricted space available under the stairs (even though fire places were not observed) and in the way some older occupants were struggling to carry their bicycles up the stairs. Others complained that they did not know how long they would be able to climb the stairs as they got older. The delegates found that a more participatory approach to housing solutions coupled with greater end user awareness amongst developers could afford more social acceptance and sustainability in China's housing programmes. While the same lessons could apply to Africa, these kinds of problems here are more fundamental than just related to socialfriendliness of housing design solutions.

Historic Preservation and Environmental Protection and Management
In most of the heritage and environmental protection sites visited (Confucius Temple, the Qiuxia Garden and the City God's Temple in Jiading district), there was no clear evidence of the draw of large numbers of visitors. Although this impression was probably linked to the timing of the visit, the low level of visitors was a bit surprising to African delegates who saw in these historic sites, places where modern China can increase pride to lend a more assertive stance to the heritage aspects of urban sustainability. The fact that some heritage sites seemed too isolated was also seen as an illustration that the pressure for economic success is threatening to the survival of China's preferred multi-dimensional development visions at the local level. In the greater Shanghai region there are few traditional settlements left which function as tourist attractions and income generating sites for local residents. However, an example of one of these traditional settlements was Zhujiajiao Ancient Town where the livelihoods of old family members could be maintained by their operating little leisure and entertainment facilities such as craft shops and tea gardens along the river. African delegates praised China for having succeeded in keeping a range of historical assets and remnants of cultural traditions dating back centuries. This was certainly one of the most inspiring highlights of the visits as many African delegates felt that Africa's multiple historical brands and icons (Cradle of Humankind) are not given proper attention in the context of defining what urban sustainability should mean for Africa's future. They did note that the Jiading example was repeatedly referred to as a historical city of the greater Shanghai region, but the insular size of environmental protection and heritage sites visited was out of sync with the size of the automotive sector and industrial sites. Delegates from Africa and China felt that environmental protection and heritage preservation were areas where both regions are facing similar challenges, due to the pressures of economic development, modernisation, cultural emancipation and industrialisation.

CONCLUSION

In conclusion, delegates from both regions were appreciative for having been afforded the opportunity to improve their impressions of the first day plenary and to see these things first hand through the site visits. Implied in this observation was the shared perspective that site visits should always form part of future dialogue sessions between China and Africa as it appears that they have contributed enormously to the success of the exchange visit. Ideas that were mere impressions at the beginning of the visit became substantiated, deepened and nuanced in many regards, which led to a better understanding of the similarities and differences. It made it easier to identify issues of mutual interest that will help set the agenda for future dialogue series on sustainable urban development in China and Africa. Central to these issues was the notion of increasing the speed of land transactions via long term leases as it would have multiple economic

spin offs for urban development.

Delegates from both regions were unanimous that environmental protection and historic preservation would have to go beyond current insular and low scale projects to embrace a more assertive stance in policy, action, behavioural and technological innovations. Even though African delegates showed great admiration for the rapid construction of highway systems, residential and industrial estates and the quality of the finished projects, they criticized the massive waste of land that was accompanying the large scale development process. In fact, many newly built highways were not effectively used, and the construction standards seemed too high for some places. At the same time, African delegates suggested that the model of automobile transportation shall not be so fully accepted in China, because the construction of highways will certainly bring about new problems for urban development as already seen in many developed countries. Projects can be utilised as testing grounds for the required change in all these parameters. The involvement of universities in urban development was commonly seen as a catalytic approach that should be promoted throughout the future dialogue series as it has the potential to free up marketable expertise and innovations in planning and built environment professions that remain largely idle with little influence on Africa's city making processes. Urban development finance and the astute deployment of institutional arrangements to bring in the much needed private sector capital was seen as a critical lever in tackling the challenges at the scale in which they occur. The quality and scale of Chinese built environment technology and skill was another area of interest in which both parties felt a need to pursue discussion. Of critical importance were issues of civil society mobilisation and involvement in the very early stages of project design. These will require some attention in future exchange processes as the omission of this important perspective was threatening the sustainability and social acceptance of Chinese projects and for Africa, the majority of large scale infrastructure programmes.

CHINA'S PROPOSED JOINT PERSPECTIVES FOR FUTURE DIALOGUE WITH AFRICA

Very relevant	Relevant	Nice to have
Systems & Models for urban finance		Housing
Urban planning		Historic preservation
Policies & Strategies for spatial development		Promotion of citizens participation (social capital) in delivery
Environmental management Land management Investment opportunities		

AFRICA'S PROPOSED JOINT PERSPECTIVES FOR FUTURE DIALOGUE WITH CHINA

Very relevant	Relevant	Nice to have
Systems & Models for urban finance	Urban planning	Historic preservation
Housing	Policies & Strategies for spatial development	
Land management	Environmental management	
	Investment opportunities	

Group 3: Lingang-Dongtan
Moderators: Tian Li, Glynn Davies, Tong Ming, Martha Gutierrez

INTRODUCTION

This field trip took Group 3 to new developments in the greater Shanghai area. These, according to information provided at the Shanghai Urban Planning Exhibition Centre, are planned as inter-independent satellite areas supporting the successful socio-economic and environmental functioning of greater Shanghai. The field trip was focused on two locations in particular- (i) Lingang new city and (ii) the developments in and around Dongtan on Chongming Island.

Lingang is a new, well located city on the coast, south of central Shanghai within close proximity to the new Pudong International Airport (30 kms) as well as the new deepwater port (15 kms). Its construction is well advanced and when complete will provide for light and heavy industry, logistics, administration including local government and two universities, residential use in a variety of environments and recreational areas. An extensive artificial lake has been created in the central area. This contains three islands to be used for offices, hotels and a theme park. Various strategies to meet the overall master plan requirements are being used by the government to encourage private sector investment in the area.

Chongming is an island in the Yangtze River delta, about one fifth the size of Shanghai and was historically predominantly agrarian in character. Recognising both the unique attributes of the island as well as the socio-economic pressures of rapidly growing Shanghai, a political decision was made to create the first global eco-friendly city on the island. Implementing this vision entails wide ranging re-structuring of the island to accommodate many more people, new work and lifestyle opportunities. It will require the introduction of both local and regional infrastructure as well as the relocation of existing communities. All of this will be undertaken in ways that minimise the environmental footprint such as including energy and water conservation, use of wind and solar power, gas driven public transport and recycling strategies.

BEFORE THE VISITS

Group 3 insisted that understanding the challenges and opportunities presented by the field trip would be much richer if the diversity of the group was acknowledged as a significant resource. If harnessed and utilised constructively they felt it would greatly benefit the process. This would mean, by implication, that they could ensure that a non threatening space would be available in which all opinions could be voiced without fear of prejudice or destructive criticism. This was particularly relevant when the composition of the group is considered (see Annexes for list) – African delegates who are from various countries, social and political backgrounds, speaking either English or French, and Chinese delegates from one nation but coming from different contexts and backgrounds, speaking Mandarin and possibly other regional Chinese dialects. Group 3 as a whole was also representative of various professions – inter alia planning, architecture, economics and law. The result was a deviation from the suggested preestablished framework of questions and the allowing of the participants, together with the facilitators, freedom to identify, explore and prioritise issues on their own. Because of this the entire group participated constructively, openly and honestly without the group breaking down into different confrontational 'camps' which might then have either resulted in withdrawal from the discussion or belligerence in their interactions.

Dongtan-Lingang

PROGRAMME OVERVIEW

November 10, 2008	
10:30	Lingang New City Construction Company Headquarters for introduction to Lingang New City
11:00	Lingang New City tour by bus
14:00	Donghai Bridge to view crossing to Yangshan deepwater port
17:00	Chongming Island arrival
17:30	Chongming Planning Bureau for introduction to Chongming ecological island construction plan
20:30	Chongming Seminar
November 11, 2008	
6:00	Dongtan site for bird-watching
9:00	Chongming eco-agricultural production area
11:00	Chongming ecological housing development
14:00	Dongtan Construction Company Headquarters for group discussion
16:00	Return to Shanghai

DURING THE VISITS

November 10, 2008

Lingang New City
Ms. Gu Yunli, from the Lingang New City Construction Company delivered an introduction to Lingang New City. Lingang is located southeast of Shanghai at the mouth of Hangzhou Bay. It is 75 km from the central business district of Shanghai and extends from Nanhui District in the north to Fengxian district in the south. Its north boundary is Dazhi River and its western boundary is the A30-A2 suburban loop line. Its eastern and southern edges are the coastline of the East China Sea. The overall planning area for Lingang New City is 296 square kilometers. It consists of approximately 100 square kilometers of harbour new town and about 200 square kilometers of coastal industrial area.

The planning concept of Lingang New City reflects a 21st century concept of urban development - environmentally conscious, information-oriented and culturally focused on international maritime trade. In terms of functional divisions, there are five different urban districts including the central city district, the heavy equipment industry zone, the logistics park, the main industrial area and the comprehensive residential district. The districts are concentrically structured into rings and integrated into a whole around Dishui Lake.

Lingang International Logistics Park (including the Yangshan Deepwater Port and Land Zone) comprises a heavy equipment park, main industrial park, comprehensive business park and four

suburban areas. The coastal industrial area is a major component of the Lingang New City and is also a key pillar of the city's economic development. A port-city-district integrated development model has been used to link the Lingang International Logistics Park, Yangshan International Deepwater Port and the central city district together. The Donghai Bridge is a unique structure, stretching 32.5 km from Lingang New City to Yangshan Deepwater Port.

Chongming Island
Chongming Island is located at the mouth of the Chang Jiang (Yangtze River) and is the third largest island in China. The East Shore is located at the most easterly end of Chongming Island, covering an area of 8468.7 ha. The island is surrounded by water on three sides. The north shore faces the northern branch of the Chang Jiang (Yangtze River) and the south shore faces the waterway of the North Port of Shanghai. To the east is the coastal region of Yangtze River estuary. During the process of exploring a way to develop an 84 square kilometer industrial park on Chongming Island, the Shanghai Industrial Corporation proposed the East Shore as a pilot project for the first comprehensive ecological demonstration zone in China.

The East Shore is the largest area of wetlands in the Yangtze Delta region. Surrounded by the Yangtze River and the East China Sea, the East Shore has an extensive area of flat land with significant potential as an island-based area for eco-tourism. It has a rich bird habitat, with over one million birds nesting there and 312 bird species identified in the area. This means that 70% of Shanghai's bird population occupies the East Shore. Among the 312 species, many are endangered and listed as protected species at national and international levels. The East Shore Nature Park and Bird Sanctuary is an important ecological environment. Every year during spring and autumn, some 2 to 3 million migratory birds travel to and from this winter refuge, turning the area into an avian wonderland.

Chongming Seminar
Questions and interests posed by the delegates included:
The question of how we should define and evaluate sustainable development was posed. Different perspectives provide different interpretations and environmental issues to consider but also social and economic problems to remember. Delegates from China, Africa and Europe discussed different definitions forf sustainable development, eco-city and urban development.

Delegates from Changzhou: Besides gardens and green spaces, we should also think about the social and economic problems of a place. We must emphasise that 'development', particularly urban development, and ecological protection are not necessarily antagonistic. Right now people are more aware of environmental protection but development does not have to mean that the original ecosystem cannot exist within contemporary cities.

Delegates from Hefei: BSustainable development is a universally common problem shared by all humankind. It is also a question about people's values. In urban development processes, it is necessary to be aware of the peasants who lose their farmland and the unemployment rate. People should work to look for low cost but effective methods to solve these problems. In Europe, the solution is usually bottom-up, while in China it is often top-down.

Delegates from Cameroon: The development of China is happening very fast but is it sustainable? Will it be a continuing phenomenon? If the world economy continues to slow, will the Chinese economy continue to grow? China's planning is based on political will but before the planning, are environmental impact assessments carried out? From a social perspective, there should be multiple beneficiaries from development other than those being relocated.

Delegates from Nigeria: The Chinese perspective is different from the African perspective. The government should play a leading role in sustainable development. In Nigeria, demolition of residences is generally in the vicinity of where people are relocated. Ways like the PPP model can help to force the government to reduce corruption. The biggest problem we face is illegal development.

Seminar Summary:
The view points of Chinese and African delegations are different but both have experiences that are useful to study. Both viewpoints should not be mutually exclusive. There should be a way to look for shared points of view, exchange ideas and learn lessons from each other. African countries have a great diversity of perspectives in the same way as different provinces and cities do in China. There are chances now to learn from each other through our discussions.

November 11, 2008
The second day of the field trip included visits to a variety of project sites which illustrated the reality of environmental, social and cultural dimensions of development. These visits provided the group with the opportunity to better understand the challenges and opportunities presented.

Dongtan Eco-Development Site
The wetland reclamation and preservation area – the Shanghai Chongming Dongtan National Nature Reserve is located on the south and south eastern shore of Chongming Island. The wetland plays an important role both regionally for China and locally, in particular for Shanghai, as a place of natural beauty and relaxation and internationally as an element of the global ecological system. This wetland area is of critical importance to the survival and continuity of many migratory birds that move between Australasia and the northern hemisphere. The incorporation of this large tract of coastal wetland into the new city 'master plan' means that it has protected status, provides an easily accessible site to ornithologists to study these birds, receives financial and other support, and most importantly preserves the ecological diversity and richness for future generations. Besides providing open space as a counter to the extensive urban developments, as well as natural habitat for a wide variety of bird life, the coastal location with its perennial winds also makes it ideal for wind farming. Thus, there are numerous wind turbines, generating electricity, straddling the coastal area. This clean renewable form of energy is fed into the local grid servicing the newly expanding city and surrounding areas and enhancing local self sufficiency and importantly at the same time reducing the city's carbon footprint.

Besides being able to observe a project in which energy was being provided in an environmentally friendly manner the tour also included a visit to a 'neighbourhood' sewage treatment and disposal works. Here the principles of environmental and local sustainability were also in evidence. The plant itself served only the immediate housing estate rather than a larger area thus constraining its impact footprint. However, perhaps even more importantly, its technical design was based on alternative or environmentally more appropriate technology. Of particular note is the utilisation of natural plant life (canna plants) to remove many pollutants from the effluent before its release back into the watercourses as clean water.

Many of the old canals/water courses historically used for draining and managing the marshland, irrigating the farm crops as well as providing waterways for fishing boats now form structuring elements of the new urban form thus providing a concrete link and expression of the cultural legacy left from the past agrarian and fishing lifestyle of the area.

Chongming Eco-Agriculture and Housing
The housing estates in contrast are modern and appear 'international' in style. These estates provided for new residents of the city appear very impressive, well built and located in pleasant surroundings – in fact in general the African delegates were quite overwhelmed that residential accommodation of such high standard can be provided for 'free'. The fact that peasant farmers who were relocated to allow for the construction of the new city were receiving two apartments – one for their own use and one as compensation for the loss of their land and livelihood-raised a variety of questions and formed the focus of much discussion across a variety of developmental dimensions including technical, social, anthropological, legal, financial etc.

A further example which recognizes the importance of both ecology/agriculture and traditional/cultural knowledge and capital is the environmental centre/botanical gardens. Whereas in the past this centre appears to have more directly supported local agrarian initiatives it now propagates plants for experimental purposes and research undertaken in support of furthering the application of traditional knowledge in producing new products-for example in improving nutrition, health and personal care.

Visiting the cultural museum, which is still undergoing reconstruction, clearly illustrated the rich architectural heritage and diversity in livelihoods and way of life of earlier local settlements on the island. This project appears to hold particular potential for becoming a future 'tourism' focal point and an important point of reference and anchor for people whose lives are very rapidly changing.

AFTER THE VISITS

The following three categories of issues-sustainability, government, and funding – are reflective of the major issues discussed by the group. The pre-set question framework is appended in Annex 2. As noted, although these questions were not directly and deliberately addressed, many of the aspects implied in them were addressed in the context of the three categories set out below.

Sustainability: how it is understood by, and what it means to different people was the key issue for the group. Thus the overall expectation of the group was that they would come to grips with the concept of sustainability based on the divergent backgrounds and perspectives. It was anticipated that all of these various insights could be contrasted and compared, judgements made and lessons derived for application elsewhere.

In the debate on sustainable development Chinese delegates pointed out that sustainable development is considered to be more than just about environmental issues. However it was suggested that it must initially be driven by broad based growth which later evolves to or establishes itself as sustainable development – the critical point is to promote and encourage growth. It was also suggested that it is important to recognise that city construction is not city development – there might well be buildings and other structures but for there to be development, ecological protection must be an imperative.

It was stressed that in poor areas of China (mid China) it is difficult to practice sustainable development primarily because poverty and the environment are in opposition to one another. This is underscored by the fact that the environment needs preservation whilst the poor need to use environmental assets in order to survive. This is further exacerbated by the general reluctance in China to accept a bottom up approach to governance which can demonstrate locally the benefits of change.

The African delegates acknowledged the complexity of sustainable development but suggested that up-front it would by definition, in an integrated manner, need to take account of a wider range of dimensions including social, economic, technical, equity, inclusivity and environmental to be successful. However it was recognised that it is not just about what it is but how it is given effect under what conditions. For this reason questions were raised about the sustainability of the Chinese model – are the planning frameworks and approaches as well as their outputs in master plans sufficiently robust allowing for flexibility and nuanced methodologies in a context which is now so rapidly changing?

Government and its role, functions and responsibilities created considerable discussion. There was broad consensus that to attain sustainability, government would need to take charge, to lead, and to give direction. However the way it does this and the means through which it achieves the outcomes can be very different – this touches on the concept of governance and its practice. An example quoted was the relocation of people and communities and its relationship to land acquisition. In the African context, relocation is very difficult to achieve firstly because of the generally more open and inclusive governance processes in place; and secondly because of the rights people have in land and the difficulties then encountered should these be infringed. For example, land acquisition and assembly for developmental purposes in general, in the African context is a real challenge because of the aforementioned many claims to title. A lesson flowing from African experience is that government cannot go it alone but needs to carefully craft alliances and partnerships with other social stakeholders-in particular the communities and private sector. Ideally planning is no longer centrally driven but is a flexible process, providing direction, focus and encouragement to the broader stakeholder community in meeting their challenges as developmental opportunities. Master plans do not guarantee development (in particular infrastructure provision) and can quite easily be overtaken by extraneous events. Nevertheless in China it appears that with a strong vision, supportive processes and appropriate incentives land use can be reconfigured though administrative processes relatively quickly. However the socio-economic outcomes of this reconfiguration are perhaps not as clear cut as the planners expect.

Funding for development was the third agreed category of issues. Clearly even these three categories are inter-related and in particular the comments raised around government apply equally to funding. Government can no longer be the sole financier of development and, even in China where government appears to have access to almost limitless resources, there is the expectation that private sector investment is absolutely necessary to keep the economy growing at the pace achieved historically. Public/private partnerships become an imperative – these can be crafted with varying degrees of sophistication and nuance. However the main purpose is to unlock dormant resources for investment, to utilise public resources more effectively and efficiently and to harness the capabilities and capacity of the private sector for generally raising productivity. It was pointed out that not only is it necessary to rethink the role of government, but also in the way that the private sector does business. There needs to be an emphasis on the sustainability imperative rather than profit when entering into partnerships.

In conclusion, a key feature of the discussions and embedded in the above-mentioned issue categories was the centrality of people in development. Although clearly not new wisdom, the fact that this diverse group implicitly acknowledged that people are central to attaining sustainable development is important for both policy and practice.

LESSONS LEARNT

The discussions aptly highlighted the frequent tensions between policy and practice, contradictions between and within policies, the tradeoffs that need to be made and the difficult decisions that need to be taken to move beyond rhetoric to implementation. As an example the case of relocating peasant farmers in the Dongtan development is used to illustrate these complexities.

Chinese policy states that urbanisation is positive for the nation; however in practice it is strictly managed. Evidence of this is the restriction on movement and the predetermined size and mix of population planned for any particular settlement. This is in stark contrast to the experience of many African countries which have to cope with mushrooming informal settlements. In China because of the many urbanisation pressures and challenges, decisions have clearly been heavily influenced by the need to achieve rapid construction results. Therefore on one hand there are technically well founded projects and developments which would easily meet or even surpass international standards while on the other hand these self same projects are catering to an administratively determined group of people who will undoubtedly at one level benefit from incentives provided but at another level probably lose their identities while being subsumed into a new form of economy. Construction can and does happen very rapidly; however it is questionable as to whether people can and will adjust and change as quickly. Many of the families that are being relocated will lose their agrarian income, way of life and the social networks and self worth that all go hand in hand. The provision of skills training and cultural facilities indicates that these aspects are not being ignored. However it does appear that the tradeoffs that have been made and decisions taken seem to emphasise technical rather than other dimensions of sustainable development.

CONCLUSION

The conclusions of the group can be divided into two categories: first those that apply to the process and second those applicable to the subject matter. In terms of the field trip learning process the group concluded that the process had:

- encouraged and supported constructive engagement and exchange of views.
- provided an opportunity for diverse points of view to be better understood.
- enriched their understanding of sustainability and sustainable urban development.

It was Important to the delegates to stress the diversity of the group an asset for the future. If used creatively, they felt it could also facilitate a better understanding and harnessing of diversity and inclusiveness in the concept of sustainability going forward.

With regard to substance and the meaning of sustainability the group concluded that for sustainable urban development there needed to be a carefully articulated balance between considerations inter alia of: equity, economics, funding and finance, governance and social values, environment, culture and technical knowledge. This would of necessity be underpinned by broader based governance and participative decision making; opportunities for alternative livelihoods, skills development and cultural practices.

ANNEX

Guiding questions which were available at the start of the field trip

New city construction

- How are new towns and cities planned and implemented?
- Which forces and actors drive and guide new town development?
- How are the environmental, social and economic aspects integrated in new town/city construction?

Urban management

- How do different local government departments cooperate with each other to ensure integrated management?

Inter-municipal co-operation

- Why do/don't cities co-operate horizontally? On what issues?
- Do policies on higher levels of government provide incentives for cities to cooperate with each other?
- Which urban development aspects could be improved by better inter-jurisdictional cooperation?
- How do cities learn from each other? Through which channels are "best practices" shared?

Ecological urban development

- Which environmental problems are most threatening?
- What is the main bottleneck in achieving more ecological urban development? What are their causes?
- Which financial, regulatory or institutional aspects play a supportive or hindering role in promoting ecological urban development?
- Which technical and economic aspects play a supportive or hindering role in promoting ecological urban development?
- Which role do social norms and customs and cultural traditions play in protecting the environment?

Group 4: Suzhou-Kunshan
Moderators: Han Feng, Gill Lawson, Gemey Abrahams, Helmut Asche

INTRODUCTION

Group 4 undertook two days of site visits to two locations within the greater Shanghai region: (i) Suzhou old and new city and (ii) Kunshan lakeside developments. There were four moderators for the group of approximately 50 participants. Site visits were undertaken by the complete group; however, the group was split into two for the final reportback sessions. This was done in order to get more individual input from participants and, according to participants, was highly successful. The following represents the impressions and learnings from Group 4 which were presented to all conference delegates after group discussions.

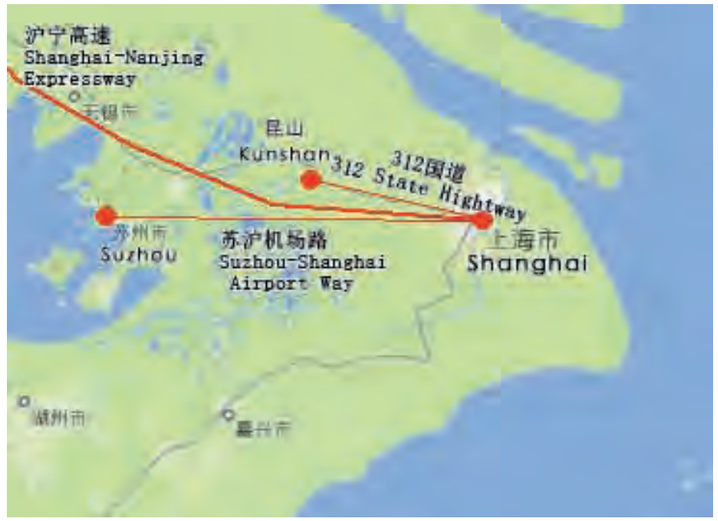
Suzhou is one of the most famous cities in China, with its ancient canals and gardens as well as rapid expansion. The first area of interest was the new Suzhou Industrial Park. This area is an integrated economic development zone, targeting clean industries (hi-tech and pharmaceuticals), good quality housing and cultural activities. It aims to and has attracted substantial foreign capital investment and is very much a 'global' centre with all the elements of modern living found in major cities around the world. Started in 1994, it is the largest joint development project between the Chinese and Singaporean governments.

Since the ancient city of Suzhou is listed as a world heritage it has posed many challenges for local planners. The importance of tourism was illustrated by a visit to the famous Master-of-Nets Garden which emphasised the ancient traditions and world intangible cultural heritage practices of China that were part of the city's elite lifestyle almost a thousand years ago. The cultural performances of dance, music and performing arts in traditional costumes added to the sense of history and tradition. In contrast, the modern Suzhou Planning Exhibition Hall and the Suzhou Museum, demonstrated the difficulties of blending the old with the new, the modern with the ancient architecture.

The city centre of Kunshan is situated between Suzhou and Shanghai close to Yangcheng Lake. The group took a tour of a local rural village with a representative from the Kunshan City Bureau of Construction. Yangcheng Lake is an important economic resource in the Jiangsu Province and is particularly famous for its crab and fish farming. The lake's hairy crab is renowned as a delicacy in China. The visits exemplified the current emphasis being given to improving rural incomes through recent government directives such as the New Socialist Countryside policy. This policy incorporates changing economic approaches to make rural villages more sustainable in the contemporary era of urbanization and globalization.

Programme Overview

November 10, 2008	
10:00	Suzhou Dushu Lake Library, Higher Educational Precinct, Suzhou Industrial Park for nanotechnology R & D presentation
11:00	Suzhou Science and Cultural Arts Center, Jinji Lake
13:00	Walk along Shantang Historical Street to boat ride on moat
15:00	Suzhou Urban Planning Museum and Exhibition Hall for discussion with DeputyDirector General, Suzhou Municipal Bureau of Construction
19:00	Night Walk through Wangshi Yuan (Master-of-the Nets Garden) with night performances of intangible world heritage arts
November 11, 2008	
9:30	Contemporary Suzhou Museum and adjoining Ancient Mansion of Li Xiucheng, Headquarters of Taiping Heavenly Kingdom Peasants' Rebellion against the Qing Government
12:30	Lunch at Yangcheng Lakeside Hairy Crab Restaurant
13:30	Jinxi Jijia Village for tour of model rural village improvement
14:30	Kunshan Urban Planning Museum and Exhibition Hall for brief discussion with representative from Kunshan Municipal Bureau of Construction
16:00	Kunshan Home for Immigrant Workers for tour of pilot project
18:00	Return to Shanghai



Suzhou – Kunshan

BEFORE THE VISITS

Before beginning the field visits, Group 4 set up a series of written questionnaires which were framed according to: city identity – articulating factors that contribute to forming city identity and resolving contradictions between heritage conservation and economic development and urban management – formulating strategic goals and planning future towns and districts. Questions would be posed to participants regarding their impressions of city identity with respect to Suzhou and Kunshan; what contradictions they saw in city development and/or management; what interested them about Chinese approaches to development and/or management in Suzhou and Kunshan; and what similarities or differences they found between the Chinese and African situations. Participants were to be encouraged to draw attention individually to one particular question or comment. Key points from their field observations were to be shared by each person in the group discussion after the field visits. Group 4 moderators felt it was important that each delegate should have the opportunity to make his or her individual contribution to the group discussion and have that contribution acknowledged and recorded regardless of seniority or national perspective. This approach reflected a position of ensuring that all participants could express their opinions in a fair and equitable manner.

DURING THE VISITS

November 10, 2008
Suzhou Dushu Lake Library,
Suzhou Industrial Park
Delegates were shown a promotion video about the Suzhou Industrial Park and the Nanotechnology Research and Development Facilities within the Science and Technology Precinct of the Park. Vice-President Hu Chong spoke to delegates about the goals and outcomes of nanotechnology research and development activities.

Suzhou Science and Cultural Arts Center, Jinji Lake
After a brief introduction by the guide about Paul Andreu's architectural design, delegates walked through the expansive halls of the arts centre where the Chinese Golden Rooster film awards are presented each year. The complex included an IMAX cinema, performing arts theatre, exhibition space and horticultural gardens reflecting the identity of Suzhou.

Shantang Street, Old Suzhou Moat
Delegates walked along Shantang Street, one of the original streets of ancient Gusu with an 1100 year history, to the moat surrounding the ancient town of Suzhou. Participants boarded scenic tour boats for a unique waterfront experience of observing the changing cityscape of the ancient town centre under renovation on one side and the modern skyline of the business centre on the other side. Different architectural styles and heights of buildings were identified with new green spaces for recreation and tourism along this famous waterway.

Suzhou Urban Planning Museum and Exhibition Hall
Deputy Director General, Qiu Xiaoxiang
Suzhou Municipal Bureau of Construction
Deputy Director Qiu provided an extensive overview of the planning process and implementation of urban development in and around Suzhou City. The levels of planning from strategic planning to detailed urban design requirements such as height restrictions and building densities were explained. Protection strategies for the ancient city (14.2 km2) were outlined at length. Funding arrangements between government agencies, private investors and citizens were discussed in conjunction with the vision of developing multi-purpose urban areas: historic and cultural centres, community facilities, business centers, recreational amenity and high quality residential environments. The issue of urbanrural integration was a major planning challenge and was addressed in terms of farming and industrial service sector provisions.

Questions from the delegates to Deputy Director Qiu included:

Q: What has been the source of funding for cultural heritage protection in Suzhou?
A: The majority comes from local tax revenues with national or central government funding accounting for a small proportion. The central government funding is distributed according to local economic development status - the faster the development, the more funds given to the local government.

Q: How does the local government arrange jobs for farmers as part of the urban-rural integration process as agricultural land is transformed into industrial land?
A: Normally farmers are offered jobs in local stateowned enterprises.

Q: How does the local government find homes for farmers after they are relocated?
A: They can choose to stay in the original village settlement or move to the newly developed urban area. They are given the same floor area in their new home as they had in their original one.

Q: How does the local government resolve tax issues for low-income groups?
A: Lower income groups receive subsidies from the government.

Q: How does the government balance different ideas of citizens at all levels of national, provincial and municipal government?
A: The People's Congress is a forum for different gender, nationality and professional viewpoints.

Q: What are the energy sources for Suzhou City?
A: Energy sources are divided into different categories including electrical power from the national and local grids as well as renewable energy from mandatory solar energy collectors in new neighborhoods.

Q: Is there a public participation process in local planning and construction?
A: There are public announcements to solicit suggestions from local residents and invitations to give feedback at the Planning Exhibition Hall at various times.

Night Walk through Wangshi Yuan (Master-of-the-Nets Garden)
Delegates walked through this famous Chinese classical garden and watched a series of traditional performances such as Kunqu (Chinese Opera), Erhu (two string bow instrument) and Guqin (seven string zither) in the garden at night.

November 11, 2008
Contemporary Suzhou Museum, Suzhou City
The design of the Suzhou Museum by retired I.M. Pei for his hometown has been a controversial project in China. The design elements reflecting the essences of the city of Suzhou were explained to delegates and the challenges of developing a contemporary architectural approach next door to an ancient architectural monument were identified. Delegates walked through the interior and exterior spaces of the Museum and then moved directly into the Ancient Mansion of Li Xiucheng, Headquarters of the Taiping Heavenly Kingdom Peasants' Rebellion against the Qing Government in the 1800's. Experiencing this juxtaposition is quite unique.

Yangcheng Lake, Kunshan City
Lunch was served overlooking Yangcheng Lake, a freshwater lake famous for producing the best quality hairy crabs in China and a valuable economic resource for numerous local businesses. Crab dishes were cooked fresh from cages strung alongside floating walkways. The environmental impact of such intensive crab farming on the lake and its wetland system are being addressed in new local restrictions on this activity.

Jinxi Jijia Village, Kunshan Countryside
This model village is a pilot project for improving rural lifestyles in Kunshan City. Delegates walked along the lakeside, past two storey homes along canals and past vegetable and orchard areas tended by local villagers. Improvement of the water quality has been given a high priority and the renovation of houses is also being encouraged. New local business enterprises based on producing new types of packaging are being set up along with recycling efforts to minimise waste disposal. This village is part of the New Socialist Countryside policy aimed at improving rural living conditions in China.

Kunshan Urban Planning Museum and Exhibition Hall, Kunshan City
Delegates toured two and three dimensional exhibits of the new districts being planned in Kunshan. Brief discussions were held between delegates and a representative from the Kunshan Municipal Bureau of Construction regarding a wide range of issues such as housing for migrant workers, numbers of unemployed and funding sources for municipal development.

Kunshan Home for Immigrant Workers
A scale model of this residential community for immigrant workers was shown to delegates and the operation of such a home explained by a representative of the Housing Committee. Delegates raised some concerns regarding safety and security, privacy and equity, links between employment and residential contracts, and funding sources for this type of housing.

Questions from delegates to local representatives during the visits included:

Who determines the direction and coordination of planning development at a regional level to provide a balance between competing interests? Who makes the investment in urban development and how is this done (especially with infrastructure)? What is the relationship between the government and public participants in the urban development process?

What is the relationship between the newly developing areas and the preservation of history in the old city? How is the tourism industry being developed to assist heritage conservation? How is the internal environment of the old city being developed in line with heritage policies? How can both new and old areas include traditional cultural characteristics as an integrated city-wide approach to heritage conservation? What are the threats of urbanization to the historical places of the old city?

Who pays for the New Socialist Countryside policy in improving the relationship between the city and rural areas? How are the pilot locations chosen? What other land use policies are influencing the urbanrural relationship? What are the details of the relocation policy?

Major comments from delegates to Chinese volunteers:

After the field visits to the surrounding areas of Shanghai, some African delegates were particularly interested in seeing more of the Chinese countryside and getting to know another side of China.

African delegates became acutely aware of the rapid pace of development in and around Shanghai, asking whether Chinese people worked 24 hours a day and whether they felt exhausted. Delegates suggested that it might be better to be a poor person in Africa rather than a rich person in China dying of exhaustion!

On the bus to Suzhou and Kunshan, many African delegates expressed an interest in the houses standing on both sides of the road. They were particularly curious about the issue of property ownership and how people paid for new houses.

During the trip to Kunshan, many delegates said they could not imagine how a new countryside could be constructed. Questions included: who is responsible for housing construction in the new countryside? Who is responsible for investment in this area? What is the main industry in the new Kunshan countryside? How do people make a living here - only from fishing and related industries? Most people that were seen in the village were older people. Where was the younger generation? Do old people stay in the countryside while young people work in factory jobs near Kunshan, returning home on the weekends? Some delegates asked why, if local people were wealthy, did they not sell their houses and move to a better living environment?

There were also African delegates who were interested in China's education system. They had the impression that China's cost of education was relatively low and that some people would even be able to afford to study for a PhD degree in Shanghai!

AFTER THE VISITS

En route back to Shanghai, group moderators collated individual written responses to the field visits into 'themes' for the group discussions scheduled for the following day. Participants in Group 4 were then tentatively split into two similar-sized subgroups on the basis of common interests in particular issues. A summary of findings that had been assembled so far was presented to Group 4 on the following day. Participants joined their respective groups or changed subgroups if they so desired. Only two members changed subgroups. Within each subgroup, two moderators invited each delegate to speak and facilitated discussions. Speakers were required to respect their allotted time so that all participants would have an equal opportunity to be heard.

Based on the questions and the comments from African delegates, the following general impressions were noted:

- Massive scale of urbanisation in China
- Orderly, planned and managed development process
- Significant respect for planning
- Economically viable heritage conservation
- Strong promotion of foreign investment
- Where are the poor?
- Who funds the development?

The issues raised in the group were broadly categorized according to each theme: planning, preservation, financing, housing, industrialization and urbanization.

ISSUES FOR EACH THEME	
PLANNING	**PRESERVATION**
What are the roles for each tier of government, espe cially in a decentralised model	Approaches to preservation are economically oriented and often result in a need to support different livelihoods
How does China manage to give planning enough importance or status to promote commitment to the plan and implementation and management of the plan	Government plays a strong role in preservation/heritage development: conceptualising, planning, upgrading the environment, promoting local economic development, researching and collecting data, attracting investment and facilitating access to funds for building restoration
Land ownership in China seems to support the current approach to development – leasehold rather than private ownership	How to learn from the past use of resources and future development to achieve sustainability in China with increased demand for resources
Local government, private sector and individuals all support funding of development	
FINANCING	**HOUSING**
No clear answers about foreign direct investment (FDI) but financing models seem to b e predominately local in nature	China started from a low base where everyone was poor and class differences were eliminated. This has been used for trying NOT to create an elite class.
Degree of planning before investment is an interesting point of difference.	Low level of public housing (0.5%) in China and towns are largely harmonious places for local people.
Land is used as a resource to obtain revenue at the local level and this has some benefits.	Resettlement = opportunity for Chinese people and policies exist to resettle people appropriately
INDUSTRIALIZATION	**URBANIZATION**
First, gather as much research as possible such as housing, demographics and land resou rces; second, plan for development over the next twenty years; third, construct infrastructure to attract investors	Everyone buys into a clear national vision and each level of government plays a role in this.

The key differences in context and implementation between China and Africa were observed and commented on by participants and summarized as follows:

DIFFERENCES	
AFRICA	**CHINA**
Have documents with plans (not read and not implemented) but no models, not promoted, not communicated, unable to attract investors; Planning becomes more of a political activity rather than a technical tool	Physically oriented communication using 3-D imagery and models to create a clear vision, easily understood by all and respected, easier to implement, managed and regulated. Strong physical planning elements (master planning).
Low capacity to implement plans, poor skills, expertise and knowledge, data systems, weak institutions for implementation (weak technical decision -making and influenced by other priorities)	Higher capacity building and use of resources such as academics
Characterised by informality – economic develo pment, accommodation strategies	Mostly formal – jobs, buildings
Little sufficient recognition of African cultural heritage and historical significance (cradle of humankind) and natural areas – not building on local recording of history	China strives to conserve its ancient history and finds ways to promote this while generating local economic development – records and documents kept for posterity.
Financing models come from land ownership in Ghana, Nigeria and South Africa but Nigeria and Ethiopia have publicly - owned land. There is often no clear planning done in Africa before investment is sought.	China has state controlled land and sells land use rights. It has four financing models: central government, local tax revenues, foreign direct investment and bank borrowing.
Africa is trying to create a middle class from the poorer classes.	China is trying not to create an elite class from its previous classless society.
African towns are not harmonious places and Africa has a lot of public housing.	Chinese towns are harmonious places and China has very little public housing.
Resettlement is a negative thing for African people. Urbanization is seen as a problem based on hope and little else.	Resettlement is a positive thing for Chinese people. Urbanization is seen as an opportunity based on better job prospects.
African governments have very diverse relationships and sets of interests and are generally viewed with a lack of trust and receive little loyalty.	Chinese governments have considerable status in society e.g. father of a big family.

However, similarities were observed and they were considered important to record:

SIMILARITIES	
AFRICA	**CHINA**
Most plan implementation is under taken at local government level.	Local government implements local plans they have prepared.
Large migratory population in cities, informal and invisible, not really part of the city	China has a large 'floating population' from countryside/rural areas, not registered.
Loss of indigenous architecture with urban expansion	Loss of ancient architecture as city expands
Strong cultural heritage (archeological) to offer the world	Strong cultural traditions that date back centuries

CONCLUSION

Based on all of the above, the group identified some important learnings from the exchange and the site visits. These are summarized as:

- Knowledge and skills transfer regarding the planning system is important, particularly with a decentralised approach – so some cities in Africa that are just beginning to develop their planning approaches could start off with a strong system like China.
- The model of a 3-way partnership (national government, academics, citizens) could allow diverse expertise to be brought to all aspects of planning.
- Communication of planning goals with the use of models and exhibition centres could be used in Africa.
- Learning to take a local economic (tourism) approach could assist in the preservation and conservation of heritage places so that local communities could derive greater benefits from their history.
- Co-operation between countries on World Heritage Sites in Africa could help promote both natural and cultural areas of significance.

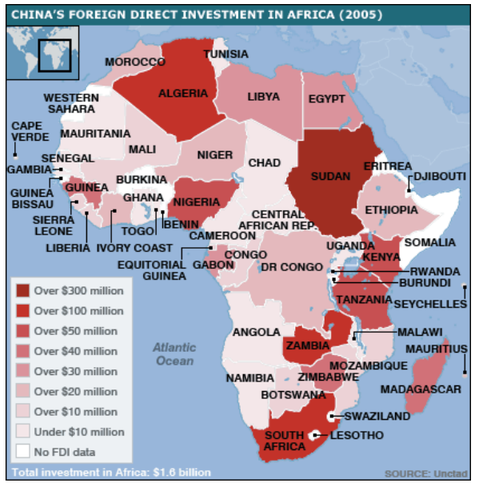
Outcomes

Reflecting on the outcomes of a joint visit to China between Africans, Chinese and European experts and urban development practitioners is a somewhat tricky exercise. Tricky on the one hand because of the different cultural and regional backgrounds that were mobilized for a trilateral event of this nature; tricky also in terms of the opportunity it afforded all participants to share their individual assumptions and experiences in the context of a subject matter which has universal character, namely urbanization. Urbanization is indeed widely acknowledged in literature as a historical phenomenon which has gone hand in hand with all major emancipatory and transformational stages of societies around the world. Even though the event had a trilateral format, the reader will notice a dominant emphasis on Chinese and African perspectives. This emphasis is referred to in the background material as the 'Sino-Africa Exchange Programme, the reason being that the European experience of urbanization and sustainable urban development has in many instances reached a level of maturity which holds a wealth of lessons and experiences for both Africa and China. Another reason is that Sino-European and Afro-European exchanges are fairly strong and mature so it is more than opportune that the Official Development Assistance (ODA) and its adjacent political and trade related engagements firmly acknowledge the emerging Sino-African dimension of ODA[7]. Indeed, the Sino-Africa exchange programme holds great potential to galvanize the traditional forms of development cooperation towards a knowledge-and-action oriented perspective through which issues of sustainable (urban) development can be addressed in a more assertive fashion. Mindful of the emerging performance attributes of Chinese cooperation as being quick, inexpensive and highly visible, one key expectation brought about by the Sino-African exchange process is that, more than ever, the political and policy dialogues on urban sustainability will be able to use Africa's urban reconstruction initiatives and programmes as platforms to demonstrate tangible progress being achieved on sustainable urban development. Within that context, Europeans will make use of their comparative advantages in order to act as catalysts, knowledge brokers and mediators for the new dialogue. Special attention will have to be devoted to facilitating the 'social anchoring' of Sino-African urban reconstruction initiatives. The exchange of lessons and experiences between Africa and China is very important as the latter is increasingly becoming a major role player in Africa's development initiatives as illustrated on the map below.

In order to gauge whether the visit has in some way been catalytic in bridging the cultural, experiential and regional differences to arrive at a shared perspective of the urban challenge and the requirements for giving it a sustainable footprint, it is important to understand the underlying aims and objectives of the exchange visit.

The ultimate goal of the visit was that African and Chinese experts, practitioners and decision makers would develop a shared perspective of approaches towards urban sustainability in light of its unfolding regional connotations. This was to be achieved via an improved understanding of the contextual differences and similarities between the two regions. In turn such mutual understanding

[7] Coincidentally, at the time when the Sino-Africa symposium was taking place at Tonji University, an interesting resolution was being ratified by the 27 EU ministers on November 11, 2008 in Brussels to adopt trilateral cooperation between Africa, China and Europe as a preferred modality in order to render future development cooperation more effective on issues of sustainable development.



Map of China's Investment in Africa (Source: UNCTAD)

The means through which the above goals were to be met was therefore the initiation of an exchange visit. In other words, the exchange itself was an (indirect) objective. Taking the anticipated objectives as granted may sound a little presumptuous in an intercultural context where there is no upfront certainty whether they will be met or not. In this context, the how is just as important as the what. Because the means are considered as important as the ends, this section of the report will interrogate the outcomes of the Sino-Africa exchange programme from two perspectives: (i) the process outcomes and the (ii) substantive outcomes. Before we discuss these, we will list the entire exchange process format:

- Keynotes addresses on urban sustainability
- Presentations of the overall context of urban sustainability in Africa and China
- Presentation of individual case studies from Africa, China and Europe
- Theme based site visits in various Chinese localities in the greater Shanghai region
- Discussions with decision makers and practitioners from Chinese local authorities, business executives, researchers and academic personnel
- Consolidation of group impressions in power-point presentations
- Review of presentations on the basis of plenary discussions and world café presentations

was to be achieved through the selection, presentation and discussion of specific case studies (at least ten of them) from both regions. In a more concrete sense, the key issues distilled from the exchange were to be reflected in the form of joint perspectives and concepts with clear recommendations for a more sustainable orientation of Chinese urban (re-)construction projects in Africa. Implied in the above is the understanding that some form of interaction and critical engagement between Africans and Chinese delegates was a sine qua none condition.

PROCESS OUTCOMES

The process of arriving at the outcomes of the exchange was not as obvious as one would imagine in an intercultural context. This assumption was already anticipated by the organizers through the designation of moderators for each working group. Moderators played an important role in (i) assisting with the packaging of themes and topics in a fashion which favours engagement, (ii) reminding participants of the topics that were assigned to the working groups and (iii) distilling the relevance of each case study for the chosen topics. Most importantly it also became incumbent on moderators (iv) to ensure that the emerging impressions were shared amongst participants in an exchange format, so as to trigger a debate and secure a common understanding of key issues.

Before embarking on a reflection of facilitation approaches and techniques that were utilized by moderators, it is important to recap things that went well (i.e. according to plan) as well as challenges and difficulties that were encountered during the visit and related field trips.

At the end of the visit, it became obvious that these difficulties, together with the positive impressions gathered from the visit have triggered a substantive amount of impetus for the exchange to continue.

Things that worked well
Results from a survey among delegates

The key impression which transpired repeatedly across the groups is that the exchange event was a major success, thus indicating that the event was very well prepared both professionally and logistically. The most salient aspects of this success relate to the following:

The core building blocks of the exchange process
The four main building blocks of the programme were centered around (i) an introductory seminar with keynote addresses on urban sustainability, followed by (ii) site visits where participants were split into four groups, as well as (iii) workgroup sessions and (iv) a concluding world café event. The site visits received overwhelming approval amongst all delegates as they provided the best insights into the practical Chinese context of urban sustainability. The coordination of site visits with the host organizations was quite successful. Similarly, a high level of appreciation was attributed to the workgroup sessions and the introductory seminar and, to a lesser extent, the world café event. The highest ranking achieved by the first three building blocks is an indication that they are to be considered as critical design parameters in future Sino-Africa engagements. The world café was valued as an exchange and feedback technique, but the fact that it came right at the end of the event did not allow enough time for participants to gather the full potential of this building block.

Event moderation
Moderators were very instrumental part of the success of the event in that they helped with the structuring of themes, the facilitation of the exchange and the processing, consolidating and documenting of major findings from the site visits. Moderators also played a critical role in helping to digest the complexity of individual impressions in a group format.

Tongji University as a host and resource base
The designation of Tongji University as the anchor group work, multimedia technology and catering facilities was a critical factor to the Exchange's success. The wholehearted involvement of their students and the support services they provided afforded them and their university a unique exposure to a well sourced number of high caliber professionals and practitioners from across Africa and Europe. As a result, many African delegates expressed the desire to see Tongji University becoming somewhat of a 'connecting point' for the future Sino-Africa exchange as it would serve as a good example to demonstrate the role of an academic institution as a development agent.

GTZ as a trend-setting agency in trilateral development cooperation
Participants from all groups praised the German cooperation, especially GTZ, for their exemplary cooperation with the host partner (Tongji) in providing excellent organization, a professional packaging for the event and in mobilising high caliber delegates from across Africa and Europe. Through this, GTZ confirmed their role as a trusted partner and broker of South-South engagements in matters of sustainable development. It was felt that future Sino-Africa engagements will therefore require further support through the various GTZ programmes in African countries.

Triangulation of experiences and expertise from Africa, China and Europe
The exchange of experiences between African, Chinese and European practitioners was an important design parameter of the event. Participants found this to be a highly successful format, since it triggered an exchange of views through debates, informal discussions and critica that were knowledgeable in the subject matter. Another success factor is that the event was not strictly targeting one single and exclusive profession but allowed for a healthy mix of development practitioners who are involved in development planning and management, predominantly in the context of urbanizing areas. The key lesson emerging from this was that the success of the Sino-Africa exchange programme will be highly dependent on a careful selection of high caliber professionals and practitioners.

Proximity of accommodation with Tongji university and other extras
Other arrangements such as the proximity of accommodation to the university and the provision of competent translation facilities, coupled with the Chinese hospitality, the catering facilities and the occasional social events such as the cultural performance in the Jiading old town (group 4) and the concluding dinner in one of the highest towers of Shanghai city were additional aspects which helped participants to round out their impressions and deepen their informal discussions with the Chinese delegates in a more relaxed and convivial atmosphere.

Process Challenges

In terms of process challenges, the preparation of background material was indeed given some attention, but many delegates felt that the case studies which they had been mobilized to prepare could have been shared with all participants prior to the visit in order to allow a more focused preparation. Time constraints were seen as a major problem in all groups. Indeed, some presentations prepared by delegates from Africa could not be fully shared in the groups due to time limitations. Participants from Africa were also keen to have more discussion with the city of Shanghai in order to gather a better understanding of fundamentals in areas such as the planning system before embarking on the site visits. It was felt that more time will need to be devoted to discussions in the future. There seems to have been an assumption that all selected moderators were experienced people with moderation skills. Prior engagements were planned between Chinese, African and European moderators prior to the event, but due to time and logistical constraints, this arrangement did not materialize. As a result, professional moderation or at least strong preparatory briefings were seen as a key element to be considered in future Sino-Africa engagements. Numerous participants also felt that an extra slot should have been provided to explain and discuss the full logistical arrangements in terms of accommodation, catering, flight bookings, etc. It was also suggested that future exchange visits should explore the possibility of inviting African students who have graduated and now work in China as they have in depth experience of both sides. As the exchange visit was unfolding, it also became apparent that the keynote addresses and introductory presentations from Africa were not sufficient to trigger a critical mass of reaction from the Chinese side. Indeed, in the early stages of the visit, most Chinese participants reported little knowledge of the African context as being the reason for their hesitant engagement in the unfolding debates.

While numerous positive impressions were gathered by African delegates, there was a general understanding that the process of arriving at these outcomes is as important as the outcomes themselves for Africa. African delegates were therefore eager to understand **the key challenges and lessons** that were associated with the success of some Chinese urban development initiatives and most importantly how these were overcome. However, the anticipated serious engagement around lessons did not take place as expected. As a result, participants felt the need to incorporate a more solid knowledge exchange perspective into future engagements between China and Africa.

On the African side, the thirst for debate and engagement on the early impressions was manifest in numerous questions and attempts to distill similarities and differences between the Chinese and African governance and urban planning systems, including the associated delivery mechanisms.

In some extreme cases, the hesitant level of debate gave rise to an impression amongst African delegates that the real motive behind the visit was a mere advertising of Chinese success stories. This impression was exacerbated by the difficulty to obtain more insights on what stumbling blocks and lessons were confronted before arriving at the perceived successes.

Process Moderation

In addressing the above process challenges, numerous techniques were applied by the moderating teams. They were ranging between participatory moderation, open enquiries, mixed sitting arrangements during meals, probing questions, briefing and sharing of commentaries in the bus while en route to the different sites, deeper interrogation of Chinese moderators on striking landmarks and features observed, as well as bilateral discussions on issues regarding substance and logistical improvements. Key issues were noted for clarification and deeper discussion during the workgroup sessions.

In some instances impressions gathered by individual participants were relayed by the moderators in a transparent format during their facilitation of group proceedings.

The mixed sitting arrangements between Chinese and African delegates during the various meals were used to create a convivial atmosphere for discussion. The round shape of dining tables and associated rotating meal trays table was favorable in this regard.

Delegates on the Field Visit

In many instances, the moderators' own impressions were shared with some Chinese participants during informal discussions and narrated back to the whole group.

Processes of Group Exchange

As the visit was unfolding, numerous Chinese and African participants became more familiar with one another. In some instances, this familiarity started giving rise to an informal exchange of impressions and views amongst participants.

The presence of Chinese participants from other regions in China started illustrating itself as a positive factor for the exchange as they could sometimes acknowledge that the Shanghai region, known for its wealthy economy and population, was not necessarily symbolic of situation in the whole of China. This caution was particularly important for African delegates whose thirst for seeing and understanding poverty stricken areas throughout the visit could barely be quenched[8].

The concluding stages of the visit became more engaging, with some concrete suggestions being articulated by Chinese participants on what African countries can explore in order to deal with some context specific problems. In the case of slum prevention, for instance, reference was made to the need for the state to engage in bulk servicing of land and to facilitate its transaction.

Participants from China and Africa were unanimous that the exchange should be allowed to continue. Numerous concrete suggestions were made on how this could happen. Moderators were approached by individual participants to convey the high demand for a structured exchange in order to deepen the impressions gathered, but also to give practical meaning to the exchange itself.

Chinese participants were pleased by the high caliber of African delegates as expressed through **their critical level of engagement**. This open expression of views seems to have received some resonance on the Chinese side. The few expressions of self-critique on the Chinese side even went as far as cautioning that Africa should not take China's successes as blueprints that would produce the same effects in Africa.

Chinese participants were also of the view that Africa seems to have made some inroads with community mobilization for development and that there would be a need for China to gather lessons on this aspect.

Another element that triggered interest in pursuing the exchange was the indiscriminate involvement of academic institutions such as Tongji University in development through the awarding of periodic and renewable licenses by the state. This was highly needed in Africa where universities seem to have been relegated in the role of research and teaching with little involvement in development. If the impressive manner in which Tongji University tackled this exchange is a reflection of the enthusiasm and commitment to learning and practice that academic institutions offer to development, this is a valuable lesson for Africa to learn.

[8] The question about where the poor live was raised many times by African delegates.

SUBSTANTIVE OUTCOMES (KEY INSIGHTS)

The substantive outcomes of the China visit will also be described against the central goal of the exchange programme as described earlier, namely to:

'Reach a mutual understanding of differences and similarities as a means of developing joint perspectives and approaches towards sustainable urban development'

In the preceding chapter we described the difficulties and constraints which had to be overcome through the means of moderation in order to trigger the level of interaction required for realising the aims of the visit.

On the substantive level, the various interactions between African and Chinese delegates went beyond the projects and case studies presented. Some of the group findings and debates went as far as exploring the fundamentals of development in both regions before using projects and case studies as frameworks to illustrate and substantiate key positions, arguments and recommendations. Altogether, the following twelve core topics were covered:

- Fundamental understanding of urban sustainability (see part II, group 3)
- Population/migration dynamics and the nature of the common challenge
- State developmentalism (visioning and delivery capacity)
- Heritage preservation
- Economic development
- Public Management capacity
- Governance systems (rules of engagement, spectrum of players, their roles and involvement)
- Planning and implementation
- Land use management
- Housing and accommodation
- Funding for sustainable urban development
- Ecologic dimensions of sustainable urban development

The above themes will be used in the following sections as framing topics for narrating the substantive outcomes of the Sino African Exchange Visit in terms of perceived differences/similarities and the joint perspectives derived from these comparisons. These differences and similarities will be illustrated on the basis of impressions gathered throughout the entire exchange visit, with some specific reference to research papers and case studies presented, as well as the sites visited. The joint perspectives derived from the work of individual groups will also be used as reference material in describing the substantive outcomes.

POPULATION AND MIGRATION DYNAMICS: THE NATURE AND MAGNITUDE OF THE COMMON CHALLENGE

Numerous presentations made in the plenary session were unanimous that Africa and China are currently experiencing very high and unprecedented levels of urbanization, expressed through natural population increase and various forms of migration (rural-urban and city-to-city). In both regions, population growth and migration find their biggest expression in urbanizing[9] areas. According to a recent UNHABITAT State of the World Cities Report a resounding number of 49 new cities have been created in China since the early nineties. In other words nearly 2 new cities are created every year with up to one million dwellers each.

In Africa, the total population is estimated at nearly 800 million inhabitants, 40 percent of which are living in urbanizing areas. The annual growth rate is estimated at an average of 5%. Projections also estimate that the majority of Africa's population will be residing in urbanizing areas by 2020.

[9] The term ‚urbanizing areas' is preferably used in order to express the view that ‚urbanity' or ‚urban' is a constantly evolving concept while both regions are striving to find appropriate illustrations of urban sustainability for their cities.

The major difference between Africa and China reside in the fact that China's urbanization occurs by design whereas Africa's dominant pattern of urbanization occurs in an organic fashion through urban sprawl (metropolitanisation) and informality. China's urbanization process is accompanied by a positive correlation between population growth and economic growth. In other words, the urbanization process is managed and controlled by the state so as to deliver the promise for better living conditions to the majority. For the majority, the arrival in a new city is linked to employment and the entitlement to use functioning infrastructure and urban services. However, this trend also includes a large number of 'floating population of circular migrants' who are not registered and subsequently do not have access to certain urban services (e.g free education, health care, social security). Due to lack of data, it remains difficult to assess which proportion of the new urban population is actually benefiting from positive urbanization effects.

In comparison, Africa's urbanising areas are growing in size and population in a context of marginal and disproportionate economic growth. In other words, hope is the key driver for migration decisions in Africa. Contrary to the situation in China, African states' original ambition to control and manage urbanization has remained a lost battle for many decades. The initial presentations on African perspectives of urban sustainability made it clear that in many countries of Sub-Saharan Africa, informal settlements have become home to the majority of the urban population. There are numerous initiatives at both the country level and Pan-African level to address the problem via increasing the response capacity of the state.

In the interpretation of views expressed by many African and Chinese delegates, the above comparative analysis implies is that China and Africa have many reasons to share and exchange on how they are responding to the common challenge of pace, scale and flux in population dynamics and the type of space economy and urban form they are creating through various urban reconstruction and development projects and initiatives.

STATE DEVELOPMENTALISM (VISIONING, ORGANISATION AND IMPLEMENTATION CAPACITY)

Simply put, state developmentalism describes the developmental choices through which a particular state projects itself in the future (vision) as well as the degree of legitimacy, coherence and social anchoring of these choices. Most importantly, state developmentalism includes considerations on whether and to what extent the state has the organizational, managerial and material means (capacity) to realize its own intentions and choices.

- The high acknowledgement of a rich cultural heritage and traditions rooted in discipline and the sense of excellence, hard work and dedication to national goals

- The explicit acceptance of economic growth as a major precondition for the fulfillment of a growing population's aspirations to wealth and better standards of living; and for satisfying the global competitiveness and supremacy aspirations of China

- The clear acceptance of urbanization and the commitment to provide the supporting infrastructure as well as a range of residential quality options and other social incentives to all population groups, including those who choose to dwell in cities such as peasants and the 'floating' population across the new cities.

Manifestations of the above high-level aspirations were found nearly in all localities visited. Their realization is supported by a culture of competition between cities and regions which is encouraged by the central government. This happens through the central definition of highlevel outcomes for which local authorities are encouraged to compete with one another for investment. The fact that the central government vehemently promotes competition between local authorities was seen as a factor that could inhibit efforts at city-to-city cooperation, thus making harmonious territorial development difficult to achieve.

The African situation was heavily debated across the groups. A view transpired across the presentations and group discussions that in post independence Africa, state developmentalism was expressed in many countries in terms of high ambitions and goals for development and wealth creation. Many of these experiences had a short life span as they were subjected to the cumulative shocks of unfavorable terms of trade on the World markets[10], historical discontinuities, poor governance systems, political instability and absence of an industrial base.

Due to the combined effect of economic crisis, high level of indebtedness, weakening public management capacity and the socio-political dynamics of the early nineties, the majority of countries have been subjected to structural adjustment programmes. One of the downfalls, has been the abandonment of the then established culture of development visioning which had to leave room for economic readjustment with heavy social ramifications on all sectors of public life. Some of these dynamics explain why the state has been overtaken by other forces such as the informal sector in critical areas such as land and housing supply for development. The result of that dominant presence of the informal sector in city making is often seen to be driving a type uncontrolled urbanization known as 'metropolitanisation' through urban sprawl.

[10] Let alone the fact that many African economies have built their growth aspirations on the sale of commodities on World Markets.

Outcomes/Perspectives:

The African delegation pushed quite hard to explore their impressions of 'controlled' urbanization in China. What did become apparent and was clarified by the Chinese delegation is that China has an explicit pro-urbanisation stance. Hence, it is embraced, it is planned for and socially, it is viewed by Chinese citizens as a good thing to live in a modern city. Still, the African delegations impression was that there must be many poor Chinese citizens eking out an existence (as occurs in large African cities) that are hidden in the interstices of the urban fabric, despite not seeing much of this. Indeed this was confirmed clarity provided on the need for Chinese citizens to register their presence in cities.

In diagnosing the African policy context, it appeared to many participants that African states have not yet adopted an explicit pro-urbanisation stance in their policies, despite the magnitude of the challenge and the potentially disastrous perspectives that a laissez-faire approach could have. Accordingly, there was an implicit suggestion in the introductory presentation on African initiatives on urban sustainability that the on-going creation of new capital cities and the renewal of old ones in Africa provides a window of opportunity to use urban development as a platform to demonstrate greater visioning and implementation capacity and thus, reinvigorate state developmentalism in African countries. Numerous projects found here and there stand as illustrations to an attempt to embrace the urbanization challenge in a new spirit, but they their insular character, as well as their pilot nature and limited acceptance as a societal priority often fails to lend traction to a fruitful political debate on state developmentalism.

Chinese built sporting complex in Yaounde

New traffic interchange section in Dakar

Basilika in Yamoussoukro

When comparing the African context of development with the rapid pace of development in China, many African delegates felt that Africa's urbanization and urban development processes are evolving in the context of democratic and pluralistic governance models which prescribe consultation between levels of government and civil society as a basis for legitimating the visions, goals and the means for their implementation. The view was widely shared amongst African and Chinese delegates that a lot of energy might be spent on perfecting processes of intergovernmental and civil society consultations, while implementation remains unpredictable and improbable. In one particular instance, this analysis triggered another debate on the view that regions such as Europe and China have historically relied on highly centralized and, in some instances, repressive governance systems to build most of their present cultural, economic and socio-political assets (historic monuments, industrial base, nation states). In these contexts, the implementation of development goals was reportedly straight forward and did not have to suffer any major disruptions. Paradoxically, the enumerated difficulties in the African context are further compounded by the fact that the continent is evolving within a governance model where development choices have to be negotiated with a large number of stakeholders, hence slowing down delivery and in some instances disagreements causing it not to happen. Nevertheless, the majority of African delegates introduced a nuance to this simplistic view by acknowledging that traditional systems were overly focused on physical realizations which were mainly set to demonstrate the might and personality of nations, sometimes tolerating abusive use of power, whilst considering citizens as 'objects'. On the other hand new governance styles put more emphasis on placing people at the center of development (active 'co-producers') with the aim of maximizing the opportunities of human fulfillment, for which engagement and consultation are an integral part of the value system. The challenge thus resides in the effective management of development towards implementation, a process in which China and Africa can share numerous lessons in the context of the Sino-Africa exchange.

Some participants from Africa and China were of the view that Africa can learn a lesson from how China used urbanization to instill a new approach to state developmentalism without putting all effort toward questioning the mechanics of the underlying system. Another learning area was seen to reside in drawing inspiration from China on how to 'convert' delivery programmes from their current piecemeal and insular pilot project approaches in Africa to a scale dimension. Further, realizing that Africa was still hesitant about whether to embrace a pro-urbanisation stance, African delegates felt that the exchange with China could assist them to deepen their understanding of China's transition from a rural to a balanced view of territorial development whereby urbanization is positively and proactively promoted as part of the solution to rural development[11].

[11] Incentive packages, registrations, rural-urban law are some of the initiatives recorded during the visit. A better understanding of their functioning and effectiveness would be required in the next sessions of the exchange as it may enrich Africa's obsessive policy debate on the operationalisation of rural-urban linkages.

3D Model of the Suzhou Industrial Park

STATE LED ECONOMIC DEVELOPMENT

Internationally, China's economic growth is reported to have reached double digits before the world financial crisis in late 2008. The country has been consolidating its competitive advantage thanks to a range of competitive factors such as lower cost of labor, massive infrastructure development programmes and numerous government incentives. Various international firms that were operating from Europe and America have relocated their plants to China as a result of these and other factors. Participants were exposed to various manifestations of this economic success story in many ways: Some of China's reputable car manufacturing localities such as Anting and Jiading were visited in the greater Shanghai region. **The Suzhou Industrial Park was an impressive example of a Special Industrial Zone that has attracted global capital to its well-planned and managed world-class integrated development.** African delegates were overwhelmed by the impressive size and design of many facilities such as the prestigious Shanghai Race Course located in Qinpu.

The low cost of labour makes it possible to provide employment for a large number of people who come to cities for a better life. Cities are able to deliver that promise because of their higher productivity. Likewise, Africa attracts a large number of migrants in cities, but this migration does not correlate with higher economic growth, hence the informal sector offers the largest number of opportunities to migrants. African cities' productivity levels remain relatively low, due to a range of constraints such as non-existing manufacturing bases, limited access to capital, unreliable infrastructure, low productivity, poor governance and lower levels of investment. There is a huge knowledge gap across African countries about the business turnover of informal transactions. Most of them use public infrastructure but performance is not captured by official statistics nor do they contribute to the cities' tax bases. A large majority of transactions and businesses are trapped in survival type of activities that do not have the means to generate the required economies of scale. Yet, African and Chinese cities are the major contributors to their national gross domestic product. They are sites where the innovation potential is abundant to marry modernity with the domestic culture.

China is another example from the last two decades of sustained Eastern economic success stories that gave way to the resurgence of a belief in a'strong state'. It forms part of Asian 'dragons' whose successful development trajectory helped to tone down the enthusiastic neoliberal demise of African states in the early nineties. Contrary to this ideology that advocated as little state involvement as possible, the Chinese experience stands as another illustration that a developmental state must be a 'master of the game'. African delegates saw this reflected in the Chinese context via the state driven provision of various forms of investment security, incentives and the required infrastructure. This inclusion of critical incentives with infrastructure development was seen as a good basis to attract the participation of other actors in economic activity. An impression was also shared that the state must rectify market induced social imbalances via the provision of a social safety net, so as to buffer people's livelihoods in a highly fluid economic transformation context. For instance, new housing estates with multi-storey buildings were offered to peasants who migrated into cities. This was coupled with the option of an additional apartment that peasants could rent out in order to have additional income. Nevertheless, in some instances such as in Qingpu, complaints were relayed by the residing occupants that the provision of multi-storey building to old peasants was less an asset than a social liability because people get weak as they become old. 'Forcing' them into a one-size-fits-all-option, namely multi-storey buildings without elevators, was not a well thought out solution. This, in the view of many participants proved that much attention to detail is still to be given to the social dimension of sustainability across China's impressive relocation programmes.

Some African delegates were of the view that China's economic success is currently illustrated through an impressive 'overdose' of construction activity in the areas of residential and industrial real estate as well as large infrastructure facilities. The challenge remains in ensuring that this activity translates into better livelihoods for the growing population in cities. African delegates were also keen to understand the redistribution mechanisms mooted by the Chinese state to buffer the livelihoods of an increasingly growing number of urban dwellers and floating migrants. This was viewed as critical for understanding China's model of urbanization-led economic transformation.

PUBLIC MANAGEMENT CAPACITY

China's success story evolves in a context where the traditional bureaucratic mode of administration has given way to modern and adaptive forms of public management that are influenced by managerialism, efficiency and very strict accountability standards for local public office bearers towards the central state. In such a context, because of the delivery power of the state in terms of quality of products, delivery speed, dependability of plans, and operational and cost efficiencies, the predominant interpretation of citizens is that of 'clients'[12] rather than citizens and coproducers in service delivery. These observations were prominently identified throughout the working groups. Comparing China's with their own context, African delegates were of the opinion that although there are some aspirations towards managerialism and more interactive forms of public management that favor joint accountabilities between the (decentralized) state and civil society, the prevalence of a traditional administration with its bureaucratic procedures and 'red tape' is still very high throughout the public service on the continent, despite the large majority of Sub-Saharan African countries undergoing reforms in the area of decentralization. Overall, the African delegation got the impression that the government in China is more efficient and 'gets things done' in terms of policies, plans and regulation.

GOVERNANCE SYSTEMS

A wider interpretation of governance systems starts with the notion of how processes of state legitimization are constitutionally and practically structured in a particular society. It also includes the way in which this legitimacy and the associated powers are used (in the interest or against the interest of society) and the extent to which opportunities are made of benefit to various components of society to exert an influence over the legitimization process, the rules and the management of power and resources.

[12] A frequent misinterpretation of 'client' tends to relegate citizens to the role as a passive recipient of welfare acts from the state. The concept used here is one that considers the 'client' as a citizen actively involved in the

In developing their understanding of China's underlying governance system, African delegates gathered impressions from observations, presentations, dialogues and site visits. They were impressed with the level of predictability and speed at which the set visions and goals could be adhered to and implemented across government structures and Chinese civil society. This high level of cohesion in goal definition and the associated predictability in implementing them led African participants to compare China with a 'company state'. African delegates were also favourably impressed with the level of involvement of academic institutions such as Tongji University in development work. They are awarded licenses, renewable on an annual basis to cooperate with government in specific development projects such as the conceptualization, planning and design of industrial parks, residential and commercial estates or multifunctional settlements. Reminiscent of some pre-colonial values, some African participants were of the view that Africa's pre-colonial traditions were rooted in the notion of learning being an integral part of society. Unfortunately, cases where this heritage has been integrated in the modern practice of development are nearly non-existent in the mainstream policies of African countries.

On the Chinese side, it was acknowledged that one big comparative advantage lies in the fact that it has succeeded to maintain most of its core traditions across centuries such as respect, obedience and loyalty to authority, sense of discipline, culture of hard work, tenacity and perseverance in all endeavors. Many heritage sites which stand as illustrations for this culture were visited such as the temple of Confucius in Jiading or the widespread temples of the 'City God'. These icons stand as symbols reminiscent of China's long tradition of social order and discipline. They come in sync with a highly centralized governance regime which allows for a strong one-party-state with sub-sovereign levels of government exerting their legitimacy as deconcentrated organs of central government.

The African context varies quite significantly. The overall feature since the early nineties is that most African constitutions have adopted democratic governance regimes that promote multiparty

states with a decentralized mode of governance coupled with legitimization processes that culminate into different powers and functions between national and local government entities. This has created a situation in which development visions, resources and power have to be negotiated across levels of government and civil society to gain legitimacy in terms of plans and implementation. In the Chinese case, African delegates were of the view that the state is very proactive and developmental in its orientation, to an extent that it seems to think for the people so the latter have little to wish for or say at the end. In some instances such as Qingpu, new cutting edge and neatly designed residential estates were built for peasants in a turnkey fashion without any end user having to influence the planning or implementation process. However other cases in which citizens were actively participating in development were evident in areas where heritage preservation was being promoted - such as Yangzhou. There, residents and private owners of historical housing typologies were engaged to obtain their support for public preservation measures. They were awarded subsidies or compensations to keep and upgrade their façades. However, the embryonic character of citizen involvement in development as a whole was seen both by Chinese and African delegates as an area where China can learn from Africa. This was particularly seen as important because of the imperative of ensuring that Chinese infrastructure projects in Africa become socially owned and sustainable.

There was an general impression that China as a state is overly proactive and generous in designing solutions and resourcing them to the extent that there is little remaining to wish for by the citizens. African states need to learn from a new types of developmental states where inclusive governance must be supportive rather than retarding implementation. The high level of involvement of academic institutions in development was interpreted by African delegates as an example that could be promoted with immediate effect in Africa. This aspect of inclusive governance will need to inspire future exchanges between China and Africa.

The GTZ-supported Old City Conservation Project involved residents as development partners.

Public hearings from across South African urban development programmes

PLANNING AND IMPLEMENTATION

The importance of planning and implementation for the visit was reflected in the fact that the majority of African delegates was made up of planning professionals and practitioners or at least people who depend on successful planning and implementation to perform their developmental duties. For at least the past four decades African countries have been grappling with the challenge of ensuring that plans effectively shape the reality of cities and towns, but successes remain very limited. The introductory presentation on African perspectives of urban sustainability made it clear that with current rates of informality of up to 70%, the real movers and shakers of city making in Africa appear to be in the informal sector. This is caused by the overwhelming scale of urbanization which has outpaced the capacity of city and local government administrations to provide land, shelter, infrastructure and services to an increasing number of urban dwellers - the downside of this being that plans have been relegated to simple tools that soon become obsolete before implementation has started. Additionally, there is seldom sufficient capacity or will to implement and regulate plans and planning, resulting in poor enforcement of any plans that may get approved. African delegates were therefore eager to see and understand how successful China is in coping with the rapid pace of urbanization experienced there.

A lasting impression of African delegates about the Chinese planning system was its structured hierarchy of plans. It starts with a national overall perspective based on a performance system with binding characteristics of de-concentrated levels of government which the latter can adjust within the context of local variations. Some degree of latitude is left for local authorities to attract private sector investors and to compete with one another for investment. Built-environment professionals are fully participating in the planning and realization of cities. Contrary to their marginal roles in the African context, Chinese recognize their built-environment

Qingpu Planning Exhibition Hall

professionals as valued contributor to development.

The Chinese approach to planning has a very strong top/down pattern, but higher order plans are used as a frame of reference with a set of performance indicators, which locally appointed mayors and their administrations have to translate into locally suitable and tangible deliverables. Local authorities are then allowed to compete with one another in attracting investors and resources that can be matched with public funds allocated to them. In that sense, the Chinese top/down approach leaves room for adaptation to local circumstances but the mayors are rated according to their performance in fulfilling the outcomes of the plans within their jurisdiction.

Many participants from Africa observed that the influence of planning and plans seems important in China compared to Africa. China plans for future urbanization and implements these plans in a fairly straight forward, predictable and trusted manner. The case of Yangzhou, one of the localities visited, illustrates that plan-making has a long tradition which spans the last 2,000 years. This explains why there is a relatively high degree of literacy and comfort planning in Chinese society. The plan is effectively used as a governance tool, a medium for consultation, information, spatial orientation and political accountability. Africa (except for a few countries such as Egypt and Ethiopia) is not privileged with a similar strong planning tradition; hence the planning literacy is very low amid society and local politicians in particular. In Africa the plan is often relegated as only a tool for experts and planning professionals. This partly explains why it has been difficult to influence city formation through planning and to enforce the plan as a governance and accountability tool. African delegates were very impressed to realize that the plan of a new city such as Anting reflected in reality the integrated type of settlement where people can live, work and play.

In Africa, urbanization is more organic - not controlled or successfully managed. Related to this was how impressed the African delegation was by the town planning museums and offices in each city. In Qinpu and Jiading, the reception area of the city administration building is decorated with impressive three dimensional maps and artistic impressions with a multimedia commentary on the city's history, population dynamics, on-going and planned projects, design of new residential areas, etc.

One of the reasons why planning and implementation are very important for the future of the exchange programme is that Africa is well resourced with planners and built-environment professionals, but their work does very little in shaping the reality of cities on the continent. Many African participants were keen to pursue engagement with China, in order to deepen their understanding of key success factors for the smooth relationship between planning and implementation. Some ideas on how this could happen include more targeted forms of exchange such as mayoral internships, exchange of staff, as well as academic personnel and students. The display of plans, 3D maps and artist impressions of the city right at the entrance of the city administration offices was also a strong lesson that African delegates found worth replicating in order to improve planning literacy amongst the public. One of the immediate measures anticipated to elevate the role of built-environment professionals was seen to be targeting mayors and local decision makers since it was felt that their planning literacy would go a long way in expanding the realm of influence of planning.

HERITAGE PRESERVATION

The African delegation was impressed with the way in which some aspects of traditional and historical parts of cities are conserved. Given the very long urban tradition in China, it was encouraging to see remnants of historical areas and buildings remaining and used to generate income; therefore it appeared obvious that China is adept at marrying income generation (local economic development) with historical conservation to create sustainable development. While it was apparent that this was not universal and that many parts of cities had been razed to make way for modern industrial areas and high-rise apartment complexes, there were encouraging examples of conservation that Africa could learn from. Localities such as Yangzhou, Suzhou, Kunshan and Qinpu vary in the way they illustrate the notion of 'balanced cities' where new and old coexist. These localities are host to numerous sites for heritage preservation, environmental protection and new residential areas. Heritage preservation was seen as an essential activity that will give greater meaning to China's motto of creating harmonious cities as icons of a balanced territorial development. However, an observation was made that heritage sites, if not protected, are threatened to shrink significantly as the drive for economic success, fuelled by competition amongst cities, seems to receive the most attention.

For Africa there was a great deal of unanimity that greater concentration tends to be on poverty alleviation measures with less attention given to local economic development and even much less to heritage preservation. Yet, the continent is known as the cradle of humankind. Linked to this exceptional brand is the fact that Africa is equipped with a wealth of historical sites and icons that could be used to (i) create broader awareness of preservation in a context of rapidly urbanizing areas, and to (ii) link city-making initiatives with Africa's abundant cultural heritage in order to profile the competitive advantages of African cities on the domestic, continental and global tourism markets. Views were expressed that while China is branding its cities as icons of 'harmony between old and new' in creating a balanced society, Africa seems far from having a clear idea about what an African city should mean. With the exception of countries with a longer planning tradition such as Egypt and Ethiopia, the apparent laissez-faire and hesitant approach to the occurring high levels of urbanization does little in paving the way for the branding of African cities. Some attempts amongst African delegates to spell out what heritage preservation could mean in an African city came to the notion of preserving rural elements in the urbanizing environment.

What became clear from discussion on the prevation aspect is that African delegates were highly sensitized to the value and potency of this subject matter for urban sustainability. Many of them approached their group moderators to request that possibilities be explored for African delegates to meet amongst themselves in the course of 2009 as it became clear that there were huge knowledge and awareness gaps between the different African countries in terms of heritage. It was felt that such a meeting could be a starting point in bridging the gap in mutual awareness on continental issues and values and thus, in structuring future exchange sessions with China. This would also assist in improving China's understanding of the continent where an increasing number of urban infrastructure projects are currently taking place as a manifestation of the intensifying cooperation between the two regions.

HOUSING AND ACCOMMODATION

One of China's biggest challenges which gains momentum as demography and migration accelerate is the provision of housing for a rapidly growing number of its citizens. Many African countries are experiencing a similar challenge although at a slightly lower scale. As millions of Chinese citizens flock into cities on an annual basis, governments are under pressure to deliver shelter at a pace and scale equal to or higher than urbanization takes place. It is understood that the primary basic need for migrants to establish a foothold in the urban economy is shelter. Mainly because of its wealthier economy, the Shanghai region is at the heart of this challenge. The Chinese government has embraced the housing and accommodation challenge with a comfortable level of capacity coupled with multiple partnerships with private housing and estate development companies, universities, banks and parastatals.

African countries have similar pressures but their ambition since the early seventies to be the main providers of housing for the majority have been outpaced by population trends. The informal sector and private housing developers have become the 'movers and shakers' of the housing supply in many African countries. State driven housing programmes only represent a fraction of total housing supply in African cities. Even though the Chinese state is abundantly resourced with funding, its multiple partnership approach in housing delivery mainly seeks to achieve higher operational efficiencies in addressing the challenge through rapid construction and delivery of 'turnkey' housing projects. Such partnerships are also beneficial to the economy as they promote private enterprise and job creation.

Chinese housing projects cover a wide spectrum of beneficiaries and in some instances housing supply seems to override demand. A case in point was the new town in Anting where housing vacancy rates of up to 70% were encountered. One of the key reasons is that housing is usually considered to be an investment but not necessarily accommodation for the owners. Because of affordability constraints and lack of public transport facilities there are occasions where demand takes time to build up. This situation illustrates how the obsession to match or outperform an ever-heightening scale of urbanization leaves little time for a proper investigation of demand dynamics to determine housing provision.

In many African countries, partnerships with private estate developers are increasingly being considered, but they are still at an embryonic stage and therefore lack the required economies of scale to provide accommodation for the masses while contributing towards the creation of a more orderly type of urban form. The major constraints remain in (i) the availability and accessibility of funding, (ii) the relatively low profitability of such investment for the private sector because the limited buying power is spread over a large majority of poor citizens without income. With a few exceptions, such as South Africa, the target market which could attract private sector investment is made up of middle-to-high income households, but they are still relatively limited in size. **Housing solutions for the masses are higher in demand but the informal sector still has the best comparative advantages in production because they deliver faster, use more flexible and less sophisticated procedures and they have more socially accepted forms of transactions.**

In China, the extent of relocation programmes for farmers as a result of new cities being created is quite overwhelming. Old peasants are offered financial and material compensation (in the form of new housing units) in order to make a new livelihood in cities. Their adaptation to a new environment and lifestyle does not seem to receive any major attention in terms of accompanying programmes in skills development, income generating activities and the like. A case in point was Qingpu where the layout, building technology and infrastructure of relocation estates for farmers were of a very good standard but some design elements were not user friendly for the residents. As described in chapter 2 (group 2), old peasants are expected to walk up the stairs carrying their bicycles every time they return home and they lack proper facilities that can accommodate their essential living habits, such as a storage place for firewood (let alone the fact that these modern style apartments are not suitable for using firewood).

Informal settlements restructuring in Cape Town

Farmer relocation estate in Qingpu district, Shanghai

In Africa, early experiences with relocation have proven very costly and socially disruptive. They were often undertaken in compensation for informal settlement upgrading projects where a fraction of residents had to be relocated in serviced greenfield sites. Typically, such initiatives were never focused on construction alone, but relocation projects were usually designed as integrated programmes that would include livelihoods enhancement and enterprise related measures such as SMME support, community development and savings funds, skills and youth development programmes. More recently, relocation programmes linked to informal settlement upgrading have regained momentum in African cities as the United Nations, in conjunction with the Cities Allliance and numerous African (local) governments, are spearheading a new campaign to lend traction to the achievement of MDG Goal 7, Target 11 which seeks to:

“achieve by 2020 a significant improvement in the living conditions of at least 100 million slum dwellers worldwide”. (UN-Habitat)

Altogether, housing solutions in China are very efficient in terms of the quality of building technology, material finish, scale of delivery and rapidity of construction work. The extent to which new housing solutions accommodate the lifestyle and essential living habits of intended end users is still very limited and provides room for learning and quick action. While modern housing estates are not suitable for creating a sense of place and belonging for their occupants, on the contrary, old settlements have a strong sense of neighborhood. A case in point is the old settlement visited by group one in Wenhua Lane, Shuangdong District (see Chapter 2, Group 1). Numerous upgrading projects undertaken in such old settlements often succeed in mobilizing residents to become actively involved in a range of activities such as co-financing of upgrading works, sweat equity in façade renovation, upgrading of on-site infrastructure and beautification measures.

Housing and accommodation is a key area of future exchange between China and Africa as both sides hold strong comparative advantages. These advantages mainly reside in Africa’s housing provision as part of socially inclusive livelihoods programmes, whereas China’s programmes hold strong lessons and expertise in scaled housing provision through intelligent funding mechanisms, partnerships and construction and technological efficiencies. Key players to spearhead this aspect of the future exchange are universities.

LAND USE MANAGEMENT AND RELATED TRANSACTIONS

At the beginning of the exchange, an impression was widely shared amongst African delegates that the Chinese and African contexts had little to share because of the fundamental differences between the two regions on issues such as land ownership for urbanisation. In the Chinese context, land belongs to the state whereas in the African context there is private and customary land ownership. China’s recent history illustrates an accelerated transformation into a market economy while maintaining a centralized governance system. Even though land remains in state ownership, the market imperatives for economic transformation have given way to a high velocity of transactions with land as a resource for urbanization. Land transactions are at the core China’s pro-urbanisation stance through the instrument of long-term lease to private developers and parastatal agencies. They enter into 50 year (or less) lease agreements with the state to use the land for commercial purposes after which they develop and equip the acquired land with residential and industrial complexes which they sell at market value to private households and companies. In so doing, the state is able to leverage private sector resources to develop infrastructure and sufficient housing stock to accommodate the large influx of migrants into cities. At the same time, private sector businesses realize profit while employing the skills of built environment professionals, especially built environment faculties in universities who are awarded annually renewable licenses to drive numerous planning and design activities in on-going projects. This practice has favored the creation of private companies in built environment professions that offer a range of services to the state’s urban management initiatives and projects. Some executives of these new companies who took part in the site visits used the opportunity to present their projects to the group. In one particular case a small company registered less than six years ago reported a significant business turnover which helped them to join the Hong Kong Stock Exchange as a listed company.

In the African context, a few case studies on land use management were presented and discussed in groups, testifying to a range of innovative solutions being piloted within the individual countries. A case in point is Côte d’Ivoire, where a new instrument known as land development concessions (concession d’aménagement) was developed. It operates similar to the Chinese model, whereby plots of state owned or state acquired land are transferred to private entities for development, serviced, subdivided by the developer and sold to private individuals and households. The developer then pays an agreed fraction of the sales proceeds to the state, so that the necessary infrastructure and maintenance services can be provided. This practice represents only a fraction of many other innovations being practiced within the African continent. However, the predominant pattern of land use management in Africa was presented as not very favorable to the high velocity of transactions required in order to provide sustainable accommodation of migrants. The majority of transactions are informal; hence the state misses the opportunity to capture value-of-land transactions to provide the necessary infrastructure and services. Another complication was seen to reside in the fact that there is often an emotional attachment to land whereby huge portions of land are preferably kept idle for many years with no possibility of releasing them for temporary alternative use. This has reportedly led many countries to introduce a land development imperative within a given period (usually 3 years), failing which some land administration regimes have made provision for the public interest to override individual ownership rights. In such cases, land can be expropriated for public motives. Informal land transactions and the frequent reluctance by private owners to release their land for sustainable urban developm can prevent orderly city development. Another trend being observed in Sub-Saharan Africa consists of large plots of customary land being bought up from peri-urban communities. This is usually done by speculators and senior public servants who put the acquired plots on ‘hibernation’ until the value has increased significantly before they agree to sell it.

A small breakthrough for the Sino-African exchange was realized when the discussions allowed Chinese and African delegates to move beyond the more shallow impressions held at the beginning of the Exchange. It was realized and stressed that the main difference between the two contexts was that informal land transactions are the dominant form of transaction on land for urbanization, whereas such transactions are state led and state organized in China. This stood for many as an explanation for the high prevalence of distorted urban forms in Africa in contrast to the prevailing orderly shape and high level of organization seen in Chinese cities.

Ultimately, these perspectives triggered Chinese and African delegates to arrive at the joint perspective that, in tackling sustainable urbanization, the notion of trading land for development is what matters - not so much who owns it. Doing so requires a rapid release of land for development by state and private actors as well as the acceleration of land transactions in a manner which favors value capture on such transactions. The notion of value capture compels the state to clearly communicate its development and investment intentions through planning. When effectively used as investment decision and communication tools, plans usually trigger an appreciation of land value in areas proximate to the planned investments. Accordingly, the state and the private land owner can derive great value from selling or leasing the land for development. Value capture gets its full sense when the tax increments which the state derives from the development are used to improve the asset position of the poor via subsidizing the provision of affordable accommodation for poor citizens who otherwise remain at the margin of such transactions. China’s model of state owned land seems to support rapid land development and massive construction activity. The extent to which fiscal increments derived from lease transactions are utilised to service the demands of poor citizens depends on the extent to which migrants are awarded rights to establish a foothold in the city. China’s model is thus highly successful in leveraging extra capacity and resources for land development, housing delivery and construction activity, whereas land transactions for developmental purposes are still subjected to serious challenges in Africa. An exposure of African local decision makers to the

Chinese context of land management was seen as one of the ways in which the future exchange could assist in creating greater awareness and political will for the new role that the state could play in accelerating land release for sustainable urban development.

FUNDING FOR SUSTAINABLE URBAN DEVELOPMENT

An overwhelming observation from the African delegation was the large scale of new urban development. The magnitude of new developments (industrial parks, new apartment buildings) and infrastructure projects was overwhelming to them and this raised questions from Africans about how is they are funded and what role of the state plays in the financing of these investments. Besides a few initiatives presented in the opening ceremony such as the construction of new capital cities (Abuja in Nigeria, Yamoussoukro in Cote d'Ivoire, Lompoul in Senegal), Africa has comparatively low investment in new development and infrastructure in cities. A few African perspectives on funding for urbanization were presented and discussed in the group work. Generally, the approaches have evolved from an exclusive state controlled funding stream to a combination of parastatal funding agencies for local government, via private sector and donor funding. The predominant funding streams in Africa remain parastatal agencies and donor funding. The low involvement of the private sector in the funding equation for urbanization was seen to be mainly due to lagging institutional reforms that would provide a conducive environment for return on investment to private investors and developers. African delegates stressed that funding for urbanization is one of the bottleneck issues that constrains the delivery capacity of cities and local authorities on the continent.

As mentioned earlier, African delegates were impressed with the abundance of funding for urbanization from both the state and the private sector in China. State incentives also seem to trigger the right reactions from the market in terms of leveraging private sector investment. An example cited from UNHABITAT's work on the State of the Cities Report stipulates that since the Chinese government declared its intention to elevate the border city to Hong Kong as a franchised dry port area, the resident population has increased from approximately 6 million inhabitants to roughly 7 million in less than ten years. This population increase accompanied a massive private sector response in terms of investment. Many African delegates were also impressed with the proactive stance of the Chinese state as expressed through some new settlements that were completed ahead of new migrants settling in. Within some localities, some of the new settlements visited were not fully occupied because the new city dwellers were still anticipated.

With funding being one of the critical bottleneck issues in Africa, it became obvious for African delegates that this topic will be a major point of interest for the future exchange between China and Africa, so they could deepen their understanding of the workings of the Chinese model. It was stressed that funding for urban development has been the central topic of the recent African Ministerial Conference on Housing and Urban Development (AMCHUD) held in July, 2008 in Abuja, Nigeria. Because of that, national and local decision makers were seen as an appropriate target group to mobilize for future exchange sessions.

ECOLOGIC DIMENSIONS OF SUSTAINABILITY

One common feature of urbanization in China and Africa is the high concentration of human activity that goes along with it. In that context, resources such as energy, fresh air, water and land are high in demand in order to cater to the needs of an increasing number of urban residents and to keep the promise of 'cities - engines of growth and productivity'. However the amount of waste and pollutants generated by large scale urbanization affects the quality of resources that countries need to maintain the health of living species and the productivity of their populations and future generations. Ecologic dimensions of urban sustainability therefore primarily address the levels and types of inputs (resource consumption by urban systems), the quantity and degree of harmfulness of outputs and finally, the quantity and safety of waste reuse or recycling. In order to triangulate the above aspects towards acceptable standards of urban sustainability, a range of instruments are available to the state, citizens and corporations. They include behavior regulation, technological innovations, financial conditions as well as social norms and cultural traditions. For many African delegates, the growing number of Chinese pedestrians and motorcyclists wearing protection masks against polluted air stood as testimony that the threats to urban sustainability in China are real and require urgent action.

Nearly all groups were unanimous on the view that despite some 'eco-city' types of innovations visited here and there, the type of urban development being promoted in the China and Africa is still far from galvanizing a massive change of behavior in favour of urban ecology. However, a few promising innovations which are setting the trend in bridging the gap between insular practice and upscaling were visited – projects such as the Yangzhou Sludge power plant (see Chapter 2 visit to Yangzhou) where the ecologic benefits were reported to significantly outweigh economic benefits in the long term. The plant is a facility which collects human excretas via a municipal pipeline infrastructure and for which the local authority plans to establish a sewage treatment plant in all its villages and towns by the year 2010! Here, the scale of investment is taken into consideration to justify the investment, thus combining two essential parts of the three E's, namely ecology and economy (in terms of financial long term viability). Even though it remains to be seen how the local authority will complete the sustainability triangle by giving consideration to the notion of Equity (the third E, the Yanzhou example is already a step in the right direction which requires mainstreaming across China, in order to at least match the scale of the reuse challenge.

Other examples which demonstrate China's drive towards urban ecology include the widely adopted concept of an eco-village as illustrated by two visited case studies. First, in acknowledgement of the unique potential of the island, a political decision was reportedly taken to pioneer the first global eco-friendly city on Chongming Island in ways that minimize the environmental footprint. The mix of ecologic features includes, energy and water conservation, the use of wind and solar energy (inputs), gas driven public transport and a fully fleshed out recycling system.

Secondly, Suzhou was illustration of an impressive industrial park that has been developed within an integrated multifunctional development with housing and cultural elements and clean industries (hi-tech pharmaceuticals).

While comparing the total environmental footprint of the 17 to 20 million inhabitants of the greater Shanghai region with the visited insular cases visited and others that may still exist, delegates arrived at the conclusion that China's drive for economic growth seems to have relegated ecologic concerns to a shallow marketing label. It was felt that urban ecology should be given at least a similar level of attention as the scale and velocity of construction activity in which the Chinese state is involved. Many delegates felt that the on-going drive for PPPs and BOT type partnerships might not exhaust the potential to include a more assertive stance on the ecologic performance of all built-environment deals. The threat to urban ecology was seen as possible problems that will in the long run push China's global economic competitiveness out of balance with the country's development aspirations.

African delegates also acknowledged that urban ecology was still lacking attention as cities grow in many countries. Reference was made to some worrying illustrations such as the Kibera informal settlement in Nairobi (Kenya) where nearly one million slum dwellers have less than 500 toilet facilities at their disposal. The main entrance of the settlement displays a massive dumping site of solid waste with dozens of children seeking food remains in the middle of highly infectious and hazardous substances. Mention was also made of the recent and recurrent wave of power outages across major African cities as a result of established plants having reached capacity in the coalface of accelerated urbanization trends. At the same time, the informal economy has established very ingenuous modes of survival based on the recycling and sale of crafts made of waste material. These activities, however, do not receive any major form of acknowledgement in public policy or programmes that address urban sustainability. Likewise, some NGOs were involved in environmental preservation and urban ecology, but delegates thought that the fact that these efforts were not awarded further attention in order to elevate their success stories beyond the insular lock-in in which they remain trapped, due to lack of resources and policy mainstreaming was deplorable.

Chinese and African delegates expressed great concern about the low level of attention devoted to urban ecology which they compared to a 'ticking time bomb'. Hence the centrality of urban ecology in terms of using fewer fossil resources (dematerialization), as well as reducing waste and increasing levels of waste re-using/recycling should be placed at the core of the exchange of experiences in the various areas identified (legislation, technology, cultural traditions and social norms, financial solutions and behavioral changes). The screening of on-going and new Sino-Africa infrastructural projects could serve as an ideal platform to operationalise the required changes. With due recognition of the solid experience gathered in Europe on matters of ecologic sustainability, exchanges with Europeans on several issues such as technological innovations and monitoring systems will be crucial in this regard.

CONCLUDING REFLECTIONS ON JOINT PERSPECTIVES OF SUSTAINABLE URBAN DEVELOPMENT BETWEEN CHINA AND AFRICA

At the concluding plenary session of the exchange the consolidated results and impressions were presented in the form of individual group presentations, as well as in the World Café format. It became obvious from these joint presentations that participants have secured an improved understanding of the fundamental differences, similarities and shared perspectives about urban sustainability between the two regions as well as the potential mutual gains that can be derived from a continuous exchange.

In terms of joint perspectives, the above outcomes suggest that Chinese and African delegates have established a common understanding of perspectives that should be guiding their future interaction and cooperation on urban sustainability. These perspectives are centered around the following dimensions of sustainability:

- The promotion of a shared understanding and awareness across African society in terms of what to do and what not to do in order to avoid compromising the transfer of wealth and natural assets across society and between the generations;
- The need to use urban development initiatives as vehicles to exemplify how multifunctional visions can be used as levers to implement balanced development (between economic, social, ecological and heritage aspects);
- The need to embrace urbanization as an opportunity and to operationalise urban development as a catalyst for state developmentalism at the local level;
- The need to reaffirm the role of the state as one that organizes and maintains a harmonious interplay between the stakeholders, and thus a balance of interests, while maximizing the social benefits of governance through better delivery;
- The need to facilitate a massive change of behavior in production and consumption from lesser use of fossil natural resources (inputs) to greater usage of renewable ones (de-materialization) and from a lesser production of waste (outputs) to greater levels of material re-use (recycling);
- Active promotion of all factors that support harmony, balance and equity - especially the territorial, social and heritage dimensions thereof;
- The need to instill greater 'footprint' awareness into Chinese infrastructure and urban development projects on the African continent and
- The need to promote environmentally and socially sound technological innovations across all urban development initiatives while paying particular attention to increasing the scale and velocity of state responses to match the increasing size and traction in demand.

In order for the above joint perspectives of sustainability to effectively guide and influence future cooperation endeavors and projects between Africa and China, all groups agreed that the future knowledge exchange between Africa and China should follow the trilogy of GIVE, TAKE and SHARE. This trilogy was seen as one that should inspire the cooperation between China and Africa and the ensuing infrastructure projects at all times. Accordingly, the exchange should be understood as a marketplace where latent or explicit demands ('takeaways') meet with supply opportunities ('offerings') and with the underlying assumption that these takeways and offerings will generate new knowledge that must be shared continuously to improve delivery capacity in a fashion which is best suited to each context of urban sustainability. Implied in the GIVE, TAKE and SHARE trilogy is the common understanding that:

(i) the two regions have something to offer one another (offerings),
(ii) each region has something to gain from the other (takeaways) and
(iii) opportunities must be actively afforded to both regions to share knowledge, expertise and advice in their quest to improve the sustainability profile of their cooperation projects and initiatives.

The substantive content of these mutual offerings, takeaways and exchange opportunities, as derived from the initial Exchange Visit to China, is what we will now discuss.

CHINA'S TAKEAWAYS FROM AFRICA (AFRICA'S OFFERINGS)

Compared to Africa's takeaways from their China visit, China's takeaways from Africa may appear to be fewer to the reader. What has to be borne in mind as illustrated in the group results (see Chapter 2) is that Chinese participants were not as outspoken and extroverted about what they have learnt from this exchange as were Africans. One of the obvious reasons is that the African delegates had full exposure to the Chinese context through the visit while the Chinese exposure to the African context was only possible via presentations and debates. However, the exchange has made definite inroads in triggering more interest on the Chinese side about Africa and a better awareness of what Africans think of China's problems. It is therefore a reasonable expectation that future engagement opportunities will require greater exposure to the African context for Chinese delegates. Ideally, this exposure could be linked to site visits on Chinese projects in Africa. It is expected that a better understanding of the sustainability constraints and opportunities of such projects will lay important foundations for China to be more alert and seek engagement on how the above joint perspectives of urban sustainability could be integrated into China's contributions to Africa's infrastructure projects and urban development initiatives.

The Chinese participants noted

- The Africans' passion for citizen participation and involvement in development which suggests an opportunity for China to factor governance dimensions in their infrastructure projects;
- The bridging role of NGOs between local government and the community which was seen as a positive factor by Chinese participants;
- The inspiring openness of Africans to self-criticism, coupled with their ability to freely and competently articulate their impressions of China despite the brief duration of their stay was seen as a sign of trust which calls for an equally open engagement on the Chinese side and
- The African delegates' depth of knowledge of their own countries and passion for their continent which was seen as an asset and compelling ingredient to jointly engage and find 'best-fit' solutions to Africa's problems.

AFRICA'S TAKEAWAYS FROM CHINA (CHINA'S OFFERINGS)

The following ten impressions gathered by African delegates were deemed inspiring for future action to be taken by African delegates in order to maximize the benefits of the exchange.

- The high-level of discipline, sense of hard work, commitment to the country's development goals and the obsessive focus on delivering quality services on time;
- Inclusion of universities in the development work – pilot a phased programme with experts from a varying number of African countries;
- The need to use existing and planned infrastructure projects to articulate dimensions of African culture and heritage;
- State transformation as facilitator of socially oriented market mechanisms to finance urban infrastructure;
- Understanding the role of promoting a strong economic intervention, whilst retaining the traditional cultural and social systems, as a catalyst for urban development and improving overall standards of living;
- Understanding the role that land tenure systems can play in supporting an economic approach to development while still retaining state land ownership;
- Promoting approaches that are based on best international planning practices, preparation of plans and implementation to achieve sustainable development;
- The abundant passion of Chinese for the beautification of cities and urban environments;
- Improvement of planning literacy amongst the African public through a more explicit re-design of designated areas within public administration buildings such as city halls, council venues, planning administrations, cadastral services, etc. and
- Innovative approaches in attracting private sector funding and investment in support of sustainable urbanization.

WHAT BOTH REGIONS NEED TO SHARE

The mutual interest in sharing knowledge between Africa and China were more pronounced on the following issues.

- The contribution of technological, social, economic, legal and administrative innovations in improving the ecologic footprint of infrastructure projects

- A more in-depth investigation of lessons and challenges encountered by China in achieving its current levels of delivery capacity and economic development, including the associated state led economic transformation processes while maintaining highly centralized governance systems

- Targeted training courses linked to an involvement of African and Chinese urban practitioners, students and local leaders in the conceptualization and implementation of new or on-going Chinese projects in Africa

- Periodic working visits for locally elected African leaders such as mayors, councilors and representatives of parastatal companies with a view to improve their understanding of how China is utilizing built-environment professions to positively impact development

- In-depth exploration of possibilities to link Tongji University with major processes and Chinese investment projects in Africa, culminating in a short to medium term setting up of a Sino-Africa Advisory Facility for Africa's built environment Projects.

The Way Forward

While nearly all participants to the visit were most certain that the initiative is impressive and hence must continue, the suggestions on how this should happen were not as consensual. Nevertheless numerous proposals made in the working groups were quite concrete and inspiring. This concluding chapter is therefore an attempt to consolidate in a structured format the various proposals and suggestions on how the Sino-African Exchange could be taken forward.

KEY ISSUES TO BE ADDRESSED

'Anchor Champion' on the Chinese side

A number of suggestions and proposals gathered from participants were on the modality side. Some of them pointed to the need for an Anchor Champion on the Chinese side for which Tongji University was seen as a natural choice. This was also in recognition of the impressive-level of professionalism and commitment demonstrated by the institution in organizing the visit. In nearly all groups there was a high level of organisation. Booklets and information leaflets were prepared about all the sites with probing questions asked to spark debate and get people thinking about what they were seeing. They had many students on hand to assist with technical things like presentations; they had rooms organized for team meetings. It was all very impressive and showed an eagerness and motivation. The exposure that students had in all stages of the visit must have afforded them an excellent learning opportunity for which they had shown great commitment and enthusiasm.

Anchor champion on the African side: lean facility/secretariat?

On the African side, there was no definite suggestion on what the modality of an Anchor Champion should look like. This was partly due to the fact that African delegates realized how little they knew about each other's countries. Another positive spin-off of the China visit was therefore that it was a dual discovery. Besides discovering the Chinese context of urban sustainability, the visit afforded them an opportunity to reach out to one another and discover the rich and inspiring initiatives that were being piloted across the continent. An idea that started gaining interest amongst Africans was the creation of a lean facility or secretariat that would organize communication amongst the Africans and convene an African post-Shanghai gathering in order to deepen the discussion on the modality issues and agree on a common vision for future Sino-African engagements.

Focal persons and institutions in the African countries

One important organizational arrangement advocated by African delegates was the identification of focal persons in each country present during the visit. Accordingly, a total of 14 delegates representing their individual countries were designated to be actively involved in the planned engagements leading up to the post-Shanghai meetings in Africa. Delegates from the following countries were selected as focal persons: Ghana, Ethiopia, Madagascar, Cameroon, Tanzania, Benin, Guinea, Kenya, Zambia, Uganda, Namibia, Cote d'Ivoire and Nigeria. Many of these delegates are senior representatives and executives in a range of national and local government institutions, including academic institutions, non-governmental and private sector organizations as well as regional networks of cities and local governments in Africa. Others are managers of large project portfolios which span numerous countries. As such, they are all strategically positioned to advance matters of urban sustainability within their individual countrie and in the Africa region.

Profiling Database of Chinese projects in Africa

The high emphasis placed on projects as the barometer of the Sino-African engagement on urban sustainability (see goal of exchange programme) suggests that some kind of inventory of African urban projects with Chinese involvement will be required. A first step was already made by the representative of the Africa Institute[13] in Germany, who was one of the European moderators. A checklist was distributed to African delegates at the concluding session of the exchange visit for them to provide information on Chinese infrastructure projects which they knew about in their individual countries. While a much broader inventory of Chinese projects in Africa is still to be undertaken as part of the follow up activities, a cross-analysis of the received information is reflected in the full narrative of the following article:

[13] This initiative was led by Prof. Helmut Asche from the Africa Institute in Leipzig.

China's Development Aid in African Cities – a Small Survey

Helmut Asche, Katrin Schulze (University of Leipzig)

Urban development has not exactly been the mainstay of Western development cooperation in Sub-Saharan Africa over the last decades. Convinced that poverty reduction chiefly has to come from rural development, the traditional donor community tended to concentrate on the countryside (paradoxically though, not on agriculture proper), and on social sectors such as health and education without discriminating between urban and rural. Few types of operations were specifically designed for urban development: slum upgrading is one, and definitely urban water supply and sewage is another. It is not at all easy to find out how deep-rooted the rural bias of western aid conceptually is and how far it reflects an alleged 'anti-urban bias' of African political elites (see first author's paper in Annex). Current OECD-DAC statistics do not even allow finding out what is urban and what is rural in western development assistance. Urban projects are characteristically lumped together as 'rural and urban' multisectoral programmes. Bilateral aid statistics on Sub-Saharan Africa are often not more explicit, but urban development with all its facets has certainly not been a priority area of DAC donors in Africa south of the Sahara.

Since its inception, China's development cooperation with Africa looks different. Urban projects always featured prominently and still do. Take the typical picture from today's Zambia, which is drawn after Koyi, G./ Muneku, A. (The social economic impact of Asian FDI in Zambia, 2007): Among the best known construction projects in Zambia currently executed by Chinese contractors are the Government Complex, including a museum, a banquet hall and a conference centre; the Football House, a new headquarters for the Football Association of Zambia; a power supply for the Lumwana copper mine; Lafarge Cement Plant outside Lusaka; the Lundazi-Chama road; and the hydroelectric plant at Kafue Gorge. A good half of these projects is urban-centred. And as this report nears completion, Chinese President Hu Jintao lays the first brick of a 'friendship bridge' in Mali's capital – the third bridge crossing the Niger in Bamako, said to become the largest Chinese project carried out in francophone West Africa at a cost of US $75 million.

There is, however, no comprehensive statistical evidence on Chinese aid to African cities available, either. This lacuna is a mere corollary of general and officially admitted deficits of China's aid statistics (see the study of Asche/Schüller 2008). The following table tries to give a snapshot of the recent situation in Sub-Saharan Africa, grossly incomplete but characteristic as to the project types dominating Sino-African urban cooperation. The table is built mainly on official Chinese sources, but includes information gathering by an informal survey among African representatives at the Shanghai 2009 Sino-African exchange.

Type of Project (2006 - 2009)	Number of urban Projects (planned, under construction, recently completed)
Airports	2
Bridges	3
Roads/Highways	6
Ports	1
Plants/Factories/Industrial Parks	22
Housing	10
Office Buildings	4
Hospitals	9
Theatres/Sport Centres/Stadia	15
Presidential Residences/Parliament	7
Public Administration Buildings/Ministries	8

The questionnaire was filled in by participants from Benin, Cameroon, Ethiopia, Ghana, Kenya, Madagascar, Namibia, Nigeria, Senegal, South Africa, Tanzania and Zambia.

Countries included: Angola, Benin, Botswana, Burkina Faso, Cameroon, Central African Republic, Congo D.R.C., Ethiopia, Gabun, Ghana, Guinea-Bissau, Kenia, Liberia, Libya, Madagascar, Malawi, Mozambique, Mauritius, Namibia, Nigeria, Senegal, Sudan, South Africa, Tanzania, Togo, Uganda, Zambia.

Sources: CCS Stellenbosch (China Monitor and CCS Weekly Briefing), own survey.

Some features stand out from the available material. Firstly: The most visible projects of Chinese urban aid in Africa are surely the 'monuments of national pride', as we might call them. Exposed concrete cast by China materializes in presidential palaces, numerous government buildings, conference halls and national stadia.. Even when it is true that European aid has also offered government offices here and there, entrenched reluctance of western donors to invest in prestige buildings has produced the somewhat strange result that many African (capital) cities, as to public buildings, are marked by vestiges of Western colonial edifices on the one hand, Chinese-made buildings on the other. While modern western aid tends to 'lower the flag' and reduce its visibility as such, high visibility of Chinese aid, especially in the capital cities, clearly is an issue in the newly competitive international aid environment.

Secondly, China's engagement with the urban productive sector – the real economy – is markedly different from what DAC donors do. On the list above we find numerous new factories in African cities, built and often operated by Chinese actors, while Western donors leave this entirely to the private sector, and concentrate at best on public-private partnerships, 'business environment', informal sector or SME support. For China's industrial projects, as most often with Sino-African cooperation, it is not easy to distinguish between official aid and private-sector projects, or those undertaken by China's state-owned enterprises. Often, it is both, as plants are financed with public credits at preferential conditions.

Thirdly, urban traffic infrastructure has not been a priority area of western development cooperation in Sub-Saharan Africa, either. In contrast, China makes huge contributions to urban road infrastructure, in the same vein as big inter-city railroad and highway projects. Flyovers, bridges, all kinds of roads and mostly notably ring-roads as in Addis Ababa or Dakar and now Port Harcourt – which stands to become the largest municipal road project in Africa – become more and more visible in African cities.

Whether fourthly, other priority areas of Chinese aid, such as low-cost housing schemes, could perhaps become a good match with pet subjects of western aid like urban water supply and sewerage, or if health programmes could be made more complementary in a triangular mode, must be left to further investigation.

Cutting across all aforementioned types of development cooperation in African cities, we could safely say that Chinese aid is quick, inexpensive and highly visible (see again first author in annexed paper). By contrast, western cooperation associates its projects with the three concerns: quality, sustainability and participation. If all three of the latter criteria could work in favour of western aid is, in actual fact, not sure. Long-term sustainability of Chinese aid in Africa has never been comprehensively evaluated by anyone – Chinese, African or international authorities, and not for urban projects either. While concerns with the technical durability of Chinese construction projects are aired in Africa, their quality does not appear to be generally inferior compared to other contractors, and appreciation of project quality was evident also according to our questionnaire respondents. This leaves us with the issue of participation.

Interestingly, participation was actually one overriding concern mentioned in our informal survey on Sino-African urban cooperation; the need for joint planning and inclusiveness in implementation was stressed repeatedly. This ties in neatly with what was discussed at the conference, when relatively little inclusion of Chinese citizens was confronted with the (too) many stakeholders to be taken on board in typical urban projects in Africa. Moreover, the concern for inclusiveness was mentioned by some respondents with the explicit aim of more and better transfer of knowledge and experience to African partners. These statements match with problems discussed in the growing China-Africa literature on more and better use to be made of

the local workforce. Here is where Sino-African development cooperation can probably further improve. As German Technical Cooperation has a particularly rich experience in participatory approaches of development, triangular programmes of urban planning, implementation and monitoring exercises may be in order.

The above information provides elements that will be useful in profiling Chinese projects in Africa against conformity with the joint perspectives of urban sustainability as described in the preceding chapter. Some of the critical screening questions will be as follows: (i) which of the Sino-African cooperation projects can enrich the debate on Africa's vision of state developmentalism? Which projects have more propensity for lending traction to civil society involvement and community benefit, which projects can lend meaningful traction to a unifying vision of an African city (identity and cultural heritage)? Yet, a more elaborate database with a standardized profile of urban sustainability remains to be developed as part of the post-Shanghai process. It is anticipated that the database will serve as a central repository and benchmarking platform that will help:

- feed the engagement process between national/local governments entities and their Chinese partners with facts and advice in a demand led fashion
- improve the quality of engagement between African government entities and their Chinese partners
- galvanise the contribution of Africa's (underused) built-environment professionals in the active promotion of urban sustainability
- improve the quality of research and cooperation between African and Chinese academic institutions on urban sustainability
- improve the quality of dialogue between African government entities and research institutions

A Phased Approach with or without Testing?

There were a few suggestions from the working groups pointing to the need to adopt a phased approach to the exchange that will include piloting a number of key actions with a selected number of African countries. At the same time, many views converged on the fact that urbanization is a scaled process, which African countries have been trying to address during the last four decades with the following pattern of response:

(i) overall laissez-faire[14] approach,

(ii)significant investment in urban infrastructure, housing and light industrial base in capital cities, but discontinued amidst fluctuations in national economic performance,

(iii) perpetual piloting initiatives punctuated by the occasional availability of donor funding or remittances from debt relief initiatives.

In addition to the above experiences which have barely lived up to the urbanization challenge, participants were reminded, through the introductory presentation on the trends and pattern of Chinese involvement in Africa, that the Sino-African cooperation is a highly paced process which is not running in a test mode, but rather seems to include as many African countries as possible.

The above arguments may not speak in favor of a pilot approach that would single out certain countries in a context where the challenges associated with urbanization are imminent in scale, pace and flux. The envisaged postShanghai engagements will therefore have to factor these dimensions in the debate on whether a phased approach should include selective piloting or rather a bold 'wholesale' engagement guided by demand dynamics.

In any case, a number of scenarios are worth considering to provide more guidance and structure to future thinking about the organisational form of engagement which holds the best potential to provide meaning and perspective to the unanimously praised Sino-Africa exchange on urban sustainability.

[14] In this category are countries that are still trapped in an emotions driven interpretation of rural-urban as a matter of polarities, rather than a matter of socio-economic and spatial continuities.

A FOURWAY SCENARIO

As the visit was unfolding, participants were deepening their impressions on China and its context of urban sustainability. Greater unanimity was intensifying around the idea that the exchange itself must continue in **a sustainable format** in order to bear fruits that would exemplify a successful South-South cooperation. A variety of views expressed in that context could be framed in four scenarios, namely:

(i) setting up **an Interim Joint Working Committee consisting** of a selected number Chinese and African delegates,

(ii) pursuing the exchange in **a Laissez-faire or Loose Format** that would depend on occasional opportunities,

(iii) engaging with existing sovereign entities on both sides to position the exchange process as a **Bilateral of Trilateral Cooperation Programme** within the established platforms of cooperation, and

(iv) setting up a **Semi-Structured Project Advisory Facility** with representation of **Anchor Champions** from both, the Chinese and African sides.

THE NEED FOR AN AFRICA FOLLOW UP ENGAGEMENT

The Sino-African Exchange visit officially concluded with an ad-hoc and self-initiated gathering between all African delegates in the plenary hall. The meeting was sparked by a group spirit which emerged amongst them throughout the visit, after realizing the following:

- it became imperative for Africans to undo and rectify the erroneous impressions they had at the beginning of the visit that there was little that Africa and China had to share because of differences in their context

- African delegates felt it as an imperative not to conclude the visit without unanimously establishing amongst themselves that it was worthwhile to continue the exchange programme with China

- The meeting also served to unanimously acknowledge that the exchange visit helped them to bridge the huge knowledge gap that prevailed amongst themselves about the context of urban sustainability in other African countries

- To agree that the great diversity of situations and initiatives taking place in African countries makes it difficult to reach out to one another unless there the process of engagement with China is addressed in a structured and unified fashion

- Agree on their commitment to use their motivation and lessons learnt to contribute in whatever process of laying solid foundations for a continuation of the exchange.

With the above understanding in mind, the improvised meeting of delegates from across 14 African countries paved the way for preparing a post Shanghai gathering amongst African countries in order to (i) share the most lasting impressions which command immediate attention in their individual countries, (ii) examine options regarding the terms and structure of engagement which are most appropriate for the Sino-Africa exchange to bear influence on policy and practice of urban sustainability in Africa, (iii) the organizational issues and their linkages with the range of established networks, events and cooperation programmes. It was agreed that a group of African moderators will table a brief funding proposal to the German Cooperation in that regard.

CHANNELS AND COLLABORATIVE PLATFORMS FOR FUTURE DISSEMINATION

Many organisations on the African continent and outside have made it their priority to help leverage the potential of cities and towns to grow and develop in a manner which inspires the development trajectory of entire countries. The Sino African Exchange visit comes as an inspirational visit in a development trajectory that sought to provide Chinese and African practitioners, decision makers and professionals with a mutual exposure to their individual context in order to distill differences and similarities. The ultimate goal was to establish a common understanding on perspectives of urban sustainability in a context where populations are allowed to enjoy their freedom of movement with less hindrance than incentives.

It is therefore more than compelling for the Sino-Africa exchange programme to take cognizance of existing efforts and dynamics and to explore the possibilities of working within these frameworks, collaborating with them or using them as dissemination vehicles.

EUROPEAN UNION

One of the most recent dynamics pointing to the growing attention to Sino-African cooperation is the adoption by the European Ministers of Foreign Affairs of a resolution to establish a dialogue forum on tri-lateral cooperation between Europe, China and Africa. The main objective of this new instrument is "**to promote peace and security, and to contribute to efforts at realizing the MDGs in Africa**" As a matter of coincidence, the creation of this instrument was made on November 11. 2008 while the Sino-African Exchange visit was at the climax of its proceedings. On the modality side the resolution recommended that the trilateral cooperation be progressively established to operate within the existing structures and bilateral partnerships. It advocates the development of joint approaches towards peace and security, including sustainable economic and social development in Africa and their implementation. Of strategic importance to this initiative for the Sino-Africa Exchange Programme is that it provide some kind of official framework for the EU to recognize and legitimize the Sino-Africa Exchange Programme as a possible implementation partner for matters related to MDGs and urban sustainability.

UN-HABITAT

The United Nations Human Settlement Programme is the chief instrument and platform of the UN system for policy advocacy and dialogue, action research, programme implementation and advisory services in the built environment and planning related domains such as housing, human settlements, infrastructure and urban development worldwide. The organisation has established agencies in nearly all continents, with country offices in many regions. As key convener of global events such as the HABITAT Summit, the World Urban Forum, including Global Campaigns on Urban Governance and Secure Tenure, it has a considerable outreach towards central, regional, local and urban governments from around the World. With these attributes, UN-HABITAT entertains one of the most powerful dissemination networks through which it distributes a wide range of knowledge products such as toolkits, manuals and practical guides for urban practitioners and local government officials. Examples of these are the **Global Urban Observatory (GUO)**, the Urban Governance Index, the Decentralisation Guidelines and the Slum Upgrading Facility (SUF). As a true dissemination platform with expanded outreach and a wide network of contacts with cities and local government officials and practitioners, UN-HABITAT is a perfectly suitable agency to be considered for the future Sino-Africa Exchange. It can also offer additional expertise in designing and structuring the database on Sino-Africa urban development projects which is set to function as a profiling 'barometer of urban sustainability' for various Sino-African cooperation projects.

FOCAC

The Forum on China-Africa Co-operation is a platform established by China and friendly African countries for collective consultation an dialogue and a cooperation mechanism between the developing countries, which falls into the category of SouthSouth cooperation. The characteristics of the Forum are as follows:

• Pragmatic Cooperation: Its purpose is to strengthen consultation and expand cooperation and its focus is on cooperation.

• Equality and Mutual Benefit: It promotes both political dialogue and economic cooperation and trade, with a view to seeking mutual reinforcement and common development.

One particular advantage of FOCAC for the Exchange Programme is the fact that it was initiated between the two regions, i.e China and 'friendly' African countries. Most important in this context is the emphasis on the notions of **mutual benefit and common development.**

Implied in this perspective is the recognition that China's one-way involvement in Africa's development arena should not be perceived as benefiting to China or Africa alone, but that a perspective of mutual benefit should guide future engagements between the two regions. FOCAC therefore provides a platform for checks and balances to the Sino-African cooperation on urban sustainability for which the earlier mentioned profiling database of China's infrastructure projects can serve as an instrument.

AMCHUD

The African Ministerial Conference on Housing and Urban Development is a network of African Ministers responsible for housing and urban development. Its aim is to promote sustainable urban development and housing, including their resourcing. It does so via mobilizing member states to elevate housing and urban development issues, especially Goal 7, Target 11 of the MDGs, in their policy agenda and national budgets as well as engaging with continental and international development partners to support its objectives. With AMCHUD being the single continental instrument dedicated to urban development, it is a crucial partner for the Sino-African Exchange Programme on matters that require sensitizing African countries to understand how China is successfully managing the transition from a rural to an urban economy and the associated legislative reforms and instruments they have established to transform **cities in catalytic sites for balanced territorial development.** China's notions of developmental state which make city development programmes a direct and locally adapted expression of predefined overarching national planning and urban development frameworks are worth sharing with AMCHUD. The same applies for the ways in which China has successfully leveraged private sector funding in urban development and is also known for its collaboration with the ministerial network.

UCLGA

The United Cities and Local Governments of Africa is a Panafrican Network of Local Authorities from across African countries. UCLGA's primary concern is to empower and emancipate the voice of local governments in setting Africa's development agenda from the 'grassroots' while lending traction and local outreach to realization of Millenium Development Goals within the individual countries. A collaboration with the Sino-Africa Exchange Programme has the potential to increase the local outreach of technical, technological, conceptual and managerial solutions towards urban sustainability in Africa.

AFRICITIES

Africities has firmed its profile as a high-level event of cities and local governments in Africa. Since its establishment in 1998, this exhibition-linked event takes place every two years on the African continent and gathers a very large number of participants ranging from local and national governments to private sector organisations, international development organisations and representatives of foreign countries. UCLGA is convener of Africities. The forum serves as platform to discuss key issues in local government such as urbanisation and all major related topics, including knowledge exchange on progress realized in implementing the MDGs. With Africities being the most important event in Africa's local government and urban development arena, it goes without saying that the Sino-African Exchange Programme should explore the possibilities of negotiating a space to (i) disseminate the results of the exchange visit and (ii) deepen its knowledge of the African context via a further substantive engagement with China whilst (iii) laying important foundations to attract private sector involvement in Africa's urban sustainability initiatives.

THE CITIES ALLIANCE

The Cities Alliance is a partnership between countries and cities worldwide. It aims to improve knowledge exchange and capacity to deliver sustainable cities and related MDGs between member states and cities. In so doing, it collaborates with national and local governments across the World, especially in Africa, Asia and Latin America. One of its main instruments to enhance urban governance is the City Development Strategy (CDS). A major comparative advantage of the Cities Alliance is its ability to draw from a large pool of knowledge and expertise from different regions regarding key issues of urban sustainability. Collaborating with the Cities Alliance holds a great advantage for the Sino-Africa Exchange in the sense that it would assist in providing access to internationally matured standards and experiences of urban sustainability, besides supporting the articulation of Sino-African perspectives in the light of existing projects and programmes.

CONCLUSION

The Sino-Africa Exchange visit took place in a context of growing awareness of pressing matters related to Africa's development agenda such as food security, migration, environmental pollution, climate change, conflicts and civil wars, substance abuse and crime, emerging infections, overcrowding, poor sanitation and homelessness, unfair competition over resources and vulnerability. All these pressing concerns to Africa's development entertain some degree of cause and effect relationship with the manner in which cities and towns are effectively dealt with. A key lesson derived from the exchange visit amongst all participants is that adopting a positive attitude towards urbanisation is central to unleashing the capacity of all development players to collectively match the scale, pace and flux of urbanization and its attendant side effects in a manner which exemplifies state developmentalism. The most energizing factor is that the response to problems induced by urbanisation including some aspects of rural poverty lie in the way in which cities and towns are allowed to develop (organically or in a managed fashion) and perform economically (informally or formalised).

Annexes

Annex 1: Programme Overview

Day	Event	Description
Sat **Nov 8**	Arrival of participants in Shanghai, check-in	
Sun **Nov 9**	**Introduction & Seminar** (plenary session)	• **WelcomeRemarks** Prof. Zhou Jialun, Dirk Steffes-enn • **Keynote Statement** Ato Amare, Hans-Christian Voigt • **Introduction to the Exchange Programme** Gerd Sippel, Conny Czymoch • **Keynote Speeches: Urban Sustainability Challenges & Approaches** Prof. Wu Zhiqiang, Carole Pourchez, Francois Menguel, William Cobbett • **Keynote Speeches: Economic & Policy Foundations of Urban** Sun Jiwei, Prof. Dan Smit, Arne Gooss, Prof. Li Jingsheng • **Keynote Speeches: Ecological & Social Dimensions** Prof. Albert Speer, Bachir Oloude, Prof. Li Zhenyu • **Panel Discussion: Issues & Opportunities** Prof. Helmut Asche, Conny Czymoch, Prof. Li Zhenyu, Gerd Sippel, Prof. Dan Smit
Mon **Nov 10**	**Field Visits / Group Work** (thematic groups)	• **Anting–Yangzhou:** City construction and heritage conservation at scale • **Jiading–Qingpu:** New architecture and design in established cities • **Dongtan–Lingang New City:** New high-tec eco-city development • **Suzhou - Kunshan:** Urban innovation in industrial cities
Tue **Nov11**	**Field Visits / Group Work** (thematic groups)	• **Continuation of and return from site visits**

Day	Event	Description
Wed **Nov 12**	**Group Work** (thematic groups)	• **Elaboration of "Sino-African perspectives" on specific aspects of sustainable urban development** • **Summarising of findings and recommendations** • **Drafting of presentations**
Wed **Nov 13**	**Concluding Conference** (plenary incl. larger expert audience and media)	• **Presentation of findings from work groups** • **Summary Speeches**

Annex 2: Elements of Sustainability and their Synthesis: Views, Challenges and Approaches

Gerhard O. Braun, Univ.-Professor of Urban Studies, Department of Geography, Freie Universität Berlin, Germany:

1. Definitions and understanding of sustainability and sustainable urban development

Sustainable development is 'one of the most fashionable terms in political statements in Africa, Europe, and China' as commented by Albert Speer in his speech during the conference. As a scientist, I have to confess that these kinds of fashionable terms also diffuse literature and applied research. As clear as the intentions of the Brundtland report have been ('sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs'), the solutions and the possibilities of how to operationalise the concept and to control its success are undetermined and sometimes unclear. Even if in the beginning of translating the idea into action the priority was directed to the environmental pressures and the relationship to the other two columns of sustainability, the economic and social equity column has been conceptually neglected and ignored. The more recent problems of translation into action are caused by the rapidly changing conditions of globalization, local dynamics in supply and demand, the financial as well as institutional and managerial capacities of regions and nation states and the political capabilities to deal with the problems. Under these aspects, many activities in this respect remain spatially and contextually only fragments of uncoordinated actions and are 'trapped in insular and recurrent pilot operations' (F. Menguelé). Therefore, A. Speer defines sustainable urban development as 'a process of balancing constantly changing determining factors of city development with the aim of providing to the citizens satisfying work, integrated stable social conditions, adequate mobility, a political system with balanced representation of interests and values, adequate public services, built environment serving the needs of a modern economy and a lifestyle without overstretching the natural environment's capacity to regenerate".

Essential questions continue to exist as to how to bring these three "E's" of economy, social equity and ecology dimensions into balance and what will be the level of satisfaction, intensity and quality to meet the fundamental needs of equity, liberty and justice at all spatial scales and for all people simultaneously. There is no doubt that in an ideal situation, all three E's simultaneously receive a balanced input of integrated development at high standards i.e. that none of the individual dimensions should determine the other two even if for some time at all spatial scales and compensations can be found if it would be the case. However, simultaneous input and effect is unlikely to be realized in a concrete situation. Reality shows that when strengthening one dimension, the other two are blocked from keeping track with the first one. This happens as long as the societal value system is limited to the optimization of one dimension and allows externalization of side effects to the other dimensions instead of full cost accounting within each single dimension. Urbanization itself accelerates these unbalanced, while not integrated developments, although cities as the "final product" of urbanization with their ability to concentrate – a highly efficient use of resources within certain levels of thresholds – represent in specific a form of sustainability in the use of space. However, we realize on both levels of state and relationship within and between "cities" that because of short-term assessments of profits, superiority or success, the disturbance, disruption and disorders of sustainable processes increases instead of balancing. In order not to risk future potential or a specific role in the increasingly competitive markets both in terms of sustainable development, changes in the value systems of all societies, new forms of networking and compensations have to be developed.

In reality many models and concepts (e.g. smart growth, PPP, BID, CID) have already been initialized at different spatial scales and dimensions. In some cases, medium term successful initiatives have been approved but only on small spatial scales. However, a more complex setting of simultaneous balancing

under reasonable smart growth and development at higher and lower levels and all different scales seem to be difficult to establish. It seems to be impossible without a general change in value systems and a more complex understanding of the interrelationships between the three E's.

In real situations, the three dimensions defining sustainability are anything but independent from each other. Outsourcing, externalization, displacement or diffusion of mainly negative effects at the optimization of one single dimension may in the short run result to growth advantages but at the expense of long term overall development, profits or balanced potentials. By contrast, many of these possibly short term positive effects invert later into negative ones because of the system inherent constraints based on the interdependency of the three E's.

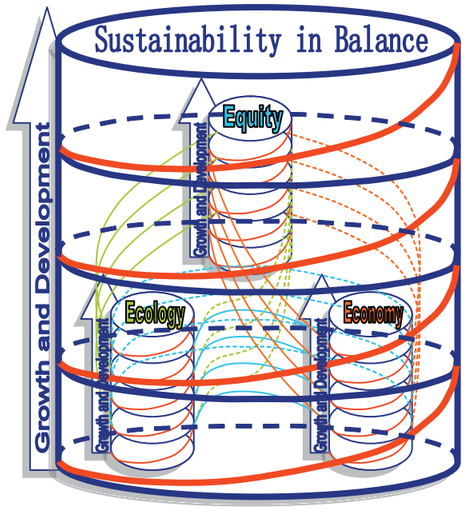
The model (fig.1) below indicates what is meant by a balanced structure. Within such a two tier system the three dimensions develop on their own logics (shown by the three smaller columns) but only within the range given by the respective other two dimensions in a higher level logic (large cylinder). Even it is difficult or more likely impossible to level them up just based on either economic or social or ecological optimization further, long term development will be hindered or set back if the backlog demand in the other dimensions has been balanced. Without balanced levels (representing thresholds of distinct structures) further growth and development gets stuck in its own imbalance.

2. The example of a vicious cycle or the tragedy of common land

HARDIN describes the situation of a commonly used land where the use of the common land is made available to all citizens of a community. All farmers try to use this land as efficiently as possible and to graze as much cattle as possible on this land. Over hundreds of years, an agreement has tacitly developed which harmonizes the number of people and cattle below the capacity of the preservation of the common land.

However, all rational thinking and acting people strive to raise their profits. Consequently they will ask themselves what the benefit will be when I add one more head of cattle to my herd. This decision has a positive and a negative component. The positive aspect is an increase in benefit while the negative effect results however, in an additional but imbalanced grazing which is in the beginning marginal to the resulting benefit of all other farmers. When adding all the proportional benefits, the rational thinking farmer comes to the conclusion that the only useful way to increase his herd is head by head. At some point, all the other farmers will also come to the same conclusion.

Fig. 1



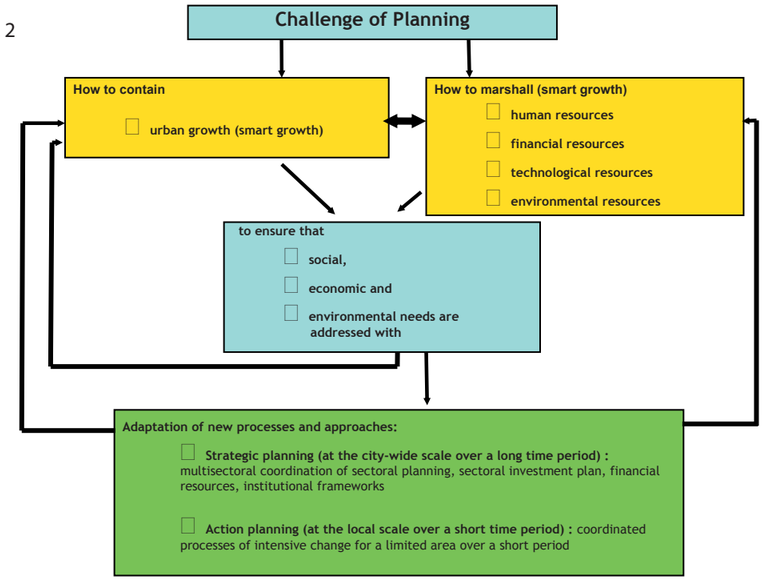
Design: Braun, G. , 2006

On balance, the result of the story is that each single individual is fixed in a system which forces him to adjust his own activities to the activities of all others in a zero sum game situation without risking himself. There is no invisible hand which coordinates actions for the good of all. In all growth-oriented and growth-dependent societies population growth and/or increase in production and productivity result in an exponential development path. Even with constant growth rates, a doubling of the basis of growth results in a certain but small number of years which describes a logistic development curve. As long as growth is not yet affected by a critical limit, nothing decisive will happen. Any development inherits a certain inertia which prevents change of the conditions of growth and development. However, to achieve a state of balance it is necessary to understand the goal in an early stage to initiate measures necessary to change.

Common land use presupposes common agreements and common understanding based on commonly accepted values of activities in a very sensitive, vulnerable system which can be hurt from in and outside. Therefore, all people and societies have to agree, understand and participate to make the moral of the story transferable to the global world which is our common land. Globalization affects common land use where spaces of concentration and balanced spaces of compensation of concentration have to be simultaneously provided because externalizations can not be realized anymore in a one-world-situation without creating irreversible risks for all and everything.

Under these aspects the question of the sustainability of urban environments places stress on the adaptation of new processes and approaches for both spatial levels - the urban system and the intra-urban level. It is clear that under the present conditions of ongoing population and economic growth that sustainability and urban growth are independently linked. The basic question is how it can be marshalled to ensure balanced growth. Present planning understanding supports strategic planning at the city-wide scale over a long time period and action planning at the local scale over a short time period (Fig. 2) (UN-Habitat, p.26). One of the central urban input factors is land which is used inefficiently and which in combination with transportation influences several output factors negatively.

Fig. 2



3. What does urbanization as well as growth and development of cities/urban regions mean?

For 2007 the UN reports that on a global perspective more than 50% of the population is living in urban areas and more than 80% in developed economies. In the year 2030 more than 70% of the population will live in urban regions and to a large proportion in a small number of megacities. The specific potential of cities is founded in their ability to concentrate; cities are, in that view, sustainable per se. Growth and development of urban regions is related to that potential. However, this potential is being increasingly limited by the short supply of necessary resources at fair prices. Despite this shortage, traditional limits of saturation (thresholds) of concentration seem to dissolve; only in regional views the thresholds vary to a distinct acceptability as to levels of densities, sizes, and heterogeneities. What has to be considered in this respect is that spaces of compensation of concentration have to be developed to keep the balance between core and periphery and, consequently, the system alive.

Cities and urban regions don't grow continuously but in cycles via concentration followed by de-concentration (de-central concentration) and re-concentration as long as cities preserve their ability to innovate via balanced backwash (concentration of higher level potentials) and spread effects (diffusion of lower level potentials). Innovation is the instrument to overcome negative effects of lover level concentration. In this cyclical structure urban regions can grow even without population increases. With all new additional cycles the degree of complexity and the functional and socio-economic differerentiation increases in the same way as the limiting factors arise unless spaces and structures of compensation can be realized. Missing compensations create disparities, polarization, and fragmentation as well as destroy further growth and development paths. To enable sustainability and to guarantee new growth, these compensations have to be balanced long termed at all spatial scales simultaneously.

The following hypothesis can be derived from the above mentioned logic; i.e. that growth and development demands disparities between the three E's and sustainability of growth and development only can be achieved by balancing the three E's. Both processes are interdependently related. Urbanization constitutes such a process in the same way as cities function as growth engines. processes are interdependently related. Urbanization constitutes such a process in the same way as cities function as growth engines.

4. The introduction of a system of urban sustainability

At present, economic change, technological progress, employment flexibilisation, specialisation and concentration, the complex structure of product market values, and the change in social organisation are causing different trends in the development of spatial organisation at spatial levels globally. To convert these circular cumulative conflicting trends through sustainable urban planning is the major challenge.

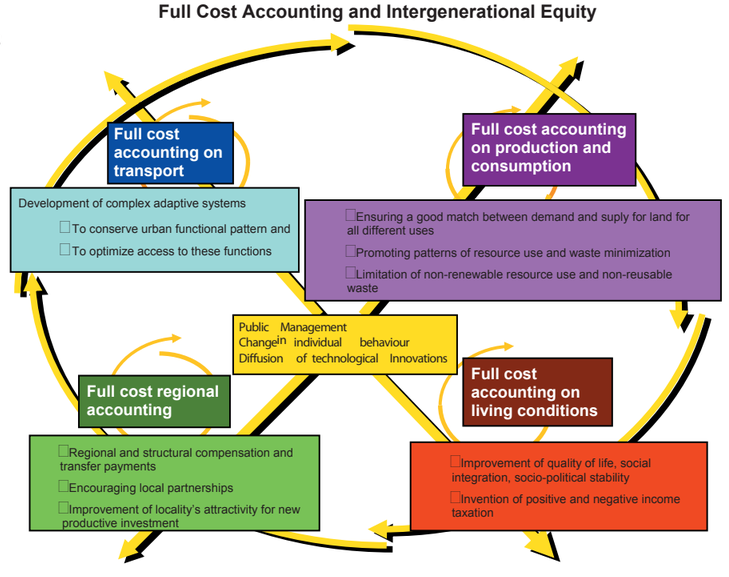
- A first trend describes the process of increasing land consumption within urban regions as a consequence of population and employment concentration as well as economic and social restructuring. If the fact that land consumption can only moderately be compensated by higher densities or higher efficiency use, the resolution has be found in more effective models adjusted to the processes of globalisation. Without it, the vicious circle continues in an increase of interactions to serve land and population. Ongoing specialisation influences the income development and the demand on individual space, and accelerates the demand for the expansion of urban land in combination with changing household composition. Based on the three spatial principles of intensification, functional mixture and poly-centralisation, settlement management is needed to compensate for the environmental imbalance.
- A second trend reflects the increasing spatial and functional division of locations for housing and employment, retail, transport and leisure activities as well as waste disposal and resource provision. As long as there is no-full-cost accounting and no chances for externalisation, the demand on re-cycled land (even in central locations) is low compared to the market value of peripheral land. Real estate markets push these processes forward by offering all kinds of urban infrastructure specialised for the planned need of different peripheral sectors. The concentration of specific functions and structures in decentralised locations shapes the present pattern of urban organisation, restricts public space and reduces receptivity to urban experience and life.
- A third trend reflects the resulting development of the transport sector. Low energy costs favour an increase in the individual number and length of trips. Time-space compression and land value development externalise the production costs in cascades down to the final consumer or to third parties, change the modal split, and strengthen the negative circular cumulative conditions of the environment.

Interdependently linked these trends force the processes of urban dispersion and functional and spatial division. These structures, over time, lose all kinds of urban characteristics for most of the population (e.g. many mega-cities don't function as cities in their basic sustainable understanding of complex concentration). They are not able to develop urban variety and public space for inter-urban social and economic coherence. There is no opportunity for local identification which is needed to compensate for the global effects.

At present these trends cause four major circular cumulative conflicts which interdependently create vicious circles. A first circle is built by the present housing and working pattern which creates social conflicts via all kinds of functional and spatial mismatches. A second circle describes the weakening of the urban core functions and their financial basis in favour of its periphery and reduces the core's potential to restructure and to reactivate its potential of competitive advantages which are basic for future urban sustainable development. A third circle describes the circular causation of increasing demand on transport and interaction with its self blocking attributes; traffic creates traffic. A fourth circle describes the increasing environmental stress because of regional competition, shrinking carrying capacities and acquired abnormal behaviour. To get control over these conflicts many local and regional authorities react through environmental restrictions and protection regulations which, of course, partly hinder competitiveness and balancing of social disparities.

All these four circles and the entire system need a new understanding of regional and structural management, which has to be combined with both a change in individual behaviour and a changing attitude to technological innovation. For all these four circles it is necessary to introduce a full cost accounting or to have it in mind if traditional price and consumption structures are followed (fig. 3).

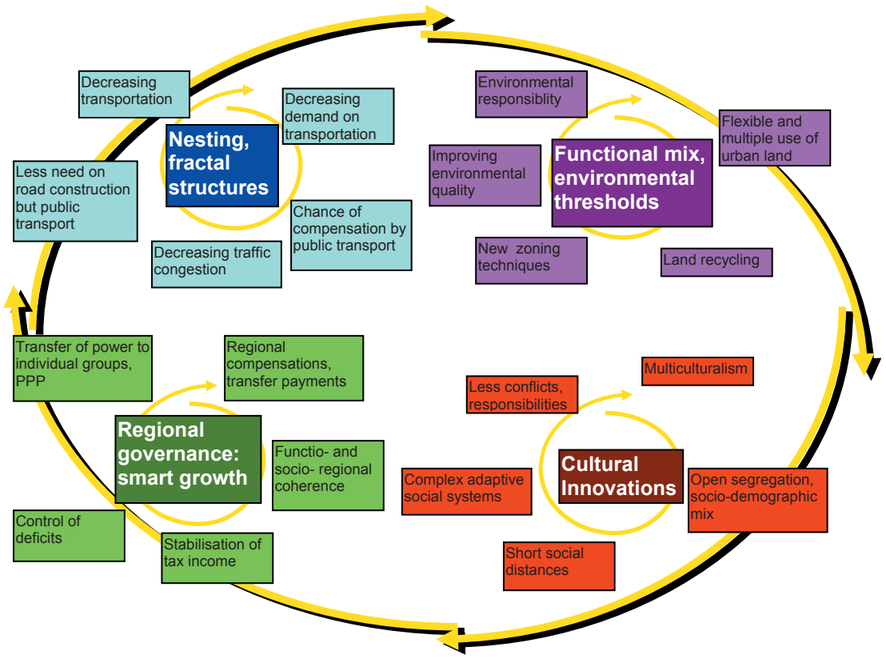
Fig. 3



• The first circle would convert to an improvement of quality of life, social integration and socio-political stability. An invention of positive and negative income taxation transfers all people on the same social scale instead of different scales e.g. based on a market scale or on a scale of social help.
• The fact that the wheel of urbanisation as well as sub-, ex-, and re-urbanisation development can not be turned back and that only its impacts can be ameliorated, makes regional and structural compensation and transfer payments necessary. These compensations (first of all compensation space) compel authorities and communities to adjust the internal structure to the community's demand and force the individuals to change their traditionally acquired behaviour or to pay real prices. To get control over these conflicts it is necessary to encourage local partnerships and to improve the locality's attractiveness for productive new investment.
• Full cost accounting of transport should justify the development of complex adaptive systems under free market conditions where an externalisation of specific costs on third parties is not acceptable.
• This means first of all a full cost accounting on any kind of production and consumption. This would ensure a good match between demand and supply for land for all different uses. It would promote patterns of resource use and waste minimisation and limit the uses of non-renewable resources and non-reusable waste.

Under these conditions a controlled re-concentration will convert the negative circular cumulative causation into a positive one. Cultural innovations, regional governance, fractal structures (polycentric), and functional mixes based on environmental thresholds are the main characteristics to be developed (fig. 4).

Fig. 4 **Re-Use, Re-Cycling, Re-Establishing, Re-Location Within Fractal Structures**



• Through cultural innovations like "open" segregation, a positive cumulative circle can be initiated. Less social conflict and increasing responsibility and finally multiculturalism follow.
• The second circle replaces traditional administration through governance which creates a functio and socio-regional coherence that transfers power to individual groups and serves as a basis for regional transfer payment agreements.
• The third integrated positive circle describes the process of re-establishing the conditions for fractional dimensions which initiate a decreasing demand on transport.
• The fourth circle finally starts with the demand for flexible and multiple use of urban land. New zoning techniques like mixed zoning (incorporating integrated project components), floating zoning (adaptive development flexible in time and structure to the need), conditional or contract zoning (social benefits in return for the permission to develop), or phased zoning (the permission to develop depending on adequate and installed infrastructure) support the idea of making environmental responsibility self-evident (UN-Habitat, p.26).

Any disintegration of urban functions and any decomposition of the urban society as a possible final consequence of urbanisation, sub-, ex-, or re-urbanisation are not imperative, never mind acceptable. However simple re-urbanisation as a general renaissance of former urban functions cannot function. A return to a mono-centric city is not likely to happen. Meanwhile, the periphery has developed its own urban infrastructure and socio-economic network within suburban cores. The traditional core developed into further sectoral specialisation, becomes socially polarised and too expensive in terms of land value for a complex and complete environmental renewal.

A cyclical re-concentration is necessary as a cyclical de-concentration in-between concentration process is as well. The present forms of development continue to split the urban region into cores and peripheries of different scales, functions, and complexity which depend on each other or are marginalised. For metropolitan areas, the development follows the concept of global-local villages, global losers and winners. Urban professionals tend to be concentrated in the restructured historical core, disintegrated from the rest of the city and segregated from the global losers. The internal structure is organised in a deep top-down or an either-or hierarchy, transportation is at a maximum level. In the main, the suburbs develop independently from the core in strengthening their concentration of specialised functions. However, re-urbanisation under ecological conditions suggests a functionally and spatially integrated, fractional structure. These structures possess self-similarity and convolution at all spatial levels of the socio-economic organisation and interaction (OSSERMANN, p.2; FRANKHAUSER, p.84). The networks built on this bais are able to co-ordinate the individual's network of daily activities with the consumption network of mallopolis and the network of production (FISHMANN, p.80). In harmony, they develop urban systems based on specific thresholds of size, density and heterogeneity which are complex enough to guarantee adaptability through governance and which are simple enough to identify with.

To restructure the urban organisation for further complex adaptation, three principles of sustainable development have to be considered. The
• re-cycling of abandoned land,
• re-use of competitive advantages through intensification, functional mix and poly-centrality, and the
• re-opening of the radial physical structure

should ensure that:
• all types of functions are at best accessible in relation to the "threshold" regions of local and regional demand;
• the degree of demand matches the thresholds of environmental, social, and economic carrying capacities:
• the thresholds of size, density and heterogeneity coincide with an integrated adaptive complexity to guarantee opportunities for further development and chances with which to identify;
• transport and emissions can be reduced to the thresholds of local and regional needs of employment, consumption and leisure activities;
• urban development becomes a product of the complement of need; and
• physical planning meets the fractal dimensions (measured by radial-, grid-, and frequency-distance-correlation) at a similar level (FRANKHAUSER, pp. 85-86). This result means that

the peripheral centres show similar structures like the core area, i.e. that the urban region develops towards poly-centrality and towards a crosswise interdependency between the transport access system and the open space system. Models of this character show the fractal design and their images look like combinations of snow flakes or Sierpinski carpets (FRANKHAUSER, p.86).

5. The urban structure as a complex adaptive system

Traditional urban system growth-models reconsider development under the aspect of benefits of scale. In the same way, traditional strategic and organisational thinking and planning handle growth as "big is good". The question posed is: why do big and expanding urban regions have such a hard time responding to the rising problems in general, and to the peripheral urbanised zones in particular. We can assume that growing cities like all other systems develop more complexity over time. It is that complexity that allows the system to respond to changes in its environment; less complex systems don't have the capacity to adjust. However, population and economic expansion don't develop in the same proportional scale as physical expansion and environmental problems do. They grow exponentially. Beyond a certain level of scale and complexity, the adaptability will diminish. This condition of ossification happens when any positive change in one part of the urban system causes negative changes and side-effects elsewhere. The system loses its ability to adapt and becomes more conservative as a consequence (BEINHOCKER, p.37).

German urban development is close to becoming such a "catastrophe of complexity" and to slide into a conservative planning behaviour (KAUFFMANN, p.126). In times of global challenge to which the inter- and intra-urban system has to keep pace, a complex adaptive system has to be both a "competitor and an evolver". This means that urban regions in the sense of BEINHOCKER (p. 38)

- have to face up to and excel at conflicting goals,
- have to develop alternative strategies, which are innovative, focused and robust, and have to find new competitive advantages by continuous adaptation, and
- have to react flexibly by maintaining diversity through establishing standards and routines.

These goals can be reached by strategic and organisational changes. One solution could be to give up the idea of one administratively dominating core and several hierarchically dependent sub-cores and their peripheries. In this case the number of conflicts is a maximum when the system tries to adapt to all individual conflicts. To help to avert catastrophes of complexity

- core areas should split themselves into smaller organisations, into independent local, regional, and global cities to reduce strategic conflicts,
- just as the periphery is split into and re-organised in peripheral new cores.
- Within this concept, a two tier governmental organisation (communities and urban region) is able to support the concern for sustainable urban development.

In this way, cities follow the same principles of success as large scale companies which are observed from nature and evolution. These new "urban region" systems are able to restrict corporate bureaucracy more effectively, to develop selfresponsibility and creativity, to re-value endogenous potential, to develop permanently new sources of competitive advantages, and to adapt continuously to the conditions of changing environments (BEINHOCKER, p.35; KAUFFMANN, pp. 119-129).

6. Conclusion

The following three figures conclude instruments (fig. 5), goals and indicators (fig. 6) as well as resulting structures of sustainable urban development principles (fig. 7). As mentioned above, instruments, goals and structures at all three dimensions ("E's") only can be reached in an interdependently linked system as shown later in the presentation of the experts (Wu, Speer, Menguelé, Smit, Li, Sun). All these instruments are well known and introduced in innumerable examples and concepts but not used in an integrated systemic form. Many of these attempts already have failed or are going to fail because of the singular use of inputs and measurements. Even in a more complex but still one-dimensional form (as the three E-dimensions) the result will not be sufficient in the long run. A simultaneous procedure linking all three E's at all spatial scales is the logical conclusion to become and to remain globally and locally competitive over time. A complex monitoring can keep control of the procedure to initiate adaptive changes.

Fig. 5

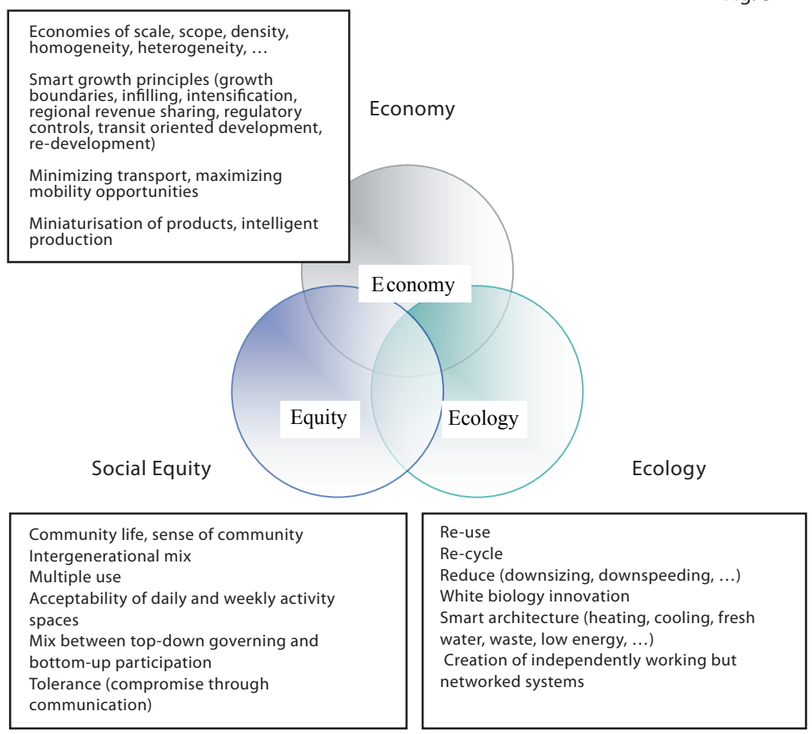


Fig. 6

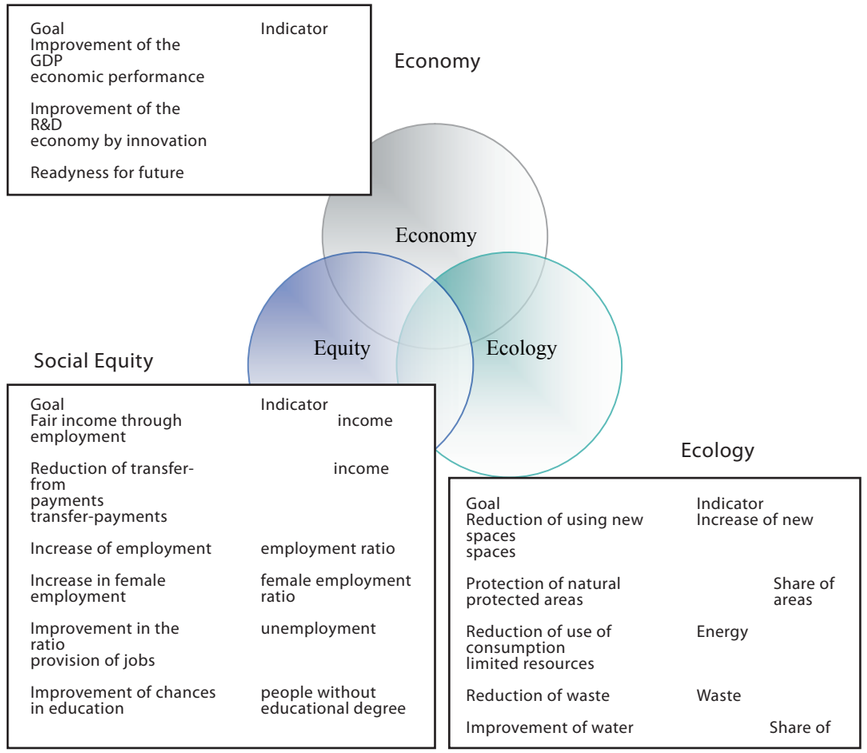
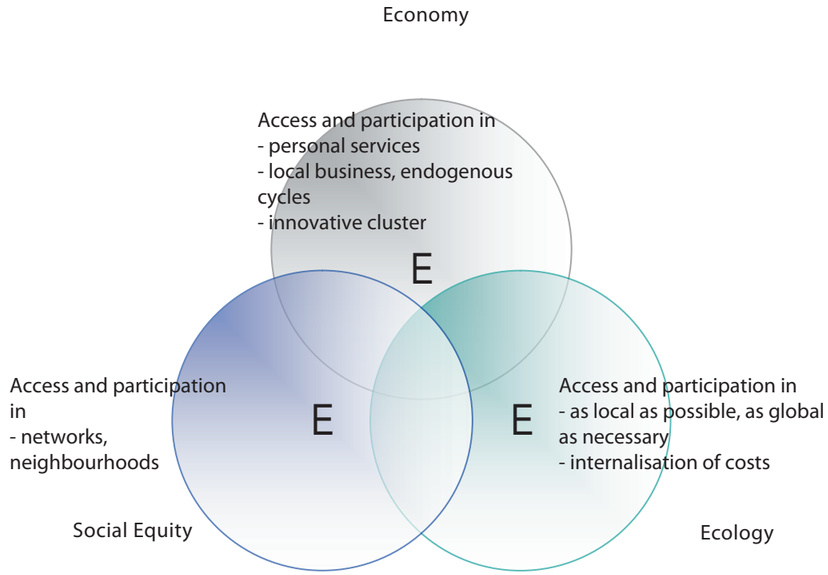


Fig. 7



7. Extracts of the keynote speeches

All the keynote speeches made clarified how the principles of sustainable urban development should be understood, organised and operationalised. Difficulties in applying the principles may be seen in the regional conditions and the structural constraints of change or a reversal of up to then successful strategies and concepts. However, many of the partially successful concepts are isolated in their spatial and spatially related effects, fragmented in their contextual capability, and finally not sustainable because of the higher priorities or even superiority of non-system-immanent internal and external constraints. Common land use prerequisites trust, communication, participation, and agreement in time and space. However and despite the compulsion of common actions and activities, there is no need or even any logic in copying from one regional system successful concepts by blind transfer into another system (VOIGT). In all regions traditions, history, culture, and behaviour have developed specific value systems which can not be transferred into other systems or overruled by "modern" imported principles without risking the chance for a balanced sustainable regional urban development. The importing and exporting system will fail.

In his initial statement WU described in detail vicious circles linked with rapid growth in population and economy as well as urban infrastructure. He also made clear that with the move from concept to practice and from national strategy to local policy different issues are indicated. With this shift the link between contextual and spatial levels is meant in the same way as a certain design of how to operationalise urban sustainability as to a complex ecological, economic and social environment. WU defines that environment as a city in "harmony", a way far beyond. He phrases that with an African proverb "If you want to go fast, go alone. If you want to go far, go together." Sustainability promotes a pro-active pro-social, pro-economic and pro-environmental understanding and behaviour despite increasingly limited and limiting conditions through climatic change, loss of biodiversity and natural resources, underdeveloped access to resources, missing cohesion between territories and generations and uncoordinated offer and demand in production and consumption. Possible solutions are as complex and interdependently linked as the underlying problems. Many solutions are of technical nature as far as regions have access to; more difficult are solutions when they depend on changes in the nature of organisation, policy, ideological systems, individual behaviour, etc. Initial starting points are in WU's view analyses of the present situation, of their way to this state, of the relations which created the constraints of the development, and of the conditions which have externally influenced the internal development process. When it comes to strategic orientations a key element is more coherent policies and integrated activities. Uncoordinated decisions have direct and indirect knock-on and knock-out effects on other decisions. To reach high levels of efficiency and effectiveness "pooling of know-how and competencies" are required. This would also mean that all people, stakeholders, representatives, and authorities have to find compromises in an interdependent top-down- and bottom-up-negotiation to find acceptance and control over sustainable urban development paths.

While WU's view is guided by the rapid growth of population and economy, MENGUELÉ refers to the specific situation of the African continent which is highlighted by two dominating aspects: the environmental pressures on the natural systems of urbanising areas and the politically explosive dimensions of rising poverty in urbanising areas. Therefore, the bottlenecks to initiating change in the urbanising environment towards sustainable development paths are different from the ones in China reported by WU: first, "the supply and management of serviced land for housing at a relevant pace", second, "the mainstreaming of new financing mechanisms", and finally, "the institutional and managerial capacity of city administrations to internalise and promote joint accountability for service delivery between local government and civil society". These bottlenecks aggravate solutions addressed to the main challenges (MENGUELÉ) of urban sustainability such as "ongoing metropolitanisation, peripheral satellite extensions, creation of new capital cities on greenfields, and the preservation of inherited cities and renewal of their infrastructure". However, bottlenecks and constraints are only one side of the medal of sustainability; the other side is the "dimension of scale", which allows at present "just insular improvements instead of sustainable impacts".

SPEER refers in his contribution to the aspects of sustainable planning and construction at scale based on experiences from Europe, China and Africa. His key statements are close to the summary of Wu, when he defines cities as "living organisms" which "tend to diversify and partly self organize in a network of self contained entities". To prevent useless competition between urban regions, SPEER expects from central planning authorities the set up and control of agreed development guidelines. In the following part of his presentation SPEER presents some general principles to operationalise conditions of sustainable development: decentralised concentration (polycentric pattern), transit oriented development, preservation of open space and the human scale of densities, functioning networks of infrastructural systems (technical, institutional, and personal infrastructure), PPP-management and co-operation, and resource efficiency throughout all spatial scales. SPEER finally emphasises that all these principles have to be simultaneously linked in a process of agreement and common support where all people involved in should feel responsible for the entire process.

LI explains in his presentation that sustainability defines the same goal globally but the answer will be different while closely related to the location, time, and social background. With his examples he shows ways of balancing the sustainable dimensions adjusted to time, space and structure when he searches for solutions framed by conditions of ownership-, density-, size-, access-, preservation-, identity-questions in a situation where China's social housing system speeds up and changes to market system conditions.

ASCHE finally provides the link between experience of sustainable development in China and its transfer to Sino-African projects. Especially China's aid in African cities is quick, inexpensive and highly visible while concentrated on basic urban infrastructure (housing, roads, health, education) projects. However, there are also some critical points as to participation, responsibilities and endogenous effects.

All these comments and statements outline commonly agreed upon principles of sustainability and problems to convert these into functioning reality. The only truly basic principle is how to consider the human scale. This scale expresses different values as to size, density, and heterogeneity and related thresholds; these values allow not only physical (in the view of K. LYNCH) and psychological (belonging ship, identification, cognitive resonance, values) orientation but also successful participation in the processes of glocalisation (access to new cycles of innovation, product and production, life, networks, markets and hierarchies).

One aspect should be pointed out in this respect: density and thresholds of density. Making cities ready as liveable cities (city in harmony, balanced city) change and making are preconditioning. I.e. that inequality, ossification of social organisation, injustice, polarisation, fragmentation, inadequate representation of diversity, missing forum to reduce these problems and to provide support for change and making affords the development of new forms and formats of connectivity and cohesion. These changes and remakes demand a controlled status towards a common meaning of place as the forum of sustainable coexistence and exchange. This change and making is based on at least four interacting systems the one of glocal participation, of logic, change, and governance. Out of these systems the logic system is most prominent while dominant in the production of different and distinct pattern in our physical and virtual world. However, we have to realise that most of these logics influencing our daily life are of non-human character while depending on technological, economical, organisational or other logics. Density of population and land use functions are mainly determined by these non-human constraints. The Sino-African exchange on sustainable urban development has made clear that the tolerances as to different densities and the abilities to live with are the most controversial ones in the world. Distinct thresholds of high densities are economically efficient and technologically effective but not human in every respect. Despite different traditions and future constraints people don't have an unlimited capacity for suffering and compensation to deal with certain thresholds of densities; nonetheless they are adaptable. Do we really know what the people's basic demand is in the view of sustainability?

Prof. Wu Zhiqiang, Dean, CAUP, Tongji University Shanghai:
Context, Approaches and Challenges of Urban Development in China

1. Urban Development in China: Achievement and Challenge

Since 1978, with the rapid economic growth, China has entered a period of rapid development of urbanisation, which drove large-scale populations to circulate across cities and districts. At the same time, when urbanisation brought historical contributions to China, problems such as energy and resource consumption, environmental pollution, congestion of transportation, expense of urban land-use, have become bottleneck challenges to China's urban development.

2. Exploration in Sustainable Design

In recent years, Chinese planners have constantly been putting in efforts to avoid the negative impacts of rapid urbanisation. From "concept" to "practice", from "national strategy" to "local policy", the Chinese urban planning society has explored urban sustainable design approaches for cities in different climate zones and different levels.

3. An Experiment in Shanghai EXPO

As an experiment of future sustainable urban development, within the core concept of "Harmony City" and "Eco+city", Shanghai Expo will demonstrate the progress and practical experience from all over the world on reducing energy and resource consumption, systematically display the latest research achievements on ecological system construction, and reveal the developing orientation of "harmony between human being and nature" in cities of the 21st century.

Carole Pourchez: Director, Sustainability Projects, Ministry of Ecology and Sustainable Development, France:
Urban Sustainability in Europe: Some French Examples

1) The notion of the sustainable city

The idea of the 'sustainable city' first appeared in the framework for sustainable development set out in the 1987 Bruntland Report: 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The aim was to allow all people equal access to a satisfactory level of economic, social, human and cultural development on a planet where resources are used with care and ecosystems carefully protected.

It sought to find an acceptable compromise between local urban development priorities and the demands of globalisation and called for a re-examination of the notions of **equilibrium and multi-disciplinarity** to be applied to unprecedented urban development and an increasingly worrying environmental situation.

At the 1992 Rio Earth Summit, in the face of increasing alarm over global warming, 173 governments signed a new development programme that aimed to reduce greenhouse gas emissions (GHG) by at least 5% in relation to their 1990 level. At local authority level this has been transposed into Agenda 21, an initiative for the 21st century.

A European Sustainable Cities and Towns Charter was adopted in 1994, known as the Aalborg Charter. It reflects the realisation that local authorities are closer to environmental problems and to citizens, and that they have a vital role to play in changing everyday habits, production and consumption patterns and environmental structures.

Consequently, Europe has witnessed a plethora of projects and experiences, ranging from more community-oriented approaches in the U.K. to projects with a more scientific and technical focus in Germany, Austria, Denmark and the Netherlands. In Southern Europe and France the emphasis is on providing a better quality of life. Nevertheless, models of eco-villages remain ambivalent from a social perspective. While nobody disputes the ecological and collective performances achieved at the celebrated BedZed housing experiment in the U.K., conviviality does not necessarily abound in such places which need to be more than just a comfortable spot cut-off from the rest of the world that makes people feel good about themselves.

Sustainability is neither an immutable concept nor an unlimited development but an innovative system of equilibrium that affects all aspects of local government decision-making. The third European Conference on Sustainable Cities held in Hanover on February 11, 2000, continued to exhort each government to organise and implement Agenda 21 as per the Aalborg Charter.

2) The ideal type of built-up urban space that does not sacrifice quality of life

Many people currently use environmental arguments and a certain conception of urban life to defend compact, built-up, multi-layered cities of 'short distances' against another model of fragmented sprawl, with no real centre characterised by hypermobility.

As part of the Lisbon-Gothenburg agenda (2001) which combines territorial competitiveness and sustainable development, cities are promoted on the basis of total quality that combines a good quality of life incorporating 'soft' modes of transport, quality training, safety and good local facilities, high environmental standards and green spaces, etc.

Urban areas are perceived on the basis of their functions: housing, employment, access to goods and services, cultural activities and social interaction. In order to carry out such functions, areas are made up of both static components (buildings, infrastructure, green spaces, derelict land) and dynamic ones (transport, water, air, energy and waste).

Each function has an environmental impact that contributes to the city's overall environmental performance. However, the various policies dealing with these matters that exist at different levels of government are often applied in isolation. There is very little chance that a quality urban environment will result spontaneously from a multitude of independent decisions.

The European Commission has developed management tools such as the common European indicators for use by local authorities. There are also a number of European directives that cover the different components of the urban environment - namely air, noise and water. Finally, the local Agenda 21 project places the principle of integrated, multi-sector and participative management on a territorial footing.

3) Agenda 21 in France

In order to boost the introduction of Agenda 21 projects at local level, the French Ministry of Sustainable Development drew up a set of guidelines for territorial sustainable development drew up a set of guidelines for territorial sustainable development projects based on the recommendations of the members of the National 'Agenda 21' Committee.

An action programme must be drawn up in a concerted manner based on a joint diagnostic assessment of the territory and priorities ranked in order to tackle key issues such as energy consumption, GHG emissions, water use and treatment of waste water, noise, air quality, nature and biodiversity, transport and mobility, natural and man-made risks, sustainable building practices, health-related issues, and sports, culture and educational issues, etc.

All of these urban management issues are tackled within a strategic orientation framework targeting five objectives:
1. combating climate change;
2. preserving biodiversity, protecting ecosystems and resources;
3. promoting social cohesion and solidarity between territories and between generations;
4. facilitating human development and access to a good quality of life for all;
5. promoting economic development based on responsible production and consumption patterns.

Project management strategy must also attempt to foster:
- continuous improvement;
- participation;
- oversight arrangements;
- a multi-disciplinary approach;
- joint evaluation procedures.

The 328 French "Agenda 21" projects have been set up at all levels of local government (community, urban council, department and region) and all aim to gradually promote sustainable development throughout the national territory.

Some were conceived for this purpose from the outset (Entremont, Nantes Metropolitan Area, Poitiers Urban Council, Basque Region, Department of Finistère, etc.) while others are based on an environmental approach that has subsequently been extended to all programmes (Échirolles, Jarny, Nice Côte d'Azur Urban Council, Commune of Plaine).

4) Strengths and weaknesses

The aims of the different territories generally tie in with the five objectives set down in the guidelines even if some are only partially addressed. For example, 'economic development based on responsible production and consumption patterns' mainly results in initiatives to change public procurement practices through responsible purchasing or the use of short circuits in contract group catering. Other initiatives in the economic sphere merely focus on fostering environmental awareness among business people. Programmes with a 'social cohesion' aspect frequently stress High Quality Environmental social housing.

Action programmes include very worthwhile innovations which are frequently of an organisational rather than a technical nature. Most are sponsored at the highest level and there is a consensus that includes a large number of elected representatives, departmental heads and officials which facilitates multi-disciplinary approaches and concerted effort.

Urban environmental issues provide an excellent platform for democratic initiatives. Local residents need to be involved in order to achieve most of the objectives or implement new forms of governance. The lack of 'one-size-fits-all' technical or organisational solutions helps move the debate along.

France has also set up participation arrangements and observatories for monitoring sustainable development programmes, however, initiatives at local and territorial level are still insufficient in terms of what was stipulated in the guidelines, especially concerning evaluation and continuous improvement.

5) Building a continuous improvement strategy

As no single territorial project can comply with the ten criteria set out in the guidelines, local authorities need to adopt a continuous improvement strategy to keep moving in the right direction.

Agenda 21 provides an opportunity to analyse projects and approaches in the light of sustainable development requirements. There is no 'one-size-fits-all' organisational model.

Agenda 21 is mainly built around two types of initiatives:
- an agenda favouring action programmes over strategy, presented in the form of a catalogue of actions – the strategic objectives are not always clear.
- another section built around a long-term strategy broken out into strategic guidelines and operational objectives.

The agenda are constantly evolving and should be progressively enhanced by feedback from the implementation, monitoring and evaluation processes. The second action programme will attempt to tackle areas not previously addressed.

Experience has shown that processes targeting improvement come in many forms.

They involve defining phases and levels of involvement: The Finistère Departmental Council is attempting to review its strategic projects in the light of government guidelines. Of the 65 operational objectives set out in Agenda 21, the department aimed to achieve 25 in 2007 and 12 in 2008.

Experimenting with different techniques: Nantes Urban Community used a questionnaire to analyse each project in terms of sustainable development principles.

Experimental projects or approaches: The Isère Department tested out a project to promote age mix through housing projects.

All local authorities ultimately express enthusiasm for pooling good practices, benefiting from feedback and building new partnerships that would never have existed without the Agenda 21 initiative.

Conclusion:

Depicting cities as ecosystems should not reduce urban complexity to mere flows of materials and energy. Reclaiming public spaces, recycling or urban renewal, 'soft' modes of transport or controlling periurbanisation – all of these new local government policies that have been amplified and brought up to date by Agenda 21 pose the recurring question of multi-disciplinary action, i.e. between different spheres (within municipal departments, government ministries, technical services), between the public and private sectors, between different geographical areas, and between the short- and long-term.

One of the things that sets Agenda 21 apart is the way in which it involves all stakeholders: the population, interest groups and associations as well as the corporate sector. Regardless of the risk of abuse or political manipulation, the fact that the urban environment constitutes such a ready-made platform for innovative democratic initiatives to tackle shared territorial challenges is both desirable and inevitable.

Sustainable cities will not be created out of high-tech enclaves – between solar panels and telew-orking – or buildings that recycle rainwater and house vegetable patches on their rooftops. No, in Europe and elsewhere, they will grow out of contemporary cities redesigned in a myriad of different ways in line with new trade-offs and new interdependent relationships between local residents and their elected representatives as part of a 'non-exclusive' process of solidarity.

Francois Menguelé, Urban Development Advisor, South Africa:
Overview of Urban Sustainability Initiatives and Challenges in Africa

BACKGROUND TO AFRICA'S URBAN SUSTAINABILITY CHALLENGE:

Sustainability compels present generations **to make use of natural resources in a manner which does not compromise the ability of future generations**[15] **to live the kind of lives they would want to live**[16]**.** This notion is perhaps of greatest relevance to cities and towns as they represent the biggest footprint, par excellence, of mankind on the natural systems upon which he has to rely for his existence.

The first generation of postcolonial cities and towns in Africa are indeed a product of the extractive footprinting once established by the colonial administrations in order to service the economies of their motherland. Accordingly, these cities were created in a context which prohibited the installation of an industrial base. The 2004/05 State of the World's Cities Report rightfully points out that "Sub-Saharan Africa is exceptional in the sense that it is occurring largely without industrial and economic growth". Indeed, Africa has become the fastest urbanizing continent with rates of urbanization exceeding 4 to 5%[17] annual growth in many cities.

While urbanization in advanced economies has occurred as a result of economic growth, African cities continue to grow, despite falling wages, currency devaluations, retrenchments in the public sector, rising petrol and food prices, inflation and rising unemployment. Disturbingly, most of this growth happens in the form of rising poverty, informal settlements and slums, with the number of slum dwellers being estimated to reach 332 million by 2015. As a renowned author puts it:

"If the reports of the Intergovernmental panel on climate change represent an unprecedented scientific consensus on the dangers of global warming, then The Challenge of Slums sounds an equally authoritative warning about the world-wide catastrophe of urban poverty"[18].

With the above analysis in mind, urban sustainability in the context of African cities must be understood as a deliberate and massive approach to significantly reduce the politically explosive dimensions of rising poverty in urbanizing areas for the security of the world. This must be done in a manner which prevents or reduces damage to the natural systems of urbanizing areas (ecological footprint). Contrary to the widely prevailing misinterpretation of sustainability as a summation of development and impact mitigation, the African scenario is about a deliberate and deterministic, rather than probabilistic approach to development. The latter is not just about expanding the material choices of the urban poor, but it is about doing it via:
a) making technological choices that favour constant dematerialization, reduction of resource usage in production and recycling and the use of renewable sources of energy, and
b) influencing the behavioral pattern of present and future generations towards such choices.

Indeed, technology makes it possible today for entire communities to meet all their material needs by reusing the solid and liquid wastes, using renewable energies to meet most of the needs instead of burning fossil fuels, polluting the air, preserving instead of cutting down forests and natural vegetation, overexploiting water supplies and conserving, instead of decimating other living species .

[15] This section paraphrases the 'Brundtland Report' which laid the foundation for the 1992 Earth Summit held in Rio, Brazil on sustainable development.
[16] Amartya Sen in Development as Freedom. 2005
[17] Excluding Nigeria where urbanization rates are estimated at close to 6% p.a.
[18] Mike Davis. Planet of Slums.
[19] Mark Swilling. Local Governance and the politics of sustainability in: Consolidating Developmental Local Government (M. Van Donk, S. Parnell & E. Pieterse). 2008

Another striking feature of urbanizing Africa is that more than ever, African city administrations, planners and built environment professionals are increasingly becoming out of touch with the reality of city making. Many UN reports are unanimous on the findings that informality has become the driving force in city making[20]. The increasing rates of informality in African cities stand as testimony to the fact that Africa's urban dwellers, whether we want it or not, are becoming the true architects, planners and urban designers in our cities. The phenomenon of slums and informal settlements find expression in the mushrooming of settlements at the periphery of large cities whereby the majority of structures and shacks are made out of precarious items such as empty cans, cartons, stones, corrugated iron, disposed of plastic bags, etc, often recycled from open waste disposal sites. In the early stages of post-independence, urbanisation was merely driven by the rural-urban migration phenomenon, which saw large numbers of rural residents flocking into cities in order to seek employment, have better access to health, education and other opportunities that are linked to urbanization.

In contemporary African cities, urbanization is no longer a one-way process, but rather a more sophisticated and multifaceted phenomenon. Besides rural areas, cities have become net recipients of in-migration from other smaller intermediary cities from people who are on-the-move for better opportunities. Cities, especially those with well performing economic and governance systems such as Johannesburg also attract significant in-migration from other countries of the African sub-regions. **The irony of good urban performance is that the few cases available on the continent bear the seeds of its perpetual challenge. The lower the number of good performing cities on the continent, the higher is the risk of these few becoming victims of their own success.** Urbanisation in Africa is therefore also to be understood as a perpetual challenge, whereby every capacity increment which results in improvements triggers multiple additional pressures and challenges to the existing capacity of the city administration to deliver services. This has resulted in congestion, environmental pollution, soil erosion, fragmentation and cost inefficiencies through urban sprawl, etc.

[20] According to the 2003 UNHABITAT report entitled The Challenge of Slums, the least developed countries account for more than 75% of the one of six billion people leaving in slums worldwide!

AFRICA'S STRATEGIC RESPONSES TO THE CHALLENGE OF URBAN SUSTAINABILITY

The total pattern of initiatives to address the challenge of urban sustainability on the African continent points to four types of responses, namely:
(i) metropolitanisation of existing large cities,
(ii) satellite extensions in the hinterland of existing metropolitan cities,
(iii) creation of new capital cities in greenfield areas, and
(iv) renewal of existing capital cities through a range of major built environment operations and infrastructure recalibration projects.

METROPOLITANISATION

Metropolitanisation mainly occurs in the form of organic expansion of existing capital cities through the phenomenon of urban sprawl. In some cases, well formulated strategies and urban design templates are prepared to define and harden the urban edge in order to promote densification of the built up areas and thus, create urban efficiencies. But often, these plans fail to cope with the pace of urbanization, thus becoming obsolete before being implemented.

Yaounde and Douala are part of a balanced network of cities across Cameroon, but their functional specialization as administrative and economic capitals is increasingly pushing them towards metropolitanisation. The dominant pattern of this metropolitanisation is expressed through urban sprawl. Here, urban sprawl has embraced dimensions that have prompted the two cities to embark on new plans and projects that seek to service land within the periphery of the cities for residential purposes.

Nairoibi: East Africa's regional hub and portal is to receive major investments that will attract metropolitan status to Kenya's capital city. During the recent World Urban Forum the government of Kenya signed an agreement with the United Nations to embark on a massive upgrading plan that will see the city of Nairobi achieving metropolitan status by 2030. Measures to ensure environmental sustainability are crucial in this endeavour as they will assist to maintain the profile of Kenya as a tourist destination, with Nairobi as a gateway that will globally compete with other tourist destinations.

When Lagos sneezes urban Africa catches flu: The sixth largest city in the World and former capital city of Nigeria has achieved a megacity status with its population totaling 16 million inhabitants. Still in Nigeria alone, forecasts predict that by 2010, other Nigerian cities such as Kano, Kaduna and Port Harcourt will also be achieving megacity status. Here the challenge of urban sustainability finds expression in terms of economies of piracy, burgeoning crime, social exclusion, air pollution and hazardous waste disposal, substance abuse, and decaying infrastructure.

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SATELLITE EXTENSIONS

Satellite extensions are another type of response by the city authorities designed to accommodate and channel the peripheral growth of the main city towards secondary centres with a minimum degree of functional autonomy but interrelated and interconnected with the metropolis. Conceptually, such centres are designed to accommodate the excess population growth in secondary centres and thus, mitigate the pressure of in-migration within the core city. They are designed to gravitate around the main city in a 20 - 40 km radius. Generally, such projects fall within the ambit of national governments for their funding. Their realization often requires an injection of large amounts of capital investment in infrastructure, the installation of decentralized administrative services and socioeconomic amenities, for which funding is barely available in the necessary quantity and space of time for their completion. With the exception of South Africa satellite towns have long been conceptualized and planned for in numerous African metropolitan areas, but they remained artistic impressions in the plans, thus maintaining their semi-rural status because the requisite funding could not be leveraged to lend meaningful traction to their implementation. The consequence of starting such initiatives without the requisite funding to sustain it can easily expose the earmarked areas to be overtaken by informal land transactions and disorderly growth. Yaounde is a case in point, where some semi-rural centres are planned to become satellite extensions, but the complexity of land tenure patterns between customary and modern systems, together with the abovementioned resource constraints further complicate the rapid feasibility of secondary urban centres as a response to urban sustainability challenges.

TOWARDS AFRICA'S SECOND GENERATION OF CAPITAL CITIES

The creation of new capital cities: Internationally and on the African continent, numerous examples such as Brasilia (Brasil), Putrajaya (Malaysia), Rabat (Morocco), Dakar (Senegal), stand are illustrations to the fact that new capital cities have been adopted as a response to the challenge of urban sustainability. Such projects have always been part of a national initiative to balance current pressures on the established post-colonial cities across the country's network of cities. The concept of new capital cities came about as a result of decaying old capital cities not offering the requisite capacity to accommodate influx and associated pressures on the existing infrastructure. They are usually part of a national initiative to promote **a balanced urbanization and harmonious territorial development**, thereby justifying the topic of the Fourth World Urban Forum which has been held a few days ago in Nanjing. The creation of new cities usually seeks to ensure that the total pressure of urbanization is spread across an entire network of cities. Often, this is done in the pursuit of functional specialization amongst the cities themselves (administration, economy, culture, tourism, etc). Some of the most recent cases which obey this logic on the African continent are: Abuja (Nigeria), Yamoussoukro (Cote d'Ivoire) and Lompoul (Senegal). The latter is the third time in a row within 50 years that Senegal has decided to build a new capital city as a result of Saint Louis (1957) and subsequently Dakar facing serious sustainability challenges. Although Lompoul is still in a planning stage, the strategic design options warrant a closer look as they incorporate strong elements of sustainability, based on lessons from elsewhere:
(a) The first feature is that Lompoul will be built in relative proximity (40 km distance) to Dakar, the current capital city, unlike Yamoussoukro[21] (Cote d'Ivoire) that was built within a distance of 250 km from Abidjan.
(b) The second feature is that the new city will progressively occupy a total area of 5,000 – 20,000 ha. within a period of four years, hence the urban edge is defined right at the stage of project inception.
(c) The use of green belts, natural air circulation and lighting, preservation of natural ecosystems, including the notion of urban forests will be promoted to enhance the sustainability profile of the new city.
(d) Other built environment features entail the use of environment friendly technologies in public buildings, the creation of multi-functional spaces with a unique offering in recreational, cultural, business and tourist facilities.

[21] Senegal has benchmarked its project against numerous international and regional case studies, one of the findings being that because of the long distance between Yamoussoukro and Abidjan, it has been difficult for the new capital city to achieve the performance and urban efficiencies that underpinned its creation. The pressures on Abidjan remained unchangeably high, further exacerbated by the lagging decision to effectively transfer the country's administrative functions to the then newly built Yamoussoukro.

THE RENEWAL OF AFRICA'S FIRST GENERATION CAPITAL CITIES

Renewal of decaying capital cities: Numerous urbanizing agglomerations and metropolitan cities on the continent that were inherited from the colonial administrations are showing signs of distress on their physical fabric. This distress takes the form of chronic traffic congestions due to a limited and dilapidated road network, aging water and sanitation equipment, overflowing sewer treatment plants, frequent power outages as a result of outdated and low capacity infrastructure, hazardous disposal of solid waste due to the saturation of existing facilities. Let alone the fact that many African cities are frequently caught unprepared to host large numbers of refugees and desperate migrants who are escaping areas of political turmoil, wars and violence, the physical distress also pervades the well-being of the social fabric in the form of recurrent outbreaks of re-emerging infections and water-borne diseases such as cholera, typhoid fever, amibiasis, malaria, etc. One major trend in responding to this situation is that all the five African sub-regions are currently witnessing medium-to large scale urban renewal initiatives. These measures often have in common the aim to restore livability in the cities through a mix of capital investment projects, combined with a range of urban management and beautification initiatives that seek to address the economic, ecological and social sustainability challenges faced by these cities. Typical illustrations for this category are Nouakchott (Mauretania), Yaounde and Douala (Cameroon), Addis Ababa (Ethiopia), Blantyre (Tanzania), Lilongwe (Malawi), including numerous townships in South Africa, where multiple capital investment projects are being implemented simultaneously.

THE 'MOVERS AND SHAKERS' IN CITY MAKING

In general, the above responses to the challenge of urban sustainability require a major injection of resources into urban areas. These responses represent a new type of footprint that seeks to reclaim the threatened values of urban spaces as sites of innovation, wealth creation, cultural emancipation and democratization. Many players are involved in this grand project, but they differ in strength and influence. The fact that nearly all the cities on the continent report informality as the major threat to their efforts, shows that urban dwellers are the major driving force in Africa's today's city making efforts. In order to reclaim the values of the city, this driving force needs to be acknowledged as a first step towards restoring urban sustainability. Urban dwellers owe they leading role to the fact that they are more effective in dealing with the key bottlenecks to urban sustainability on the continent, which we now turn on.

KEY BOTTLENECKS TO URBAN SUSTAINABILITY IN AFRICAN CITIES

To sum up, there are three essential bottlenecks to the challenge of urban sustainability:
(i) the supply and management of serviced land for housing at a pace equal or higher to demand dynamics,
(ii) mainstream finance (community savings, mortgage lending, value capture on land, etc),
(iii) the institutional and managerial capacity of city administrations to provide enabling conditions for joint accountability and participation of urban residents in the mainstream economy.

Over and above the challenge of urban sustainability, is a problem which cities on the continent experience at the dimension of scale. To deal with them effectively requires that proven responses and concepts be elevated to scale. However, due to the above bottlenecks and the lagging political will in numerous countries, urban sustainability on the continent remains trapped in insular and recurrent pilot operations which are too limited in scope to create a sustainable impact. Indeed, today's urban sustainability initiatives on the African continent are still trapped in insular pilots that are incremental and repetitive in nature, with the problem that they do little in the way of creating the conditions for sustained local enterprise that could actively participate in the maintenance of the urban environment via formal contracting with local authorities.

URBAN SUSTAINABILITY, A PERPETUAL PILOTING PROCESS?

During the last forty years numerous initiatives were taken by African countries at the local level to address the issue of urban sustainability. Amongst them were the following:
- The urban master plans known as "Schémas Directeurs" in francophone Africa
- The Municipal Environmental Action Plans introduced through donor funded pilots across West African small towns and medium sized cities
- Environmental impact assessment indicators for municipal projects
- AGETIPs
- Urban audits
- The municipal/city contract
- Urban grids (to channel the direction of future urban growth)
- Street addresses and tax registries
- City Development Strategies: incremental implementation of a locally based long term vision

The challenge with these initiatives is their perpetual pilot nature and the fact that they remain insular in their coverage. In Africa, the question pertaining to mainstreaming has barely been politically elevated at the national level. Due to many reasons and the overwhelming dimension of the challenge, the city-wide application of some promising initiatives has not yet received a sustained political attention at the metropolitan level.

CHALLENGES

The following challenges are widely recorded as being notorious for urban sustainability in African cities:

- Mobilizing finance for urban sustainability (resourcing)
- Mainstreaming from insular projects to city-wide interventions (from scope to scale)
- Elevation of urban sustainability in national and continental agenda-setting processes and platforms
- Activating urban social capital in city-making and maintenance (joint accountability)
- Balancing the imperatives for quick and effective results with management capacity (agency based delivery vs delivery via city administrations)
- Intelligent use of urban land markets (value capture for sustainability)
- Transforming the planning practice from administering sterile regulations and pilots to the steering and management of flux and 'urban transition' towards economic growth and sustainability.

IDEAS FOR THE SINO-AFRICA EXCHANGE PROGRAMME

What can Africa learn from China?

- To deepen our understanding of the success factors for China's coping strategies with the high pace of urbanization
- To understand China's incentive schemes for the leveraging of private investment
- To understand the role played by China's civil society in city making and the upkeep of the urban environment
- To understand the cost efficiency base of China's large infrastructure projects (cheap labor, state subsidies or material management?)
- Continuous dialogue on China's technological innovations for urban sustainability

What can Africa offer and explore with China?:

- Africa's terms of engagement on capacity issues in the context of international cooperation on urban sustainability
- Communicate with Chinese practitioners on the importance of cultural and performance considerations of public infrastructure (roads, sporting facilities, place-making infrastructure, etc)
- Discuss the mutual understanding of experiential forms of exchange such as staff and research internships between African and Chinese practitioners and academics

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William Cobbett, Manager of the Cities Alliance Secretariat: Lessons on global city-to-city learning

Invited by the conference organizers to share his experience with city-to-city learning, Mr. Cobbett first introduced the Cities Alliance: The Alliance is a global coalition of cities and their development partners committed to scaling up successful approaches to urban poverty reduction. It receives funding support from traditional OECD donor countries and multilateral organizations, and also includes a number of new middle-income and developing country members, such as Brazil, Chile, Ethiopia, Nigeria, the Philippines and South Africa, as well as Slum Dwellers International (SDI).

In the view of the Cities Alliance, cities are proven poverty fighters and engines of economic growth. By promoting the positive impacts of urbanisation, the Alliance supports learning among cities of all sizes, and also among cities, governments, international development agencies and financial institutions.

On improving urban development approaches and city-to-city learning, Mr. Cobbett shared the following practical experiences and recommendations:

- In pursuing sustainable urban development, harmony at the local level is most important, particularly a harmonic relationship between the local government, the urban poor and the private sector, and their respective interests.
- Know your city, and know your country! A solid knowledge base is a basic precondition to pursuing sustainable urban development. Many African cities and countries lack a sufficient data and information basis to analyse and interpret trends, and to design effective urban development strategies. To this end, the Cities Alliance has supported a number of countries in elaborating "State of the Cities Reports".
- Don't try to stop urbanization. Instead, state the case for cities, of all sizes. Urban development can drive a country's development at large, but it needs to be anchored in suitable national-level strategies and policies. There are a number of good examples for this, notably slum upgrading policies in Mexico, Colombia, Thailand and Brazil. With few exceptions, African governments have failed to provide adequate national policy frameworks to promote sustainable urban development.
- National city-to-city learning can be very effective, with the Philippines City Development Strategies (CDS) platform being one positive example to state. This form of learning could be very effective in Africa. To this end, the Cities Alliance is working with national associations such as the South Africa Cities Network (SACN), the Association of Local Government Authorities of Kenya (ALGAK) and the Tanzania Cities Network (TACINE).

- Further to national city networks, there are regional and global forms of learning among cities. The Cities Alliance has supported the development of a distance learning course in Brazil, based on their recent experience in upgrading, land regularisation, application of housing policy legislation, promotion of social development and community participation; Other learning events and studies were launched at a regional (Addis Abeba – Johannesburg Partnership Programme) or global scale, such as the international Learning Week on slum upgrading, co-hosted by the Cities Alliance and the Municipality of São Paulo in March 2008, and which was attended by representatives from Cairo, Ekurhuleni, Manila, Lagos, Manila and Mumbai.

Finally, Mr. Cobbett commended the form in which the Sino-African Orientation Exchange is organised as a further option of trans-regional learning on sustainable urbanisation. He extended his wishes to all delegates and the organisers that the event be successful and contribute to a debate on Africa's new urban future which in his view is urgently needed to release the potential of African cities.

Prof. Li Jingsheng, Department of Urban Planning, CAUP, Tongji University Shanghai: The Resources and Urban Sustainable Development in China

China is a country with vast natural resources, however, there is a shortage in natural resources per capita. The occupancy volume of any main natural resources per capita measurement is well below the average level in the world. Since 1980, the urban population of China has increased by more than 10 million people every year. By the middle of this century, the urbanization rate of China will have experienced a period of rapid growth rate anywhere from 40% to 70%. Due to the unbalanced geographical distribution between cities and natural resources in China, and because the energy structure relies mainly on coal, energy and resource service efficiency of cities in China are low, the environmental problems are becoming more serious, and sustainable development of the cities is facing severe challenges. In recent years, China, on one hand, continues to make adjustments to the industrial structure to raise its level in modern service industries. On the other hand, it promotes a resource saving model and an environmental friendly society model. Learning from developing countries, ideas and technology suitable for the cities in China are constantly being explored. The adjustment and establishment of urban regulation of planning and construction offers support for sustainable development of the city.

Prof. Dan Smit, Urban Policy Adviser, South Africa: The Shift to Sustainable Human Settlement Creation in South Africa. Reflections on Policy, Practice and Vision

1. INTRODUCTION

This paper outlines the trajectory of South Africa's housing policy and practice in the post-apartheid era (post 1994). Particular emphasis is placed on the transition from an emphasis on building houses to an emphasis on creating sustainable human settlements. In fact this paper can be considered as a paper of two halves. The first half deals with a narrow housing focused delivery machine instituted since 1994 which has proved extremely successful within its own narrow parameters. In fact few countries in the world have achieved the kinds of delivery rates achieved in South Africa. China of course is an exception in this regard and this is one of the reasons we are so interested in engaging with you.

The second half of the paper deals with South Africa's attempts to begin shifting away from a narrow focus on housing to a more comprehensive focus on the creation of sustainable human settlements. This has been a reaction against the unintended outcomes of a narrow sectoral focus on housing. It is our understanding that China has been more successful in delivering not just houses, but also sustainable and livable settlements. Given our current obsession with doing the same, it follows that this is an even more important reason for wanting to engage with our Chinese colleagues.

In this regard it is worth noting that the governance arrangements enshrined in South Africa's Constitution are quite "de-centralist" in character. South Africa has relatively autonomous spheres of government (national, provincial and municipal (local) rather than hierarchically arranged levels of government. As a consequence many development processes take on a de-centralised character and rely substantially on co-operative governance across spheres. Increasingly there is concern over the efficacy of co-operative governance and growing interest in how to marry more directive systems of governance to decentralized processes. This is certainly the case when it comes to thinking about the arrangements we need to successfully create sustainable human settlements.

2. SOUTH AFRICA'S POST APARTHEID HOUSING PROGRAMME: DESIGN

Post-apartheid national housing policy was initially formulated with reference to an understanding of structure of the housing market in the country. In short the housing sector was understood as being comprised of 3 basic sub-markets as follows :

a. A Formal housing sub-market serving middle and upper income groups and financed via mortgages from commercial banks (approx. 20% of the population). The assumption in respect of this market was that no formal state intervention was required since the market worked quite well in this sub-market.

b. A Starter sub-market made up of lower and lower middle income individuals with regular incomes but not incorporated into the formal market (approximately 30% to 40% of the population). The analysis and starting assumption was that intervention was required to improve access to mortgage financing because the banks had not been lending to (in particular) Black households in this market segment for a variety of reasons. The sub-market was considered 'abnormal' mainly because of the distortions associated with or traceable to the apartheid regime. One example of the abnormality of the sub-market was the fact there were a number of (largely) Black households who had received mortgages from the banks in the late 1980's but who were in default on their monthly payments (sometimes because of bond boycotts linked to the politics of the time). Repossession of properties was also difficult because of strong community resistance. By the early 1990's the banks had fled. Given these circumstances the vision quite simply was that the market had to be 'normalized' and made to work. As far as financing was concerned the vision was that starter housing would be financed via a capital subsidy and augmented by long term (20 years) end-user credit from financial institutions.

c. An Incremental sub-market is made up of low (and very low) income individuals with irregular incomes (approx. 40% to 50% of the population). Because people have irregular incomes the assumption was made that they would be unable to sustain loan finance (e.g. mortgage loans) over a long period of time. Thus in this sub-market the policy vision has been that people would be assisted in making a housing start and then supported to improve their houses over time (incremental housing). As far as finance for the sub-market is concerned the vision was that a capital subsidy sufficient to pay for a serviced site and a core unit would be provided in order to allow a household to live on a site. Such provision would be augmented by the provision of small loans which would be repayable over a much shorter period and which would not be secured against the land and property (by way of a mortgage bond).

It is worth noting that the intention was to make the housing market work as far down the income spectrum as possible leaving government to deal with a focused core of poor people at the bottom end of the income spectrum.

The overall architecture of post–apartheid housing policy was designed to respond to the configuration of the market and the broad policy vision described above. As previously noted there was a recognition that the market had to be made to work for as many people as possible, given that failure to do so would create an enormous burden for government. Macroeconomic policy was to increase the proportion of people in the formal and starter sub-markets by creating more jobs and therefore more people with regular incomes. The housing sector too was to contribute to job creation and economic growth (via the labour intensity of expanded production and via the multiplier). There was a recognition that subsidies would be necessary and that these should be designed in a way which allowed them to work with the market and to minimize market distortion. Thus relatively modest capital (as opposed to interest) subsidies were introduced and were meant to be used in conjunction with loan finance. They were lump-sum up-front and 'one-off' subsidies. They were also relatively transparent and easy to manage for the fiscus (by avoiding the cumulative burden of interest subsidies).

As far as subsidy quantums are concerned the capital subsidy in the incremental sub-market is approximately USD 6,000 (using a May 2008 exchange rate of 7.2 Rand to the dollar). At the outset (i.e. in 1994) the subsidy was half this amount in real terms. Political pressure from the grassroots has resulted in the amount steadily creeping upwards over time. The subsidy, it should be noted, is targeted at people earning less than USD 500 per month. In the starter housing market the capital subsidy quantum is approximately 3,000 USD and is targeted at people earning between USD 500 and USD 1,000 per month.

As far as delivery arrangements are concerned there are a number of points worth noting. Firstly the National Department of Housing was not directly involved in delivery. It developed policies and parameters in terms of which delivery was to occur as well as mobilizing fiscal contributions for the sector. A decision was made to try to increase the fiscal contribution to housing from 1% of the overall budget to 5% over a 5-year timeframe. Funds for the fiscus were split between 9 provinces (with the splits base on a formula which could be adjusted in the event of non-performance by Provinces). Once funding allocations were made Provinces would call for housing project proposals. Criteria for project selection as well as certain key criteria were carefully spelled out up-front. Project proposals could come from a variety of sources - private sector developers, community organizations, NGO's or local governments. Proposals could also come from delivery wings within the Provinces (often acting on behalf of local authorities who did not have the capacity to do so), but were subject to the same assessment processes. The idea was to mobilize maximum capacity across as wide a spectrum of possible delivery agents as possible and to create level playing fields upon which delivery agents could compete (subsidies were available to the private sector on the same basis as for politicians). In the early years Provincial Housing Boards were established to assess, select and monitor projects. Such Boards were chaired by a Provincial Minister and staffed by prominent people in society (business leaders, prominent people in the universities, churches or elsewhere in civil society, and important politicians). The idea was to reduce corruption by putting decision-making in the hands of people who had reputations to defend. This worked well but unfortunately the system was abandoned after the first five years (precisely because it was too transparent for some politicians).

Turning to loan finance there was a discussion in the early years (1994 to 1998) about the need for a national housing bank which would mobilize wholesale finance for the housing sector and make end-user finance available to individuals in both the starter and incremental sub-markets. The eventual consensus achieved was that wholesale finance was not a problem for the sector as a whole. Also the private sector already had strong retail capacity. In fact it was recognized that South Africa had a world class finance sector. It was working very effectively for the formal market. The challenge was to make it work for the bulk of the population. As far as end-user financing (retail finance) was concerned the consensus was that current market failure was a function of a number of factors. Primary among these was the view that the banks perceived lending in both the starter and incremental markets as high risk and that there was a need for interventions that would reduce such risks (perceived or real).

In addition to the lack of mortgage loans being made in the starter market there was certainly also a lack of smaller/non-traditional loans in the incremental sub-market. Although micro-finance was a rapidly growing area of activity within the finance sector, the consensus was that interventions were necessary to grow the availability of finance in the incremental market. Thus it was argued that there was a need for a National Development Finance Institution (DFI) to facilitate private sector involvement in the starter market and to mobilise and provide wholesale funds for intermediary organisations providing (non-traditional) retail loans to borrowers in the incremental sub-market. This is the basis on which the National Housing Finance Corporation (NHFC) came into being. The NHFC was established in 1996 and was tasked with a range of activities identified as necessary to mobilize credit for the housing sector. This included the 'wholesale and intermediary' activity referred to above as well as support to social housing. In its initial phase (1996 to 2001) the NHFC also incorporated the Rural Housing Loan Fund (RLHF) which in essence provided wholesale funds to intermediary organizations making small loans in rural areas. RLHF has however always had its own Board and was initially capitalized by a German bi-lateral agency (KfW). At no stage has RLHF ever been capitalized by government. In 2001 RLHF split away from NHFC and currently manages its own affairs.

In the early years there was substantial emphasis on measures aimed at 'normalizing' the market in the wake of apartheid era distortion. In the first instance this had to do with introducing instruments to help deal with perceived/real risks arising from political instability. In this regard a Mortgage Indemnity Fund was introduced which provided cover to financial institutions in instances of losses arising from political instability. However as the environment stabilized (and because of practical difficulties in implementing it) the Mortgage Indemnity Fund was dismantled.

In the second instance 'normalization' of the housing market involved a range of interventions aimed at dealing with bad debt (in the starter market) and with the creation of circumstances which would allow the rule of law and due process to apply when individuals defaulted on loan payments. A special company, Servcon - a joint venture between government and the banks - was established to deal with sorting out historical bad debt incurred by the banks as a consequence of mortgage non-payments.

3. DELIVERY PERFORMANCE

The top priority in the housing sector in the years immediately after 1994 was delivery - and delivery at scale. A delivery target of 200,000 units per annum was set which it was projected would eliminate the backlog and projected growth in need within 10 years. Delivery got off to a slow start but picked up substantially by 1996/7. The delivery rate since 1994 has, in fact, averaged 180,000 units per annum (quite close to the intended target). By 2007 delivery was approaching 3 million units - a magnitude of delivery in the developing world exceeded only by India and China. When measured as a rate of production (number of units per annum per capita), SA's rate of production for low income people is currently as good as anyone's in the world.

However the vast majority of the units that have been delivered are in the incremental sub-market and are provided primarily via the capital subsidy. The 'consolidation' of incremental units has been disappointing (i.e. people have not been adding to the basic core units in the way that was expected). This, amongst other things, suggests that the magnitude of funds flowing into the incremental housing sector via small loans has fallen short of what was hoped for. Moreover there has been substantial political and community pressure to increase the capital subsidy to provide a better/bigger top-structure. At present the minimum size unit that can be provided via the capital subsidy is 40 m2 - a far cry from the much smaller core houses initially built. Thus instead of small loans being used to augment a core structure, increasingly the pressure is on government to provide bigger and bigger houses. In several quarters questions are being raised about the sustainability of ever bigger capital subsidies. Very large capital subsidies are also distorting the housing market further at the bottom rungs of the housing ladder. In short there is not much difference in size between "give-away" incremental housing units and the bottom of the bonded housing products and for which people have to pay USD 30,000 or more.

Excellent delivery rates notwithstanding, by 2007 the backlog was still estimated at around 2 million units. New household formation and in-migration was clearly underestimated when the housing programme was first launched. Average household sizes have also reduced dramatically which may itself be due to the availability of the subsidy. In any event very substantial backlogs still exist.

Whereas delivery in the incremental sub-market has been impressive, delivery in the starter submarket has until recently been very disappointing. NHBRC delivery statistics reveal that the delivery of houses in the starter market has remained consistent at about 16,000 units per annum for the last decade. This is despite a building and property boom in the period since 2000. Moreover a study commissioned by the Banking Association has revealed that whereas effective demand in the starter market is 76,000 units per annum supply is around 16,000 units. Not surprisingly, units provided in the affordable market rapidly escalate in price. In the first decade after 1994 the Banks dragged their heels in the starter sub-market. A major constraint proved to be the very rules that the bank themselves set for themselves about what they would fund and what not. Moreover normalisation of the housing market proceeded very slowly through the 1990's. Difficulties with enforcement of rules of contract were raised continuously by the banks as a major constraint on their ability to lend in the starter market. Certainly there were instances in which communities opposed attempts to repossess properties where mortgage non-payment had occurred.

This in turn led to questions being asked about the suitability of mortgage bonds as the financial instrument of choice in the starter market. In the late 1990's the NHFC introduced a new initiative (Project Gateway) which no longer depended on using the land/property as security for the loan. Instead endusers were required to take out insurance as a bulwark against default. Moreover in terms of the Project Gateway scheme, banks would be able to get risky home loans off their balance sheets via securitisation (a hybrid Fanny Mae model). In short the existing commercial Banks were to originate loans, the NHFC would purchase the loans and would warehouse, repackage and sell paper against them in capital markets (which in turn would provide financing with which to purchase additional loans).

Whilst Project Gateway seemed particularly promising it never got off the ground. The primary reason for this was the fact that the banks failed to originate loans .The few that did, like Cash Bank, were bought out by the bigger banks and the nature of their business changed. It seems that the banks had little incentive to aggressively involve themselves in originating loans. In any event Project Gateway never really got off the ground and was abandoned because of failure to procure business. This was significant because it marked the end of the South African housing DFI system's flirtation with securitization. Further flirtation with such securitization is highly unlikely because of new developments regarding private sector participation in the starter market. Moreover the tremors that have been felt throughout the financial system internationally as a consequence of the difficulties of the so-called sub-prime markets are also likely to make securitization a less attractive model.

Lack of progress in enticing banks into financing affordable housing led to talk of compelling participation via some sort of community reinvestment act modeled on the US experience. This seemed to have a major impact on the attitude of the banks who immediately made a renewed commitment to lending in the affordable housing market rather than be compelled to do so. A Financial Services Charter was signed in terms of which the Banks have pledged investment in the affordable housing market to the extent of USD 6 billion. And in the last four years the banks have really begun to engage the starter market at scale (for the first time).

It should be noted that the NHFC has sought to support the banks in their embracing of the starter market by offering guarantee/insurance/risk reduction products. Whilst initially the banks showed a lot of interest in these products, it appears that they soon began to find alternate products in the private sector or to set up schemes of their own. Surprisingly it now appears that risk mitigation in the starter sub market is much less of an issue although the banks have yet to reveal in practice how far down-market they are prepared to go.

Notwithstanding the banks' new found willingness to finance units in the starter market they have discovered that major constraints on the supply side have meant that there are few units to finance. In fact the banks are claiming that they are prepared to make loans much further down-market but that there are no products for

them to finance. A major study (Shisaka 2005) by the Banking Association has revealed that the major constraint to housing delivery in the starter market is no longer the availability of end-user finance but rather supply side constraints - primarily inappropriate and slow regulatory processes in the land market and the availability of affordable land.

In response the banks have actually begun to take on the role of developers. Whether this is a good idea or not is debatable but there can be no doubt that it is a far cry from the reluctant private sector financial houses of the past. By 2007 banks claimed that they had already invested USD 4.5 billion in starter housing and were aggressively looking for new opportunities. At face value it appears that the financial landscape of low income housing delivery in South Africa has changed dramatically. Instead of being starved for development finance, it seems instead that a 'full bladder' syndrome better describes the current reality.

4. THE PARADIGM SHIFT

Whilst the trajectory described above bears testimony to a great deal of implementation success there have several concerns about the outcomes of the programme. These are as follows:

- Concern about the nature of environments being created via housing policy. In particular there is concern about the mushrooming of settlements which are made up of battalions of poor quality and small houses, which lack the full range of services, and which are monolithic with respect to land use and building morphology.
- Concern about urban sprawl and relegation of the poor to the urban periphery as a consequence of operation of land market and subsidy constraints. Poor location threatens the viability of poor households and reinforces their exclusion from economic opportunity. Moreover urban sprawl threatens the viability/sustainability of cities and is a form of urban development which is destructive of environmental resources.
- Concern that the housing market is not yet working across all sub-markets and that it is certainly not working in a way which allows the bulk of South Africans a share in property related wealth accumulation.
- Concern about the fact that government subsidy is not leveraging private investment sufficiently (in fact beneficiaries are increasingly selling off incremental houses at prices well below the cost of building).

As a consequence, in 2004, a new policy direction was embarked upon, which is generally referred to as the Breaking New Ground (BNG) initiative. The BNG shifts emphasis from delivering housing to **delivering sustainable human settlements**. In policy terms this is translated in BNG to:

- Provision of housing together with the full range of services
- Crowding in of government programmes and projects into government supported housing projects.
- Improved location for low income housing projects
- A focus on informal settlements (sustainable livelihoods approach)
- A recognition of the link between housing and environmental issues (energy efficient houses, reduction of urban sprawl etc.).
- Quality of houses and facilities
- Mixed income environments
- Access to jobs and economic opportunities linked to housing delivery and settlement development
- Policies and instruments to help make the market work for all (linking housing to individual accumulation)

Whilst BNG articulates a clear vision, it has been much less clear about the tools and interventions needed to give effect to it. To date the process has been to incrementally develop new programmes and products and to add these to the existing set (and in some instances replace existing programmes). The Housing Code (which sets out the major housing programmes and associated subsidy instruments) has recently been amended to incorporate new mechanisms and more are expected.

In general there has been a shift away from capital subsidies linked to individuals to project based capital subsidies (although capital subsidies linked to individuals have been retained as an option). For example new social housing subsidies are calculated on a project basis and boil down to the subsidy on capital cost necessary to make the units provided affordable to targeted income groups and still achieve a yield on investment for social housing companies. Whilst the subsidy is still a subsidy on up-front capital, the amount is much more open-ended and dependent on specific project circumstances (however the subsidy applied is subject to defined subsidy efficiency measures). Running costs of social housing projects are unsubsidised. The new BNG instruments and approaches may be necessary to achieve new vision but they do introduce an open-ended deployment and use of subsidies. The old capital subsidy instruments are more rigid but are more transparent and therefore more amenable to monitoring accountability.

The National Department of Housing has recently published a new National Housing Code which includes SHS relevant provisions. Particularly relevant is the Section of the Code (Part 3) which articulates a Programme for the Provision of Social and Economic Facilities.

The main objective of the Programme is to facilitate the development of basic amenities which are normally funded by municipalities in cases where municipalities are unable to provide such facilities. Grants are made to local authorities who submit successful applications and which can motivate why they can pay for them. How CoJ will be considered in this regard is a moot point and will probably only be apparent when application is made. Officials at NDoH indicated that much would depend on the nature of the application and the persuasiveness of the rationale presented. It should be noted however that the Programme will (as is the case with most Housing Programmes) be administered through the Provinces. Thus Gauteng will need to commit to the Programme and earmark funds for it.

Types of facilities that could be funded include :

- Clinic or medical care facilities
- Community halls (linked to a crèche in municipal offices)
- Community parks or playgrounds with basic play equipment
- Taxi ranks
- Sports facilities
- Small business/informal trading facilities
- Ablution facilities where appropriate

It should be noted that perhaps the key social facility from a SHS point of view, namely schools, is missing from the list. Moreover the programme focuses on the capital costs of facilities rather than on the perhaps more important issue of getting commitments to staff and run the facilities (building a school is one thing - getting teachers into it on a sustainable basis is another).

Perhaps more important than the Social and Economic Facilities Programme (which has been around for some time in a slightly different form) is the new Integrated Residential Development Programme. As the name of the programme indicates, the objective of the programme is to provide a "tool to plan and develop integrated settlements that include all the necessary land use and housing types and price categories to become a truly integrated community." While this sounds good, in essence the programme allows for the development of "non-housing" stands and "medium to high income" residential stands in projects that also include low-income/subsidized housing. Such stands are then to be sold to appropriate business, institutional or individual investors.

Also of substantial significance is the fact that the programme allows for a phased approach to settlement development against a flexible budget allocation which is determined on a project by project basis. The total project cost to be financed through the programme will be determined by the Housing MEC in line with policy (yet to be formulated). A feature of the approach is the separation of land acquisition and servicing from topstructure provision. Implicit in this separation is the notion that land price can be highly variable and determined on a project by project basis. If this is the case, then the Programme provides a very useful tool for making location a key component of SHS creation. In short it should be possible to purchase welllocated land even if it is expensive. The Code is, howeve, very vague on the parameters within which this is to occur.

Policy and vision aside, in the four years since the announcement of BNG in 2004, the shift from housing to sustainable human settlements has in practice involved the following:
a. The development of a range of mixed income flagship projects in various locales around the country (examples include Cosmo City in Johannesburg, Olievenhoutbosch in Pretoria, and the N2 Gateway project in Cape Town).
b. Attempts in new housing projects to mobilize a fuller range of services than hitherto
c. Attempts to locate new housing projects in more central or better locations in the cities.

As far as mixed income flagship projects are concerned the intention has generally been to learn by doing. The absence of clear policy frameworks and clearly defined subsidy and financial instruments has at times created major problems in these projects but there can be little question that much has been learned. For example most of the projects have been undertaken in partnership with the banks which have brought a new energy and "know how" into the process. Moreover in a number of the projects there has been substantial evidence of the growth of property value and substantial lessons have been learned about how to promote this. Moreover in some instances, such as in the Cosmo City development in Johannesburg, private developers have developed new ways of actually becoming champions of sustainable human settlements and doing so in a way which makes business sense. In Cosmo City, for example, it is a private developer that has taken on the role of mobilizing in and coordinating the full range of residential facilities and services. And they have been doing so in a way which is sustainable in the long run. The approach does depend on a close relationship with the Metro Municipality and very interesting lessons have been learned on how to structure such relationships. Most of the mixed income BNG projects have, however, been 'special projects' with special resources allocated to them. The issue of how to deal with replicability, at scale has yet to be fully confronted. Moreover the difficulties of making inter-governmental relations work in the context of a decentralized governance and delivery system have become quite apparent.

On the issue of the greater mobilization of the full range of services into new projects, it should be noted that notwithstanding the development of a methodological approach for doing so by the National Department of Housing (in terms of which SHS creation is linked systematically to municipal development planning processes - IDP processes), it is fair to say that there has not been a great deal of progress in achieving this in practice. A review of the recent practices of Metropolitan municipalities and some Provinces (Smit 2008) reveals that whilst most government housing agencies do make something of an effort to mobilize a fuller range of facilities and services, in practice this is quite limited and constrained by the absence of dedicated budgets (for the ancillary facilities and services).

Turning to the issue of improving the location of housing projects, the scan by Smit (2008) does reveal a greater sensitivity to the issue on the part of local and provincial housing agencies to finding better locations for housing projects. In some Metro Municipalities (e.g Tshwane/ Pretoria) a fairly aggressive approach has been followed. In Tshwane a decision has been taken which disallows any new project outside of a 20 km radius from the centre (CBD). Whilst the policy prescriptions may be a bit crude (Tshwane is actually a multi-nodal city and needs a more nuanced approach) the intentions are nonetheless clear. Other Metros have been less aggressive and look rather to opportunistically secure land for housing in good locations. However, most Metro Municipalities, including Tshwane, have encountered difficulty in acquiring better located land primarily because of steep land prices. Recognising the importance of well located land for new projects, National government is currently in the process of establishing a new Housing Development Agency which will focus on land acquisition and project packaging in good locations. The agency will be capitalized via the fiscus and it is at this stage too early to comment on the impact that it might make. But there can be little doubt that ambitions for the agency are far reaching.

It is, of course, still early days in the process of shifting the paradigm from housing to sustainable human settlements. The intention is clearly right but it will take time to get the operational machinery in place. These concessions notwithstanding, examination of the full portfolio of housing project activity in South Africa suggests that a good proportion of new business is still 'business-as-usual'. At present most of the energy in support of the paradigm shift is coming from the housing sector, which simply does not have control over many of the levers which are central to sustainable human settlement creation. Such levers include planning processes, education, social services, local economic development, public facilities, land and so on. The decentralized nature of South Africa's governance arrangements provides many advantages re SHS creation but it also makes it more difficult to take hold of the many levers required and co-ordinate the way in which they are directed.

Central among the levers which must be deployed in service of SHS creation is the planning lever. In fact one of the main reasons for the concern about the nature of the environments that we are currently creating, is the fact that processes of planning and housing provision have become disarticulated over time. Dealing with this disarticulation is absolutely crucial if we are to get anywhere with SHS creation. As a consequence I will expand on the relationship and its evolution over time. The first point to note in this regard is that post-apartheid housing policy and practice was much quicker out of the starting blocks than is true of post-apartheid planning. There are a number of reasons for this. To begin with the housing sector had organized themselves into a National Housing Forum two years in advance of the first democratic national elections in 1994. In the process the main framework of national policy was thrashed out together with key stakeholders. Thus when a new and democratically elected government came to power, the Housing Ministry was ready to hit the ground running.

The same was however not true of planning. In fact there was considerable confusion at the outset over who (within government) had jurisdiction over what kinds of planning. The National Constitution which had been negotiated in the transition period (1990 -1994) and which spells out the basic terms of reference, the values, the procedures and the checks and balances of our democracy, was not clear about which sphere of government (national provincial or municipal) had responsibility for planning, nor was direction given in the Constitution about types of planning and their integration. As a consequence there has been confusion and competition both between and within spheres of government about who holds what kind of jurisdiction over what type of planning. This in turn has retarded progress in developing post-apartheid planning systems which can dovetail more effectively with post-apartheid housing policy (and practice). And from the point of view of achieving sustainable human settlements this has proved particularly problematic.

Housing has tended to be 'delivery target' driven rather than 'broader outcome' driven and has been able to get away with it. In short, what this means, is that housing practitioners have been driven primarily by getting as many houses delivered as possible (because that is what their performance has been assessed on) rather than giving priority to the broader spatial planning outcomes of their endeavours. Ironically when housing as a sector has become self-critical and has attempted to shift the paradigm from housing to human settlement creation it has found that the planning environment is still 'uncertain' and 'disorganized' and not necessarily driven by the same desire to create sustainable human settlements.

Since 1994 there have been two main streams of planning. The first is so-called integrated development planning which was championed as the new approach to planning in the post-apartheid era and which has progressed and developed quite well but which has also manifested serious shortcomings. The second is spatial planning or land use management which has not progressed well and which is still disorganized. There is a

third stream which is important to the creation of sustainable human settlements, namely environmental management, which has made progress even if it has had little success in integrating effectively with other kinds of planning. Ultimately if we are to be successful in creating sustainable human settlements these three streams of planning will have to be drawn together and integrated.

As far as integrated development planning is concerned the country in the post-apartheid era has had a probabilistic macro-economic development framework/strategy (not a plan) which has tried to find a balance between growth and equity issues (some would argue that it has in essence been a neo-liberal framework which in the end is much more about growth). Sectoral departments at national level have then developed sectoral frameworks and programmes which are consistent with (but not dictated by) the macro-economic framework and have tried to integrate their activities via 'cluster' processes where sectors with similar fields of activity are clustered. Likewise at a provincial level (SA has 9 provinces), Provincial growth and development strategies have been articulated in the image of the National framework (not plan) and likewise there are sectoral cluster arrangements. But in terms of current arrangements it is really at the municipal (or local government level) that development inputs are integrated via a plan - the so called IDP's (integrated development plans).

These municipal IDP's are at present perhaps the most important of existing planning instruments for achieving the creation of sustainable human settlements. In theory IDP's are based on a local development vision (which needs to be consistent with National and Provincial policy parameters) and an associated development plan. Various line functions (sectors) in municipalities are then expected to develop their multi-year operational plans in a way which is consistent with the development vision and which is integrated with the intended actions of other government players. The inputs/service delivery/programmes of other spheres of government are also expected to be coordinated with the IDP's. In practice this has proved difficult since it relies on an assumption of co-operative governance which is seldom met in practice. For example crucial service delivery inputs for the creation of sustainable human settlements such as education, social welfare and health are generally the responsibility of the Provinces.

The Provinces are supposed to integrate their plans for service delivery in these sectors with Municipal IDP processes. But generally speaking they don't and instead operate according to programmes of delivery that they have devised themselves. This means that it is often the case that new housing projects are built without the provision of physical and social services that are central to moving them from soulless match box housing estates to sustainable human settlements. Even internally within the municipalities the co-ordination of line function activity is not entirely successful but at least a city manager is in a position to demand accountability from his/her line managers. The city manager's can't demand this of the Provinces.

Turning to spatial planning, it is important to note that this kind of planning is also very important when it comes to the creation of sustainable human settlements. One of the many unfortunate legacies of apartheid is a spatial structure of our cities which continues to disadvantage the historically disenfranchised (and largely poor and Black) communities. In short, in our cities the poor generally live at long distances from places of employment/production and consumption. Spatial isolation is further reinforced by weak public transport systems (which in essence are private transport systems comprised of numerous combi-taxi/bus operators). The structure also creates an enormous amount of commuting implying high levels of environmental degradation. South African cities have ecological footprints which are cause for serious concern. Given the economic, social and environmental dysfunctionalities of current city spatial structure, it follows that interventions which can serve to restructure the cities spatially are very important. In fact it is arguable that such interventions may be more important than any others when it comes to sustainable human settlement creation (in the South African context at least). For at least a decade spatial planning professionals have articulated visions of post-apartheid cities being restructured around high density nodes and activity spines which in turn are structured by a public transport network.

Whilst the vision has been there, it has been difficult to achieve any real movement (anywhere) in actually implementing the vision. In part this is because many of the cities lack the fiscal muscle to drive restructuring processes but also because there are contradictions between spatial forward planning arrangements and processes of land use management. Whilst the legislation governing IDP's (the Municipal Systems Act) makes provision for expressing IDP's in spatial terms (spatial development frameworks), land use management processes are still governed via different legislation which for the most part is still the legislative land use management framework inherited from the apartheid era. The national line function (Land Affairs) responsible for reforming the land use management machinery has (for a variety of reasons) still not been able to do so. Thus forward planning and land use management continue to co-exist in a state of substantial disarticulation. To make things worse there are at least three National line functions which lay claim to "spatial planning" as their preserve, whilst many Provinces argue that in terms of the Constitution, spatial planning is a Provincial function.

Linked to processes of land use management are processes of environmental conservation and resource management. Substantial progress has been made in this regard in the period since 1994, and legislation has been passed which is quite demanding in terms of the 'environmental compliance hoops' through which development applications must jump in order to achieve development approval. Such environmental legislation has to date proved effective in protecting valuable environments but has also stood in the way of (or held up) progressive socio-economic programmes. For example onerous environmental impact statement requirements have held up low income housing projects (sometimes for years). Environmental processes and legislation are also largely 'regulatory' in content rather than forward planning orientated. For example environmental legislation and policy does not address the need to restructure cities for environmental and other reasons.

In order for sustainable human settlement creation to become a reality it is apparent therefore that major changes are needed in the broader environment. The housing function cannot create sustainable human settlements on its own. Inputs from several other sectors are crucial and it is apparent that broad assumptions of co-operative governance across and even within spheres cannot be relied on. Accountability relations need to be clearer but it is also apparent that we need a firmer hand on the tiller. In addition it is quite clear that if we want to create sustainable human settlements at scale we need to bring the three streams of planning that have developed since 1994 into a much closer and more integrated relationship.

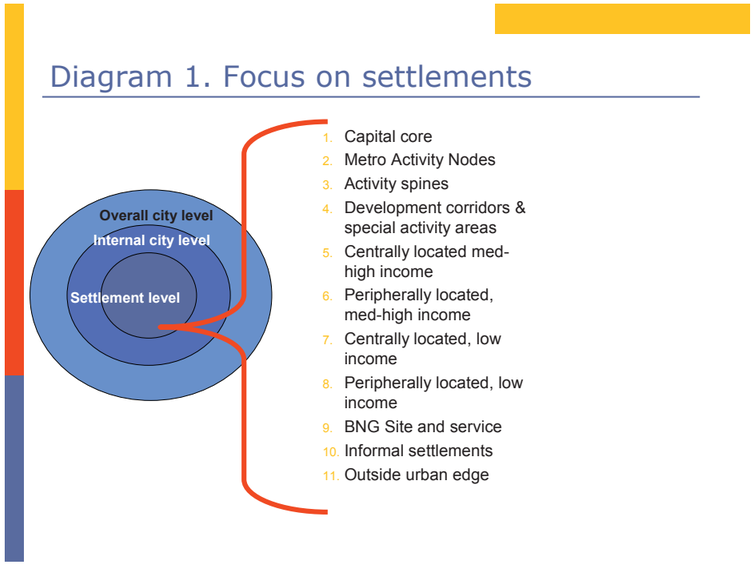
In this regard it is worth noting that there are signs that government will seek to centralize at least components of the planning process and thereby take on a more directive role. There is talk about the creation at National level of a National Planning Council of Ministers who would oversee a National development plan, one component of which will in (all probability) be a National sustainable human settlements strategy (and which would address and rationalize the three streams of planning referred to above). There is also much talk about turning the Provinces (which currently have relative autonomy and specific functions defined by the Constitution) into administrative arms of National Government. The main need for co-ordination would then be between National and Local governments. These 'centralizing' trends notwithstanding, it appears that the new power bloc is equally committed to moving away from 'technocratic' governance to a much greater emphasis on participation and people-driven development. Such an emphasis on grassroots participation in governance is highly consistent with sustainable human settlements creation. Thus we are likely to see a new phase of governance which assumes some of the characteristics of so-called 'old left' politics (more centralized planning), at the same time a marrying this to 'new left' conceptions of 'deep democracy'. Both trends may be good for the creation of sustainable human settlements and it will be interesting to see if the new power bloc can successfully marry two apparently contradictory styles of governance.

Whilst resolution of intergovernmental relations and accountability regarding planning will in all likelihood do much to bring housing and planning into much better articulation, reform of planning systems has to go deeper than this. The process of trying to develop a comprehensive sustainable

human settlements approach in the Tshwane Metropolitan Municipality has revealed several problems with planning processes at the Metropolitan level. One of the key observations of the Tshwane process is the fact that IDP planning processes as well as spatial planning processes tend to occur at a highly generalized city-wide level. Thus there are relatively homogeneous sector plans (water, electricity, roads, storm-water, social services etc.) in the sense that relatively standardized services and products are offered everywhere and that they are seldom differentiated to take account of the challenges of particular settlements. Likewise spatial forward planning trends take the form of a generalized city-wide spatial framework. Some more detailed plans are developed for key precincts. But as a general rule 'settlements' are missing from the planning framework.

One option for re-introducing settlement sensitivity is to introduce an Area Based Management (ABM) approach (similar to what Ethekwini has been doing). The trouble with an ABM approach, as previously noted, is that it is too resource intensive in a resource scarce environment and requires radical re-organization of management arrangements (to interface line and area management processes). What Tshwane has done instead is to introduce settlement sensitivity into overall and line function planning and implementation processes. They have done this by developing a typology of settlement types and clearly articulating the SHS challenges of each type. Some of the challenges are the same from area to area allowing a standard intervention/service delivery response across all areas. But for each settlement type there are challenges which are different to the challenges in other areas of the typology and which require specific interventions/service delivery in order to achieve SHS outcomes. Thus in informal settlements, for example, an emphasis on interventions aimed at promoting the livelihood strategies of the poor might be central, whereas this would not be the case in peripherally located, medium to high income areas.

The settlement sensitive approach also recognizes that SHS creation occurs at a number of geographic scales. Firstly there is the overall city level where issues such the overall financial, political and ecological sustainability of the city as a whole needs to be addressed. Then there is the internal city level which addresses the linkages between the various parts of the city and where mobility and connectivity are key notions. Finally there is the settlement level where the typology of settlements referred to above applies. The focus on settlements is summarized in the diagram below.



5. CONCLUDING COMMENT

South Africa has had a great deal of success in delivering housing in the post apartheid era. In fact so great has this success been that international agencies such as the World Bank and UN Habitat consider South Africa to be one of the most successful developing countries in the world when it comes to addressing housing challenges. In part South Africa's delivery success has been achieved because it has kept policy and practice simple and narrowly focused on getting housing delivered. However successful this narrow and mechanistic focus has been it has carried within it the seeds of its own destruction (to borrow from Marx). It has become apparent that South Africa's housing delivery process is creating a number of unintended and undesirable outcomes. Moreover it has become increasingly apparent that rows of poorly located houses which are badly integrated with places of consumption, exchange, production and human resource development, are not what the country wants or needs.

Shifting from a narrow sectoral focus on housing to a more comprehensive focus on creating sustainable human settlements is, however, not as easy as it may seem. To date the housing sector has chosen to make incremental changes to the systems that have served it well in delivery terms. Four years after the inauguration of a new approach, significant steps have been taken both in policy and practice. However impact at scale has yet to be achieved and it has become increasingly apparent that incremental system adjustment will not do. More fundamental changes are required as the exploration of the need for change in planning systems has revealed. But the exploration could equally have focused on fundamental changes to the subsidy regime.to, for example, a stronger demand-side orientation in which individuals could make trade-offs between better housing and better location. We are entering a new and challenging era and hope that we can learn a great deal from ongoing exchanges with China.

Arne Gooss, Country Director, KfW Development Bank China:
Planning and Building Urban Infrastructure: A Comparison between China/Germany on Wastewater Treatment Projects

The KfW Banking Group was founded in 1948 in Frankfurt/Main, Germany, as a public entity under public law. Aside from promoting the German economy in terms of exports and domestic and international investments, the KfW Banking Group also has designated brands which promote international development. Such a brand is the KfW Entwicklungsbank (KfW Development Bank) which works on behalf of the German Government to implement so called Financial Cooperation with developing and emerging countries.

Financial Cooperation with China commenced in 1985, and consists of both German budgetary funds and market funds which are usually combined to form loans at concessional terms. Sino-German development cooperation focuses on the areas of climate protection and urban development as well as on the protection of natural resources and of the environment and finance sector reforms.

Briefly introducing these main areas of focus and the KfW Development Bank's previous work in the wastewater sector, Mr. Gooss's presentation compares the Chinese and German approach to wastewater treatment projects on the basis of certain evaluation criteria. These 8 criteria on which urban infrastructure projects are evaluated consist of master planning, design, treatment process, approval, construction, operation, tariffs and cost recovery.

The presentation used a positioning diagram to summarize the comparison between implementing urban infrastructure projects in China and Germany. Expanding the perspective, the example of an African country, Zambia, was also integrated into the diagram and briefly compared with the situation in China and Germany based on the evaluation criteria.

Prof. Albert Speer, Managing Director, Albert Speer & Partner:
Sustainable Planning and Construction at Scale – Experiences from Europe, China and Africa

Sustainable development tends to be one of the most fashionable terms in political statements in Africa, Europe and China. To a huge extent, the above-mentioned principles are similar to what we used to call `sustainable urban development'. Sustainable urban development is understood as a process of balancing constantly changing determining factors of city development with the aim to provide its citizens with the following:

- **Satisfying work**
- **Integrated, stable social conditions**
- **Adequate mobility**
- **Political system with balanced representation of interests and values**
- **Adequate public services**
- **Built environment serving the needs of modern economics and lifestyle without overstretching the natural environment's capacity to regenerate.**

• We would like to underline the importance of these kinds of developments by pointing out the continuing accelerating process of urbanization in China, India and large parts of Africa like Nigeria, Egypt and South Africa. The large cities or Megacities in fact provide the battle grounds as to whether appropriate living conditions for the generations to come can be provided or not! The facts, which lead to this statement, couldn't be clearer:

• The Urban Population will double from 2000 to 2025 from 2.4 billion to 5 billion.

• By 2050, approximately 75-80% of the earth's population will live in cities (today: 47%).

• By 2015 approximately 360 'million cities' will have developed, from which 153 will be in Asia. There will be 27 'Mega Cities' with more than 10 million inhabitants, 18 of these in Asia.

• European population will shrink in number and age, while other regions of the world will grow rapidly

• Resources of farmland will shrink due to desertification and urbanization and at the same time land coverage of urban agglomeration areas will increase.

• Today, approximately 18% of the world poplation doesn't have access to pure drinking water, mostly in developing countries. More than 50% of the purified water is lost between water plants and consumers because of insufficient facilities or vandalism. More than 70% of the water used in agriculture is lost through inefficient irrigation systems or inappropriate methods.

• In 2025, approximately 66% of the world's population will live in regions with medium or severe pure drinking water shortages.

... All living systems worldwide are in decline. At the same time, the world's largest cities face **exceptional challenges with respect to health, welfare, education, poverty, crime and pollution...** "It is demographically spectacular to see birth rates plummet when people move from the countryside to the city. At some point in the middle of the century, the population will peak and begin to draw down. At about that time, 75 - 80% of the population will be living in cities. **It is an aging population for at least 100 years."**

Another Global Mega Trend is literally boosting the above mentioned effects of urbanizationglobalization, understood as increasing interaction and interdependence between 'global player regions' of which larger or Megacities normally are a core part - producing a new division of urban labor, of production and services capacities, at the same time increasing competition between these regions to attract the most capable global economic players and groups of inhabitants - mobility of the 'brains', 'knowledge nomads'.

lt is no exaggeration to draw from the above mentioned **first - that there is hardly any alternative to sustainable city development and second - that time has already started to run out!**

lt is obvious that this understanding of city planning requires an adequate response from architects, urban designers, administrative municipal bodies, investors and political decision makers.

This response is all the more difficult because processes in urban development planning normally progress quite slowly, at least when it comes to durable built up structures. Their implementation normally requires a considerable effort in planning, organization and management, resources input as well as investment- and it normally affects the lives of numerous citizens. In contrast, the time-pressure imposed by dynamic changes like migration, technical Innovation, auto mobilization, and social and economic progress is already high and even accelerating. lt is not easy to keep pace with, these changes.

This is why we believe that a strong strategic planning force at a regional planning level is necessary to support the efforts of local planning bodies, or tp put it in other words: set up and alter that control and reinforce guidelines for the 'self organizing individual entities' of a city.

To summarize the key statements:

- **Cities can be regarded as `living organisms'**
- **They tend to diversify and partly self organize in a network of self contained entities**
- **Central planning authorities on a regional, strategic level should set up and control development guidelines.**

Although the cities' framework conditions in Africa, Asia and Europe are completely different - and reach from population-shrinkage with overgaging problems to dynamic or even hyperrowth with an over-proportion of under-aged population combined with insufficient infrastructure - there are some principles that seem to be almost 'universally' applicable. They are summarized in the following and represent the experience of our work during the last 30 years of environmental and sustainable planning in many countries.

1. The Principle of `De-centralized Concentration' may serve as the Basic Tool to improve Urban Development in Agglomeration Areas

The planning principle suggested to allow for a proper development control in metropolitan areas has been called `de-centralized concentration', which means a densely interlinked network of sub centers or `satellites' with particular vital functions within the concentrated urban fabric of a Megacity.

lt has proved in many fields that the attempt to centrally plan, organize and implement the development of highly complex systems has significant disadvantages - increasingly so with growing size and increasing interdependence between its elements.

We have learned that this applies to Megacities or metropolitan regions as well; in fact it is in our opinion the most suitable way to keep pace with the demands of fast - or even hyper fast - city growth. Within this context, efficient use of land-resources, as part of environmental protection, constitutes the basis for sustainable urban development. To achieve these goals it is most important to steer the organization of settlement patterns within an area.

Given the dimension of Megacities, this has to be done on the level of regional planning. lt is most important to strengthen and improve regional planning capacity while at the same time intensifying cooperation between planners and local authorities.

Concentration will create compact settlement entities based on limited consumption of land and effective infrastructure networks, while a decentralized planning approach will lead to self-contained urban entities providing efficient and durable technical and social structures.

The strategic development concepts for the City of Shanghai reflect this idea by implementing sub-centers around the core city, for example Anting.

2. The Compatible Organization of Mobility in Megacities calls for a Preference of Public Transportation

The organization of passenger and freight generated mobility is a key issue in Megacities both for ecological and economic reasons. Above and beyond construction of a given transportation infrastructure, its operation is also crucial. What is necessary is a networked, integrated traffic management system encompassing multiple modes of transport.

This requires not only investment in high-tech solutions - detection, satellite navigation, centralized administration, etc- but also a newly integrated manner of thinking on the part of individual operators and organizations. To accomplish this, solutions will be developed - in part with assistance from AS&P, in Europe, Africa and Asia.

A well functioning public transportation system is the only chance to guarantee mobility in the 21st century. Consequent moves towards this goal will have a positive impact on the urban structural fabric as a whole. Above all, public transportation, in contrast to individual traffic, will drastically reduce air pollution as well as energy consumption. Organizing a regional plan with regard to reduction of mobility is the key to overall sustainable development and reduction of energy consumption. Not only this, efficient transportation helps to save a tremendous amount of time which is now spent in endless traffic jams and represents a gigantic waste of human-resources!

The future will show whether the transportation network presently under construction or in the planning process in Shanghai can keep pace with the city's development. In any case should the entity of urban quarters be kept free of through traffic and only be accessed by public transport, bike and pedestrian routes?

One side remark should be made in this context - it might be difficult to prevent people from buying a car, as long as it a status symbol and represents the economical and social achievement of its owner. The crucial question is how to prevent people from driving it. In many European cities, a variety of different measures

have been established to limit individual traffic, mostly by making it unattractive or more expensive. These measures however have always to be accompanied by an attractive and appropriately expensive offer of means of public transportation to be effective.

3. The Downtown Landscape is a Vital Structural Element to Compensate the Land Use for Built-up Areas in Megacities

Today's rapid growing Megacities do significantly lack down town open space and regional green belts in a dimension to be called `landscape'. This cannot be balanced by artificial water ways, parks and street related green belts only. Megacities demand a profound ecological inner-city-landscape planning. The function of inner-city is manifold. To name the most important:

- Local climate improvement, better exchange of fresh air, reduction of air pollution.
- Establishment of an orderly, recognizable structure, understood as sequential mix of open 'landscape and built-up areas of the agglomeration, which makes its fabric more 'readable' to its inhabitants.
- Help to maintain the human scale within large settlements.
- Urban agriculture can support the provision of food supplies with short transportation routes-reduction of traffic.
- Locating sports and recreation facilities embedded within the down-town landscape in the immediate vicinity of residential areas leads to reduction of leisure time mobility - which, for example in Germany, generates 50% of the total of individual transportation (km/person).

4. Networks of Infrastructure Systems are a Prerequisite for Sustainable Urban Development

Organic growth and constant rejuvenation have become one of the major objectives in strategic Megacity development planning, in particular applied to infrastructural systems, leaving more space to the self-organization of the `city organism'.

"We think of city infrastructure as static in the centre, growing at the edges. But the entire infrastructure of European cities completely turns over in 50 years. What we design today must stretch for the new arrivals - the 2.5 billion people who move to the cities over the 40 years leading to 2050. By 2050 city systems overall will have become inadequate and will be serving an aging population as well". (Hawken, 2005).

Only the introduction of an intelligent network of infrastructure systems within the Megacities will preserve resources and reduce emissions drastically. To develop and optimize infrastructure systems an interdisciplinary planning approach is necessary, which finally leads to a sustainable solution. Urban planning and planning of urban technical facilities has to be conducted simultaneously. The various fields of infrastructure water supply, sewage, waste treatment as well as heating and air-conditioning may no longer be optimized separately and sequentially, but rather jointly and in parallel, they have to be considered as one system, to be integrated in one urban technical network.

Technical infrastructure systems should apply the following principles:

- An integrated concept for potable water supply and wastewater recycling to be offered in separated networks, including the use of rainwater. Able to achieve high potable water quality and reduced consumption
- Collection of garbage by type and treatment accordingly to allow for a recycling economy and the additional production of energy
- Combined production of power, heat and cooling
- Optimised modular wire and pipe-line systems in joint alignments based on a variety of technological options - fuel cells, energy production based on biomass like sludge and organic waste, solar thermal plants, heat pumps, photovoltaic plants etc.
- Reduction of energy demand by insulation and shading elements
- The additional input in planning efforts and higher investment in key technologies will be compensated by intelligent combined systems and considerable savings in operational costs.
- Applying the principles of a sustainable-infrastructure-Systems-network anticipated environmental benefits are as follows:
  - o 50% reduction in potable water use
  - o 47% increase of the efficiency of the energy conversion by use of combined heat, cooling and power generation
  - o 85% reduction of waste landfill
  - o Last but not least 67-98% reduction of greenhouse gas (CO_2) and air pollutants

5. Efficiency in City Management and Use of Financial Resources will profit from close Co-operation with Private Organizational Structures

The process of urban development calls for optimising the organizational structures. The organization and management of a Private Public Partnership provides for proper use of financial resources and lasting economic success. The following key issues have to be taken into account:

- Organization of process oriented approaches to identify a variety of concepts
- Replacement of Masterplans by planning tools allowing for continuous updating
- Simultaneous work in all relevant tasks, scheduling of the planning process to allow for a constant exchange of information with deadlines for decision-making
- Introduction of ad-hoc institutions to work as special projects task forces in addition to the formal responsibility of the administration
- Participation of private public partnerships in the planning process by assembling all players concerned in ad-hoc organizations

6. The Principle of Resources Efficiency must be Followed throughout the Entire Planning Process, from the Regional Planning to the Conception of the Single Building

Any chain is only as strong as its weakest link. The efficient use of resources and energy in particular has to be followed from production through transport and distribution to the end-users. With regard to urban planning and building construction this means that only parallel and joint efforts on all levels and in all scales of planning will provide for an optimum of efficiency in use of resources and environmental preservation. The general planning approach towards sustainability must encompass the level of regional planning and urban design as well the architectural design for single buildings.

When it comes to concrete urban and architectural design, we have found a way to deal with these tasks in a comprehensive way which might be considered suitable in other fields of activity as well.

We call our approach a `sequential, cooperative, transparent planning process'. The emphasis is put on the process, which means the `planning of the planning'. The overall aim is to establish an understanding of sustainability and efficiency among involved participants by giving them precise knowledge about the purpose of organization procedures, the envisaged coordination of talks and the other players involved. This is still not very common in China! Based on working cooperatively as a team and with a relatively free flow of information in the process, this means making the process transparent to the participants. As the participants are more or less equally integrated in the process, compromises between their particular interests can more easily be found and later are supported more effectively. This becomes an important aspect in a large-scale and long-term plan like for example a Master plan for a World EXPO - which results in a kind of a `New Town' as well - encompassing a whole variety of single tasks and a large number of participants to be involved in different stages of the process. The necessary preconditions are:

- Set up of a properly organized project schedule that provides regular occasions for information exchange; in other words, a sequence of precisely prepared meetings, with strictly mandatory attendance of all relevant participants and well-organized information management and coordination.
- All participants must agree on and support the procedures! The procedures must be comprehensively developed and fixed in formal agreements which the participants accept as binding.
- The project aims must be defined clearly and communicated to the participants.
- The structure and the procedures must provide for enough flexibility to be adapted to changing conditions in the course of the project.
- High ranking people must be in charge of setting up and supervising the process, adapting the given structure and schedule to the changing requirements of the process and checking that the agreements are abided by.

Examples of different projects in Europe, Africa and Asia from AS&P were shown in a power point presentation in Shanghai.

Bachir Oloude, Consultant, Cerveau International, Benin:
Urban Renewal and New City Construction in Senegal
From the renovation of old capitals to the creation of new West African cities:
Ecological Aspects – Senegal case.

PRESENTATION OUTLINE INTRODUCTION

The cities change and transform the world.
Urbanization in West Africa is irreversible and is characterized by megalomania.

- Urban challenges :
- Urban explosion
- Little controlled urban planning
- Cohabitation of principal urban functions
- Fragile urban ecosystems: urban location and landscape
- Dual urban governance: Central and Municipal

Facing these challenges and continuously increasing urban challenges, West African countries choose the policy of territory planning, which is centered on:

- Increase of massive investment in the old capital cities
- Reinforcement of regional cities
- Creation of new political and administrative capitals. Therefore, the old capital cities will get rid of political and administrative functions for the sake of new capitals

The Capital Cities: National Challenges

The capital cities offer more attractive living surroundings. Due to the irruption of modernity, there exists many attractions:

- Importance of socio-economic infrastru ctures
- Concentration of employment
- Urban convenience: more agreeable living surroundings
- High urbanization rate: 4 to 6% average peryear

The complexity of urbanization shows that most capital cities show some crisis:

- Land crisis : space-consuming city
- Crisis of lacking equipment: Urban public investment below needs: water, electricity, clean up, transportation, road infrastr uctures, etc.
- Crisis of the cohabitation of urban fun ctions: political, administrative, economic,port, university and industrial functions
- Environmental and ecological crisis : occupation o fragile spaces, waste, pollu ti on, floods
- Crisis of governance: absence of urban authority

Search for urban management

- Control and organize the management of urban growth?
- Improve the environment and the quality of urban space?
- Establishment of a dialogue with the partners on the urban innovation and sustainable programmes?
- Increase of investment in the capital cities: Dakar – Abidjan – Lagos etc.
- Diversification of investment in regional capitals: turning festivity
- Creation of new cities: political and administrative capitals

Examples of new cities

- Senegal: DAKAR and LOMPOUL: Initial consideration since 2002–Feasibility Stage
- Ivory Coast: ABIDJAN and YAMOUSSOUKRO:
  Late 70's – Under accomplishment
- Nigeria: LAGOS and ABUJA: Middle 70's
- Togo: LOME and LAMA KARA: Late 70's
- Burkina-Faso: OUAGADOUGOU and OUGA: 2000

Environmental aspects taken into account

- Site conducive to urbanization
- Anticipated spatial planning
- Living surroundings which contribute to bring the talents into play
- Controlled operation of solid and liquid waste
- Excellent urban infrastructure
- Limited urban functions: political, adm inistrative and university

Senegal case: DAKAR and LOMPOUL
Figures of DAKAR and CONGESTION

- 80% of civil servants (central admini stration)
- 75% of economic and administrative activities
- 80 % of university personnel
- 80 % of industrial units
- Atrophied urban mobility
- Bad cohabitation: Polluting and dangerous industries mixed with residential area

This high-level concentration, aggravated by the site configuration, brings about some permanent urban congestion which has a negative impact on national economic development: Estimated loss of more than 1 thousand million FCFA/year.

Senegal case: **DAKAR and LOMPOUL**
Prospects of Dakar
Opportunities: OCI-Urban mobility

- Road infrastructures of remarkable traffic capacity
- Excellent tourist infrastructures
- Coherent urban mobility program
- Impressive urban transformation during recent 5 years

Policy of territory planning

- The basic directions
- Reduce the high-level congestion in Dakar area
- Promote new regional urban poles
- Create a new capital city: LOMPOUL

New capital: LOMPOUL
LOMPOUL: located on the Atlantic coast

- 120 Km northeast of Dakar
- 80 Km north of the future airport of Diass
- 95 Km from Diamniadio - 185 Km from Fatick 475 Km from Ziguinchor
- 550 Km from Matam - 150 Km south of Saint Louis.
- Seaside site and land availability
- Beautiful natural site - Climate advantage
- Availability of potable water resources

LOMPOUL: Planning Options

- Green city: Excellent greenery and urban forest
- Intelligent city: Intelligent construction and technopolis – creation and innovation
- Lively city: Culture, theater and congress
- Attractive city: Tourism, commerce and dealing

LOMPOUL: Hope or Uncertainty

Progress Standard

- Delimitation of the site
- Study before the planning project
- Study of technical and financial feasibility
- Slippery transfer planning: 2005 - ??
- Financing research

ABIDJAN and YAMOUSSOUKRO (Ivory Coast)

Capital of Ivory Coast
Dominant urban functions:

- Green city
- University city and technopoles
- Religious city
- Tourist city
- Administrative and Political city

Conclusion

The West African cities constitute the urban realities and the political authorities' preoccupations as well. The challenges of urbanization emerge:

- Insufficient investment in relation to the needs
- Urban services to be improved: water, electricity and public health
- Ecologically fragile urban sites
- Insufficiency of qualified personnel
- Dual situation: legal land regular rules, popular practice
- Insufficiency of financial resources for the requirements of urban management
- Excessive centralization of management

The West African metropolises constitute the lively and dynamic urban realities. The urban sustainable development approach endeavors to create some safe, productive and livable cities which are beneficial to all including the poor. The context of the creation is characterized by:

- The globalization (creation of competitive infrastructures)
- The decentralization (responsibilities accompanied with delegation of authority and resources)

The financing of the urban sustainable development in Africa cannot be done without international cooperation (bilateral or multilateral) and the cooperation between cities of different countries or continents.

The Sino-African cooperation plays an important role in the process of African urban sustainable development through dialogue and constructive, innovating partnership, which benefits more than 60% of the population living in the cities.

Prof. Li Zhenyu, Vice Dean, CAUP, Tongji University Shanghai: City and Housing: Six Topics on Sustainable Housing Development in Shanghai

In the last 30 years, housing development in Shanghai has been through a great transformation from the social housing system to the market system; from an average 3.9 sq. m/person bedroom area to more than 16 sq. m/person. The total housing floor area is now 10 times more than what it was in 1979. The force behind the development is the change in land use.

But now, new questions about housing development are:

1. The balance among private ownershiphousing, rental-housing and social housing?
2. High-rise or low-rise? (3, 6, 11, 18, 30)? High-density or low-density? (FAR= 0.5? 1.0? 1.5? 2.0? 2.5?)
3. Large or small? (70 % <90 sq m)
4. Central city, new Town or new Village?
5. Old urban or new settlement?
6. Global or local?

Through analysis we can find that the word "Sustainable" does not have a definite form. "Sustainable" has the same goal all over the world but does not have the same answer everywhere. It will be strongly connected with the location, time and social background.

Prof. Helmut Asche, Institute of African Studies, University of Leipzig: Sino-African Urban Development Projects: What Do We Know?

Sustainable urban development in Sino-African cooperation

1. Sino-African cooperation

The impressive surge of Sino-African cooperation rests on four main pillars:

1. Trade (to > $110 bn)
2. Investment (to ≤ $10 bn)
3. Aid (to > $1 bn annually)
4. Immigration (to ≈ 1 mn residents)

Though starting from comparatively low levels, enormous growth rates and complementarity of action in all four dimensions mark China's advancement in Africa. Most significantly, China-Africa trade (exports and imports combined) rose from almost nothing ($5,5 bn) in 1998 to an estimated $118 bn in 2008, supported by many types of investment and aid. In a recent study (Asche/Schüller 2008), four main complementarities between trade and investment have been identified:

1. Oil and mining investment, in order to secure strategic raw material imports to China, lead by the Big Three or four (CNPC, Sinopec, etc…)
2. Establishment of construction firms in Africa, which 'import' construction services, for execution of Chinese and Western aid projects
3. Spread of Chinese (including Taiwanese) firms in southern Africa, to reap US and EU trade preferences for clothing and apparel exports
4. Mushrooming of Chinese wholesale and retail trade firms in Africa, managing imports from China (and to a lesser degree exports to China).

Welfare effects of the greatly intensified Sino-African cooperation in trade, investment and aid are extremely difficult to measure and to disentangle, since positive and sometimes negative effects with regard to consumer and producer welfare, to income, employment and environment (social and ecological standards) get mixed up and work out in different arenas (African, Chinese, third country markets). (See table next page) When trying to strike a balance, China's advances in all likelihood have not only generated additional growth in Africa, but even Pro-Poor Growth.

Narrowing down on development cooperation, it can be safely said that Chinese aid in African cities is quick, inexpensive and highly visible – three attributes not normally associated with Western aid. However, long-term sustainability of Chinese aid in Africa has not been comprehensively evaluated by anyone – Chinese, African or international authorities.

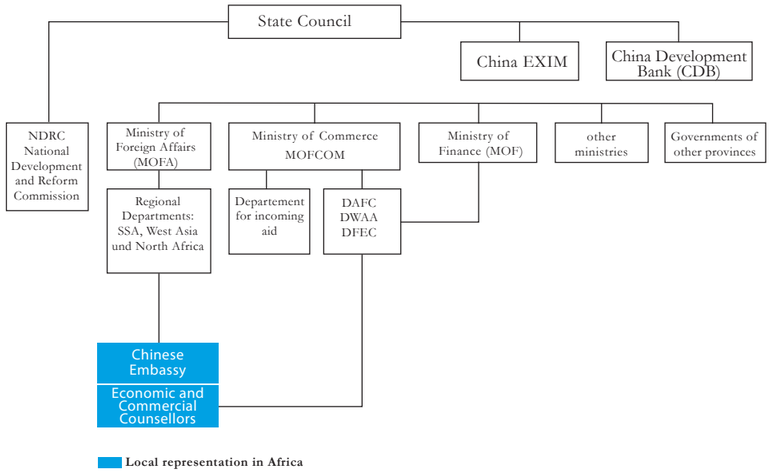
As to aid modalities, Chinese international cooperation has – almost – everything that Western aid deploys as well – all forms of financial cooperation, technical cooperation, humanitarian assistance, unilateral debt relief, military assistance, etc. Figures are extremely difficult to grasp. One reason lies with the fact – openly admitted by Chinese officials – that a statistical system for aid reporting hardly exists, and is quite remote from OECD-DAC standards (of which China is not a member).

	Impact of trade(import/export)	Impact of foreign investment
Global market	Terms of trade - grester value for Africa as a result of the China effect (mixed)	
African markets	Chinese imports:Lower cost of productive inputs and of consumer goods(positive), crowding out of domestic production (negative) Import of construction services with little impact on employment(mixed) Dverall welfare effect unclear	Boosting trade Impact on competition varies according to sector and country(mixed)
Third markets(USA,EU, Japan)	Textile and clothing exports by Chinese firms in SSA to USA: MFA, subsequently AGOA preferences: so far postive, in the long term critical No comparable effect in EU trade	Investment in textile production encourages trade, in some cases large impact on employment(positive)
Chinese market	Chinese commodity imports: significant income factor for African governments,secondary effects however dependent on nature of contracts between African governments and Chinese export firms Chinese tariff policy mostly positive for African exports to China	Huge Chinese investment in securing the supply of raw materials for China (oil, mining) (positive) To date only a small number of South African companies involved in China (untapped potential)

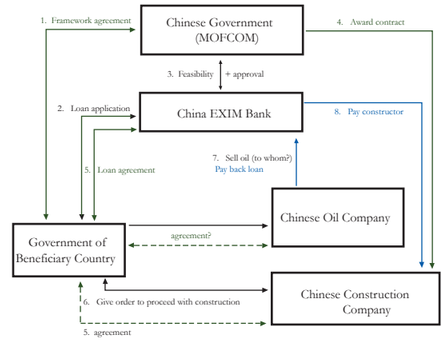
Source: Table 5, in Asche/Schüller 2008.

Why it is intrinsically difficult to measure the scope and impact of Chinese aid to Africa, has however another, more substantial reason. The essential difference with Western aid stems from the above-mentioned complementarities between the four components of the China-Africa boom. While, for instance, the German authorities are adamant they keep official development assistance (ODA) and support to (German) private enterprises in Africa separate and just admit to some timid public-private partnerships (PPP), China deliberately uses both economic ties and ODA in packages. It starts with the institutional fact that the Ministry of Commerce is at the center of aid coordination for China (see figure below, from Asche/Schüller 2008).

Chinese Institutions for development cooperation in Africa



Under the coordination of MOFCOM, state-owned enterprises (SOE's) are directed towards strategic sectors and countries of cooperation, while both parastatals and private companies are financially supported to target other areas, in close cooperation, often executing aid projects. As this author has said elsewhere, "Purposeful public policy disguised as statistical mess." The most elaborate form of this entanglement is the now famous "Angola mode" (see graph, figure 8 in Asche/Schüller 2008) where commodity exports are given in exchange for large urban and country-wide infrastructure projects.



Separate figures on urban cooperation are, to the best of our knowledge, not available. A typical account is the project list provided by China's biggest civil engineering company (CCECC) for what the firm does in Africa, as well in urban as in rural projects.

China Civil Engineering Construction Corporation - Projects in Africa

Sector	Country	Contract	Employer	Value	Timeframe
Roads	Botswana	Rehabilitation of the Palapye to Serule Road Projekt	Roads Department of Ministry of Works & Transport	12.498 Mio USD	June 2003 - Jan 2005
	Nigeria	Rehabilitation & Asphalt Overlay of Papalanto-Lagos/ Ibadan Expressway	Federal Ministry of Works & Housing	4.78 Mio USD	May 2000 - May 2001
		Rehabilitation of Ikot Akpaden-Okoroette Road	Niger Delta Dev Commission	5.63 Mio USD	Spet 2003 - June 2004
		Construction/Rehabilitation of Ugep,Ikom,Ogoja & Obudu Urban Road under the Urban Renewal	Government of Cross River State	14.6 Mio USD	Spet 2003 - Aug 2005
Railway	Tanzania	140 km Track Renewal Project on Central Line	Tanzania Railways Corporation	6.25 Mio USD	Aug 1996 - Oct 1999
	Botswana	Rehabilitation and Renewal of Botswana Railway	Botswana Railway Department	40.556 Mio USD	Sept 1996, 3 years
	Nigeria	Construction/Rehabilitation & Purchase of Locomotives & Rolling Stocks for the Nigerian Railway System	Nigerian Railway Corporation	528 Mio USD	Dec 1995, 4 years
Housing	Djibouti	Djibouti Industrial & Commercial School Project	Ministry of National Education	9.94 Mio USD	March 1991 - June 1993
	Nigeria	Construction of Houses in the Games Village of the National Stadium Complex, Abuja	Goverment of the Federal Republic of Nigeria	50.5 Mio USD	Sept 2000 - Aug 2003
		Construction of NCC Corporate Headquarters, Abuja	Nigerian Communications Commission (NCC)	16.56 Mio USD	Dec 2003 - Aug 2005
Divers	Tanzania	Kahama & Shinyanga Water Supply Project	Ministry of Water & Livestock Dev	47 Mio USD	Sept 2005 - Aug 2006
	Uganda	Rehabilitation of Nakivubo Drainage Channel, Auxiliary Works & Priority Drainage "Black Spots"	The Ministry of Local Government	14.55 Mio USD	July 2000 - Dec 2003

(Source: Asche/Schüller 2008, long version)

2. Impact and sustainability

Sustainability of the Sino-African cooperation depends on types of projects and programmes. The projects of 'national pride' (stadiums, presidential palaces, ministries), ubiquitous in Africa, last long and have their own meanings but the developmental impact of basic urban infrastructure projects is infinitely higher, though so far heavily centred on housing and roads, next to China's longstanding engagement in health and education.

Sustainability also depends on modes of cooperation. Sino-African projects have been criticized in the past because of

- little civic participation during design and implementation;
- little or no integration in coordinated multidonor sector approaches, that is self-restriction to the traditional 'project mode' of aid;
- tied aid, especially over-reliance on Chinese workers, engineers and materials[22], for which the construction of the famous Tanzania-Zambia railway is classic; and
- occasional disrespect for quality, social and environmental standards.

While these observations may be by and large true, it is increasingly recognized that prime responsibility to change things lies with African authorities. Let us focus on the aspect of aid tied to supplies from the donor country. Tied aid is not unique to the PRC, and wherever it is appropriate, African authorities can change it by negotiating:

- local employment quotas
- skill transfer components by vocational training or training-on-the-job
- local content rules for use of host country material (cement, steel) and sub-contracting to nationally owned firms.

The poverty impact of such measures is obvious. Still, the existing policy space is not yet sufficiently used by African authorities. Examples from Africa already confirm various positive local economic effects, resulting from a sensible project design: ring roads are built with Chinese aid around Addis Ababa and Dakar, both highly ambitious projects to relieve the centre of the city. Just 30 to 40% of the orders are being executed by Chinese firms, but according to available reports these utilize local personnel and subcontractors. In another African county, Mali, construction firms seem to have established a similar kind of division of labour, with Chinese firms aiming for the big (generally aid-funded) contracts and subsequent subcontracts, while leaving other subsectors (housing) to national firms (GTZ source).

Design and quality assurance in infrastructure projects is increasingly done in a fruitful trilateral cooperation mode, including among others, German engineering and consultancy firms (Gauff, Lahmeyer, in Angola and Sudan, respectively).

3. II. Urban development in Africa (and China)

In order to obtain a more precise developmental framework for Sino-African cooperation, we have to have a look at figures and trends of urbanization. As we talk, at some moment in 2008, the growth line of the world urban population will cross that of the total rural. For the first time in history more people live in cities than in the countryside. Not so in Africa and Asia, contrary to earlier predictions. Africa and Asia were the continents that started with the lowest urbanization rates in 1950 (15% and 17%) and have reached about the same level today (39% and 41% in 2007), as has China taken separately (42%). (Source: UN DESA, World Urbanizations Prospects. The 2007 Revision, New York). Urbanization nevertheless progresses at a yearly rate of more than one percent. And you do not have to travel to Shanghai in order to know that urbanization problems are key in China and Africa, too.

Africa's urbanization pattern is however extremely differentiated and averages hardly make sense. Landlocked countries in West Africa (Burkina, Niger) and along the East African rift (Ethiopia, Uganda, Rwanda, Burundi, Malawi) have among the lowest shares of city dwellers in the world (below or around 20%). The Great Lakes region (Uganda, Rwanda, Burundi, Kivu provinces of DRC) is marked by an urban-rural continuum. In contrast, countries with extremely high nominal urbanization but low overall population density (typical of Gabon and Libya with 85%) sit at the other extreme. The most populous country in the continent, Nigeria, already has half of her population living in cities, although the cut-off criterion is set high with 20.000 inhabitants minimum (while others start their "cities" at 1.500 – 2.000 habitants).

[22] (or doctors and nurses, in another sector)

Shanghai's problems as the world's 7th largest megacity (>10mn inhabitants), nominally unique even in China, are not yet fully shared in Sub-Saharan Africa, but in 2025 by Kinshasa and Lagos will be. Sub-Saharan Africa hosts the largest proportion of the urban population residing in slums (71.9%, according to UN-Habitat 2003), an average that again masks diversity – ranging from some of the world's largest slums in Nairobi, Kinshasa and Lagos to capital cities without virtually any "slum" like areas. While in the former group infrastructure provision is hampered by extreme congestion, in the latter it is inversely the stretching of poor population over larger territorial swathes that makes service provision costly.

Something urbanization patterns in Africa have in common and which distinguish the continent from China, is the fact that urbanization rates outperform per capita income growth - brutally dubbed **urbanization without development.** Including all necessary qualifications, the formula stipulates that city growth at the least is no expression of commensurate industrial growth, except for Johannesburg and other South African areas.

Since the term "informal sector" was coined almost simultaneously in Ghana and Kenya (1973/4), development economists dispute to what extent staying in 'informality' signifies shielding modest prosperity from tax collectors and other bureaucrats or if it occurs mainly out of necessity which would provide proof that broad artisanal and industrial growth does not take place.

The policy response – an anti-urban bias?

Though starting from historically very low levels of urbanization, African governments over the first decades after independence favoured cities and their populations for political economy reasons, as did their peers in most other developing states. The result is known as the urban bias, since the seminal study of Michael Lipton (1977) and the urban-rural migration models of Harris-Todaro and others. Structural adjustment programmes in most of Africa turned the situation around, inasmuch as they corrected the implicit overtaxing of African peasants by liberalizing/raising producer prices and correcting overvalued exchange rates, which favoured urban consumers to the detriment of agricultural (and other) exporters.

Renowned African scholar Fantu Cheru asserts that such arguments and policies "helped shape the anti-urban bias in African development strategies which continues today. The result has been a neglect of the particular problems of the majority of urban dwellers, especially the poor who live in squatter settlements or slums". (Cheru 2008: 15; my emphasis). However, to the extent that an anti-urban bias would logically have to come along with a pro-rural bias, it remains questionable if such a thing truly exists in contemporary African politics. Apart from some corrections of price mechanisms, neglect of African agriculture was the dominant trait of governmental and Western donor strategies alike, throughout the 1980s and 1990s. Simply put, although structural adjustment - starting with the Berg report of 1981 - had the revival of African agriculture as a primary goal, political players never put money on the task. A turnaround was recently engaged with the World Bank's landmark 2008 World Development Report and cautious returns to agricultural input supply schemes, before the 2007/08 food crisis and the ensuing food riots in major African cities (!) made it plain to everyone that African agriculture had not received the much needed support.

What we recognize might therefore, at most, be termed a 'stand-alone anti-urban bias' executed via (a) the repeated infamous exercises of slum eradication (last used in Harare as a political means) and (b) the IFI-introduced overreliance on privatization of urban public services. As the latter have much in common with overblown (while not entirely betrayed) expectations on private sector supply response in agriculture, the common denominator of (partial) policy failure is rather an urban & rural privatization bias and consecutive failure of making sufficient ODA for public schemes available. Throughout Africa, this bias is now under review for what can be realistically expected by the private sector, and what needs public or semi-public schemes of infrastructure and service provision. It will be interesting to learn the Chinese contribution to the debate.

The argument can, however, be read the other way round, also.

Precisely because of the threat of urbanization without lasting development in Africa, urban upgrading schemes of international cooperation, which are centred on public infrastructure alone, clearly fall short of Africa's specific requirements. They are financially sustainable in the long-term only if targeted political efforts are made to broaden the employment base in the private sector, and thus more Pro-Poor Growth will arise. In this respect, representatives of the World Bank, for which targeted industrial policy usually is anathema, have made an interesting opening, and this opening is underpinned by data from a comparison between Africa and China.

"We find some marked regional difference in a number of respects. The majority of Latin America's poor live in urban areas, while it is less than 10% in East Asia (due mainly to China). The pattern of falling overall poverty with urbanization is far less evident in Sub-Saharan Africa, where the population (including the poor) has been urbanizing, yet with little reduction in aggregate poverty." (Ravallion, Chen, Sangraula 2008: 28)

Based on these estimates, the Research Director of the World Bank has repeatedly stressed that welldesigned policies to augment economic opportunities in African cities must be in order. In a way, this is what Chinese entrepreneurs already do by Chinese broad investment in Africa's real economy, with the highest FDI numbers being in manufacturing industries, increasingly supported by Special Economic Zones.

African cities currently host very few industrial clusters, and as a result research always picks the same five or six showcases - if showcases they are. The same empirical work on clusters has established that usual agglomeration effects of knowledge and technology spill-overs are very limited. As Chinese entrepreneurs in African cities tend to retrench in their own well-established network economies (see Broadman 2006), even more than Indian industrialists do, for example, countervailing developmental measures will be required, for the broad manufacturing and service sector engagement of China to pay out.

Such are some, though by far not all, of the challenges that the specificities of urban development in Africa pose to the growing Sino-African cooperation.

Annex 4: Presentations

Further documents as followed which were presented during the exchange can be downloaded from the website http://www.tongji-caup.org/news/view.asp?id=1393 or required from felix.doehler@gtz.de

Name	Topic	Language
Ma Hongjie	Protection, Development, Renewal and Coexistence - The Protection of Historical Culture in Beijing	Chinese
Wang Baogang	The Evaluation Index System for Human Living Environment and New Town Construction in China	Chinese
Wang Wei	Architectural Practice in Historical Street Protection	Chinese
Jiang Yinan	Houses with Steel Structure - An Expl oration on Sustainable Development of Housing	Chinese
Dong Xiaopeng	The Construction Goals of Human Environment Model Residence	Chinese
Gu Wenming	Upgrading the Sustainable Protection of Yangzhou Old City	Chinese
He Shiyong	Protection of the World Heritage in Lijiang	Chinese
Zhao Yunlong	The Sustainable Development of Urban Transportation in Shenyang City	Chinese
Liu Haitao	The Preservation of Historicand Cultural Districts - City of Qufu as an Example	Chinese & English
Zhang Yunan	How to Avoid Traffic Jam and Transit Congestion in New Towns Living?	Chinese & English
Wang Bin	Research about Efficiency of Outdoor Central Square of Shopping Mall in Shanghai	Chinese & English
Hu Yijia	Urbanism Landscape Design Strategy - Take Shanghai as an Example	Chinese & English
Lin Xiaohui	Precast Models - a Sustainable Construction Method	English
Attahi Koffi	Documents de Planification Urbaine et Outils d Amenagement Foncier: Quelle Articulation po ur une Urbanisation Durable?	French
Jean Agossou	The « Grand Cotonou » - The Challenge of Inter-communality	French & English
Arnauld Philippe Ndzana	Renovation of a Popular Neighborhoods at Camerou	French & English
Isaac K. Mungania	Urban Sustainability Case File - Minimum Intervention A pp roac h (MINA) to Informal Settlement Upgrading	English
Edna Deimi Tobi	Urban Sustainability Case File - National Policy on Urban Development Federal Ministry of Environment, Housing and Urban Development	English
Kabir M. Yari	Nigeria -Karu Development Strategy	English
Johan de Kock	Urban Sustainability Case File: Formalization of Informal Settlements in Katima Mulilo	English
Philotheusy Justin Mbogoro	Tanzania Cities Network	English
Gemey Abrahams	Urban Sustainability Case File: City of Johannesburg , Housing: Housing Implementation Strategy- Leveraging Off Existing Stock	English

Name	Topic	Language
Pierre Manganirina Randrianariso	Implantation of New Cities Residential Areas and Social Housing	English
Roch Mongbo	The Ecocide Research Project: a Quick Overview	English
Roch Mongbo	Land Tenure Dynamics in West African Medium Size Cities - Cases from Benin and Senegal	English
Kemi Durosinmi-Etti	Urban Sustainability Case File - Lagos Metropolitan Development and Governance Project World Bank Resettlement Policy	English
Patricia Asaam	Sustainable Local Government Financing - The Case of Ghana	English
Bernard Abeiku Arthur	Sustainable Urban Development in Ghana	English
Yasumitsu Matsunaga	Sustainable Developments in Japan	English

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