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IMPLEMENTING THE NEW URBAN AGENDA BY STRENGTHENING URBAN-RURAL LINKAGES

Leave No One And No Space Behind

Implementing the New Urban Agenda by Strengthening Urban-Rural Linkages - Leave No One And No Space Behind

First published in Nairobi in 2017 by UN-Habitat
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HS Number: HS/035/17E

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This document has been developed with financial support from the governments of Sweden and Norway

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FOREWORD



I am delighted to present the latest analysis of UN-Habitat on “Implementing the New Urban Agenda by Strengthening Urban-Rural Linkages”. UN-Habitat is the United Nations agency mandated to promote socially and environmentally sustainable towns and cities, with the goal of providing adequate shelter for all. It works toward a better (urban) future, for both urban and rural populations.

Our vision includes developing a greater understanding of the transformative forces and process of growing settlements, and how rural settlements merge with towns and cities. The shift in the world’s population towards urban areas creates new dynamics that require a fresh look at how to better balance territorial development by enhancing Urban-Rural Linkages.

In this analysis, UN-Habitat defines priority actions and identifies key actors to improve Urban-Rural Linkages in line with Agenda 2030 for Sustainable Development and the New Urban Agenda. The document focuses on the need for partnerships to foster dialogue and cooperation between international agencies, United Nations Member States, all levels of government, civil society, private sector and all other stakeholders working in this field.

As a driver of development and poverty reduction, urbanization can bring prosperity to many regions; it is thus urgent that cities plan and strengthen synergies between urban and rural areas. This UN-Habitat publication serves as a reference for academics, practitioners and national, regional and local governments in the field of enhancing Urban-Rural Linkages.

Sustainable planning needs an inclusive, integrated and territorial approach based on cooperation and communication. This paper will help to address this need.

Dr. Joan Clos,
Executive Director, UN-Habitat

A handwritten signature in blue ink that reads "Joan Clos". The signature is fluid and cursive, with a long horizontal stroke at the end.

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ABBREVIATIONS

AFINUA	Action Framework for the Implementation of the New Urban Agenda
CBD	Convention on Biological Diversity
CEPACS	Certificates of Potential Additional Construction
CO₂	Carbon Dioxide
EGM	Expert Group Meeting
FAO	Food and Agriculture Organization of the United Nations
GDP	Gross Domestic Product
GLTN	Global Land Tool Network
ICAO	International Civil Aviation Society
ICT	Information and Communication Technology
IDPs	Internally Displaced Persons
IFAD	International Fund for Agricultural Development
IG-UTP	International Guidelines on Urban and Territorial Planning
IPCC	Intergovernmental Panel on Climate Change
NGO	Non-Governmental Organization
NUA	New Urban Agenda
OECD	Organization for Economic Cooperation and Development
PPP	Public Private Partnership
SDGs	Sustainable Development Goals
UNCRD	United Nations Centre for Regional Development
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNITAR	United Nations Institute for Training and Research
WFP	World Food Programme

GLOSSARY

Urban-Rural Linkages:

Urban-Rural Linkages are nonlinear, diverse urban-rural **interactions and linkages** across **space within an urban-rural continuum**, including flows of people, goods, capital and information but also between sectors and activities such as agriculture, services and manufacturing. In general, they can be defined as a complex web of **connections between rural and urban dimensions**.

Metropolitan Area:

The term **metropolitan area** refers to **large urban agglomerations**, meaning an area consisting of a densely populated urban core or cores and the less populated surrounding hinterlands, mostly defined by commuting patterns. Metropolitan areas consist of multiple urban areas, municipalities, satellite cities and intervening rural areas that are **socio-economically** tied to the urban core and have built a functional social, political or economic construct – institutionalized or not.

Territorial Development:

Territorial development refers to either the **spatial integration or the geographical scale of development**. It is a comprehensive concept used in the context of public development policies, aiming at the sustainable economic, social and environmental development of **a certain** (mostly sub-national) **territory**.

Regional Development:

Regional development can be seen as a general effort to **reduce regional disparities between regions** by supporting economic activities in less developed regions. Regional development may be domestic or international in nature. The implications and scope of regional development may therefore vary in accordance with the definition of a region, and how the region and its boundaries are perceived.

City-Region Approach:

The term **city-region** refers to the concept of an urban core or cores, linked to peri-urban and rural hinterlands by functional linkages. The city-region approach **shifts away from administrative** boundaries and sectorial development strategies towards territorial strategies, characterized by vertical and horizontal structures of governance and sectors and focuses on the interconnectivity of **an urban agglomeration and its hinterland**.

EXECUTIVE SUMMARY

Sustainable Development Goal 11 is “the urban goal” and aims to “make cities and human settlements more inclusive, safe, resilient and sustainable”. Target 11.a requests to “support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.” With target 11.a, Member States acknowledge the importance of the linkages between urban and rural areas and lay the foundation for an integrated territorial approach. Urban-Rural linkages have again come into focus, not only for achieving SDG 11, but also SDGs 2, 9 and 12 among others.

With the New Urban Agenda, Member States of the United Nations enhance this approach and emphasize the importance of leveraging the opportunities for development within the urban-rural continuum. The New Urban Agenda, an action oriented and people centred agenda, is not only about “urban”, but is also about all spaces and all sizes of human settlements. The development gap between urban and rural areas is still large and urgently needs to be bridged. It is widely acknowledged that urban growth has a positive impact on economic development, but still most of the world’s poor live in rural areas. They lack access to basic services, water and sanitation, energy, education, medical and social services and food.

Strengthening Urban-Rural Linkages is one way of implementing the New Urban Agenda and making sure no-one is left behind.

In 2015, building on previous work, UN-Habitat and development partners defined 10 entry points to Urban-Rural Linkages.

These are (i) spatial flows of products, services

and information/expertise between urban and rural areas; (ii) mobility and migration between urban and rural areas; (iii) food security systems and a “sustainability chain” for all; (iv) rural urbanization: the development of small and intermediate towns; (v) the urban–rural continuum in the face of conflicts and disasters; (vi) reducing environmental impacts in urban-rural convergences; (vii) regional and territorial planning for integrated urban and rural development; (viii) enhancing legislation, governance and capacity; (ix) partnerships between urban and rural areas; and (x) inclusive investment and finance in both urban and rural areas.

Urban-Rural Linkages touch on such a great variety of thematic areas that strategies for enhancing those linkages cannot be developed with silo thinking. The New Urban Agenda therefore explicitly invites “international and regional organizations and bodies, including those of the United Nations system and multilateral environmental agreements, development partners, international and multilateral financial institutions, regional development banks, the private sector, and other stakeholders, to enhance the coordination of their urban and rural development strategies and programmes to apply an integrated approach to sustainable urbanization, mainstreaming the implementation of the New Urban Agenda.” (para 82, New Urban Agenda, Quito, 2016).

Building on previous work, UN-Habitat took the lead during the formulation process of the New Urban Agenda and coordinated with different UN-agencies such as Food and Agriculture Organization of the United Nations (FAO),

International Fund for Agricultural Development (IFAD), United Nations Environment Programme (UNEP), United Nations Population Fund (UNFPA) and Convention on Biological Diversity (CBD) to jointly draft the Habitat III Issue Paper Number 10 on Urban-Rural Linkages. This paper was a guiding document for the Special Session on Urban-Rural Linkages during the Habitat III conference.

As a follow-up to the session, the respective agencies, development partners and other stakeholders are now exploring a global network for Urban-Rural Linkages advocating for an integrated territorial development and aiming to provide support, guidance and tools to Member States and local authorities for strengthening their Urban-Rural Linkages from multiple perspectives and with different mandates.

This paper gives an overview on the 10 entry points to Urban-Rural Linkages and the necessary interventions, presents numerous case studies of successful strategies and actions taken by different actors from national level to local authorities. It shows opportunities and challenges for Urban-Rural Linkages.

It also presents different areas of expertise within UN-Habitat and introduces tools such as the International Guidelines on Urban and Territorial Planning, National Urban Policies and the Global Land Tool Network among others.

In the last part of the paper, priority areas for intervention for UN-Habitat regarding the 10 defined entry points are proposed, among them are:

- (i) Regional and Territorial Planning,
- (ii) Rural Urbanization: Small and Intermediate Cities,
- (iii) Urban-Rural Partnerships
- (iv) Governance, Legislation and Capacity,
- (vi) Spatial Flows of Products, Services, Information & Expertise and
- (vii) Reducing Environmental Impacts in Urban Rural Convergences.

Working on Urban-Rural Linkages is an important aspect for implementing the New Urban Agenda and achieving the Sustainable Development Goals. The development gap between urban and rural needs to be bridge for the good of urban and rural population; the interdependence of rural and urban areas is strong and needs to be considered; there is an urgent need for rethinking and acknowledging the urban-rural continuum of space.

This paper and the entry points give an overview on the complexity of the topic. UN-Habitat is looking forward to working together with its partners in the respective fields in supporting Member States and all levels of government authorities in their efforts to strengthen Urban-Rural Linkages and “leave no one and no space behind”.



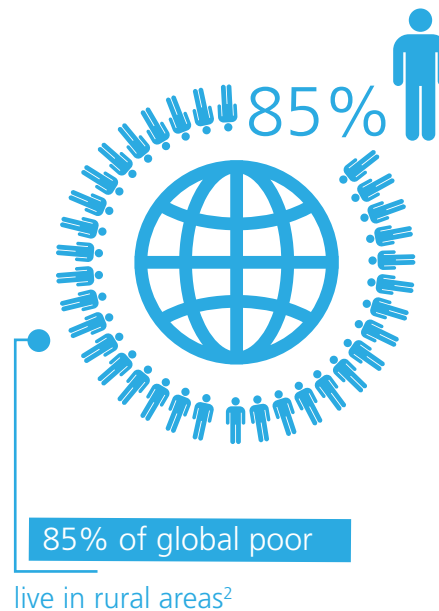
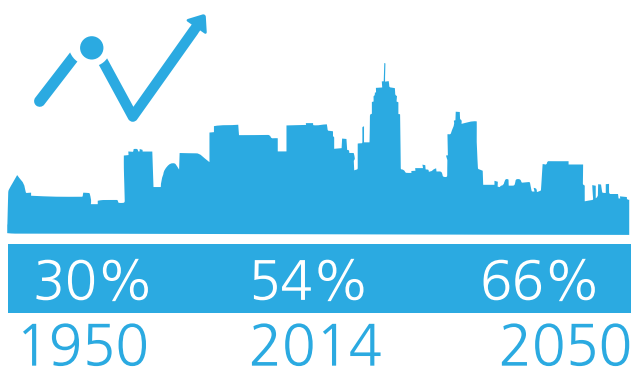
City congestion: Nairobi, Kenya © UN-Habitat

INTRODUCTION

This publication on Urban-Rural Linkages reaffirms that the discourse on urbanization must depart from the traditional and outdated dichotomy of urban and rural; in order for urban and rural areas to be sustainable they must develop in tandem, inequalities must be reduced and the development gap bridged. Urban and rural spaces are inextricably linked economically, socially and environmentally and cannot be adequately dealt with in isolation from one another. Recognizing this urban-rural continuum also highlights how partnerships, collaboration and unity in action can yield dividends for all people, regardless of age, gender or whether they live in urban or rural areas.

Urbanization is a strong transformative force which is reshaping the world's urban and rural landscapes; as a driver of development and poverty reduction it is able to bring prosperity to many regions. However, urbanization forces have also led to various challenges and created new forms of inequality, unsustainability, polarization and divergence in development and social inclusion between urban and rural areas. Today, cities are home to 54 per cent of the world's population, and by the middle of this century this number is expected to rise to 66 per cent.¹

Global Development of Urbanization¹



At the same time, more than 85 per cent of the global poor live in rural areas.² In response to the increasing urbanization challenges and to harness the positive transformative power of urbanization, UN-Habitat is focusing on “enhancing Urban-Rural Linkages for sustainable development” for implementing the New Urban Agenda and meeting the SDGs.

When properly planned, urbanization can facilitate cities and human settlements that are inclusive, safe, resilient and sustainable. There are several challenges but also opportunities regarding the urban-rural continuum: rural urbanization, strengthening small and intermediate towns, and the establishment of rural service centres, can be an efficient way of providing adequate means of education, health and housing to rural populations, increasing the livelihood in rural areas and reducing the development gap. Urban centres depend on rural areas for a range of goods and services, such as food, clean water, environmental services and raw materials.

The trend of rural-urban migration can, on the one hand, be a way towards prosperity and on the other hand, lead to food insecurity and overcrowding in urban centres. Challenges of climate change and demography are faced by both urban and rural areas. Functional linkages can foster economic and social development.

Urban-Rural Linkages require an enabling policy framework under the umbrella of national guidance in line with participatory planning and management of integrated spatial development, and effective means of implementation, complemented by international cooperation as well as capacity development efforts.

This includes the sharing of best practices, policies and programmes among governments and other stakeholders at all levels. However, this can only be realized if local, regional and national governments create the enabling environment for investments, innovation and creativity. Development strategies and policies have to be reviewed in regards to foster equitable regional development across the urban-rural continuum and fill the social, economic, and territorial gaps.

This paper positions UN-Habitat regarding Urban-Rural Linkages and defines its priority areas.

The document introduces case studies, lays out actions taken to improve Urban-Rural Linkages and aims to intensify the policy debate aimed at enhancing Urban-Rural Linkages in different local contexts.

The paper features cases that illustrate the proposed focus areas for actions. The first section of the paper introduces the rationale for enhancing Urban-Rural Linkages according to UN-Habitat's mandate in this field, linking it to, among others, the New Urban Agenda and the Sustainable Development Goals.

Section two refers to priority areas to advance the policy debate and actions for enhancing Urban-Rural Linkages within UN-Habitat and beyond. Section three focuses on the need for partnerships to foster dialogue and cooperation among inter-national agencies, Member States, all levels of government and all other stakeholders working in the field of Urban-Rural Linkages, while the last section concretizes the approaches and priority areas of UN-Habitat in respect to its mandate.

SDG11, target 11a aims to:

“support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning”.

SUSTAINABLE DEVELOPMENT GOAL 11

Make cities and human settlements inclusive, safe, resilient and sustainable



I. RATIONALE FOR ENHANCING URBAN-RURAL LINKAGES

Over 50 per cent of the world's population live in urban areas and it is projected that by 2050 that percentage will increase to 66 per cent. A high proportion of those moving to cities and large towns come from rural areas. Urban expansion, in which cities extend into their surrounding peri-urban and rural areas, is one facet of the growing interconnection between rural and urban areas. The significant rural to urban shift, population growth due to high birth rates in developing countries and migration trends often see the edges of urban areas growing rapidly, mostly in an unplanned and uncoordinated manner. Conversely, smaller towns decline due to migration. Therefore, the trend of urbanization affects all types of human settlements, from metropolitan areas to small and intermediate cities, to the urban periphery and rural areas. Given the large scale of urbanization and the implications of uncontrolled development, it is vital to plan efficiently for the further sustainable growth of cities and to enhance the linkages between the urban and rural contexts.

Urban-Rural Linkages refer to constant and necessary flows of people, capital, goods, services and information between rural and urban areas.

The linkages and interactions between urban and rural areas include diverse aspects as: (i) population and human capital; (ii) investments and economic transactions; (iii) governance interactions; (iv) environment and amenities; (v) products and services; (vi) information and data – along with the different structures supporting (or constraining) them: infrastructures, economic structures, territorial structures and governance structures. The boundaries between urban, peri-urban and rural areas are becoming

increasingly blurred; the process of urbanization and modernization continues to reduce the differences between urban and rural areas; city dwellers have adopted some aspects of a rural lifestyle and vice-versa.

The concept of Urban-Rural Linkages contains the idea of complementary functions and flows between rural and urban territories of various sizes, such as metropolitan regions, small- and medium-sized cities and market towns as well as sparsely populated areas with the smallest scale of human settlements.

The interdependencies and synergies between urban and rural spaces and functions are further asserted through the economic dynamics, social links and environmental synergies.

These flows, interdependencies and synergies are important in both developing and developed countries, even though the specific priorities and challenges in developing and developed countries may differ. Thus the theme of Urban-Rural Linkages may be seen as universally important, but with specific local characteristics and priorities.

Trends in developing countries

In developing countries, vast numbers of people are moving from rural to urban areas in search of better opportunities for employment, education, medical, social and basic services and improved livelihoods. Migration is also a result of disasters, both natural and human-made, and insecurity; it implies challenges and opportunities for those who leave, but it also heavily affects rural communities, especially women, elderly people and young children that left behind, having to

make ends meet. A high proportion of those moving to cities are young people under 35. Rural labour forces are declining, which affects food supply chains and food security for both urban and rural areas. Emerging trends also reveal cyclic migration by urban workers in between their work places and rural homes, catalysed by modern transport, communication and social networks. This poses some benefits in terms of financial capital, socio-cultural interchanges and transfer of knowledge, but it also brings new challenges and risks. Consequently, there are both push and pull factors that have to be taken into account regarding trends of urbanization and migration.

A large portion of the world's population, particularly Africans, and 85 per cent of the global poor, live in rural areas. Looking ahead, projections suggest that urbanization is unstoppable so it is important to decisively embrace urban and rural spaces as part of an integrated system of human settlements and to overcome disparities. Furthermore, urbanization can be seen as a source of development as agglomeration optimizes specialization, brings production into proximity to markets, and increases the relative size of urban markets. It is widely accepted that urbanization is able to reduce poverty and increase economic growth.

Urban areas provide new hope, opportunities and often an improved quality of life. But new urban residents often live on marginalized land, in environmentally degraded conditions that have little or no basic services such as water supply and sanitation. Planning is not able to follow the pace of urbanization, while affordable housing becomes rare.

There is an urgent need for a paradigm shift, especially in developing countries, to force cities

to plan and provide for urbanization at scale, and basic services for water supply, sanitation, waste management, mobility and energy supply are managed in advance. Such planning should take into account the myriad actors in urban and rural areas. Establishing a partnership between the rural and urban would enhance working vertically and horizontally through all spheres of national and local governments, in collaboration with the private sector, civil society organizations, communities and citizens generally. In other words, sustainable planning needs an inclusive and integrated approach, based on cooperation and communication.

Trends in developed countries

Developed countries face similar trends of urbanization and rural-urban migration, even if the demographic development, urbanization and migration rates are not as high as in developing countries. People are moving from rural to urban areas in search of better opportunities for employment, education, medical, social and basic services and improved livelihoods. In particular, young and skilled people are leaving rural areas for urban centres, leaving behind elderly people, women and children and causing a so-called brain drain. These trends can lead to increasing social and economic disparities or even a political divide between urban and rural areas.

In Europe, priority issues for Urban-Rural Linkages are to an extent different and are often addressed within the context of spatial planning, focusing primarily on improved integration of different sectors (such as housing, transport, energy and industry), territorial cohesion, urban-rural cooperation, improved systems of urban and rural development, and environmental sustainability.

More specifically, spatial planning aims at promoting territorial cohesion through the more balanced social and economic development of regions; improved competitiveness; creation of jobs; encouraging development generated by urban function; improving the relationship between towns and the countryside; promoting more balanced accessibility; developing access to information and knowledge; reducing environmental damage; enhancing and protecting natural resources and natural heritage; enhancing cultural heritage as a factor of development; developing sustainable energy resources; encouraging high-quality

sustainable tourism leading to better employment opportunities; and limiting the impact of natural disasters.

Multi-level governance, which is necessary for integrated urban and rural development, is also an important concern and is addressed in supranational and regional programmes.



II. URBAN-RURAL LINKAGES WITHIN THE GLOBAL AGENDA:

Sustainable Development Goals, the New Urban Agenda and the mandate of UN-Habitat

UN-Habitat is the United Nations agency for human settlements, encompassing settlements at all scales from small villages to megacities. UN-Habitat is mandated to keep the global process of urbanization in review and work for a better (urban) future for all including rural and urban populations and leave no one behind. Its mission is to promote the development of socially and environmentally sustainable human settlements and the achievement of adequate shelter for all. This vision includes developing a greater understanding of the transformative process of growing settlements or how rural settlements merge with towns and cities in an interrelationship.

The call for a greater recognition of this interdependence is not new; in 1976, the Vancouver Action Plan (Habitat I), stressed the importance of the rural dimension of human settlements.³ Resolution HS/GC/17/10 of 14 May 1999 of the Commission on Human Settlements requested that urban-rural interdependence be taken into consideration in the execution of the work programme of United Nations Human Settlements Programme (UN-Habitat), given the strong synergy between urban and rural areas. Paragraph 3 of the Declaration on Cities and Other Human Settlements in the New Millennium emphasizes that cities and towns are engines of



Adopting the New Urban Agenda, Quito, Ecuador © UN-Habitat

growth contributing to the development of both rural and urban human settlements.⁴ Resolution HS/GC/19/6 stresses the impacts of urban development on rural areas and asks the urban-rural dichotomy debate to end and that the rural dimension of sustainable urban development be addressed. Resolution HS/GC/19/10 reemphasizes the importance of urban-rural complementarities for poverty alleviation, sustainable rural development and urbanization, and that positive Urban-Rural Linkages can improve living conditions and employment opportunities for both rural and urban populations and thus help to manage urban-rural migration.

Finally, UN-Habitat Resolution HSP/GC/19/6 of 9 May 2003 on Urban-Rural Linkages and sustainable urbanization laid the ground for the 2005 publication entitled “Urban-Rural Linkages Approach to Sustainable Development”.⁵ UN-Habitat Resolution HSP/GC/24/3 on “inclusive and sustainable urban planning and elaboration of international guidelines on urban and territorial planning” reinforces the importance of regional planning which addresses the need of urban and rural spaces.

From 20-22 June 2012, the United Nations Conference on Sustainable Development Rio+20 took place in Rio de Janeiro, Brazil. In the Rio+20 Outcome Document “The Future We Want”, Member States recognized that “if well planned and developed, including through integrated planning and management approaches, cities can promote economically, socially and environmentally sustainable societies”.⁶

Member States committed “to work towards improving the quality of human settlements, including the living and working conditions of both urban and rural dwellers in the context of poverty eradication so that all people have access to basic services, housing and mobility.”⁶

Sustainable Development Goals

The Sustainable Development Goals adopted by Member States in 2015 have clearly identified the need to renew work on Urban-Rural Linkages as one of the transformative interventions.⁷ Goal 11 seeks to “**make cities and human settlements inclusive, safe, resilient and sustainable**”, with Target 11.a seeking to “**support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning**”. The SDGs are interconnected and interdependent. In order to achieve Goal 11 there is also the need to take other SDGs into account.

Urban-Rural Linkages play a crucial role with regard to food security for both, urban and rural populations. Enhancing those linkages and facilitating the flow of people, natural resources, capital, goods, employment, ecosystem services, information and technology between rural, peri-urban and urban areas also responds to SDG 2 that aims to “end hunger, achieve food security and improved nutrition and promote sustainable agriculture”.

Target 2.3 (“By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, Indigenous Peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment”) can equally be addressed by improved Urban-Rural Linkages.

FAO (2017) states that: “In other words, in order to make progress on SDG 2, policy-makers and all other stakeholders will need to consider inter-linkages and critical interactions, both in terms of

synergies and trade-offs, between SDG 2 and all other goals.”⁸

Strengthening Urban-Rural Linkages also responds to other SDGs, such as SDG 9, seeking to “build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation”.

Target 9.1 promotes the development of “quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all”. This is an important aspect for the promotion of Urban-Rural Linkages as well as target 9.3 which aims to “increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets”.

Target 9.c. emphasizes the need to “significantly increase access to information and communications technology [...]” for all, including rural populations.

In addition to the above, Goal 12, especially target 12.8 (“By 2030, ensure that people everywhere have the relevant information and awareness for sustainable development and life-styles in harmony with nature”) points out the importance of raising awareness of the synergies and complementary roles of urban and rural areas in a continuum of space, while target 12.b underlines how important it is to “develop and implement tools to monitor sustainable development impacts for sustainable tourism that creates jobs and promotes local culture and products”.

SDG 10 which seeks to “reduce inequality within and among countries” recognizes the relevance of inclusion in target 10.2 (“By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status”) but also the role of migration in target 10.7 (“Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies”).



Urban and rural areas in harmony, Ecuador © UN-Habitat

The New Urban Agenda in the Context of Urban-Rural Linkages

While Urban-Rural Linkages were already part of the Habitat II Agenda (Turkey, 1996), the New Urban Agenda, adopted by Member States in Quito, Ecuador, in October 2016, carries forward and supports the policies and strategies for the urban-rural continuum.⁹

It states in paragraph 95: “We [the Member States] will support implementing **integrated, polycentric and balanced territorial development policies and plans**, encouraging cooperation and mutual support among different scales of cities and human settlements, **strengthening the role of small and intermediate cities and towns in enhancing food security and nutrition systems, providing access to sustainable, affordable, adequate, resilient and safe housing, infrastructure and services, and facilitate effective trade links across the urban-rural continuum**, ensuring that small-scale farmers and fishers are linked to local, subnational, national, regional and global value chains and markets. We will also support urban agriculture and farming as well as responsible, local and sustainable consumption and production, and social interactions through enabling accessible networks of local markets and commerce as an option to contribute to sustainability and food security.”

The inclusive development towards an urban-rural continuum is, moreover, expanded on in paragraph 72, which states that “we [the Member States] commit to long-term urban and territorial planning processes and spatial development practices that incorporate integrated water resources planning and management, considering the urban-rural

continuum at the local and territorial scales, and **including the participation of relevant stakeholders and communities.”**

The New Urban Agenda also encourages **“implementing sustainable urban and territorial planning, including city-region and metropolitan plans, to encourage synergies and interactions** among urban areas of all sizes, and their peri-urban, and rural surroundings, including those that are cross border, and support the development of sustainable regional infrastructure projects that stimulate sustainable economic productivity, **promoting equitable growth of regions across the urban-rural continuum**. In this regard, we [the Member States] will promote urban-rural partnerships and inter-municipal cooperation mechanisms based on functional territories and urban areas as effective instruments to perform municipal and metropolitan administrative tasks, deliver public services, and promote both local and regional development” (paragraph 96).

Moreover, the New Urban Agenda states in paragraph 15(c), i. to **“adopt sustainable, people centred, age and gender responsive and integrated approaches to urban and territorial development by implementing policies, strategies, capacity development and actions at all levels**, based on fundamental drivers of change, including: developing and implementing urban policies at the appropriate level, including in local national and multi-stakeholder partnerships, building integrated systems of cities and human settlements, and promoting cooperation among all levels of government to enable them to achieve sustainable integrated urban development”,

and draws on the idea regarding the urban-rural continuum: **“We commit to support territorial systems that integrate urban and rural functions into the national and sub-national spatial frameworks** and the systems of cities and human settlements, promoting sustainable management and use of natural resources and land, ensuring reliable supply and value chains that connect urban and rural supply and demand to foster equitable regional development across the urban-rural continuum and fill the social, economic and territorial gaps” (paragraph 49).

The urbanization debate is based on the three pillars of sustainability: social, economic and environmental development. The ongoing discussion demonstrates that implementing the New Urban Agenda will be dependent on the commitment to enhance Urban-Rural Linkages in both developing and developed countries.

Indeed, effective Urban-Rural Linkages strategies, developed in a participatory approach including all stakeholders, will need to address key sustainable development concerns such as poverty eradication, food security and nutrition, sustainable agriculture, gender equality, youth and women’s empowerment, human rights, and economic growth and infrastructure.

Concepts and guidelines need to promote sustainable consumption and production, resilience to climate change, as well as peaceful and non-violent societies, rule of law and capable and adaptable public sector institutions at all levels.

The continuous transformation of urban and rural settlements creates the opportunity to harness the benefits of change. Ill-managed development and lack of planning may lead to negative consequences both for urban and rural areas.

The recent shift of the world population towards urban areas creates new dynamics that require

a fresh look at how to achieve a more balanced territorial development through an enhancement of the Urban-Rural Linkages.

The New Urban Agenda states that “We [the Member States] envisage cities and human settlements that: [...] (e) fulfil their territorial functions across administrative boundaries, and act as hubs and drivers for balanced, sustainable and integrated urban and territorial development at all levels” (paragraph 13,e).

In many countries, the ways in which urban and rural areas work together, are not satisfactory and result in a high rate of poverty in rural areas, slums or peri-urban areas. Shortcomings are also observed with regard to urban and rural connectivity.

In paragraph 50 of the New Urban Agenda, Member States have committed “to encourage urban-rural interactions and connectivity by strengthening sustainable transport, mobility, technology and communication networks and infrastructure, underpinned by planning instruments based on an integrated urban and territorial approach in order to maximize the potential of these sectors for enhanced productivity, social, economic and territorial cohesion, as well as safety and environmental sustainability. This should include connectivity between cities and their surroundings, peri-urban, and rural areas, [...].”

Paragraph 15 of the New Urban Agenda identifies the relevance of the national level. National Urban Policies are a major driver of change in the urbanization process and the NUA acknowledges that a National Urban Policy can be a powerful tool to help government to address development challenges by promoting integrated territorial development, strengthening Urban-Rural Linkages and integrating aspects, such as land use, transport and connectivity, inclusive

investments, decentralization and the promotion of small and intermediate cities.

The New Urban Agenda also explicitly encourages “international and regional organizations and bodies, including those of the United Nations system and multilateral environmental agreements, development partners, international and multilateral financial institutions, regional development banks, the private sector, and other stakeholders, **to enhance coordination of their urban and rural development strategies and programmes to apply an integrated approach to sustainable urbanization, mainstreaming the implementation of the New Urban Agenda” (paragraph 82).**

The first steps towards this partnership have been taken, such as the drafting process of the SDGs, when IFAD issued a position paper entitled “Leveraging the Rural-Urban Nexus for Development”.¹⁰ The paper recommends reducing the gaps between urban and rural areas and even to overcome them, particularly on issues pertaining to connectivity, infrastructure

and the smooth flow of people, jobs, goods, knowledge and finance.

The paper also recommends investment in quality data and information. The idea is to improve the quality of services and opportunities, strengthening rural-urban connectivity, and inclusive, efficient and sustainable territorial governance.

The objectives regarding Urban-Rural Linkages are multifaceted, touching on various issues, and considering global challenges like environmental degradation and climate change.

In this context, (paragraph 71) the Member States state: “We commit to strengthening the sustainable management of resources, including land, water (oceans, seas, and fresh water), energy, materials, forests, and food, with particular attention to the environmentally sound management and minimization of all waste, hazardous chemicals, including air and short-lived climate pollutants, greenhouse gases, and noise in a way that considers Urban-Rural Linkages



and functional supply and value chains vis-à-vis environmental impact and sustainability, and strives to transition to a circular economy, while facilitating ecosystem conservation, regeneration, restoration and resilience in the face of new and emerging challenges.”

Also global issues of migration, human rights and refugees are strongly interrelated with Urban-Rural Linkages and named in paragraph 28: “We [the Member States] commit ourselves to **ensuring full respect for the human rights of refugees, internally displaced persons and migrants**, regardless of their migration status, and support their host cities in the spirit of international cooperation, taking into account national circumstances and recognizing that, although the movement of large populations into towns and cities poses a variety of challenges, it can also bring significant social, economic and cultural contributions to urban life. We further commit ourselves to **strengthening synergies between international migration and development at the global, regional, national, subnational and local levels** by ensuring safe, orderly and regular migration through planned and well-managed migration policies, and to supporting local authorities in establishing frameworks that enable the positive contribution of migrants to cities and strengthened Urban-Rural Linkages.”

UN-Habitat’s mandate

During the UN-Habitat Governing Council in 2015, Member States gave a strong mandate to the agency to work on Urban-Rural Linkages by adopting a set of resolutions that are directly linked to strengthening Urban-Rural Linkages across the continuum of human settlements.

Resolution HSP/GC/25/1 of UN-Habitat’s Governing Council invites “governments to promote the reduction of disparity along the rural-urban continuum through, inter alia, inclusive public and private investments in infrastructure and services across the rural service centres as well as of small intermediate and secondary towns to strengthen linkages as appropriate, and promote sustainable and balanced integration of the economic, social and environmental dimensions of sustainable development.” The resolution also “requests the Executive Director to develop tools and disseminate good practices to promote Urban-Rural Linkages through investments in market towns and in the intermediate towns through integrated regional and territorial planning to strengthen development corridors” (25/1.4).

Resolution 25/1.13 requests the “Executive Director to support Member States to enhance the capacity of national, sub-national and local authorities to plan and manage sustainable urbanization ... across the human settlements continuum.”

UN-Habitat’s Governing Council resolution 25/1.11 also requests the “Executive Director to work closely with other intergovernmental organizations and stakeholders to strengthen Urban-Rural Linkages, focusing on knowledge exchange, policy dialogue and capacity development” .

Urban-Rural Linkages are thus recognized as an important tool for the sustainability of human settlements and full advantage must be taken of the existing and potential complementary contributions and linkages of urban and rural areas, by balancing their different economic, social and environmental requirements.

Responding to the above mentioned Governing Council resolutions, UN-Habitat organized an Expert Group Meeting on “The Role of Intermediate Cities in Strengthening Urban-Rural Linkages towards the New Urban Agenda” in 2015 in Colombia. The Monteria Communique came out of the Expert Group Meeting, held from 27-28 October 2015, in Montería, Colombia, in which the experts stressed the need to develop tools, approaches, indicators to support the role of small and intermediate cities in enhancing the development of both urban and rural areas.¹¹ The document was also used to advocate for strengthened Urban-Rural Linkages during the process of drafting and adapting the New Urban Agenda.

Habitat III Issue Paper #10¹², led by UN-Habitat, was drafted with contributions from FAO, IFAD, UNEP, UNFPA, and CBD. The issue paper identified the main guiding questions, aspects, concepts, key facts, key drivers of action as well as platforms and projects for Urban-Rural Linkages.

Background Information

THE MONTERIA COMMUNIQUE

UN-Habitat, the United Nations Centre for Regional Development (UNCRD), the Andalucía Agency for Development International Cooperation, and Monteria City Council collaborated to organize the Expert Group Meeting (EGM) on “The Role of Intermediate Cities in Strengthening Urban-Rural Linkages towards the New Urban Agenda”. During the two day-meeting (27-28 October 2015), over 20 experts from different countries, representing international cooperation organizations, universities, and national and local governments, gathered to discuss and share their experiences and lessons on strengthening Urban-Rural Linkages through intermediate cities. The EGM reviewed the main outcomes and lessons learnt from both peers’ experiences and from UN-Habitat’s engagement to date with a view to better define UN-Habitat’s role and enhance its approach and impact on promoting Urban-Rural Linkages and systems of intermediate cities, based on the acknowledgment of the role of Urban-Rural Linkages in sustainable urbanization and the contribution of intermediate cities in promoting these linkages. Participants issued the Monteria Communique, which serves as a knowledge base for information on tendencies, policies, tools, innovations and best practices, and as reference for the Habitat III Conference held in Quito, Ecuador, in October in 2016.

HABITAT III ISSUE PAPER #10

The Habitat III Issue Papers have been prepared by the United Nations Task Team on Habitat III, a task force of UN agencies and programmes working together towards the elaboration of the New Urban Agenda.

The Issue Paper was finalized during the UN Task Team writeshop held in New York from 26 to 29 May 2015. Led by UN-Habitat with contributions from FAO, IFAD, UNEP, UNFPA and CBD, the Habitat III Paper #10 on Urban-Rural Linkages served as a guide for the Habitat III conference in Quito and a general guiding document considering relevant issues, concepts and key drivers for action. Giving inputs on trends of urbanization and territorial development, as well as respective platforms and projects, Issue Paper #10 is a basis for the future work of UN-Habitat and a global agenda, fostering and harnessing the potentials of Urban-Rural Linkages.



III. POTENTIAL ENTRY POINTS FOR STRENGTHENING URBAN-RURAL LINKAGES

Based on this issue paper, UN-Habitat organized the Special Session on Urban-Rural Linkages during the Habitat III conference in Quito with the title “How can Urban-Rural Linkages support the implementation of the New Urban Agenda?” The Special Session introduced reflections on key outcomes of the Issue Paper #10 in the light of the New Urban Agenda, included presentations of proven strategies and tools used in different national contexts, focusing on the New Urban Agenda as next point of reference. Different stakeholders (from local governments, and municipal authorities to UN agencies) presented actions taken for strengthening Urban-Rural Linkages by presenting case studies/good practices. Finally, the participants explored ways to establish effective urban-rural partnerships between urban and rural and discussed their expectations on a future global Urban-Rural Linkages network.

This paper has grown out of renewed interest among policy makers and member states in strengthening Urban-Rural Linkages for achieving sustainable development. The paper thus aims to “scale up” and respond to the ongoing efforts and commitment of UN-Habitat and partners to raise awareness, promote the exchange of ideas, improve understanding, and develop tools to support the development of local, regional and national governments manage the urban-rural transformation in developing countries.

To achieve sustainable development, a better understanding of the continuum of space between urban and rural development is needed.

The recognition of this continuum will help to secure more equitable, sustainable and balanced development. Challenges of human settlements of all sizes and variations will be viewed from a more informed angle, applying an integrated approach.

In 2015, UN-Habitat identified 10 entry points (see Figure 1) which are related to and influencing Urban-Rural Linkages from different perspectives:

- i. spatial flow of products, services and information/expertise between urban and rural areas;
- ii. mobility and migration between urban and rural areas;
- iii. food security systems and a “sustainability chain” for all
- iv. rural urbanization: the development of small and intermediate towns;
- v. the urban-rural continuum in the face of conflict and disasters;
- vi. reducing environmental impacts in urban-rural convergences;
- vii. regional and territorial planning for integrated urban and rural development;
- viii. enhancing legislation, governance and capacity for urban-rural partnerships;
- ix. partnerships between urban and rural areas; and
- x. inclusive investment and finance in both urban and rural areas.

The 10 defined entry points will be introduced in the following pages of this publication.



Fig.1: 10 Entry Points for Addressing Urban-Rural Linkages

01 Spatial Flows of People, Products, Services, Information and Expertise between Urban and Rural Areas

ENHANCING CONNECTIVITY



Spatial Flows of People, Products, Services, Information and Expertise between Urban and Rural Areas

ENHANCING CONNECTIVITY

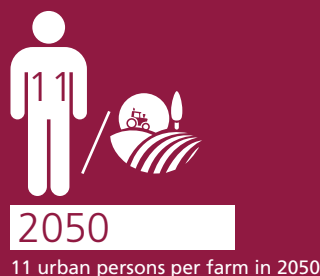
Flows can be material or immaterial, social, economic and information. They are the invisible and visible spatial links between urban and rural areas, creating connectivity, a continuum and a network between them, while marginalizing territorial contiguity. (Figure 2 illustrates the main types of spatial flows and linkages between urban and rural areas.)

Urban-Rural Linkages include flows of agricultural goods, services and other commodities from rural-based producers and small holders to urban markets, as parts of value chains and market mechanisms, both for local and regional consumers, as well as for national and international markets. Vice versa, nationally manufactured and imported goods are transported from urban centres to rural settlements.

People moving between rural and urban settlements, either commuting on a regular basis, for occasional visits to urban-based services and administrative centres, as well as those migrating temporarily or permanently, play a crucial role in the Urban-Rural Linkages concept. The aspects of migration and mobility will be touched on in a separate part of this paper.

Flows of information and ideas between rural and urban areas include information on markets (such as price fluctuations or changing consumer preferences), information on employment

People depending on each farm



Source:
Urban population, UNDESA (2014)
http://rimisp.org/wp-content/files_mf/1467380890194_Felicity_Proctor_Julio_Berdegue.pdf

opportunities as well as new agricultural methods, production and supply chains but also social exchanges. Modern communication and transport technologies support the flow of information, marginalize matters of space and time, and enhance the connectivity in a way that could not have been foreseen some years ago.

Internet and mobile phones enable rural populations (as well as urban) to obtain data, information and to be connected over time and territorial contiguity.

Financial flows include remittances from migrants to relatives and communities in the rural areas they originate from, transfers such as pensions to migrants returning to their rural homes, parents funding education for children in cities, and investments and credits. New ICT tools make money transfers easy and can be used even in remote areas.

Connectivity is an important factor for enhancing Urban-Rural Linkages and is strongly, but not exclusively, linked to infrastructure.

Box 1

THE ROLE OF TRANSPORT AND TRANSIT CORRIDORS IN FOSTERING INTERNATIONAL COOPERATION FOR SUSTAINABLE DEVELOPMENT¹³

Transit and transport corridors play a crucial role in promoting local, regional and international cooperation for sustainable development.

The UN-Habitat publication “The Role of Transport and Transit Corridors in Fostering International Cooperation for Sustainable Development” aims at defining transit and transport corridors, and outlines factors of corridor development in the light of UN-Habitat’s commitment to promoting the development of such corridors, by giving examples of projects undertaken at different scales around the world. Transport and transit corridors can act as a driver of economic growth through improved connectivity between cities and regions but especially between people and resources.

These corridors are a key instrument towards intra- and international cooperation by facilitating trade and communication. Corridors are mostly addressed from a physical perspective, comprising road networks, rail connections, telephonic infrastructure, fibre connections, electric lines, water ways or airports. The primary aim is to increase economic development along routes and improve access and connectivity to and between different places. Hence, they are an adequate tool for fostering Urban-Rural Linkages between certain local spaces but also across regional spaces over both urban and rural areas. UN-Habitat has worked with national and international agencies engaged in the development of transport corridors to enhance sustainability and international cooperation using objective planning frameworks and facilitating informed decision making based on international experiences and best practices.

Contemporary transport corridors are not new inventions but are mostly a re-establishment of old trade routes and major movement patterns such as following existing energy infrastructure, water ways, settlement patterns, transport modes or other geographical dispositions that favour or inform the development of such corridors along a given route.

Transport and transit corridors are emerging as new frontiers for urban and regional transport centred development. However, if not well planned and coordinated, this development is bound to miss out on many socioeconomic and ecological opportunities. **These corridors present opportunities at the urban and regional scale such as integrated market access, access to modern energy services and job creation.** UN-Habitat is able to provide the needed support for the development and planning of transit and transport corridors.

PROMOTING SYNERGIES BETWEEN CITIES AND AIRPORTS FOR SUSTAINABLE DEVELOPMENT¹⁴

Human society is based on perpetual associations, making mobility a crucial factor that has influenced human activities and settlement patterns over the course of history. Transportation has thus been a major determinant on how human societies have accessed and exploited resources to earn a livelihood. Air transport is crucial as it impacts on social, economic and ecological activities. Air transport is the only mode of transport that facilitates the fast mobility of people, goods and services.

Air transport also offers faster means of connectivity to remote and inaccessible regions, hence contributing to effective cooperation among different spaces. It has thus influenced human settlements and associated economic activities in different areas around the world. Aviation has continued to spur socio-economic growth and development and has led to improved business, trade, tourism and the social interactions of people. Airport infrastructure is thus a key landmark and land use in a city and its region that can be used as a nodal point to streamline and manage other land-use activities around it, and along the development axis to the core city and towards the rural interphase adjacent to the city. It is a crucial link in connecting people to opportunity at and beyond the local level, and for integration of societies.

The successful relation of land-uses interphasing airports and urban areas is a critical link in creating growth synergies along the corridors connecting airports to other land uses and is a key factor in informing land-use planning in urban areas. The relationship between corridor facilities connecting different areas of socio-economic growth should be managed well for sustainable urban growth. In urban and regional planning, transport takes up one of the largest proportions of land-use allocation, due to the extensive web of transport networks permeating the city, such as airports, roads, cycle paths, railways, metros, cable ways and pedestrian footpaths. Airports have thus been key development nodes in planning urban areas and have a unique eventual role in facilitating movement and distribution systems in urban and regional planning.

There is a strong correlation between airports and development of metropolitan areas. Airport hubs create nodal points in a city region. They are connected to the city and the rural area using transport corridors routes to facilitate the circulation of goods and services. Consequently, there are various other transport links from other areas such as the CBD and rural hinterlands of the city to connect the airport. The transport links are crucial to facilitate movement of goods, people and services between other land uses in a metropolitan area and the airport. **The resultant transport factor can be harnessed to boost economic growth and development along the corridor routes and the neighbouring urban and rural areas.**

The UN 2030 Agenda calls for a global partnership that will bring together governments, the private sector, civil society, the UN system and other actors to mobilize all available resources for its implementation. Accordingly, ICAO and UN-Habitat initiated a partnership with a view to collaborate on matters of common interest and to harness the existing synergies in terms of promoting sustainable airport and regional development.

TRANSNATIONAL COOPERATION IN THE CASE OF HAMBURG/JUTLAND – GERMANY, DENMARK¹⁶

Hamburg (1.75 million inhabitants) is one of the most important metropolises in Northern Europe. For almost 20 years the informal planning network of the Hamburg Metropolitan Region connected the core city with the economic hinterland of Hamburg (approximately 5 million inhabitants). The metropolitan region has been extended several times and includes parts of three German Federal States and the Free and Hanseatic City of Hamburg.

In this context, Hamburg aimed to prepare a statistical profile and recommendations for a large-scale cooperation between growth poles, smaller towns and rural areas between Hamburg and northern Jutland (DK) in the field of cluster development. **It was feared that the northern part of Schleswig-Holstein as well as the west of Denmark (Jutland) would become economically and structurally behind regions compared to other parts of Northern Europe.** This is especially the concern of a number of rural areas along the E 45 and more peripheral regions at the North Sea coast. Different regions in Jutland, the harbour city of Gothenburg (0.8 million inhabitants) and the second largest city of Denmark Aarhus (0.5 million inhabitants) are therefore willing to strengthen the connections with Hamburg as the most relevant metropolis besides Copenhagen.

The main objectives of the project are bridging the gap between the economic centres and the rural/peripheral hinterland and to reduce disparities through integrated development. This raises the question of how to intensify transnational cooperation on the so-called Jutland route between Hamburg (GER) and Gothenburg (SWE) – (following the European Route 45, a transnational transport corridor through Europe) and how rural areas along the route could benefit from such cooperation with urban areas. Future perspectives are the potential for further development of the corridor; the definition of common aims, objectives and messages among the different political and territorial strategies along the corridor; practical projects (science, enterprises, logistics, etc.) as a basis for future cooperation and mutual learning processes from each other's experiences.

The main focus of the project was to build a common basis for future strategies and projects. Besides several meetings, workshops and partner activities to win relevant stakeholders as partners and join all relevant actors on different scales, countries and sectors, future socio-economic perspectives were elaborated on the basis of statistical profiles. **The common perspectives and goals finally led to the selection of future large-scale projects on development, research, renewable energy, construction and other initiatives.** For example, driven by the Trans-European transport network (TEN-T), a fixed link crossing the Fehmarn-Belt between the Metropolitan Region and south-east Denmark (a tunnel is planned), the development axis interlinking Hamburg and the Baltic metropolis of Copenhagen/ Malmö (1.5 million inhabitants) is going to be strengthened.

The Hamburg pilot provides a good example of the potential for large-scale, cross-border urban-rural cooperation. However, it should be kept in mind that activities cannot be limited to improved cross-border cooperation; first they need to accommodate aspects of urban-rural cooperation. **The innovative aspects of this pilot lie in the large-scale perspective of future cooperation in a functional area that crosses regional and national administrative borders.** The project served as a starting point to identify opportunities, objectives and tools for cooperation by developing approaches in selected economic fields of interest (e.g. renewable energy, tourism, agriculture, logistics), the elaboration of regional, transnational policy recommendations and an implementation plan for future integrated development and concrete large-scale projects, as well as a trilingual promotional fact book of the region.

Connectivity is a crucial element for both private households and larger economic activities (see Figure 2).

Such linkages may include the following issues:

- The access to production inputs and the processing of agricultural raw materials;
- Issues related to land, housing, employment and skill development, services, energy, water and sanitation, waste management, urban drainage, etc;
- Means for managing the broad-based demand for basic goods and services from surrounding populations to develop the primary, secondary and tertiary sectors in rural areas;
- Conditions to nurture the intimate synergy between agricultural production and urban-based enterprises as key to the development of more vibrant local economies and create local food production chains to guarantee food security;
- Promoting the flow of information on pricing, products and consumer preferences;
- Enhancing the knowledge, expertise and bargaining position of rural producers at the local, national and international level, through understanding value chains and links between the rural and urban areas and the entry points for employment, business development and entrepreneurship;
- Regional cooperation and the development of clusters, development corridors and metropolitan areas in respective city regions, based on overlapping spatial flows and interests, to increase efficiency and break with the urban rural distinction (see Boxes 3 and 4).

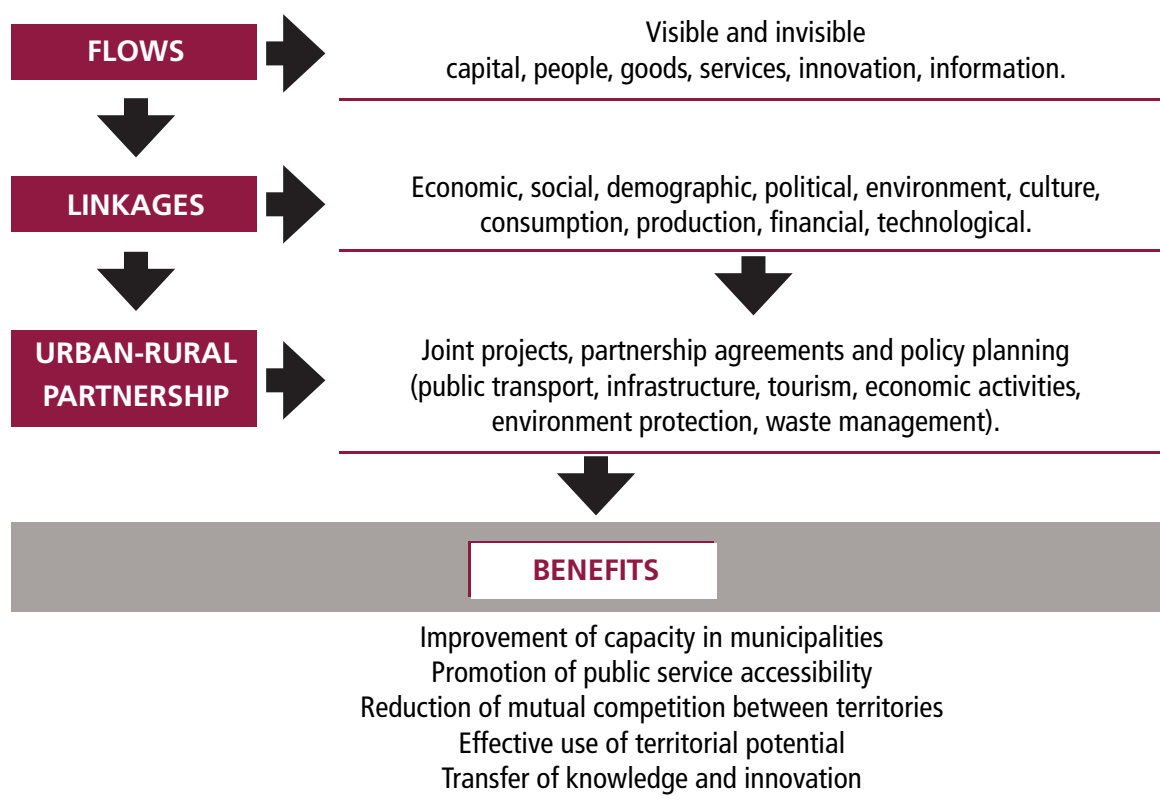


Fig. 2: Urban-Rural Flows and Linkages (Bulderberga Z. (2014): Rural – Urban Partnership for Balanced Spatial Development in Latvia)⁽¹⁵⁾

- It is imperative to recognize the role of environmentally sound, safe, efficient, reliable and affordable transport and transit corridors for the efficient movement of goods and people in supporting sustainable economic growth, improving the social welfare of people and enhancing regional and international cooperation and trade;
- Transport (public, private and PPPs) and transit corridors play a key role in regional integration, international cooperation and the promotion of local, regional, national, and international trade (see Box 1).

UN-Habitat promotes connectivity, not only through large infrastructure projects but it also emphasises promoting strategies that focus on “the right scale” taking into account all aspects of a project and based on sound data for planning.



PUBLIC TRANSPORT STRENGTHENING URBAN-RURAL LINKAGES: THE CASE OF WARSAW AND MASOVIA, POLAND¹⁶

The Polish legal system guarantees a high degree of municipal autonomy, and this refers also to the organization of public transport. **Every municipality is responsible for ensuring a public transport system for its inhabitants leading to a wide variety of models, fares and quality, even in directly neighbouring municipalities.** Due to the high costs of public transport, the system often does not meet the needs and certain standards.

This is the case in the Warsaw suburban region and different to the City of Warsaw where public transport has a high priority and stable financing. Thus, there is a large gap in terms of service level and quality between the city and the rest of the metropolitan area. **Due to the poor quality of both public and private mass transit in the suburban area, many commuters from outside Warsaw use their own cars to enter the city, which leads to more traffic, air pollution, congestion and need for parking places. For example the modal share of public transport inside Warsaw is more than 60 per cent, but in the surrounding area is only 45 per cent.** Thus, Warsaw alone cannot solve the transport problem, even if the topic has a high priority there. The city spends 16 per cent of all yearly expenditures, around EUR 400 million, only on public transport operations. In comparison, the suburban municipalities use about 0.2 per cent to 5 per cent of their budgets on that issue.

The existing regional public transport system comprising of Warsaw and 30 surrounding municipalities is only partly a solution to this problem. **This means negotiating a contract on the organization of the public transport between Warsaw and every municipality every year, apart from some cases where multi-annual contracts have been signed.** Warsaw then has the legal basis to also organize the suburban public transport, but the municipalities have to co-finance the costs of those services in their territories. This is a major point in the negotiations between the communities and with the operators, because the costs not covered by fare revenues have to be shared according to the use of the system.

Despite the high administrative burden, the system has many mutual advantages: e.g. the number of private cars is reduced in Warsaw, public transport is organized for the surrounding municipalities, (all) users have better access, an increase of mobility and only one ticket for all kinds of public transport and all operators in the region. **Furthermore, even smaller and less frequented bus lines e.g. from more remote villages to suburban train stations are part of the planning, thus, peripheral locations are not neglected.**

Warsaw covers the costs with annually EUR 200 (2011 data) per inhabitants each year, while the municipalities pay between EUR 2 and EUR 40 per inhabitant each year. The operating costs are covered by the municipal budgets only there are no national or European co-financing on operations. EU funding helps to boost up investments in public transport, e.g. the railway lines were modernized, many park and ride lots for cars and bikes were built on the fringe of Warsaw to encourage modal split, especially in the suburban area.

02 Mobility and Migration Between Urban and Rural Areas



Mobility and Migration Between Urban and Rural Areas

RURAL-URBAN MIGRATION

The expansion of cities is due to population growth within urban areas, the administrative reclassification of land from rural to urban and migration from rural areas. Many migrants from rural areas are pursuing better life opportunities while some are escaping disasters and insecurity. The provision of adequate housing, basic services and spatial planning usually cannot keep up with the vast processes of urbanization. In developing countries in particular, migrants arrive at their destinations with different financial resources; new (poor) urban migrants are likely to occupy marginalized land with environmentally degraded conditions and that have few or no basic services; cities then tend to expand into peri-urban and rural areas.

This expansion at the edge of cities or metropolitan areas is often unplanned and uncoordinated, with encroachment on agricultural land and natural habitats. This is yielding new urban-rural interconnections and the physical boundary between urban and rural areas is becoming increasingly grey. Low density, unplanned urbanization raises the question of land-use rights, lowers the quality of life and the level of resilience, can increase travel distances, worsen per capita rates of resource and disperse the factors of production and economic clustering.¹⁸

Mobility and migration have a large impact on many people's lives and are among the most dramatic factors in flows within the urban-rural continuum. The movement of large populations into towns and cities can bring a significant social, economic and cultural contribution to urban life but also entails a variety of challenges,



each minute globally



24 people

were forced to flee in 2015



6 people

were forced to flee in 2005



1/13 people

on earth, is an asylum-seeker,
internally displaced
or a refugee

Box 5

ECUADOR - LOCAL APPROACH FOR IMPROVING THE SITUATION OF MIGRATION AND REFUGEES¹⁹

According to migration statistics of the International Organization for Migration (2011), **the number of refugees, registered in the Province of Pichincha (Ecuador) was 16,242, which is 29.5 per cent of the total number of refugees in country.**

For asylum seekers in the Province of Pichincha, the number was even higher, at 36,752 and 39.4 per cent of the total number. Despite a constitutional guarantee of free mobility and universal citizenship at the national level, Pichincha recognized the need to design a human mobility policy at the local level that sought to protect and guarantee the rights of refugees and asylum seekers. Discrimination towards people of other nationalities (especially regarding the refugee population) exclusion (especially affecting women, the indigenous population and unaccompanied children); vulnerability of (urban) refugees to crime, violence; and the difficulties in obtaining permanent resident status or citizenship, due to the length and costs of the legal process were the main issues found (UNHCR 2015).

To improve the situation of refugees, especially in terms of migration and mobility, institutionalization took place with the creation of the Human Mobility Unit, attached to the Ministry of Human Development and Environment. After collecting and analysing relevant data, a management model was designed, focusing on four main areas: welcoming of asylum seekers and implementation of legal rights (psychological treatment, social work, legal advice); economic inclusion (cooperation with the Ministry of Labour to promote employment and technical advice for setting up own businesses); political lobbying and social inclusion (South-South cooperation, organizational development and strengthening the implementation and development of policies and legal frameworks); and research (regarding the impact of migration and poverty).

The project is innovative and operates in a formerly institutional vacuum, which complicates the implementation. One of the main aims of the pilot project is to show the relevance of action at the local level. However, the project is already showing improved communication and cooperation at the institutional level, bundling the necessary resources to improve the situation of migrants, returnees, asylum seekers and refugees as well as victims of human trafficking. From 2014 – 2016, the programme had already served more than 2,500 families from 57 different nationalities.

especially regarding human rights, the national specific circumstances and the migration status of refugees and internally displaced persons and migrants. International migration needs to be facilitated through safe and well-managed migration policies, supporting local authorities and frameworks but also by fostering regional, national, subnational and global synergies, to enable a positive contribution of migration to

Mobility and migration in all its forms of urbanization, sub-urbanization or seasonal

migration have always been important parts of economic and spatial developments (see Boxes 5 and 6).

However besides positive effects, unplanned and chaotic migration also came to be seen as problematic and a cause of growing urban poverty and slums. As a result, territorial planning has begun to search for ways to attract rural migrants to small and intermediate towns rather than to larger cities (see “03: Small and intermediate cities: Rural Urbanization”).

Box 6

RURAL-URBAN MIGRATION IN CHINA – CHONGQING MUNICIPALITY²⁰

The Chongqing Municipality, located on the Chinese south-western inland is experiencing rapid urbanization and growth. With a population of about 32 million people and only considering its administrative borders it is the biggest city in the world, while China in general has the fastest rate of urbanization worldwide. Chongqing is a major transport and economic centre in the region and is one of China's most developing cities. However, the region is mostly characterized by rural settlement structures (about 23 million farmers).

Chongqing represents two main challenges for China and the region. The first is the general disparity between prosperous coast and the lagging western inland regions and the second is the large urban-rural inequalities within the region (the average income in urban areas was 4.1 times higher than in rural areas in 2007). This gap has led to streams of **rural-urban migration, with 8 million migrant workers having moved to urban areas.**

The result is enormous pressure on the housing supply. The municipality developed an Urban-Rural Master Plan (2007) with different strategies and tools to positively change the regional situation. A major starting point was to improve the housing situation through the large-scale provision of adequate and affordable new housing units for urban low-income groups and rural migrants.

Another physical development strategy was the strengthening and extension of small- and medium-sized towns' infrastructure, including water supply, river embankments and rural roads as well as highway connectivity, to improve the connectivity between different areas of the region. The strategy was built on the so called "one circle, two wings" concept, referring to an economic circle of one hour commuting distance around the urban core and two wings in the rural regions, where development is being promoted (infrastructure, public transport and income). **The project resulted in an average increase of rural income by 199 per cent, a reduced development gap; a higher level of connectivity and an improved housing situation; with the motivation for several follow up measurements like a rural social security system** (insurance, financial support, medical services etc.) and the modernization of agriculture.

It is also critical to understand the effects of decreasing human resources in the rural areas as a result of out-migration, especially regarding brain drain and food security. It must be noted that there are also positive factors associated with migration.

For example, mobility and migrants' remittances have contributed not only to rural economies, but also to parts of rural household livelihoods, including household income diversification and risk management strategies.

Rural-urban migrant remittances strengthen the financial interactions between urban and rural areas.

Many migrants maintain and accumulate assets both in their home (rural) countries or areas and in their host (urban) areas as part of a broader livelihood strategy.

They also retain strong ties with their home villages and invest in rural areas in the face of declining urban income, limited employment opportunities and growing costs of living in the cities.²¹

Box 7

ITALIAN DECLINING SMALL CITIES SATRIANO AND THE “BLESSING” OF ARRIVING REFUGEES²²

Satriano is a small town in the south of Italy that is facing severe demographic developments such as depopulation, as are several towns in Italy and Europe as a whole. **While the old town of Satriano had about 3,000 residents in the 1950s, today the number has reduced to 1,000.** At the same time, the population is constantly aging. These demographic trends are steadily endangering the existence of local schools, health facilities and the post office.

Satriano, like others Italian towns, sees an opportunity in (mostly young) arriving refugees crossing the Mediterranean Sea, to repopulate the town again. Satriano is part of a national network of 376 municipalities called Protection System for Refugees and Asylum Seekers (SPRAR). The network was created by the Italian Ministry of Home Affairs and is funded by the national government and European Union. It is managed by a central office led by the Italian Association of Cities. The key strategy of SPRAR is called “accoglienza integrate” — integrated welcome.

Towns like Satriano receive EUR 35 per day, per refugee it hosts (financed by the Ministry of Home Affairs). A local cooperative known as Mediazione Globale manages the project on behalf of the municipality but the cooperative is staffed almost exclusively by former migrants who have attained Italian citizenship. Mediazione Globale helps refugees to buy food, find housing and learn how to speak and write Italian. They also help refugees to obtain asylum and one of the most relevant services is support to find jobs, which, in the end, determines if migrants stay in a town for the long-term or move on.

Satriano hopes to grow its programme by renovating some of the empty houses in town to make new shelters to host more asylum seekers. The houses would be used either on a temporary basis for people passing through or perhaps be rented out directly to those who choose to stay.

There is reason to doubt whether Satriano’s plans will work because there simply may not be enough jobs to convince large numbers of immigrants to stay. But with Satriano’s hospitality, immigrants are likely to at least give it careful consideration, with at least 20 of them currently staying in Satriano.

In the light of both: challenges and opportunities arising from rural to urban migration, some of the discussion points include:

- Understand the motivations, benefits and challenges of urban-rural mobility; but also the social, economic and environmental implications of the flow of people;
- Facilitating the flow of people in both directions (but also approach the problems behind one-directional streams of people, especially rural to urban migration if necessary);
- Supporting all levels of governments to maintain adequate infrastructure and services (via cooperation mechanisms between tiers, good financial models and planning approaches as well as equitable and transparent regulatory and other legal frameworks), including transport, housing, planned urban areas, and ensuring the mobility and access to employment in urban areas that are important for Urban-Rural Linkages;
- Designing tools and systems to mitigate and adapt to the impact of climate change in both urban and rural areas to prevent migration, caused by natural disasters.

URBAN-RURAL MIGRATION

The new phenomenon of people drifting from major cities to small and intermediate towns is often overlooked but is indeed influencing the structure of these towns and leading to rural transformation.

This process of urban outmigration or suburbanization can have positive aspects in terms of rejuvenating, energizing, redefining, redesigning or giving new identity to small and intermediate towns. It can also lead to injections of capital and investments in declining towns, and consequently upgrade those settlements in terms of jobs and economic development.



03 Rural Urbanization

SMALL AND INTERMEDIATE TOWNS



Rural Urbanization

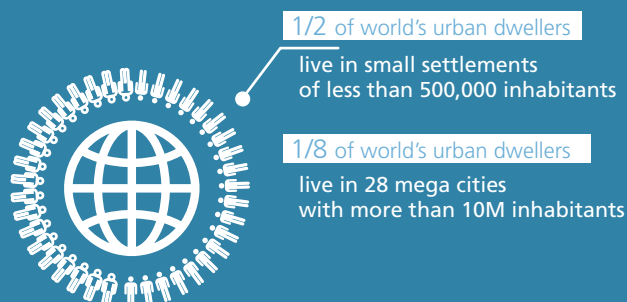
SMALL AND INTERMEDIATE TOWNS

With the appropriate cooperation mechanisms between different government levels, adequate financial models, participatory planning approaches and effective regulatory and legal frameworks, secondary cities can also provide adequate housing, infrastructure, services and access to employment, especially for youth and women. Urban dwellers from big urban centres are not the only group of migrants, moving to small and intermediate towns.

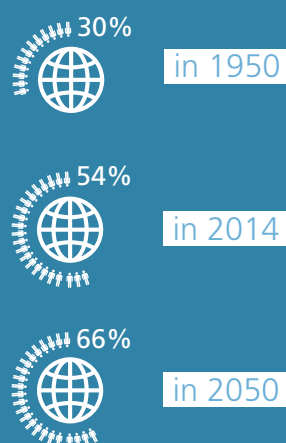
Especially in rural areas, small and intermediate towns can provide basic services, healthcare, amenities and education for the rural population; they can function as markets for the surrounding region and can be a crucial factor in food security. As such, they attract rural migrants, looking for the advantages of small and intermediate towns. The role of small and intermediate agglomerations can be a crucial factor for linking rural and urban areas and in bridging the urban-rural gap.

Urbanization trends predict that the population of small and intermediate towns will grow continuously. By 2025, small urban settlements with fewer than 500,000 inhabitants are expected to account for 45 per cent of the expected increase of the world's urban population²³ and towns with over 100,000 people will extend outwards by 170 per cent by 2030.²⁴

These rural urbanization will result in the reclassification of rural settlements and small and intermediate towns, and will have major impacts on their surrounding rural and peri-urban areas. Urban and rural standards are becoming steadily intermingled.



Urbanization



Rural populations are increasingly becoming “urbanized” because of growing urban influence due to the exchange of knowledge, economic activities, communication, media and social relations. In other words, rural populations are increasingly orienting towards “the urban”.

Small and intermediate towns are most often the access points for the rural population to administrative, financial, educational and medical services, and they are often more accessible to rural populations, acting as a bridge between them and larger cities.

However, many of these secondary cities,

particularly in sub-Saharan Africa are struggling to manage urbanization, attract investment and meet the demand for housing, land tenure, infrastructure and basic urban services. Often they are poorly managed, have weak communication systems within and between them, struggle to create and retain jobs, have high levels of unemployment, and find it difficult to diversify and strengthen their economies and retain capital. Nevertheless, several cases of small and intermediate cities have shown that the right development strategies and guided urbanization can boost their economy with positive regional impact (see Boxes 8,9 and 10).

Box 8

INTERMEDIATE TOWNS AS MARKET PLACES IN MEXICO²⁶

The region surrounding the intermediate centre of Tejupilco, about 120 km from Mexico City, has very limited socio-economic development, with much of the rural population living in near subsistence levels.

The transport network is poorly developed. Tenure security is a problem and most rural households have either insufficient land to engage in cash crop production or are landless and rely on seasonal out migration for their incomes. Rural settlements are mainly hamlets of less than 1,000 inhabitants interspersed with a substantial dispersed population.

A periodic markets system, with different prices and goods on offer, takes place in various settlements, the largest of which has a population of 10,000. This small urban centre also offers a range of permanent services including secondary education institutions, farmer supply agencies, banks, a municipal centre, doctors and dentists, lawyers and accountants.

The structure of periodic markets is the consequence of traders adapting to low demand and trying to maximise profits. Consumers have to adapt to such a system in order to minimise their cash and time costs. As a result, there is no simple correlation between distance to markets and the frequency of shopping trips. Low-income rural consumers adapt by organizing their visits to urban centres for several purposes, including the purchase of goods, use of services, social visits and, in some cases, the sales of their own produce, and temporary work.

This means that larger regional centers are more likely to be the destination of such trips as they offer a wider range of opportunities.

Box 9

INTERMEDIATE TOWNS AS SERVICES CENTRES IN NORTHERN TANZANIA²⁷

Himo is a thriving small market town in northern Tanzania, close to the border with Kenya. It is a collection and distribution point for smaller markets in the Kilimanjaro region, and a large proportion of the produce is sold either directly by producers or by small traders to larger operators who take it to Dar-es-Salaam and other regional centers in the country or across the border to Kenya.

Himo also receives produce from other Tanzanian regions, and manufactured goods from Kenya. On market days, the town is hectic, with produce arriving from near and far, and traders, middlemen, porters and food vendors all trying to cash in on the trade.

Services related to the market are the main source of income for the town residents, and include about 40 bars, 40 guesthouses and around 70 shops, as well as small slaughterhouses and petrol stations. This concentration of services attracts not only traders but also farmers from surrounding villages, where there are mostly only a few small shops and no gathering places.

The integration of market towns and intermediate cities into a polycentric, urban-rural continuum requires fostering particular cities and towns as well as the Urban-Rural Linkages and systems of cities, by developing balanced investment, integrated regional and territorial planning, development corridors and clusters, and interregional and intersectional communication and exchange on several levels (see Box 8).

Strengthening small and intermediate cities will not only need strong flows and linkages between urban and rural but also strengthening the capacity of rural service centres as well as small and intermediate towns to improve the access of rural and peri-urban inhabitants to sustainable urban basic services, including water, sanitation, medical facilities, financial services, transport, energy and food, so that they can attract populations and urbanize sustainably (see Box 9).

EXAMPLE OF AN INTERMEDIATE TOWN - TAMALE, GHANA²⁵

Tamale is an intermediate town in the north of Ghana, with about 360,000 inhabitants. In former years, its local economy has mainly be based on agriculture but the sprawling city has turned out to also become a hub for manufactured goods and due to its central location in the Northern Region also an economic, administrative, educational and medical regional centre. It has experienced rapid growth and improvement of physical infrastructure which has in turn increased economic activities. The centre of Tamale hosts regional branches of financial institutions and a considerable number of international nongovernmental organizations. It has attracted many migrants, is seen as a viable market and offers efficient local governance structures. Regarding Africa's urbanization patterns, adequate management, efficient governances and anticipated planning is critical to ensure that issues such as the proliferation of urban slums that can be part of unplanned and rapid urbanization do not persist in intermediate towns. To ensure that intermediate towns are developed sufficiently without the issues that major African megacities are facing, radically different urban-spatial, economic and social development policies need to be implemented.

The rapid urbanization in Tamale has produced a higher demand for land and especially for housing. Land tenure in Ghana is characterized by multiple sales of the same plots, poor documentation of land boundaries and interactions and sales encroaching on public land. **The urban poor in Tamale lack access to basic urban services particularly those closer to the deprived core areas, resulting in mismanagement of waste. A further issue is urban sprawl in peri-urban areas, with low density in the outer regions and rundown traditional dwellings in the urban core and loss of agricultural land.** Considering Tamale's population growth, issues of mobility and housing are the main areas of development that need to be addressed. In the past few years, there have been several newly established transport companies and the improvement road infrastructure to assist with the daily commuting between Tamale-Accra, Tamale-Kumasi, as well as the rest of the other district capitals in the Northern Region. It is emblematic of intermediate towns as they serve as connecting points between rural areas and larger cities or between medium and larger cities. The main body that oversees the development of the city is the Tamale Metropolitan Assembly (TaMA) which is run by the mayor. Their priority is to further develop Tamale and make it an important and unique focal point in the region.

The main aspects of TaMA's work are creating cooperation and working with development partners. Such projects have included water extensions, storm drains, market stores and sanitation facilities. What appears to be making positive changes in Tamale is taking form as an administrative decentralization. Devolution usually transfers responsibilities for services to municipalities to elect their own mayors and council. As a method to improve self-dependence and self-sustenance in Tamale, peri-urban and urban agriculture has been promoted as a means of employing people and increasing food security efforts.

By agglomerating the administrative, financial and non-governmental agencies in Tamale, the growing city has experienced rapid development and significant progress has been made on the infrastructure that sustains the city. Tamale has also experienced an influx of tourists. Nevertheless, a recurring issue is inadequate infrastructures. **A goal for all intermediate cities should be to ensure that the urban issues experienced in megacities are properly anticipated in growing small and intermediate towns.** Intermediate towns are being recognized by their potential to act as hubs of specialization but also as a form of coordination with rural populations. **Urban planners have to make the most out of the planning of the small and intermediate towns to maximize benefits associated with urbanization.**



Market Scene: Women selling fruits from the fields on market in down town Port-au-Prince, Haiti © UN-Habitat

04 Food Security and a Sustainability Chain for all



Food Security and a Sustainability Chain for All

Many countries that are experiencing rapid urbanization are also facing challenges of sustainable management of land and natural resources that will sustain equitable living for current and future generations. The pressures on land are the result of the diminishing land base caused by overuse, man-made/natural phenomena such as climate change, population growth and lack of good land governance. The limited land base creates intense competition over different uses, including urbanization and requirements to meet human survival. Women especially suffer from poor access to land. Typically in developing countries, women own less than 10 per cent of the land, which results in low security of tenure and fewer economic opportunities, particularly in rural areas that are dependent on farming.

Urbanization trends are bringing significant changes to food systems, such as declining traditional markets, globalization of diets and the increasing global competition of food production, with an increasing availability of highly processed food and price fluctuations. At the same time, especially in developing countries, urbanization is connected to food-insecurity and questions of resilience due to population growth but also impacts of climate change.

Urban-Rural Linkages impact on food supply systems and food security for all, both in rural and urban areas. It is important to note that food insecurity is both a rural and urban issue. Food production occurs close to, and within, cities and towns as well as in rural areas which are favourably located with regard to markets and inputs, and rural areas that are isolated from markets and inputs.



45% of deaths

among children under five are caused by malnutrition



20% ↑

climate change can change this number by 20% in 2050



1/9 of world population

suffers from hunger



98% suffering from hunger

live in developing countries



3/4 suffering from hunger live in rural areas

Cities are recognizing the need to develop sustainable food systems, to guarantee a secured supply of food (see Box 11). One example of a clear action framework on this aspect is the Milan Food Pact²⁸, in which cities have committed to developing sustainable city food systems).

Some of the entry points for actions include:

- Promoting sustainable consumption and production for all;
- Designing tools and systems to protect the environment while managing urban expansion and consumption between rural and urban areas;
- Promoting “impact pathways” that would increase food security, productivity and consumption; value chain development; market regulations; and land tenure security; and are thus able to provide more economic growth and poverty reduction;
- Addressing the full spectrum of the food chain from access, production, transport and consumption to waste management;
- Improving access to land and tenure security and other natural resources for all on which livelihoods depend, with a gender-equitable and youth sensitive basis and a focus on food security for vulnerable groups;
- Making the ongoing agrarian transformation (from rural- to urban-based economies) sustainable and efficient through rational use of space, development and dissemination of appropriate agricultural technologies, investment in key infrastructure including market infrastructure (e.g. commodities exchanges, a network of markets towns, urban services in administrative centres), etc.;
- Fostering Urban-Rural Linkages, focusing on flows of goods and services that promote sustainable local and regional food supply chains; especially regarding the linkages between urban agglomerations and the relevance of peri-urban areas and the hinterland in producing and supplying food for urban areas;
- Strengthening the role of small and intermediate towns and the urban-rural but also rural-urban interactions with the surrounding environment, to foster their role within food-systems as well as their function as market towns;
- Building resilient Urban-Rural Linkages that take into account climate change and its potentially disruptive impacts on food production and distribution, plus the promotion of urban agriculture to increase food production, enhance income generation for urban communities and reduce emissions from transport of agriculture produce;
- Enhancing income generation (especially for rural communities), production and distribution in the context of local, regional, national and global markets in a sustainable way, creating overall sustenance;
- Promoting mixed land-use, including urban agriculture, to improve resilience and provide self-sufficiency;
- The IPCC suggests that effective urban food-security related adaptation measures (especially social safety nets but also including urban and peri-urban agriculture, local markets and green roofs) can reduce climate vulnerability especially for low income urban dwellers²⁹ (see Box 12).

A sustainable food supply for both, urban and rural dwellers is dependent on building constructive linkages between rural and urban spaces, settlements, economies and people. Small and intermediate cities play a crucial,

THE AMSTERDAM STRATEGY – SUSTAINABLE FOOD – URBAN-RURAL FOOD SUPPLY CHAIN IN THE NETHERLANDS ³¹

Amsterdam, the Dutch capital, and other major cities encircle the “Green Heart”, a relatively thinly populated area in the Randstad region. It is characterized by rural functions which contrast sharply with the urban areas around it. Agriculture, the preservation of nature and recreation are the primary activities in the “Groene Hart”. Linkages between Amsterdam and the surrounding area have, until recently, been few with respect to the consumption of regional food. **However with almost 40 per cent of Amsterdam’s ecological footprint caused by the provision of food (transport excluded) and unhealthy eating habits and lifestyles having a considerably negative impact on citizens’ physical well-being, there were plenty of reasons for Amsterdam to develop a strategy on healthy, sustainable, regional food chains, with special emphasis on urban-rural relationships.** Amsterdam has initiated a multi-faceted strategy aimed at creating a more environmentally friendly food chain that will benefit urban and rural dwellers alike. Local food production, improved eating habits and country side able to meet the food and recreation demands of urban dwellers are critical elements of the strategy. **The approach derives from the concept of the Sustainable Food Chain, covering all steps from production, processing, and distribution of food to selling, preparing, consumption and waste disposal with a central position for the consumer.** It is intended to ensure that, at any step in this food chain, health-related, environmental, economic, social and cultural requirements are taken into consideration and matched with the interests of key organizations, both in the city and the country side.

The strategy also relates to policy themes in Amsterdam’s Green Metropolis Plan and combines policies, initiatives and activities which aim at providing naturally-grown and preferably local food for everybody while minimizing environmental impacts, promoting healthy eating habits, especially among children and young people, achieving a balance between the demands of urban and preserving the surrounding agricultural landscapes of Amsterdam consumers and the supply of food products from the surrounding countryside in Amsterdam and the surrounding region. As one of these initiatives, local food markets are organized by community groups in close collaboration with the city boroughs, organizations and farmers. Also, the function of the centrally located wholesale food market is being reconsidered; as a sustainable fresh food hub, especially for regional products it serves the whole city.

In cooperation with associations for regional products and with national bodies Amsterdam and the neighbouring provinces have started mapping supply and demand of regional products in order to overcome existing problems in the delivery of fresh and local foods. **Amsterdam has also issued municipal guidelines for the public procurement of (organic; regional) food in municipal canteens, and some local farmers switching from conventional to organic food production methods are supported by subsidies.** Now, there is a network of cooperating schools and farms. Food markets offer regional products, primary schools have information packages about healthy food and financial tools to realise healthy lunch menus, Events (Week of Taste; Sustainable Amsterdam) and several activities (festivals, symposia, eat-ins, tours to farms, taste sessions) are established, projects are set up at research institutes and national and international knowledge exchange takes place.

All these projects are the basis for a sustainable regional food strategy. Although the official food strategy project finished in 2010, networks and platforms have been enhanced by bottom-up enthusiasm and have led to enough market demand to be self-supporting. In the first year after its initiation in 2007, its various activities raised citizens’ awareness of the resources, qualities and products of the agricultural areas surrounding Dutch cities. This is especially evident for initiatives in the field of education (schools gardens, school meals, farm-related projects) and the promotion of regional markets to connect producers and consumers. **The programme has not only succeeded in building alliances between various actors in the cities, but has also established close cooperation with neighbouring municipalities and regional, even national authorities increasingly making Amsterdam and the surrounding rural landscapes an interlinked region for food consumption and production.**

functional role for achieving a balanced development for both, larger cities and rural areas. Settlements and their surrounding rural and peri-urban areas need to acknowledge their territorial interdependence for guaranteeing a sustainable food supply for all. In this context, the relevance of city region food systems and regional approaches needs to be recognized. Regional food systems are able to create food

self-sufficiency, are more environmentally friendly and foster regional employment.

The relevance of urban food systems for sustainable development and human well-being has also been recognized in the Bellagio Communiqué³⁰, the outcome document of an Expert Group Meeting, held from 14-16 March 2017, in Bellagio, Italy.

Box 12

DAR ES SALAAM CITY MAINSTREAMING OF URBAN AGRICULTURE IN TANZANIA³²

Following droughts in the 1970s and 1980s, Tanzania has pursued a “cultivate or perish” approach to food supply in urban and rural areas. Food security became a focus area, especially regarding the disruptive force of natural disasters. Urban agriculture has been recognized as important on national and local (urban) level by policy. **Government has started to favour urban farming that allows households to be self-sufficient and mitigates effects of droughts in rural food producing areas.** An additional factor is the rapid urbanization and growth of cities, increasing the demand for food. While population growth in Tanzania was 3 per cent, in Dar es Salaam it was even 5 per cent (2005-2010).

The main challenge regarding growth and urbanization is to guide and regulate the largely informal farming activities to avoid health and environmental consequences to dwellers, green spaces and rivers but also guarantee land-use. A key strategy is the formalization and promotion of urban farming through recognizing and implementing it within the scope of a strategic urban development. Urban agriculture was already recognized as a potential land-use in the 1979 Master Plan for Dar es Salaam but was ineffectual and not regarded as relevant. **Today 90 per cent of Dar es Salaam’s vegetables are grown in open spaces and home gardens, even generating income.**

All stakeholders, government and civil society recognized the relevance of urban agriculture and officially included it in the Strategic Urban Development Plan (SUDP, 1992). The SUDP designated special land zones for different types of agriculture; development guidelines; assigns areas for urban agriculture in future; enables vertical expansion, etc. The 2030 Master Plan (built on the SUDP) encourages the designation of areas (plots) in each municipality of 0.8-1.6 hectares for residents’ use. Additionally urban vegetable promotion projects were undertaken.

Another approach was the training and support for vegetable and horticultural groups carrying out farming activities in open spaces and road reserves to facilitate income-generation opportunities and temporarily protect such areas from invasion and dumping of waste. Results were positive and various: protection of open spaces through farming instead of informal housing or waste deposit; improved living conditions/ increased incomes in Dar-es-Salaam: day production of milk 95,000 litres, 6,000 trays of eggs and 11,000 kilo of poultry; urban farming was second largest employer (2,000) engaging about 7 per cent of Dar es Salaam’s population; and positive impact on air quality (health) and aesthetics of the city. A follow up programme was addressing municipal strategies of urban agriculture in the three districts of Dar es Salaam and included several new policy programmes.



A Burundian refugee on his farm in Kakuma 4 in Turkana, Kenya © UN-Habitat

05 The Urban-Rural Continuum in the Face of Natural and Human-Made Disaster



The Urban-Rural Continuum in the Face of Natural and Human-Made Disaster

Phenomena such as floods, droughts, hurricanes or any other sort of natural disaster taking place in the rural areas can force whole communities to migrate, leading to the emergence of internally displaced people. Human-made disasters such as (armed) conflicts may also lead to mass displacement of communities, moving to urban respective rural areas or an influx of externally displaced refugees.

To protect refugees, especially vulnerable groups of migrants, such as women and children, proper planning is necessary to reduce the impact of humanitarian crises that force them to leave their homes and move into informal settlements or refugee camps. The integration of migrant and refugee communities into urban areas (of all sizes) is a problem in many countries, which has to be taken under consideration.³³ Consequently, the resettlement and repatriation of refugee communities should be harmonious to ensure adaptation. Mobility within the urban-rural continuum is ensuring the reintegration and adaptation of internally displaced persons.

Urban sprawl puts pressure on natural resources in the peri-urban zones including fertile soils, agricultural lands and cultural heritage sites. For instance, water resources pose a potential conflict due to the demand in the rural areas for agricultural purposes and pastoralism and as a basic need for domestic and industrial purposes in urban areas.

This calls for regional policies to manage water supply, reduce the conflict potential, and reduce overuse of water resources and pollution, especially in urban areas.



0.85°C ↑ from 1880 to 2012

increased average global temperature



50% ↑ CO₂ since 1990

increased global emissions of carbon dioxide



1.07 Million km² of arctic ice loss

every decade, since 1979

19 cm² of sea level rise

from 1901 to 2010



22.5 M people displaced

by climate/weather events since 2008

Source:

1. <http://www.un.org/sustainabledevelopment/climate-change-2/>

2. <http://data.worldbank.org/topic/climate-change>

3. <http://www.internal-displacement.org/publications/2015/global-estimates-2015-people-displaced-by-disasters/>

High rates of urbanization have also created a diffuse urban-rural landscape at the peri-urban areas, consisting of a mosaic of different forms of land cover.

Conflicts about land use in these zones poses a complex planning problem that urban planners have to deal with creatively, especially regarding informal housing.

Wasteful urban sprawl is depleting natural resources and eroding environmental quality. Moreover, there are conflicts and power struggles over resources and land of explicit economic interest to landowners and developers, hampering sustainable territorial planning.

The Secretary General of the UN requests to work on a “more coherent, predictable and effective response in providing solutions for refugee returnees and internally displaced persons.” UN-Habitat can support government authorities in the development of strategies for accommodating vulnerable groups who are forced into cities by disasters and conflict by applying participatory planning approaches, and supporting community building for long-term integration as well as capacity development in sustainable urban development and spatial planning. There is need for a more coherent, predictable and effective response in providing solutions for refugee returnees and internally displaced persons.³⁴



A woman and her destroyed house after a fire in the slums of Nairobi, Kenya © UN-Habitat

RESETTLEMENT AND INTEGRATION OF REFUGEES IN KALOBYEI – KENYA³⁵

The case of physical planning and support to urban governance for resettlement and integration of refugee communities at Kalobeyi, Turkana County, is a forward-looking project. By the end of 2015, Kenya was ranked 7th in the world in numbers of refugees the country hosted, and had the second highest refugee population in Africa. The County Government of Turkana, with support of the Government of Kenya and UNHCR, has embarked on the resettlement of refugees in Kalobeyi, Turkana.

The Kalobeyi Settlement Development faces the complex challenge of preparedness for the refugee crisis emerging from South Sudan while meeting long-term sustainability imperatives that are, compounded by harsh climatic conditions, including water scarcity.

Additionally, with the announcement of the closing of the Dadaab Refugee Camp, a number of refugees are scheduled to be transferred to Turkana. In 2016 UN-Habitat developed a spatial plan for Kalobeyi New Refugee Settlement in close collaboration with the County Government of Turkana and UNHCR. UN-Habitat used a participatory approach to the planning, with the active involvement of the stakeholders, including host and refugee communities. The aim of the plan for the new settlement is to accommodate approximately 60,000 inhabitants in a mixed-use built environment where the network of streets and public spaces offers easy access and close proximity to public functions and services, commercial and local economic activities, recreation and sports facilities etc. The plan integrates opportunities for urban agriculture as part of the livelihood strategy.

Other UN-Habitat activities in Kakuma-Kalobeyi area focus on community building and strengthening the capacity of the county government in spatial planning and urban development. Following the development of the spatial plan, UN-Habitat will further be involved in planning for sustainable infrastructure delivery for the settlement and piloting improved and new models of shelter and infrastructure in a refugee resettlement context.

06 Reducing the Environmental Impact on Rural-Urban Convergences



Reducing the Environmental Impact on Rural-Urban Convergences

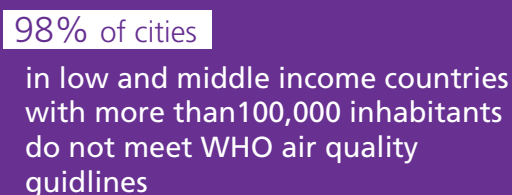
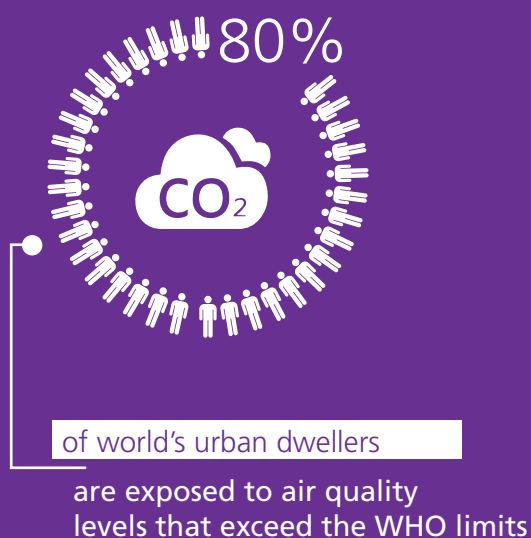
The effects of urbanization and climate change are converging in dangerous ways. Although cities cover less than 2 per cent of the earth's surface, they consume 78 per cent of the world's energy; they are responsible, directly or indirectly, for 60-80 per cent of greenhouse gas emissions and also produce 50 per cent of global waste.³⁶

At the same time, it is the urban and rural poor, in the developing world in particular, that are the most vulnerable to and have the least resilience against disasters such as storms, floods or droughts. Moreover cities rely on surrounding rural and peri-urban areas for water and food supplies and areas for recreation.

Projected climatic changes for Africa suggest future scarcity of water, collapsing agricultural yields, encroaching deserts and damaged coastal infrastructures. Such impacts could end in rising tensions over dwindling strategic resources and severe food insecurity. In such cases, climate change could be a factor that tips fragile states into socio-economic and political collapse³⁷ (see Box 14).

For instance, pastoralist communities, which have often been affected by political and economic marginalization, are in competition for diminishing resources like water and pasture with the forces of urban sprawl. Such competition can lead to migration and conflicts over land use and resources.

In addition, the reliance on agriculture by rural communities in many developing countries has pushed rural populations into urban centres in search of livelihoods, as declining production sets in as a result of climate variability and climate change.



DESERT PREVENTION IN URBAN-RURAL COMMUNITIES IN BOBO DIOULASSO – BURKINA FASO³⁸

Burkina Faso is one of the sub-Saharan countries under threat of desertification, water shortages and deforestation. It is a country where climate change is already a major constraint on food security and poverty reduction efforts due to high dependence on agriculture (86 per cent of GDP). Bobo Dioulasso is the second largest city (around 455,000 habitants) and the economic capital of Burkina Faso. Part of the population increase in this south-western Sahel city is due to already occurring climate migration away from desertification in the north of the country resulting in superfluous substandard settlements causing significant urban sprawl. Water, sanitation, energy, food security and desert prevention are critical to Bobo-Dioulasso's sustainable, climate resilient future. Climate change calls for action on a larger, peri-urban scale, as man-made and natural soil erosion combined with prospective rises in temperatures will reduce water supplies and increase desertification. Bobo Dioulasso's priorities — water, food security and afforestation — coincide with those of the national government and attract financial and technical support from a variety of national and international sources. Reforestation responds to the need to regenerate this major socio-economic resource in the face of various pressures, and to rationalize the fuelwood business.

The joint UN-Habitat and UNEP Sustainable Cities Programme has enabled the municipality of Bobo-Dioulasso to implement a comprehensive string of national policies regarding urban services through a single pilot project. A Basic Urban Services scheme (PASUB) was started in early 2004 with support from UN-Habitat and UNEP, as well as national and foreign partners. Based on an initial environmental profile, the project used the "household centred environmental sanitation" (HCES) methodology as part of an integrated, multidisciplinary approach to the community's needs. Under municipal supervision, a dynamic steering committee was established, and a more hands-on coordination committee brought together strongly committed municipal and central government officials as well as foreign expertise. UN-Habitat's Cities and Climate Change Initiative (CCCI) helped the municipality to implement the major national policy frameworks adopted by central government in 2007 (adaptation to climate change, poverty reduction, rural development and integrated management of water resources). One such effort is reforestation. More specifically, the project is integrated into the municipal urban master plan, which among other things determines land-use. As a result, reforestation is now mainstreamed in urban planning. Adaptation to climate change for Bobo Dioulasso involves the prevention of desert expansion through forest preservation/regeneration. Peri-urban "green corridors" (trames vertes) have been deployed over some 15 km north, west and east of Bobo-Dioulasso, and are now mandatory in any new development plan.

In Bobo-Dioulasso reforestation specifically includes the wooded shrines in the area. No hunting, housing, farming or woodcutting is allowed in these scared groves for cultural and religious reasons, and access is restricted. The municipal scheme preserves existing wooded shrines and encourages the creation of new ones, together with participatory management. Under the Sustainable Cities Programme, the municipality of Bobo-Dioulasso has mainstreamed environmental concerns and participatory governance into municipal policies and planning practices. The Basic Urban Service scheme under the Sustainable Cities Programme has encouraged cross-sector coordination across municipal services in Bobo-Dioulasso. Plans for reforestation and support to urban agriculture are successful examples that improve resilience. The pilot scheme on waste collection of the Basic Urban Services component has been a success as the proportion of households paying for a private service has soared from under 6 per cent to over 20 per cent. This contributes to the sustainability of the service. A wastewater management system was put in place and rainwater drains and access to fresh water (including through micro-credit) were improved minimizing flood risk from heavy rains. Additionally, informal waste disposal sites were cleared reducing CO₂ emissions. These efforts were complemented by awareness raising and education campaigns among civil society and the community. As a result of the peri-urban "green corridors" project, the Houet River banks, which are important for market gardening, have been stabilized (with World Bank support), and dedicated public support is now reinforcing and encouraging urban agriculture.

These communities are likely to be working in the informal sector, living in formal housing conditions and ultimately in urban poverty. Low income groups and informal settlements affected by urbanization are particularly exposed to natural disasters, lacking resilience and are greater risk (e.g. storms, floods, fires, etc.).

Urbanization, especially in developing countries with inadequate planning and capacities and high rates of urbanization, can lead to unplanned development of settlements, overpopulation, overexploitation of resources and issues regarding the volume of waste or traffic and the municipal capacities to manage such issues; in the end, leads to air pollution, noise pollution, water

pollution and other types of environmental degradation.

Urban populations also demand for biomass fuel energy which is often got from rural areas or nearby peri-urban areas. These include charcoal and firewood, which has a detrimental effect on rural areas and further contribute to greenhouse gas emissions in urban areas.

The need for diversification and provision of adequate energy sources (especially regarding sustainability and sources of green energy) for the urban dwellers, especially the urban poor, is critical. The urban sprawl and unplanned development leads to urban areas growing into rural and peri-urban areas, interrupting green and blue corridors.



Floods in Congotown, Liberia © UN-Habitat

07 Regional and Territorial Planning for Integrated Urban and Rural Development



Regional and Territorial Planning for Integrated Urban and Rural Development

Meeting the challenges of the rapid urbanization that the world is experiencing requires being adequately prepared and choosing the right planning paradigm. Not being prepared for the scientifically predicted development will exacerbate poverty, increase the urban-rural gap, expand slums and will have a negative effect on issues such as health and the environment among others.

To avoid this scenario, it is critical to strengthen the economic, social, cultural and spatial development cohesion by implementing territorial and spatial planning strategies and tools to correct regional imbalances between urban and rural areas³⁹ and to emphasize the idea of an urban-rural continuum. Such planning promotes more equitable, balanced and integrated urban and rural development. A regional dimension can also trigger the capacity to see urban areas as system or network of interrelations, towards a “global space” within a region.

The city-region approach also opens up an opportunity for the development of synergies and linkages between cities, growing towns and its regions, with particular attention to “comparative advantage” formed from Urban-Rural Linkages. Sub-national and regional plans can foster economic development by promoting regional economies of scale and agglomeration, increasing productivity and prosperity, strengthening Urban-Rural Linkages, while addressing social and spatial disparities and promoting territorial cohesion and complementarities in both growing and declining areas.

INTERNATIONAL GUIDELINES ON URBAN AND TERRITORIAL PLANNING

Available in **11 languages**
Over **105,000 downloads** from
UN-Habitat website

Launched in **4 countries**
(Belarus, Japan, Indonesia, Iran)

28 partners engaged globally
540+ subscribers to the
IG-UTP mailing list

Paragraph 93 of the NUA makes
explicit reference to the IG-UTP

~9 references in magazines &
articles

1 Compendium of Inspiring Practices

This includes the development of synergies and linkages between cities, towns and their hinterlands with particular attention to the comparative advantage that certain cities and towns might have with location, connectivity, strategic facilities or local expertise. This area of work will include the development of regional and transnational spatial planning tools and support systems for balanced development such as:

- Improving urban-rural connectivity by facilitating linkages between urban and rural areas through institutions and transparent and efficient regulatory frameworks governing urban-rural value chains, financial migration flows spanning urban and rural areas;
- Bringing ecosystems shared by cities and rural hinterlands into focus;
- Promoting infrastructure that is strategically linked most notably to markets and services, including telecommunications, energy and transport infrastructure in rural areas and small towns;
- Enhancing technical assistance and support;
- Promoting legal and regulatory frameworks and tools that promote the equitable planning and implementation of public space, common services, plotting systems;
- Promoting the localization and implementation of the International Guidelines on Urban and Territorial Planning⁴⁰ (see Box 15) along with two others sets of International Guidelines on Decentralization and Access to Basic Services For All,⁴¹
- Developing inclusive governance, legal frameworks, tools and guidelines on Urban-Rural Linkages interventions that respond to the needs of all, with particular attention to vulnerable groups in both urban and rural areas;
- Promoting city-region, land use and regional and territorial planning that takes into account urban, peri-urban and rural areas;
- Fostering effective land and property management and land systems that would work for both urban and rural areas to facilitate the smooth transition of land-use change at the appropriate scale;
- Strengthening research and international cooperation on developing territorial and spatial planning tools for balanced urban and rural development;
- Promoting interregional communication and stakeholder exchange at all levels, including civil society, private sector, NGOs and local governments, to guarantee an effective and efficient integrated regional development;
- Developing integrated regional strategies for development, including metropolitan areas, city and regional marketing and cluster cooperation, through defining and strengthening local and regional characteristics and strengths;
- Developing an idea of mixed spaces, combining urban and rural characteristics (e.g. urban agriculture or rural manufacturing).

Regional and territorial planning is more than a technical tool; it is an integrative and participatory decision-making process which needs to address competing interests and develop an overall development strategy, including national, regional and local policies and considerations. This includes the promotion of decentralization, participation and inclusion of communities, civil society, NGOs women's interests and the private sector, transparency as well as the consideration

INTERNATIONAL GUIDELINES ON URBAN AND TERRITORIAL PLANNING^{x1}

The International Guidelines on Urban and Territorial Planning (IG-UTP) were approved by 25th UN-Habitat's Governing Council in 2015 as a global framework for improving policies, plans, design and implementation processes that will lead to more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change. They consist of 12 universal planning principles and 114 action-oriented recommendations targeted at four stakeholder groups: namely national governments, local authorities, planning professionals and their associations, and civil society organizations.

More recently, the IG-UTP have been recognized as a key means of implementation of the New Urban Agenda, which outlines the global strategy on urbanization for the next two decades; an intelligent application of the IG-UTP can set countries on the path towards developing healthy, safe and equitable cities, and, consequently, the attainment of Sustainable Development Goal 11. In this context, the IG-UTP have brought forth a new approach to the planning paradigm by expanding from the urban to the territorial dimension. This is because the challenges that cities face are not constrained by the urban "boundary" (e.g. air pollution, food systems, migration), but instead, occur across the spatial planning continuum, meaning, from urban to rural and thus create the need to work across the five levels of planning: supranational and transboundary, national, regional and provincial, city-wide, and neighbourhood level.

Similarly, the IG-UTP allow for the integration of the vertical (levels) with the horizontal (sectors) dimension of planning systems when working across the planning continuum by enabling sectoral entry points for their implementation, tackling issues such as urban health and public space. In this sense, the Guidelines encourage strengthening Urban-Rural Linkages to foster territorial cohesion and complementarities between urban areas and their rural hinterland. **Addressing Urban-Rural Linkages through the IG-UTP means identifying urban-rural synergies and entry points to the planning system in order to promote economies of scale and agglomeration, increase productivity, improve connectivity and flows, and the overall interactions and processes occurring at the regional and metropolitan levels on the path towards more sustainable urban development.**

In order to operationalize the Guidelines and connect a set of global principles to the local context, UN-Habitat has recently published a handbook and toolkit for their implementation, along with a set of methodologies for reviewing and reforming planning systems, including a self-assessment questionnaire addressed to the four stakeholder groups of the IG-UTP. Likewise, a learning package is in development in order to build capacities of planning constituencies and better equip decision-makers and individuals throughout the planning process.

of bottom-up developments.

UN-Habitat is providing support to cities in developing policies through tools that promote competitiveness and specialization among wider systems of cities.

As a result, many city-regions are increasing in vibrancy and overall investment, including by

harnessing the potential of the youthful urban populations towards equitable economic growth.

Meanwhile, UN-Habitat and its partners are continuing to implement the proposed International Guidelines on Urban and Territorial Planning (see Box 15).

Box 16

REGIONAL AND SPATIAL PLANNING STRATEGY OF DARFUR – SUDAN⁴²

The Darfur region in Sudan stands out as an example of the socioeconomic consequences a conflict can have on a territory and its basic resources, including the natural environment, human settlements and urban areas in particular.

The protracted conflict since 2003 has caused massive displacements of people to or around the main urban centres, causing a complex, rapid, unplanned and uncontrolled urbanization process. This is resulting in severe environmental degradation and social stress. In an attempt to bring peace to Darfur, the Government of Sudan and the Liberation Justice Movement signed the Doha Document for Peace in Darfur in July 2011.

This led to the establishment of the Darfur Regional Authority by Presidential Decree. Subsequently, the Darfur Development Strategy was delineated in 2013, focusing on three priorities: (i) governance, justice and reconciliation; (ii) reconstruction; and (iii) economic recovery. **The Regional Spatial Planning Strategy of Darfur (RSPSD) is a functional methodology that has been designed to facilitate a smooth transition from humanitarian relief to early recovery, reconstruction and economic development in that region of Sudan.**

The practical strategic solutions outlined here from a spatial perspective address the critical issue of re-integration and return of internally displaced persons, while taking into account the on-going urbanization process and the existing territorial development dynamics of the region. **The RSPSD aims to maximize the benefits of infrastructural investment, identify priorities against a background of scarce resources and capacities in an effort to bring about a more balanced spatial development, ultimately contributing to peace, stabilization and economic growth.** The strategy advocates for the establishment of a network of urban settlements in Darfur, which can support each other and work as productive and interconnected nodes benefiting their surrounding rural areas.

This network can efficiently integrate a broad range of socioeconomic, basic services and infrastructure dimensions that will benefit the population of Darfur as a whole, while at the same time laying the foundations of its future development. The guiding principles of the strategy were adopted to ensure ownership by relevant government institutions throughout the formulation process, with participatory planning approaches mainstreamed at the various levels for the sake of gradual consensus-building, along with conflict-sensitive planning (the “Do-No-Harm” approach).

RURBANCE – TRANSNATIONAL REGIONAL COOPERATION IN THE ALPINE REGION⁴³

Six European countries (Italy, Germany, Austria, Switzerland, France and Slovenia) in the transnational Alpine space have acknowledged that urban areas and the neighbouring rural regions are facing problems of landscape degradation, lack of water and soil quality, loss of biodiversity, territorial fragmentation, rural-urban migration, intense use of the resources, social problems and quality of life decay. **The Rurbance project developed cooperative and integrated governance models for the implementation of joint development strategies that induce territorial requalification processes in order to hand back value to the economic, social, environmental and cultural heritage that constitutes the identity of the territories as a whole.** As a result, rural/mountain and urban communities have to become equal players in an inclusive decision-making process. A balanced model of development had to be found for these territories, combining the dynamic of the metropolitan areas with the natural attractiveness and know-how of rural and mountain territories in proximity.

This concept poses questions on how to conceive a common territorial development vision where all territories are creating value. Moreover, the project aimed to create an economic co-development, balance the functional relationship among territories, preserve natural resources and provide efficient and sustainable mobility by aggregating both, public and private stakeholders, around a co-development model. Rurbance aimed to position itself by specifying the fundamental role that rural-urban co-operations can play in the construction and strengthening of a macro-regional strategy for the alpine space focusing on the long-neglected vision of balanced territorial development. Within this framework, the final objective was the foundation of a new inclusive strategy, being able to raise the sectional policies to a new development scheme for competitive, balanced and winning territories. **The overall strategy was to reorient existing models of governance and planning towards cooperative ones, cross-sectorial policies, an integrated territorial planning, private-public cooperation and to develop new regional, national and transnational strategies within the European context, and to improve the efficiency of European development and cohesion funds.** To create an environment for the reorientation, the project focused on bottom-up decision-making processes through participatory planning, furthered private sector involvement through public sector impulses and was able to involve all stakeholders (through different sectors and scales) through development discussion tables and twinning sessions for the exchange of ideas and experiences. Finally, the project partners helped local players to define pilot actions and lay the foundations for reorienting future territorial development policies. It was demonstrated how, by combining the interests and development objectives of the city and the rural areas, a different vision of the territory can be created, which is able to generate economic, environmental and social value from the mutual recognition and integration of the needs and potential of different areas.

The project helped actors in the urban-rural metropolitan areas of several European cities to structure their development plans and to define common objectives which can be pursued with a mix of design and financial tools: development measures and new governance models laying the foundations for reorientation and integration of sectoral policies. In the Metropolitan Area of Styria (Graz), a pilot project action on mobility and recreation aimed to improve the reachability of local recreation areas through the implementation of alternative transport system for both inhabitants and tourists. In the Ljubljana Urban Region, the project focused on the creation of a self-sufficient, regional food and energy supply for more efficiency and independency and sustainable and green use of energy. In the Grenoble Metropolis the development of an integrated public transport network, the creation of a system of natural and open spaces (urban parks, nature reserves), integrated tourism (shared investments and an integrated regional image), and the development of a supply strategy for local produced agricultural products was implemented.

08 Enhancing Legislation, Governance and Capacity



Enhancing Legislation, Governance and Capacity

The conflation of urban and rural areas has generated new challenges for the geographical and also administrative delimitations of both. Hence the notion of the continuum of urban-rural territory is also expressed through uncertainty, complexity, and dynamics of land use, land-cover change and reclassification.⁴⁴

The interconnection between rural and urban areas calls for cohesive interaction between both administrative boundaries and actors. Interventions to enhance the interaction between urban and rural areas therefore require adequate governance arrangements (recognizing and negotiating both formal and informal) and adequate capacity (e.g. institutional, human and systemic). Some of the areas of contribution include:

- Designing systems and tools (for both urban and rural areas) to articulate optimal multi-level, both horizontal and vertical, and multi-actor governance systems;
- Improving the quality of law to implement appropriate governance systems and policies;
- Promoting the development of accessible, equitable and responsive regulatory frameworks;
- Supporting the establishment of platforms and space for multi-stakeholder interaction, capacity development in areas such as negotiation, conflict management and enforcement, mediation, political economy management and shared vision promote communication as a key element of creating Urban-Rural Linkages;



500,000

local and regional governments exist worldwide today



90% in next 25yrs

of urban growth will take place in low-income countries/fragile states



1.5 billion

people live in countries affected by state fragility and violent conflict

- Enabling legislative and regulatory frameworks and institutions to allow the creation and reinforcement of urban-rural partnerships and territorial management, including processes of decentralization;
- Strengthening and empowering local authorities to ensure that planning rules and regulations are implemented and functionally effective;
- Promoting horizontal and flexible governance mechanisms (i.e. inter-municipal cooperation) to enable cooperation between local tiers of governments across rural and urban areas, built on close standards;
- Addressing functional metropolitan areas and metropolitan management as a specific challenge for the preservation for rural and peri-urban areas surrounding growing metropolis
- Establish and articulate informal cooperation, institutional frameworks and bodies on metropolitan respective city region scale to ensure appropriate regulatory frameworks, financial incentives, to ensure planning and management at the appropriate scale, including both urban and rural areas;
- Enhancing the knowledge and capacity of actors to understand the issues at hand and which tools can assist in managing the challenges for change;
- Consolidating the efforts of all stakeholders to jointly solve issues and problems of vital importance, what means to manage relations between various tiers and scales of governments, private sectors, other parties and actors and how they can all be included in the process of urbanization that considers the rural and urban dimensions;

Box 18

UN-HABITAT: DEVELOPING INTEGRATIVE NATIONAL URBAN POLICIES FOR STRENGTHENING URBAN-RURAL LINKAGES IN FOUR AFRICAN COUNTRIES⁵⁴

Funded by the United Nations Development Account, this project will be implemented by UN-Habitat to provide evidence for policy design, formulation and implementation to foster synergies and interdependencies between urban and rural areas in the four African countries.

In partnership with UNECA and UNCRD and cooperation with FAO, IFAD, UNFPA and WFP, the project aims to reinforce the capacity of key decision makers at national level to strengthen integrated and inclusive regional development and collect data for sound decision making. **The overall objective is to integrate Urban-Rural Linkages aspects in policies and developments plans also enhance the dialogue between different levels of government authorities, from local to national levels.**

The project will develop and implement guiding principles, multi-level frameworks and indicators, which will facilitate effective and inclusive links by assessing trends and addressing issues such as sustainable management of natural resources, adequate infrastructure and service provision, equality and social inclusion, environmental pressures and the flow of capital, goods and people to form productive and resilient urban and rural places.

Strengthening Urban-Rural Linkages with National Urban Policies by collecting evidence and developing participative policies and frameworks will foster establishing stronger partnerships and more inclusive governance structures for an integrated territorial development in the four countries.

Box 19

THE GLOBAL LAND TOOL NETWORK (GLTN)

The Global Land Tool Network is an alliance of global, regional and national partners facilitated by UN-Habitat and contributing to poverty alleviation through land reform, improved land management and security of tenure, particularly through the development and dissemination of pro-poor and gender-sensitive land tools. Currently, the network consists of 75 partners, including bilateral organizations, international professional bodies, international training and research institutions, multilateral organizations and rural and urban international civil society organizations. Since its inception in 2006 it has gained much practical experience in advocacy and land tool development.

Most developing countries use conventional land administration systems which cover less than 30 per cent of the country, leaving up to 70 per cent of citizens looking to informal and/ or customary approaches for their tenure security. **Secure land tenure and property rights are fundamental to shelter and livelihoods, as well as to the realization of human rights, poverty reduction, economic prosperity, and sustainable development.** The pressure on land-use will increase, especially given the predicted developments of urbanization and migration.

While there are many examples of good land policies, there are few policies that have been fully implemented due to lack of pro-poor, gender-sensitive and large-scale land tools. Further, conventional land titling approaches have largely failed to deliver their expected results since existing technical solutions are often too expensive, inappropriate for the range of tenure found in developing countries, unsustainable financially or in terms of available capacity. Instead, a range of land tenure options is more appropriate. **If governments do not regulate access to land and land use, if they leave everything to the market and do not benefit from land value increase, they cannot influence urban development, risk conflicts, social instability and unrest, negative impact on the climate and high disaster risk.**

- Cooperation among executive and legislative authorities should be an example and function as a starting point to support and encourage dialogue, expansion, diversification and deepening of partnerships at all levels. This includes mutual respect, dignity, equality and parity in relations between all parties and the objective to find a balance on interests;
- Encourage community led development and strengthening the role of communities as well as bottom up initiatives and integrate them in processes of governance and planning.

The development of adequate legislation, governance and capacity in the urban-rural context needs a national basis and framework for enabling a legal and functional system, including

all spheres of government and relevant partners. Enabling conditions at the national level are giving space for sustainable urbanization and balanced regional development, integrating all scales of governments and settlements, both in urban and rural areas, fostering economic growth, environmental protection, processes of planning, as well as living standards for current and future residents.

UN-Habitat can support Member States to design systems and tools to articulate optimal multi-level, multi-actor, horizontal and vertical governance systems.

UN-Habitat will also continue to promote decentralization as an element of good governance, delivery of basic services for all and effective public administration.³⁹



RURAL-URBAN PARTNERSHIP PROGRAMME IN NEPAL⁴⁶

Nepal's mountainous terrain is well known as a hindrance to the movement of people and goods, and which cuts off rural populations from participating in the wider opportunities offered by urban markets. **Of the total land area in Nepal, about 77 per cent is covered by mountains and hills.** This prevents people in rural areas from engaging in the regional and national economy of Nepal and had led to widespread poverty and underdevelopment. The various views that have dominated development rationale in the past 50 years in Nepal have generally treated urban and rural areas as separate entities. This does not correlate with the realistic situation as there are many linkages between urban and rural areas. Nepal is one of the ten least urbanized countries in the world but it is also one of the top ten fastest urbanizing countries.

In 2014, the level of urbanization was 18.2 per cent, with an urban population of 5,130,000 and according to the 2011 census, the urban growth rate is 3.4 per cent. Most of this urban growth occurs in the Kathmandu valley, which creates an uneven urban population distribution.

Before 1997, Nepal did not have a major programme responsible for Urban-Rural Linkages until the introduction of the Rural Urban Partnership Programme (RUPP) which transformed linkages in the country. In the context of Nepal's rising urbanization, the principal objective of the RUPP is to enhance the integration of both urban and rural areas. The initiative is based on the premise that urban and rural development should not be seen as separate from each other but should rather be approached from a local level and using multi-sector strategies. RUPP assisted municipalities and their associated rural market centres to promote and expand Urban-Rural Linkages as a major strategy of poverty alleviation.

The program worked directly with urban and rural communities and market centres providing community mobilization, enterprise development and microfinance to improve sustainable livelihoods. RUPP emphasizes that rural areas need to be linked to market centres if they are to have any hope of poverty alleviation and economic development. Practical actions to improve Urban-Rural Linkages have included training community mobilizers, market centres facilitators and the creation of TLOs. (TLO = organizing villages into Toll Lane Organizations). Creating new market centres and funding small-scale infrastructure projects and providing transparency of public actions. TLOs are brought together into Village Development Committees and mainly women have been given the opportunity to take up leadership positions. TLOs allow a better representation of these communities to higher level discussions. They also lead training events and assist in financing and starting enterprises. Also broadcasting daily agricultural price information supports low-income enterprises in getting fair prices. The programme helped 7,000 people through training programmes (more than half of them women), 31,000 new enterprises were founded, enterprises run by underprivileged castes became a major tool for attempts to reduce inter-caste inequality in Nepal.

More than 4,000 people were trained in participatory municipal development planning (PMDP) and participatory village development planning (PVDP). **Health standards were improved through relevant infrastructures and increased awareness through education and about 640 projects ranging from the construction of link roads and bridges to urban environment improvements and school construction benefited more than 85,000 households.**

09 Partnerships Between Urban and Rural Areas



Partnerships Between Urban and Rural Areas

Partnerships between urban and rural areas are a critical condition for a successful and functional urban-rural continuum, entailing various aspects and varying with local contexts. Communication, cooperation and mutual recognition are the keys for creating positive development for all affected actors, both rural and urban.

Besides the necessary acceptance and recognition of equal urban-rural partnerships, the success of such partnerships also depends on sound institutional, monetary, legislative and planning structures and frameworks,

Interrelations between rural and urban areas are wide-ranging, including joint planning and development strategies, infrastructures, food-supply chains, migration, transportation, value chains and environmental issues.

Regarding a fruitful cooperation between urban and rural it is essential to consider the following aspects among others:

- Defining common objectives for the entire urban- rural areas and elaborate com-mon weaknesses and strengths, to guarantee the development of a common sustainable strategy;
- Creating a self-sufficient system considering local characteristics and making use of possible synergies and accumulated powers between urban and rural;
- Working towards a regional approach, in the relevant areas, regarding territorial planning, infrastructures (transport, energy, water, etc.), economic development, food-security (local food-supply chains) and sustainable tourism;

Case example

The Rural-Urban Partnership Programme (RUPP) is transforming linkages in Nepal, where:

NEPAL



77% of land area

is covered by mountains

the level of urbanization is



18.2%



22.5 Million people

live in rural areas

the urban growth rate is

3.4% ↑

- Fostering a complementary dynamic between rural and urban, with urban areas as necessary providers of services (administrative, medical, employment, etc.) and rural areas as areas of recreation, providers of agricultural goods and resources as well as environmental preservation;
- Promoting inclusive governance and investments on a horizontal and not solely vertical level.



Community consultation in Kanyama, Zambia © UN-Habitat

RURAL-URBAN PARTNERSHIP IN METRO NAGA, PHILIPPINES⁴⁷

Naga is a landlocked city, distant from the country's cash-rich metro centres and port cities (Manila, Cebu, Davao, etc) at 377 km southeast of Manila. In the past Philippines faced an undeniable gap between rich and poor but also between urban and rural, furthered by disconnection between the regions. With the world oil crisis in 1991 as a result of the Gulf War, developmental planners in Naga and its surrounding municipalities had to rethink their objectives. They had to address more of their commonality rather than their diversity, resource sharing rather than politicking.

Inasmuch as almost all of the gasoline stations in Metro Naga are located in Naga, its city mayor at that time convened the mayors of the adjacent municipalities to map out their needs and priorities in setting the system and procedure for rationing the available fuel supply. The resulting scheme kept vital services running and its success paved the way for other cooperative efforts leading to the creation of an institution the Metro Naga Development Council (MNDC) that would address these cross-boundary issues and problems. An answer to the unsatisfying and fragmented situation was the creation of the Metro Naga Development Council. Metro Naga is a "metropolitan area" – with Naga Cities' 175,000 inhabitants rather than a regional partnership – in the Bicol Region of the Philippines, centering on the city of Naga and including 14 neighbouring municipalities. The metropolitan area, which is managed by the Metro Naga Development Council has grown beyond its geographical limitations and features a number of innovations. Today, the MNDC pools the efforts and resources of these 15 municipalities, the private sector and national government agencies, focusing them on projects and activities which address the immediate needs of the Metro Naga constituency: formulate, coordinate and monitor programmes, projects and activities for the acceleration of the economic and social growth and development of the area (infrastructures such as roads, railways, waterways).

To strengthen economic linkages in the region, each municipality is offered a specific role in the overall development of the entire metro depending on strengths, weaknesses and potential to diminish disparities in development and grow relationships. A second initiative was the creation of the Metro Naga Peoples Council to further inclusive administration and governance through stakeholder participation and civil society engagement. Prior to the MNDC, all municipalities were classified as 5th and 6th class municipalities according to their income, apart from Naga city which in itself was a third-class municipality. The Philippine system classifies cities and municipalities in terms of their average annual income from 1 to 6, with 1 as the best, which meant these were very low ratings. Through stakeholder engagement, improved physical, administrative and economic linkages, Metro Naga has been able to transform itself whereby all municipalities have progressed to at least a level higher than their previous income classification.

The MNDC found the root of the problem to be in a fragmented relationship between the city and its surrounding which caused whole scale underdevelopment and migration to Naga City. As seen in tracking the income classifications, all areas in Metro Naga have shown positive developments.

Also, the importance of role definition as the underlying foundation to mobilize community-based resources, complementing and using them for the common good cannot be overstated. Metro Naga has proved that urban and rural areas depend on each other for comprehensive development.

Urban-Rural Linkages in the Philippines are not a choice but a necessity as more than 50 per cent of its population lives in rural areas. With this understanding, Metro Naga has made serious commitments in all ramifications through improved long-term physical, administrative and economical linkages.

10 Inclusive Investment and Finance in Both Urban and Rural Areas



Inclusive Investment and Finance in Both Urban and Rural Areas

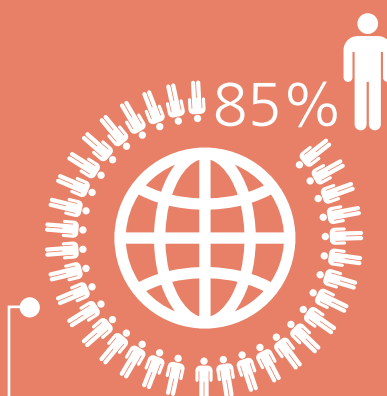
Concentration of financial capital and investments in primary cities has catapulted many of them into being a hub for productive activities, employment opportunities, and economic growth. Cities today contribute between 70 and 80 per cent of the world's GDP and some mega cities even command economic leverage over their own and other countries. The economic vibrancy of a city, in turn, not only mobilizes private finance to fuel the burgeoning urban economy, but ultimately provides a stronger tax base for the governments. On the one hand, urbanization and urban development have become widely accepted vehicles for sustainable economic development; on the other, many cities, especially in developing countries, struggle to finance infrastructure and basic service provision to meet the rapid rate of urbanization. As a result, negative externalities permeate through urban fabric, and even carry negative implications into rural areas. In response, politicians and aid agencies have resorted to pumping investments into rural areas in the hope of mitigating urbanization instead of seeking to promote balanced systematic development. Although an urban and rural dichotomy is still entrenched in public discussion, the "system of cities" - perspective grounded in highlighting the role of secondary and tertiary cities and the symbiosis of rural and urban areas is gaining momentum.

One of the bases which upholds the need for efficient Urban-Rural Linkages is found in the idea of the development of efficient productive linkages that cut across rural and urban areas. The efficient movement from raw input to finished goods and services goes through a chain of value-added activities, performed by people of varying skills in regions of varying



80% of people

in developing countries do not have access to formal financial services



85% of global poor

live in rural areas



70-80%

of world's GDP is generated in cities

competitive endowments. Combined, the degree of efficiency usually defines the competitiveness of an enterprise or an industry. In turn, the clustering of competitive industries and economic opportunities influence the migration and the pace of urbanization. Among myriad factors that are in play, it is a widely accepted notion that infrastructure has a critical role in building effective productive chains, and thus, a productive urban rural continuum. For example, well-developed transport infrastructure allows for the fluid movement of people and labour which increases access to services and market, ICT infrastructure promotes technology and knowledge sharing, and supply chain infrastructure develops economic ties along the spectrum of urban to rural areas. Likewise, the struggle resides not in the debate over the efficacy of such infrastructures, but on financing them for local governments.

Local governments require stable and diverse revenue streams to finance capital projects, basic services, and infrastructure in order to lay the foundation for socially inclusive and economically equitable urban development. Urbanization, combined with the global trend of decentralization, puts immense pressure on local governments to deliver services and infrastructure. Local governments play a major role in realizing Urban-Rural Linkages, however, the degree of devolution of control over revenue generation has yet to match the degree of devolution in expenditure responsibilities and service deliveries. With limited means and capacity to raise revenue and maintain sustainable financial management, infrastructure finance, which is a long-term in nature, may appear to be a pipedream for many local governments. To this end, a variety of tools has been devised and implemented across the world in attempt to plug the gaps in financial resources and mitigate the dependency that local governments have on intergovernmental transfers; among those are:

EARLY SOURCES OF INCOME – ENDOGENOUS SOURCES

Taxes and fees:

Taxes are defined as charges that are levied on citizens and businesses when they perform a particular action or complete a specific transaction. Fees and levies are defined as the charges that are directly incurred by citizens or companies in return for the delivery of specific services. Municipal taxes and fees represent for local governments the first source of income that, at the same time, will encourage them to present results to the taxpayers by the delivery of service and infrastructure (taxes: property tax; income tax, consumption tax; tourism tax, sales tax; business tax; trade tax. fees: garbage collection; electricity; water; permits and licenses).

Land value capture:

Land value capture is a tool used by governments to obtain revenue from infrastructure improvements completed. The argument to charge the citizens or businesses for infrastructure improvements is the surplus gained on their private properties because of the investments made on behalf of the government, which is usually represented as an increase on adjacent land values. Land value capture is strictly related to the urban-rural linkage, animating local governments to expand their responsibilities and adequate service and infrastructure provision. By the adequate measure of value generation, after an investment, local governments could generate revenue from privileging the urban-rural continuum. Some of the land value capture mechanisms are: public land procurement; property or land value tax; exactions; betterment contributions; transfer of development rights; land readjustment; charges for building rights; CEPACs.

REGIONAL ECONOMIC DEVELOPMENT BERGSTRASSE – GERMANY ⁴⁹

Economic promotion is not, by its very nature, strictly a tool of urban planning but is a tool to build a region or a cluster and foster it with economic measures that can result in the sustainable growth of a region. In this sense, it is closely related to the ideas of metropolitan areas but not necessarily tied to a defined spatial unit. Public institutions and/or private companies stimulate such a region through material, personal and financial support with the aim of generating employment growth, tax revenue and the increased attractiveness of the location. **Economic promotion can be divided into two approaches: exogenous economic promotion, which aims at attracting companies and corporations to locate in a certain region (through lower temporary tax rates, low prices for building plots or other temporary subsidy measures) and endogenous economic promotion, which aims at supporting domestic companies through governmental measures (preferential credits, subsidization of start-ups, technology parks and maintenance of existing companies).** Two major areas of focus to promote a certain region are its specific location factors and the living conditions and individual characteristics.

The Wirtschaftsförderung Bergstraße GmbH is a medium-sized association for regional economic development, which is responsible for 22 municipalities in Germany (while Absteinbach is the smallest one, with 2,500 inhabitants and Bensheim with 40,000 is the biggest). **Its services cover the promotion of new investments at the location Bergstrasse, the support of business setups, tourism and marketing of the region, but also consultation for municipalities, businesses and private people about energy efficiency and renewable energies.** Besides the 22 cities and municipalities of the region, several local banks are also associates, while the supervisory board is made up of representatives of major local businesses. In general, the region is shaped by family-run businesses, small- and medium-sized businesses and a few internationally successful large corporations. Founded in 1998, the association gained continuous attention, which resulted in the increase of the number of associates and proves its success from the early beginning until today. The association calls itself “Economic Region” and has the spatial characteristic of being located between two big European metropolitan areas (Frankfurt/ Rhine-Main and Rhine Neckar) with 8 million inhabitants in total.

In other words, it is a region of small- and medium-sized municipalities, taking advantage of being located between two major economic regions, instead of fearing the competition. Its spatial characteristic is formed by the Bergstraße (“Mountain Road”), a 70 km-long ancient trade route in the south-west of Germany. Nowadays the route/region mostly follows the modern B3 route. The name comes from the road’s route along the foot of the mountains, the Rhine lowlands once being too damp to build a road there. The region extends over two federal states / administrative units (Hesse and Baden-Wuerttemberg). The Economic Region is built on geographical and traditional characteristics, even if metropolitan regions and federal states are dividing it.

The success of the concept of an economic region can be seen in different indicators. The number of employees increased from 62,188 in 2003 to 66,585 in 2013 (+5.5 per cent) but especially numerous success stories representing the role of the association: for example the Alnatura Produktions und Handels GmbH, a chain with 84 stores in Germany and a network of 3,600 stores worldwide, selling bio products. Due to the excellent central location of the region, Alnatura opened the biggest wooden high rack warehouse worldwide in the Bergstrasse region in 2011. The project was certificated for sustainable planning and construction with gold, from the German association for sustainable construction.

The region is also known as a film region. Since 2006, it has been location for several Bollywood movies due to its unique landscape and nature. The Wirtschaftsförderung Bergstrasse assists its film production through the department “Indo-German Film Agency” and was funded by the ERDF (European Regional Development Fund).

DEVELOPED SOURCES OF INCOME

Due to the recent importance of decentralization and how it can be used to provide services in a more efficient way to citizens, many municipalities around the world are not been accustomed to dealing with new sources of revenue other than taxes, fees, and intergovernmental transfers. The complex sources of revenue differ from the early sources of revenue, because they require a good financial reputation and the involvement of a third party, which may be a credit rating agency, a private bank or development bank, or a private developer, among others. Among the most important sources of revenue are:

Municipal bonds:

A municipal bond is a debt security issued by a state, municipality or county to finance its capital expenditures, including the construction of highways, bridges or schools. Municipal bonds are often exempt from most state and local taxes, making them attractive for the investors.

Loans:

The most advanced sub-national economies around the world use the lending banks, government owned financial institutions and development agencies as the most importance source of credit. Sometimes, this is a cheaper way to access to funds, if compared with issuing debt, because a credit rating is not necessarily needed, but only an agreement between the lending institution and the municipality, although a credit rating helps significantly. A loan from a financing institution to a local government works exactly the same as a loan for an individual. The terms of the loan that include the interest rate, the term, the period between the instalments, the amount of the instalments, the currency in which the loan is going to be issued and repaid, etc. have to be agreed upon between the financial institution (not necessarily a commercial bank) and the local government.

Private Public Partnerships:

The PPP Knowledge Lab defines a PPP as “a long-term contract between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility, and remuneration is linked to performance”. The benefits from public private partnerships include a provision of service with an improved operational efficiency and the involvement of private enterprises as a source of revenue without necessarily having a credit rating.

Others:

The number of financial instruments that enhance revenues for local governments is large. Among those worth highlighting are: municipal development funds, hybrid financing, and assisted pooled financing.

Even if local governments demonstrate sound capital budget and expenditure cycles and maintain creditworthiness, a number of factors could still hinder smooth infrastructure development. Firstly, as infrastructure has a tendency to crosscut areas that are under the remit of different local or regional governments, institutional fragmentation may complicate cooperation. When heterogeneous groups come together, transaction costs may be immense in reaching consensus and even when they do, different preferences are likely to be compromised. Secondly, unfavourable legal frameworks or weak political buy-in may hinder local governments' access to capital markets even when they demonstrate sound creditworthiness. To prevent complexity and confusion, central governments may use tools such as cross-jurisdictional authorities to enhance cooperation. Also, a National Urban Policy is a useful tool for laying down clear “rules-of-the-game” to assign and allocate responsibilities to different levels of government.

Recognizing the impact and the influence of flows of capital as well as public and private investments is essential. The degree of rural-urban connectivity in all its shapes defines the degree to which opportunities of urbanization can be realized. In this sense, creating an enabling environment for increasing rural productivity is crucial. Incentives and safeguards are needed to ensure that investment builds assets that help rural economies become more sustainable, inclusive, resilient and connected with the urban and not only more productive. It is, therefore, important to support actions that are aimed at:

- Promoting investments, through economic development strategies in small and intermediate towns and rural areas to create sustainable jobs in economically weak areas (see Box 22);
- Facilitating livelihood-enhancing migration and remittance flows;
- Promoting innovative financial instruments (capital risk funds, local development funds, etc.) to support regional and local development and to foster cooperation between towns and regions, between metropolitan regions and rural areas, and between urban and rural areas;
- Focusing on the role of agriculture and agricultural productivity (access to markets, access to finance and infrastructures) as a driver of inclusive economic development, a provider of place-bound jobs, but also regarding food security;
- Strengthening the roles of smallholders through higher incomes and expanded marketing engagement in agricultural value chains, to stimulate commercial distribution and processing activities and finally increase productivity and expand markets;
- Creating an enabling environment (infrastructure, regulations, administration, etc.) for private investments, Public Private Partnerships and entrepreneurship;
- Supporting investments in innovations, advanced and affordable technologies and digitization as drivers for rural development, to facilitate local processing and productivity, and to enhance urban-rural flows;
- Integrating economic measures in planning strategies, such as metropolitan areas, development corridors and clusters, to foster productivity, efficiency, and direct investments and economy;
- Developing agglomeration economies, connecting urban and rural areas, including small and intermediate towns, being key drivers of growth, connecting businesses, enabling specialization, building labour pools and creating opportunities for rural dwellers;
- Promoting sustainable management of natural resources to enhance both current and future potential to meet human needs and aspirations, and guarantee environmental sound development;
- Promoting good governance and long-term visions to encourage diverse and stable investment patterns;
- Developing strong legal frameworks to guarantee rights of smallholders, different ethnic groups, young people and women, and provide transparency and youth empowerment to fight patterns of corruption and embezzlement;
- Targeting financing initiatives at women, who typically have less access to financing, and face legal and cultural discrimination in terms of ownership of bank accounts and land;
- Investing in young people to guarantee a sustainable development, considering long-term goals. The skills and education of the young rural population have to match the requirements of the (changing) labour market and be based on needed skills for expanding value chains.

IV. ESTABLISHING A GLOBAL PARTNERSHIP FOR URBAN-RURAL LINKAGES

Responding to the New Urban Agenda, UN-agencies are now exploring the coordination of their programmes and strategies. The purpose of this exercise is to help to foster a dialogue to promote a new paradigm in relation to urban-rural synergies and provide clear directives and action items for policy, legislation and planning agencies amongst all concerned actors included within the UN.

UN-Habitat, UNDP, IFAD, FAO, UNCRD, UNEP, OECD and several other development entities have made significant progress in raising the awareness and understanding of Urban-Rural Linkages and the approaches that contribute to sustainable and integrated development. An EGM (Expert Group Meeting) on “The Role of Intermediate Cities for Strengthening Urban-Rural Linkages Towards the New Urban Agenda” took place in Monteria, Colombia, in October 2015.

Advocacy for raising awareness on Urban-Rural Linkages was constantly continued and was a major part of the preparation process of the Habitat III conference for the reference group. The efforts resulted in the publication of issue paper #10 on Urban-Rural Linkages.

By taking the lead in conceptualizing and drafting the issue paper and in consequence organizing the Special Session on “How Can Urban-Rural Linkages Support the Implementation of the New Urban Agenda”, UN-Habitat strongly committed itself to this field of work. The Special Session #10 was one of a series of events ranging from a book launch (based on the finding of the above-mentioned EGM) by UNCRD, a session organized by UNITAR focusing on Urban-Rural Linkages in Latin American countries and a networking event conducted by GIZ.

During the Special Session, participants explored how to establish a network on Urban-Rural Linkage issues. To mobilize resources and support for advancing the Urban-Rural Linkages agenda, it is now important to take further steps in the process and to capitalize on the parallel efforts of the UN-agencies as well as all stakeholders in the field as requested by the New Urban Agenda (paragraph 82).

Such a “Global Partnership” for promoting Urban-Rural Linkages could facilitate and promote the development of global links and cooperation to advance the normative and operational work for integrated urban and rural development. A growing number of international agencies, regional organizations, academia, civil society organizations (CSOs) and national governments have shown their increased interest and commitment to supporting and promoting Urban-Rural Linkages substantively, including UNDP, IFAD, World Bank, the European Commission, and OECD, etc. The “Global Partnership on Promoting Urban-Rural Linkages” would therefore support and build on existing efforts at global, regional, and national levels and build on past and current work to develop very focused and practical tools to achieve balanced and integrated development between urban and rural areas.

In March 2017, discussions on the establishment of this network started by defining a common vision, drafting of a strategy and definition of common goals as well as comparative advantages, sharing information among partners as well as proposing first joint outputs such as a platform for Urban-Rural Linkages and Guiding Principles and promoting existing tools in order to support all levels of governments.

V. PROPOSED PRIORITY AREAS OF INTERVENTION OF UN-HABITAT FOR URBAN-RURAL LINKAGES

Follow-up discussions for establishing the partnership will take place throughout 2017 and a series of events, such as a side event during the 26th UN-Habitat Governing Council (Nairobi, May 2017) and a thematic session at the International Conference on National Urban Policies (Paris, May 2017), explored how (National Urban) Policies can support Urban-Rural Linkages and an integrated spatial development. Additional events for promoting, exploring and establishing the partnership are foreseen in near future and the different UN-agencies and partners are starting to work jointly on projects in the field of Urban-Rural Linkages.

Enhancing Urban-Rural Linkages is widespread and works towards achieving different Sustainable Development Goals.^{vii} As it affects people in both rural and urban areas and touches all aspects of livelihood, the concept needs to be approached from different perspectives as well as with different mandates.

The New Urban Agenda fosters enhanced coordination of “urban and rural development strategies and programmes to apply an integrated approach to sustainable urbanization, mainstreaming the implementation of the New Urban Agenda” among UN-agencies and development partners.

With regard to the 10 defined entry points, UN-Habitat, based on its mandate and in cooperation and coordination with partners on various topics, is providing Member States with support in fields such as:

- Rural Urbanization: Small and Intermediate Cities
- Regional and Territorial Planning
- Urban-Rural Partnerships
- Governance and Legislative Capacity
- Spatial Flows of Products, Services, Information & Expertise and
- Reducing Environmental impact in Urban - Rural Convergences.

THE UN-HABITAT AFINUA (ACTION FRAMEWORK FOR THE IMPLEMENTATION OF THE NEW URBAN AGENDA)

As follow-up to the Habitat III conference and to push the implementation of the New Urban Agenda forward, UN-Habitat is currently working on the “Action Framework for the Implementation of the New Urban Agenda”, AFINUA. The document emphasizes that “the NUA is by no means exclusive to SDG 11”, but that “there are other urban-critical sectoral and cross-cutting areas in other (Sustainable Development) goals and targets and whose primary expertise is embedded in diverse parts of the UN system”. The document therefore also links the other specialized UN-agencies and their mandates to UN-Habitat’s work.

The AFINUA names five areas of intervention for UN-Habitat, linking them to SDGs as well as paragraphs of the New Urban Agenda and lead actors:

1. National Urban Policies
2. Urban Legislation, Rules and Regulations
3. Urban Planning and Design
4. Urban Economy and Municipal Finance
5. Local Implementation

Implementing the New Urban Agenda by strengthening Urban-Rural Linkages is covered by all areas of proposed interventions in the AFINUA and reflected in the broad range of entry points to which UN-Habitat contributes. Among the concrete steps for strengthening Urban-Rural Linkages in line with the AFINUA is the UN-Habitat project on building up capacity of relevant stakeholders in four African countries for developing National Urban Policies that foster an integrated territorial development and strong Urban-Rural Linkages (see Box 18). Besides capacity building, the extensive collection of data for sound decision making is a major component of the project. Moreover, strong Urban-Rural Linkages are also linked to regional and local legal frameworks. Tools such as spatial structure plans, regional or local development plans, such as plans for metropolitan regions (including their peri-urban and rural areas), systems of cities or municipalities will be addressed by urban legislation, rules and regulations as well as sustainable Urban Planning and Design.

With regard to the local implementation, a major component of strong Urban-Rural Linkages, the AFINUA states that “local implementation links strongly to [...] (1) Theme 3, urban planning and design, which cannot be put into practice without appropriate local implementation; and (2) Theme 4, municipal finance and local economic development, which are sine qua non for local implementation”.

It also underlines, that “[...] other risks of badly managed local implementation include poorly-located communities that are isolated from places of employment and services, displacement of residents through unmitigated gentrification, skewed consumption of resources (particularly between planned low-density areas and unplanned high density ones) and an inequitable distribution of urban services, particularly in unplanned informal neighbourhoods”. Those findings underline the importance of integrated territorial development and enhanced Urban-Rural Linkages.

Aiming for sustainable, people-centred, age- and gender-responsive and integrated solutions, the New Urban Agenda (paragraph 15,c) names the following approaches for urban and territorial development as drivers of change:

- Urban policies that strengthen local-national, multi-level and multi-stakeholder partnerships, build up integrated systems of cities and human settlements;
- Governance structures that enable social inclusion, sustained, inclusive and sustainable economic growth and environmental protection;
- Long-term and integrated urban and territorial planning;
- Effective, innovative and sustainable financing frameworks and instruments.

Strengthening Urban-Rural Linkages in National Urban Policies

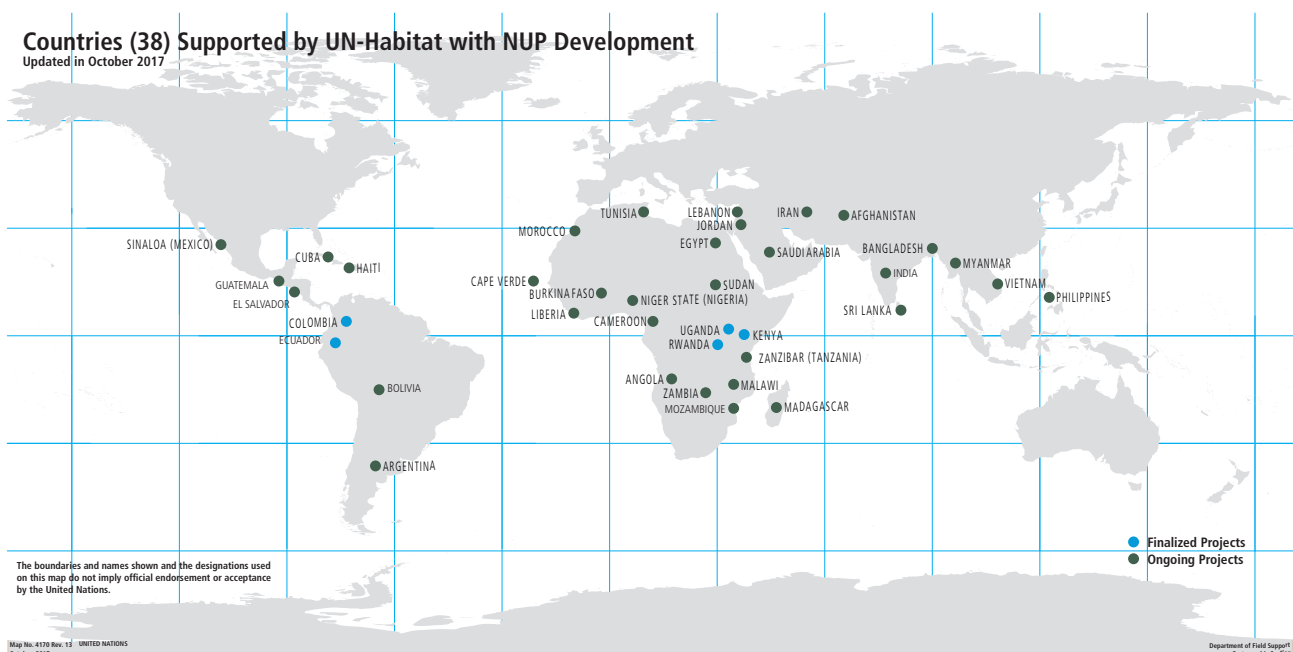
Paragraph 15 of the New Urban Agenda identifies National Urban Policies as a major driver of change in the urbanization process, acknowledging that they can be a powerful tool to help governments to address development challenges by promoting integrated territorial development, strengthening Urban-Rural Linkages and integrating aspects such as land use, transport and connectivity, inclusive investments, decentralization and the promotion of small and intermediate cities.

National Urban Policies help countries to harmonize their urban legislation frameworks in order to better manage challenges arising from unbalanced territorial development on the one hand and rapid urbanization on the other.

Acknowledging the greater mobility and connectivity in the twenty-first century, linkages across the urban-rural continuum intensify as do flows of people, economic activities and information. Those virtual and physical connections affect societies and urban-rural

lifestyles. However, inequalities and divergent levels of development between urban and rural areas are persistent. If integrated spatial planning is one component of the national urban policy, increasing institutional capacity and promoting financial investment in small and intermediate cities, as a consequent second step, will lead to an extensive provision of services to the population and increase employment opportunities across the (whole) country.

Interdependencies, flows and functions of rural and urban areas are demonstrated through economic dynamics, socio-cultural links and environmental synergies and those flows can be strongly influenced by well-directed and efficient investment strategies. Inclusive investment and finance is therefore one powerful entry point to Urban-Rural Linkages. UN-Habitat provides expertise on both urban economy and municipal finance aspects, operating in the areas of public financial management and inclusive economic development by supporting projects in the field



and developing normative frameworks and tools. Financing strategies are key to service provision and the implementation of development plans at all scales of human settlement. To unleash economic growth, enhance the quality of life and increase the flow of goods, people, information and services, regions, cities and municipalities need access to adequate funding and the ability to finance, manage and assess projects. UN-Habitat supports local revenue enhancement programmes, land-based finance research, training and implementation, financial feasibility studies for projects ranging from large city extensions to small neighbourhood land readjustment schemes, rapid financial assessments for planned city extensions, technical capacity building for basic financial management, expansion of local financing options and creditworthiness, policy revision and global dialogue on meaningful decentralization.

The New Urban Agenda recognizes the importance of decentralization, based on national legal frameworks. Due to the former predominant focus on primary cities, small and intermediate cities especially are facing development challenges while the trends for urbanization and unplanned growth continue. Embedding sound spatial planning strategies for fast-growing secondary cities into national legal frameworks will improve the livelihoods of the population and reduce poverty in both rural and urban areas. Integrated territorial planning and the promotion of multiple growth poles in a polycentric system of cities will foster the development of small and intermediate cities and rural areas but will also reduce the urbanization pressure in primary cities. Sound and inclusive urban legislation and land-use regulations can reduce urban sprawl and unplanned expansion which lead to the consumption of prime agricultural land and have negative impacts on ecosystems; continuous ecosystems, as well as

green and blue corridors need to be protected in addition to rural livelihoods and cultural and natural heritages.

UN-Habitat recognizes urban law as one of the pillars of effective urban management and development. Adequate formulated law, based on sound policies is crucial for effective implementation. It creates a stable and predictable framework for both public and private sector action, and guarantees the inclusion of the interests of vulnerable groups. UN-Habitat sets a priority on practical interventions that are tailored to the specific national and local contexts and needs. These priorities depend on effective partnerships with local authorities, local experts and affected communities. Through this approach, UN-Habitat provides support to local and national governments, which need to incrementally improve their urban legal frameworks and develop innovative solutions to shape future urban development for all scales of human settlements.

In accordance with the New Urban Agenda, UN-Habitat promotes rural urbanization, by strengthening small and intermediate towns as well as establishing rural service centres and market places for an integrated territorial development and strong Urban-Rural Linkages. Intermediate cities (and rural areas) still have difficulties attracting investment, creating jobs, meeting housing demands and providing access to infrastructure and basic services. Capacity and (human and financial) resources of small and intermediate towns need to be increased, to subsequently provide adequate education, social, health and financial services, as well as adequate housing, in order to increase livelihoods in rural areas and reduce the existing development gap. Small and intermediate towns play a crucial role for the provision of employment opportunities in non-agricultural sectors as well in terms of

food security, as they are ideal locations for food processing industries and (in their role as market towns) entry points into regional, national and international food supply and value chains. “Not one size fits all” is an often-used statement, but nevertheless very true with regard to the development of sustainable and inclusive policies and strategies which need to be tailored to the local context. For developing a strategy to foster an integrated territorial development and strengthen Urban-Rural Linkages, the national and local legislative frameworks as well as national priorities need to be taken into consideration and the strategy for Urban-Rural Linkages needs to be aligned with existing visions and the constitutional context. When defining a strategy for enhancing Urban-Rural Linkages, issues such as the following could be considered (among others):

1. Rationale: Linking the strategy for an integrated territorial development to a (national) constitution, development plans or national visions;
2. Situation Analysis: How is the country developing, what is the population growth and what are the main challenges that can be addressed by strengthening Urban-Rural Linkages, taking into account the strong linkages between the different entry points such as flows and connectivity, transport, food security, rural urbanization and inclusive financial investments, governance structures and territorial and spatial planning etc;
3. Vision: Integration of integrated territorial development should be an integral part of the vision, either at national or regional or local scale. The vision should be defined in a participatory approach that includes all relevant stakeholders. This could be done by establishing a multi-stakeholder platform or council;
4. Definition of Objectives: Objectives should be measurable and clear. In order to allow all relevant stakeholders to take ownership, there should be a broad consensus on the objectives and clear roles and responsibilities;
5. Definition of Strategies: While defining the strategies, resources should be allocated to make sure, implementation is possible. To make strategies inclusive and sustainable, integration of the vulnerable as well as environmental aspects, capacity development of the key players with a strong gender perspective and cross-cutting issues such as human rights and climate change should be taken into consideration. Ensuring and enabling implementation procedures should be a strong element in the strategies;
6. Management and Governance Structures: To ensure all relevant stakeholders (including all levels of government authorities and different sectors, private sector, civil society organizations and academia) will be strongly engaged when it comes to implementation of strategies, they need to be part of the management and governance structures (steering committees, councils, etc);
7. Roles and Responsibilities: Roles and responsibilities should be strongly linked to financial and human resources and the capacity of the different stakeholders: national government might take over policy development, research and capacity building, while local government authorities need to be responsible for implementation procedures. Including development partners for technical advisory services or for funding opportunities might be necessary. Integrating private sector

Box 24

CONSIDERATIONS FOR A STRATEGY FOR URBAN-RURAL LINKAGES

When establishing a strategy for Urban-Rural Linkages, aspects such as the following may be considered

1. Defining a vision for the region/territory based on the spatial dimension;
2. Prioritizing the challenges to be addressed in the specific local context for improving peoples' livelihood;
3. Establishing urban-rural partnerships at local and regional level can support an understanding for the interdependencies and foster synergies and will for collaboration;
4. Development of a strategic action plan based on the definition of priority areas (monitoring and evaluation should be included in the action plan);
5. While ensuring an enabling legislative context (policy development) and a functional governing structure for the region/territory, which is a long-term and highly political procedure, short-term demonstration projects should be identified and implemented in order to make improvement tangible for the population. Interactive integration of local communities in defining and implementing those projects is an important component for the overall strategy and increases ownership among the population. Those projects can specific strategic areas and challenges, applicable for the local context. Implementing those projects can be used to strengthen the capacity of key players by developing strategies e.g. for sustainable funding, build trust with partners and demonstrate progress to the population. They should be defined by taking into account the most urgent needs of the region's population;
6. Building up of local capacity, not only in planning aspects, but integrating financial, governance and socio-environmental aspects, as well as management and communication skills for successful implementation processes;
7. Ensuring adequate human and financial resources for implementing the strategies that will lead to strengthened Urban-Rural Linkages and an integrated territorial approach (funding for implementation should be generated within the region in order to make projects and strategies more sustainable.)

associations such as farmers, processors, transport firms, energy and water supply firms and others as defined by the local priorities will push projects forward at local level. Civil society organizations can take over advocacy for specific local challenges, provide community services and help to establish a strong link to the population;

8. Definition of Action Plans:

When developing action plans, they should lead to comprehensive matrixes linking projects and strategies to stakeholders as well

as the definition of roadmaps and schedules.

Risk assessment and identification of gaps, reviewing and monitoring should be included;

9. Communication Plan:

A strong communication strategy needs to be put in place to ensure that public is informed and is aware of developments. Communication strategies can also be helpful to ensure stakeholders are keeping up with responsibilities;

10. Monitoring and Evaluation:

Monitoring and Evaluation needs to be ensured on a regular basis, as should a review of strategic goals.

The concept of strong Urban-Rural Linkages has the potential for transformation with benefits for all. Tools, practices and strategies for capacity development, knowledge generation, legislative frameworks and enhanced understanding of dynamics, functions, flows, synergies and interactions are urgently needed now. Among other activities, UN-Habitat is supporting governments at all levels and all relevant stakeholders in the process of developing and implementing National Urban Policies and has developed long-term guidelines such as the “International Guidelines on Urban and Territorial Planning” (see Box 17), which are a useful tool for developing strategies for Urban-Rural Linkages.

The Global Land Tool Network (GLTN), which is hosted by UN-Habitat (see Box 19), puts the

development of capacity in the land sector at the heart of its goals and activities.

Other tools, such as the MetroHUB methodology, a multilayer methodology aiming to support metropolitan areas as well as systems of cities, combines capacity development with governance, planning, financing and socio-environmental aspects and supports the definition (and implementation) of acupuncture projects. It can be used for systems of cities and for enhancing the collaboration and communication between urban and rural areas.

As flows of people and goods are strongly linked to connectivity, mobility and transport, UN-Habitat also offers a comprehensive package of knowledge, advocacy and technical assistance to support national governments and local authorities in the development and implementation of sustainable (urban) mobility plans and investment strategies, aiming to address their mobility challenges.



The UN-Habitat MetroHUB methodology for systems of cities and metropolitan areas: considering capacity development, planning, finance, governance and socio-environmental aspects for a holistic approach

Participatory Approach and Cross-Cutting Issues

In accordance with the New Urban Agenda, UN-Habitat promotes social inclusion and a strong participatory approach, including all relevant stakeholders and the general public. At national level, UN-Habitat's approach underlines the importance of including all relevant stakeholders in the development process of National Urban Policies. It has to be ensured that key players from all levels of government, civil society organizations, academia and the private sector take responsibility and work together in developing sustainable policies that lead countries towards a better (urban and rural) future, mainstreaming sustainable urban and territorial development as part of integrated development strategies and plans.

Moreover, the New Urban Agenda recognizes that enabling policy frameworks for sustainable development will not only be needed at a national level, but also at subnational and local levels and needs to be linked to transparent and accountable governance and finance mechanisms.

All stages of urban and territorial policy and planning processes should be age- and gender-responsive and rooted in new forms of direct partnerships between governments at all levels and civil society.

Knowledge sharing shall be open, user-friendly and participatory, using modern information and communication technologies and geospatial information management bridging development and knowledge gaps and strengthening Urban-Rural Linkages that leave no one behind.

The New Urban Agenda is grounded in the Universal Declaration of Human Rights and Member States have committed themselves

to the realization of all human rights and fundamental freedoms, promoting culture and respect for diversity and equality, and ensuring the full respect of human rights of refugees, IDPs and migrants, as key elements in the humanization of cities and human settlements. Within the work on strengthening Urban-Rural Linkages, UN-Habitat will also explore how to support local authorities in establishing a framework that enables the positive contribution of migrants to cities.

Implementing the New Urban Agenda also means to address climate change and related risks (as addressed by the Paris Agreement),⁵¹ as not only the urban but also the rural poor are most affected by natural disasters and changing weather conditions. UN-Habitat supports local authorities to develop strategies to diminish the causes of climate change (mitigation) and effectively protect them from its impacts (adaptation) beyond urban and administrative boundaries.

With the New Urban Agenda, Member States have committed to integrate disaster risk reduction and climate change adaptation and mitigation into urban and territorial development and planning processes. UN-Habitat delivers an integrated programme of assistance to local authorities to improve systems aiming at "climate proofing" urban infrastructures, and to ensure that climate change adaptation becomes a key component of infrastructure design and urban planning.

In the context of Urban-Rural Linkages, UN-Habitat will continue to raise awareness at national, regional and global levels, and to help to build the capacities needed to enable regions, metropolitan areas, cities and local governments to address climate change effectively.

UN-Habitat Agenda for Action for Urban-Rural Linkages

Among key priorities for UN-Habitat with regards to Urban-Rural Linkages in future are:

- Collection of data and evidence on Urban-Rural Linkages, including case studies and best practices;
- Definition of indicators for Urban-Rural Linkages;
- Establishment of a Global Partnership for Urban-Rural Linkage;
- Development of tools to support Member States in strengthening their Urban-Rural Linkages at different levels (such as National Urban Policies, Territorial Planning, Local Development Plans);
- Advocacy for Urban-Rural Linkages for an integrated territorial development.

Work in Progress

Strengthening Urban-Rural Linkages and promoting an integrated territorial development is a crucial step to implementing the New Urban Agenda, improving the livelihood of urban and rural populations and enhancing economic and social development. Bridging the development gap and building up capacities in urban and rural areas is a strong element of reducing poverty, making an impact and leave no one behind. UN-Habitat will continue to work and coordinate with partners, to develop strategies and tools to support Member States in the process of achieving the Sustainable Development Goals and implementing the New Urban Agenda, aiming to reduce poverty and improve livelihood within the urban-rural continuum of space.

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URBAN-RURAL LINKAGES

Leave No One And No Space Behind

Urban and rural areas can not be separated. To meet the challenges of urbanization, the needs of all people – those living in urban, peri-urban and rural areas – have to be taken into account. Well managed urbanization at all scales and improved Urban-Rural Linkages bring along opportunities for all, help to reduce inequalities and development gaps between rural and urban areas.

Urbanization is a highly transformative process, and not only affects large cities or metropolitan areas. Urbanization projections suggest that by 2025, urban settlements with fewer than 500,000 inhabitants will account for 45 per cent of the expected increase in the world's urban population. Towns with over 100,000 people will extend outwards by 170 per cent by 2030.

Small and intermediate towns have an important role to play for an integrated territorial development, being the first access point to all sorts of services (among them medical, education, financial and administration services) for the rural populations.

It is in small and intermediate towns that the relationship and important interdependence between urban and rural areas is strengthened.

Still, many secondary cities struggle to manage urbanization, attract investment and meet the need for housing, infrastructure and basic services.

However, the broad theme of Urban-Rural Linkages touches not only on rural urbanization, but needs a highly complex approach that should include considerations on the flows of people, information, goods and products, integrated territorial planning, inclusive investments, transformative governance structures, environmental aspects as well as food security, mobility and migration and strengthening urban-rural partnerships among many others.

With this publication, UN-Habitat moves the discourse on urbanization away from the traditional and outdated dichotomy of urban and rural.

For urban and rural areas to be sustainable, they must develop in tandem, inequalities must be reduced and the development gap bridged. Strategic entry points to address Urban-Rural Linkages are outlined in this publication. Various case studies show case how different development strategies and guided urbanization can improve livelihoods, foster sustainable and inclusive economic growth and have a positive impacts on urban and rural areas.

HS Number: HS/035/17E

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