

RDD

Regional Development Dialogue

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Urban-Rural Linkages in Support of the New Urban Agenda

Brian H. Roberts

Rural Urbanization and the Development of Small and Intermediate Towns

Sarfaraz Alam

Urban-Rural Linkages and Shifting Livelihood Strategies in Rural India

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The Role of Small and Intermediate Towns in Enhancing Urban-Rural Linkages for Sustainable Urbanization

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Ruralised Urban Areas vis-à-vis Urbanized Rural Areas in Zimbabwe

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Strengthening Linkages along the Urban-Rural Continuum through Urban and Territorial Planning

Thomas Forster, Guido Santini, David Edwards, Katie Flanagan, and Makiko Taguchi

Strengthening Urban-Rural Linkages through City-Region Food Systems

Karim Hussein, David Suttie, and Zak Bleicher

Inclusive Economic Development and Investment, Markets, Infrastructure, and Finance in Rural and Urban Areas



United Nations Centre for
Regional Development
Nagoya, Japan

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Editorial Introduction

Chikako Takase, Director, UNCRD
Jackson Kago, UN-Habitat
Remy Sietchiping, UN-Habitat
Xing-Quan Zhang, UN-Habitat

We are pleased to present this issue of *Regional Development Dialogue (RDD)* which is a collaborative effort of the United Nations Human Settlements Programme (UN-Habitat) and the United Nations Centre for Regional Development (UNCRD). The origins of this *RDD* issue lie with a call for papers which were subsequently presented at an Expert Group Meeting on the “Role of Intermediate Cities in Strengthening Urban-Rural Linkages towards the New Urban Agenda”. This meeting was held in Monteria, Colombia on 27-28 October 2015.

The editors, other experts, and contributors peer-reviewed the relevant commentaries prior to their publication together with the articles contained in this volume. The theme “Urban-Rural Linkages” is pertinent for both UNCRD and UN-Habitat as it articulates an integrated territorial approach to both analysis and action.

Urban and rural spaces are inextricably linked economically, socially, and environmentally and cannot be adequately dealt with in isolation from one another. The need for consistent urban policies for urban to rural areas which involve local, regional, and national actors is important to understand and effectively address the complexities of people’s livelihoods and the strategies they employ, which include mobility, migration, and the diversification of income sources and occupations. Urban-rural linkages promote sustainable development and the role of trade in this process while, conversely, a lack of optimal rural-urban linkages leads to inefficiencies, poverty, and inequality which all inhibit growth. Strong linkages enhance sustainable development because they channel resources to where they have the largest net economic and social benefits

UNCRD was established in 1971, some 45 years ago, in Nagoya as a UN overseas office to assist the development efforts of developing countries through regional development. The Centre is one of the overseas offices of the United Nations Department of Economic and Social Affairs (UN DESA) and conducts policy forums and training courses on various aspects of regional development. The topic of urban-rural linkages is very pertinent for UNCRD since we take the region as the basic unit for analysis and action. UNCRD promotes Integrated Regional Development Planning (IRDP), which is a process of planning that can transcend sectors as well as admin-

istrative boundaries to pursue holistic and integrated approaches to sustainable development. The approach is multi-scalar so as to effectively cover the issues that are being addressed.

UN-Habitat on the other hand is the United Nations (UN) leading agency on sustainable urban development and human settlements, mandated by the UN General Assembly since 1976. For forty years, UN-Habitat has been working in human settlements throughout the world, focusing on building a brighter future for the people in villages, towns, and cities of all sizes.

In September 2015, the UN Sustainable Development Summit adopted a new development agenda, *Transforming our World: the 2030 Agenda for Sustainable Development*. The 2030 Agenda has Sustainable Development Goals (SDGs) as its framework in which, rightly, SDG 11 is devoted to making cities and human settlements inclusive, safe, resilient, and sustainable. The world is now committed to working towards these agreed goals and targets. Countries will begin reporting their progress on implementing the SDGs at the 2016 High-Level Political Forum of the United Nations Economic and Social Council (ECOSOC). Moreover, the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) will be held in Quito, Ecuador in October 2016 and will provide a forum for member states to engage on the *New Urban Agenda*. This *RDD* issue will capture contributions on the development and implementation of this global process in its entirety.

About the Articles

The articles appearing in this issue of *RDD* centre on the importance of strengthening urban and rural inter-relations; a number of articles take or define a region as a unit for consideration and analysis, enabling the promotion of regional/territorial approaches.

Some of the articles consider the theme of rural urbanization and the development of small and intermediate towns. Brian Roberts, in his article, focuses on the governance of small and intermediate towns to improve the sustainability of rural urbanization or “rurbanization”. He discusses current and emerging factors which drive people from the rural areas to small and intermediary towns, which are the front line of rural-urban migration, and points out that how to manage the development of these towns in rapidly urbanizing economies is proving to be a challenge. The article explores the possible policy response of central and local governments to improve the sustainability of rural urbanization and the development of small and intermediate towns. Similarly, Safaraz Alam’s case study of Muradih village in India demonstrates ways in which rural urbanization can operate effectively. The author argues that while closer linkages with urban centres bring the rural areas new livelihood opportunities, if not well governed, the more dominant urban economy may exploit the rural economy. Remy Sietchiping, Jackson Kago, Xing-Quan Zhang, Raf Tuts, and Jane Reid focus on the role of small and intermediate towns and the multiple and varied ways in which they contribute towards balanced regional development and sustainable urbanization. The article by Innocent Chirisa, Abraham Matamanda, and Elmond Bandauko presents an interesting perspective of how rural areas are increasingly gaining urban orientations as a result of the penetration of information and communication technologies (ICTs) to these regions while, conversely, urban areas are deteriorating towards informal settlements – a process the author refer to as the “ruralization” of urban life.

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Other common threads in the articles point towards a flexible regional/territorial scale to effectively address urban and rural issues with particular emphasis on the territorial approach from several different aspects. Christine Platt in her article emphasizes the continuum of settlements and that rural and urban areas are not two competing contexts. She emphasizes the role of planning which is integrated and relevant in context to meet the development needs of all parts of the continuum. The article highlights the significance of the International Guidelines for Urban and Territorial Planning. The article by A. Contin, P. B. Ortiz, and A. Zammataro argues that the conflict between the economic, environmental, and social spheres in urban development can be solved if we treat urban and rural areas as elements of a complete system rather than isolated dimensions. It calls for a systemic approach towards urban and rural development and articulates them in an organic framework.

Food systems in the context of urbanization constitutes an area that has gained momentum and interest among many actors. Thomas Forster, Guido Santini, David Edwards, Katie Flanagan, and Makiko Taguchi focus on the city-region for viable food security systems and propose a new paradigm on how cities can shape policies in regard to food systems. Accordingly, strengthening local food policy and increasing the participatory governance of the food system can generate a range of environmental, social, and economic benefits. Related to this, Karim Hussein, David Suttie, and Zak Bleicher discuss how the strengthening of agricultural value chains can contribute to urban-rural linkages. They further document the links between agriculture and urbanization. Paolo Veneri considers multiple governance approaches represented as forms of partnerships in addressing different ways of interaction between urban and rural areas to strengthen regional economic development. The article makes the point that territorial challenges should be addressed at a scale that accounts for functional linkages between urban and rural areas.

Some of the articles in this *RDD* issue focus on regional perspectives with regard to urban-rural linkages. Debolina Kundu, in her article, analyses urban-rural linkages with a focus on the dynamics of urbanization in Asia. She not only offers a detailed discussion on differentiated urbanization across Asian countries, but also addresses the diverse policy interventions in different countries. The article by Li Sun and Zhi Liu examines how urban-rural linkages were affected by the unprecedented urbanization that China experienced during the past three-and-a-half decades both in terms of its massive scale and its rapid pace. It advocates that the priorities of government's urbanization policy should be given to the improvement of urban-rural social linkages.

The Expert Group Meeting (EGM) held in Monteria, Colombia on 27-28 October, 2015 produced relevant discussions on ways to strengthen urban-rural linkages through small and intermediate cities, with particular focus on post-conflict contexts. The EGM adopted the *Monteria Communiqué*, presented in this *RDD* issue immediately following this Editorial Introduction, with recommendations for a way forward including developing tools, approaches, indicators to support the role of small and intermediate cities; and strengthening the capacity of actors in small and intermediate cities and rural communities to promote good governance and management through multi-sectoral and multi-scale approaches. The EGM was designed to contribute to HABITAT III and the *New Urban Agenda*. Additionally, participants committed to sustaining the dialogue, developing and sharing knowledge as well as developing and implementing projects on urban-rural linkages and small and intermediate cities.

It is our profound hope that the articles contained in this issue of *RDD* together with the informed commentaries accompanying each article will contribute to building an understanding of urban-rural linkages and to promoting regional/territorial approaches to strengthen sustainable regional development.



MONTERIA COMMUNIQUÉ

"The Role of Intermediate Cities in Strengthening Urban-Rural Linkages towards the New Urban Agenda"

27-28 October 2015, Montería, Colombia

Background

The Habitat Agenda in Para 43 (i) committed to: "Promote the development of more balanced and sustainable human settlements by encouraging productive investments, job creation and social infrastructure development in small and medium-sized cities, towns and villages"; in Para 76. (m) the agenda commits to: "promote comprehensive rural development through such measures as equal access to land, land improvement, economic diversification, the development of small and medium-scale cities in rural areas and, where appropriate, indigenous land settlements." Para 165. (b) seeks to: "take appropriate measures to improve the living and working conditions in regional urban centres, small towns and rural service centres;" and Para 169 advocates for: "an integrated approach to promote balanced and mutually supportive urban-rural development. Through among others provision of: an appropriate legal, fiscal and organizational framework that is suitable for strengthening the networks of small and medium sized settlements in rural areas."

In Sep 2015, 193 member states of the United Nations adopted the **post-2015 development agenda**, Transforming Our World: 2030 Agenda for Sustainable Development, with SDG (Sustainable Development Goals) as its framework. In particular, 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."

In 2015 UN-Habitat Governing Council enacted resolution HSP/GC/25/L.9 that seeks to **strengthen the capacity of small and intermediate towns**. The resolution "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;" it also "invites Governments to support strengthening the capacity of rural service centres, and small, intermediate and secondary towns to attract populations, increase investments, create jobs and reduce reliance on primate cities, as a strategy to promote decentralized growth."

The resolution further "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;" and also "invites member States, with the assistance of UN-Habitat, as requested and in line with its work programme and budget to initiate or enhance programmes and projects at national or sub-national level to strengthen the capacity of rural service centres, small and intermediate towns to improve the access of rural and peri-urban inhabitants to sustainable urban basic services, including water, sanitation, transportation and energy, as well as access to social and economic services such as health, education, banking, retail and market services."

Communiqué

1. UN- Habitat, United Nations Centre for Regional Development (UNCRD), *Andalucia 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";
2. The EGM took place from 27 to 28 October 2015 in Monteria, Colombia and brought together over 20 international and national participants from both developing and developed countries, with expertise in a variety of fields, representing academia, International Development and Inter-governmental Organizations, Development Finance Institutions, government and local authorities, the private sector and NGOs;
3. The overall objective of the EGM was to exchange practices and experiences on how to strengthen urban-rural linkages through small and intermediate cities, with particular focus on post-conflict situation;
4. More specific goals of the EGM included promoting urban-rural linkages and highlighting the importance of the system of small and intermediate cities as critical space for enhancing urban-rural linkages;
5. WE appreciate the sponsorship of the Andalucia Agency for Development International Cooperation, and the hosting by Monteria City Council with support from UN-Habitat and UNCRD;
6. WE took note of the recent development and endorsement of processes, such as the one embodied in the Sustainable Development Goals, the International Guidelines on Urban and Territorial Planning, the Milan Urban Food Policy Pact, City Region Food Systems knowledge platform, and , and the Colombia "Agropolis" territorial framework;
7. WE underscore that small and intermediate cities are a key locus of operationalizing urban-rural linkages.
8. WE acknowledge the critical role of technology (including Information and Communication) and knowledge exchange in strengthening urban and rural areas;
9. WE appreciate the role of partnership collaboration between all spheres of governments, and stakeholders in all sectors to ensure that alignment and integration are supporting urban-rural linkages;
10. WE highlight the negative impacts of climate change, conflicts, weak decentralization and global economic instability in realizing the effective and inclusive urban-rural linkages;
11. WE also recognize the challenges facing small and intermediate cities in achieving inclusive and aligned territorial development, including through ensuring and enhancing social inclusion, access to infrastructure and services (both virtual and physical), access food and natural resources, financing and resourcing, and improved institutional and governance systems;

12. WE take note of the diversity in definitions of concepts, such as urban rural linkages, systems of small and intermediate cities;
13. WE recognise the importance of territorial approaches and contexts that consider urban, peri-urban and rural areas as part of the same systems;
14. WE further recognize that people living in urban and rural areas share similar social concerns and economic aspirations, such as the need for sustainable livelihoods, adequate food and nutrition, environment and natural resources management, and peace and security;
15. WE therefore suggest that the following principles could support sustainable urban and rural linkages: equity, accessibility, affordability, governance, participation, inclusiveness, resilience, and people centred development;
16. WE make the following recommendations to support the effort of strengthening urban-rural linkages:
 - Develop principles, roadmap and policy papers articulating a new narrative on urban-rural linkages;
 - Develop and sharing inspiring good practices to exchange across cities and regions;
 - Strengthen the capacity of actors in small and intermediate cities and rural communities to promote:
 - good governance and management through multi-sectoral and multi-scale approaches;
 - leadership and long-term vision, strategy and plans for the city and region;
 - Developing tools, approaches, indicators to support the role of small and intermediate cities to enhance the development of both urban and rural areas;
 - Strengthening dialogue with partners to enhance intervention at country level in order to operationalize urban-rural linkages;
 - Improving information and knowledge on the small and intermediate cities - e.g. documenting proven successful experiences, collecting data on the sector jointly with other partners and promoting and assisting governments on consumer information;
 - Developing and mainstreaming a community of practices, and networks on urban rural linkages;
 - Monitoring and assessing interventions at country level, at various stages of development/implementation;
 - Publishing the papers prepared for the EGM in the Regional Development Dialogue, a Journal published by UNCRD, for wider dissemination.
17. Moving ahead,
 - WE recommend that the EGM and its outcomes should be taken as contribution to Habitat III processes, particularly to the relevant policy units, regional and thematic meetings to

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ensure that the issue of urban-rural linkages and small and intermediate cities will be included in the outcome document of Habitat III Conference in October 2016;

- WE call for the outcomes of this EGM to inform the deliberations of the group setting the indicators for the SDGs, in particular the indicator for integrated urban, peri-urban and rural planning (11.a);
- WE urge that the recommendations of the EGM form part of a proposed UN-Habitat position paper and corresponding guidelines on promoting urban-rural linkages.
- WE invite interested partners to sustain continued dialogues, develop and share knowledge, develop and implement projects on urban rural linkages and small and intermediate cities;
- WE decide to develop a network of experts and concerned partners based on the participants of the Expert Group Meeting and invite interested partners to join and link with existing networks.

Montería, Colombia, 28 October 2015



Agencia Andaluza de Cooperación Internacional para el Desarrollo
CONSEJERÍA DE IGUALDAD Y POLÍTICAS SOCIALES



List of Participants of the Expert Group Meeting on “Role of Intermediate Cities in Strengthening Urban-Rural Linkages towards the New Urban Agenda”, Monteria, Colombia, 27-28 October 2015

1. Carlos Eduardo Correa, Mayor of the City of Monteria
2. Carlos Montoya Baquero, Secretary of Planning, City of Monteria
3. Chikako Takaso, Director, United Nations Centre for Regional Development (UNCRD)
4. Francisco Gomez Diaz, Andalusian Agency for International Development Cooperation (AACID) and the Ministry of Public Works and Housing of the Junta de Andalucía
5. Brian Roberts is an Emeritus Professor at the University of Canberra and Director of the company Urban Frontiers based in Brisbane Australia
6. Sarfaraz Alam, Assistant Professor, Department of Geography, Faculty of Science, Banaras Hindu University, Varanasi, India
7. A. Contin, PhD-Assistant Professor, Poltecnico di Milano, School of Architecture and Society Department of Architecture and Urban Study
8. Innocent Chirisa, Senior Lecturer University of Zimbabwe, Department of Rural & Urban Planning.
9. Thomas Forster, Fellow, EcoAgriculture Partners, Faculty, New School Food Studies, Principal, Practice2Policy LLC
10. Paolo Veneri, Regional Policy Division – Public Governance and Territorial Development, OECD
11. David Raymond, Suttie, Policy Analyst, Strategy and Knowledge Department, IFAD
12. Christine Platt, Honorary Vice-president & Immediate past president of the Commonwealth Association of Planners
13. Debolina Kundu, Associate Professor at the National Institute of Urban Affairs, New Delhi, India
14. Li Sun, Post-doctoral researcher, Peking University–Lincoln Institute Center for Urban Development and Land Policy
15. Anaclaudia Rossbach, Regional Adviser – Latin America and Caribbean Cities Alliance
16. Guido Santini, Technical Advisor - Food for the Cities & Programme Coordinator – City Region Food Systems Assessment
17. Maruxa Cardama, Executive Coordinator and Co-founder, *Communitas*
18. Joseph Nasr, Associate, Centre for Urban Studies and Food Security, Canada
19. Luis Fernando Ulloa, Vice President, Sustainability, Findeter, Colombia Programa Agropolis in Monteia
20. David Simon, Director, *Mistra Urban Futures*, Chalmers University of Technology
21. Claudia Hoshino, Coordinator, UNCRD Latin America and the Caribbean Office

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22. Remy Sietchiping, Leader, Regional and Metropolitan Planning Unit, UN-Habitat
23. Xing-Quan Zhang, Senior Advisor, UN-Habitat
24. Jackson Kago, Consultant, Regional and Metropolitan Planning Unit, UN-Habitat

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26. Norberto Martinez, Programme Officer, UN-Habitat Colombia
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28. Carolina Romero Z. Executive Assistant, UN-Habitat Colombia Carolina Romero Zuluaga
29. Maria del Pilar Tellez, Metropolitan Area of Bucaramanga, Colombia
30. Cesar Mauricio Salcedo, Department of National Planning, Colombia