

#Local4Action

# Base Plan. An inclusive planning tool for intermediary cities

  
PLAN BASE

  
Learning  
UCLG



# Introduction

Since 2012, UCLG and the UNESCO Udl-CIMES Chair for Intermediary Cities have worked together to support the local governments of intermediary cities. This task has focused on their integral development and strengthening local democracy and fostering innovation through the exchange of experiences.

According to the United Nations, future urban growth will predominantly take place in intermediary cities. As explained in the UCLG's Fourth Global Report on Decentralization and Local Democracy (GOLD): "Co-Creating the Urban Future", in 2016, there were 8,923 intermediary cities worldwide, housing 36% of the world's urban population. In order to achieve the established international goals, it is necessary to think up and design local public policies based on the territory, proximity and spaces associated with these cities in order to enhance their development and maintain their social ties. In this context, the territory is understood as a space with its own identity, problems and potentialities, which requires a particular, site specific approach. To address this challenge, political and technical leaders need to improve their capacities to plan and manage urban growth.

The practice of applying the Base Plan approach in intermediary cities was designed and developed by the UNESCO Udl-CIMES Chair for Intermediary Cities. For more than 10 years now, this methodology, which developed from an academic approach to analysing urban planning, has formed part of a master's degree course in urban management delivered by the Polytechnic University of Catalonia and mainly aimed at architects and technicians.

The Base Plan is a comprehensive, physical and strategic planning document. It is simple and flexible and aims to respond to the challenges inherent to inclusive planning in intermediary cities all over the world. It should be underlined, however, that this tool does not seek to replace the official tools of urban planning currently present in each country, but rather to help intermediary cities to prepare for later stages of analysis and more complex planning. The Base Plan presents the urban agenda, through a diagnosis based on action, allowing us to visualize the physical and strategic components of a city's development on a single map.

Working in cooperation with UCLG, the Base Plan has been converted into an opportunity to visualize the importance of territory in municipal decision-making and in communication with the local community. Using this tool, municipal politicians and technicians can assess the impact of key projects in relation to the transformation of the territory. It also enables them to suggest innovative strategies that can favour citizens and, at the same time, help in the pursuit of global agendas and, in particular, of the New Urban Agenda and of the goals of sustainable development.

Tools such as the Base Plan are essential for facilitating exchanges of experiences and knowledge between local and regional governments and their respective communities. They strengthen the presence of intermediary cities by giving them a territorial logic. The present document seeks to create an opportunity to replicate initiatives for the implementation of the Base Plan in more intermediary cities in the world.



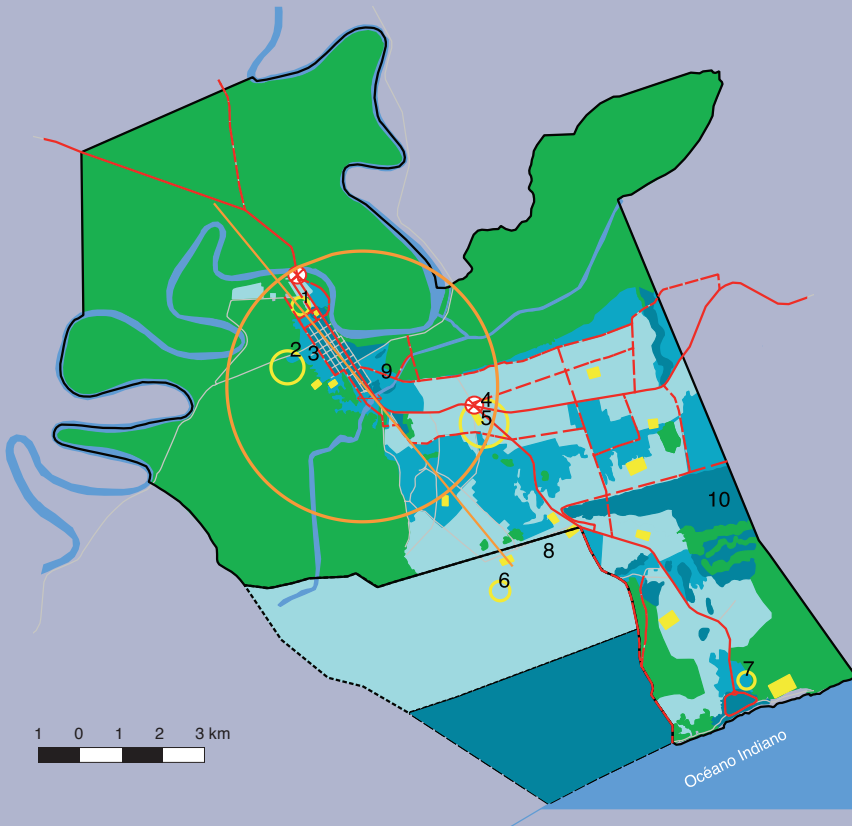
**Ernesto Daniel Chambisse**  
*Mayor of Xai Xai*



**Universitat de Lleida**  
Càtedra Unesco  
Ciutats Intermedies,  
Urbanització i Desenvolupament

**Josep M. Llop Torne**  
*Architect and Urban Planner*  
*Director of the UNESCO Udl-CIMES Chair*

## Base Plan for Xai-Xai Mozambique, 2017



### Basic data for the city

UP 127,763 pop.	RD 1 pop./ha
RP 7,125 pop.	PP 1.52 %
US 5,608 ha	BM 2,844,312 US\$/year
RS 7,877 ha	PT 134,888 pop.
UD 23 pop./ha	PCI 21 US\$/pop./year

### Urbanistic Components

#### Urban Areas

	Current urban area
<b>UA</b> = 14,340 ha	
	Area of expansion
<b>EA</b> = 2,059 ha	
	Reservation area
<b>RA</b> = 1,217 ha	

#### Mobility – Connectivity

	Existing pattern
	New pattern
	Nodes
	Junctions

#### Amenities – Services

	Existing amenities
	Amenities to be defined

#### Open Spaces and Green Spaces

	Open spaces
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#### Compactness

	Radius, <b>R</b> = 3.2 km
	Line, <b>L</b> = 10 km

#### Zoning

	Regulatory zone ( <b>RZ</b> )
	Improvement zone ( <b>IZ</b> )
	Transformation zones ( <b>TZ</b> )

### Strategic Components

10 Projects +10

- |                            |  |
|----------------------------|--|
| 1 Wholesale Market         | 6 Municipal Stadium                            |
| 2 Fish Market              | 7 Xai-xai beach public administration building |
| 3 Municipal Slaughterhouse | 8 Regulation of informal neighbourhoods        |
| 4 Municipal Auditorium     | 9 Improvements to the road network             |
| 5 Municipal Library        | 10 Transformation of areas subject to flooding |

# Plan Base for Xai-Xai

## Mozambique, 2017

The intermediary city of Xai-Xai has been a pioneer in urban planning and the use of GIS (geographic information systems). Xai-Xai has a long history of participating in decentralised cooperation projects that includes the training of municipal architects and exchanges with the

cities of Guelph (Canada) and Vitoria (Brazil). This example of the Base Plan of Xai-Xai was drawn up as part of the project: "The development of urban base planning as an instrument of local democracy in the intermediary cities of Mozambique".

# Base Plan Survey

## Diagnosis

**Basic data: these basic data allow us to identify the development needs**

**UP** Urban Population (pop.)

**RP** Rural Population (pop.)

**US** Urban Surface (ha.)

**RS** Rural Surface (ha.)

Many intermediary cities have more rural than urban territory. This presents an opportunity for interaction at the social, economic, physical and cultural levels. At the same time, it is possible to observe how many intermediary cities are facing greater rates of growth in their urban population than in their rural population, with the latter sometimes even declining.

**UD** Urban density (pop./ha)

**RD** Rural density (pop./ha)

**PP** Annual population growth (%)

The present and projected densities of intermediary cities may differ, but are relevant when it comes to supplying them with infrastructure and services such as roads, parks and schools.

**BM** Municipal annual budget (US\$/year)

**PT** Total population (pop.)

**PCI** Annual per capita income (US\$/pop./year)

City budgets are measured in terms of investment per inhabitant and intermediary cities tend to have lower levels of investment than the largest cities. This is often further aggravated by the fact that their population growth is often only taken into consideration much later.

## Strategic Components

### The Projects (P-10 and P+10)



The Plan Base, understood as the urban agenda of the city, allows us to evaluate whether strategic projects, that have a physical dimension are in line with the sustainable development goal 11 and its associated objectives: **“to make cities and human settlements inclusive, safe, resilient and sustainable”**.

A list of key urban projects that are considered strategic is drawn up. This would include, for example, projects that will have an impact on the whole city. They are located on the map according to their foreseen timing.

**P-10** = key/strategic urban projects that have been implemented in the city in the last 10 years.

**P+10** = projects that are planned to be implemented in the next 10 years.

CIMES Survey\*\* The complete survey can be downloaded from: [baseplan.udl.cat](http://baseplan.udl.cat)

# Urban Planning Components

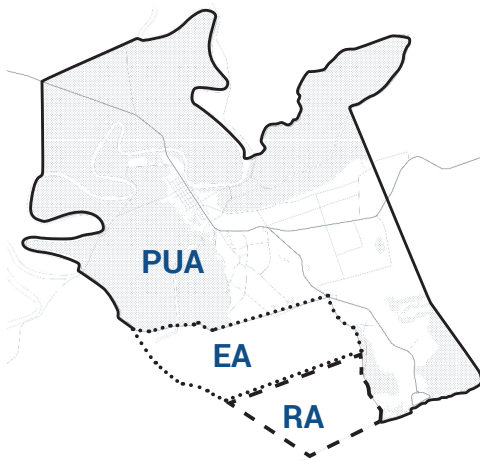
## Territorializing and Mapping

The planned land use is a key consideration in all urban planning policies. Land dedicated to rural uses (without services and which it is not possible to urbanize), urban land (urbanized and with services) and land for expansion (land already earmarked to be urbanized and provided with services) are the most important differentiated areas; these can be detailed with zoning, amenities and structures.

### 1. Expansion: urban areas

Delimitation of the present urban areas and of the expansion and reserve areas.

To channel growth and provide migrant population with suitable land ready to build on, it is necessary to prevent the appearance of spontaneous informal settlements in vulnerable areas.



**PUA = Present urban area.** With a high/medium percentage of public/community services, drinking water, street lighting, surfaced access for vehicles and other provisions.

**EA = Areas of Expansion.** Probably/ necessarily requiring to be urbanized in the short/medium term (10 years).

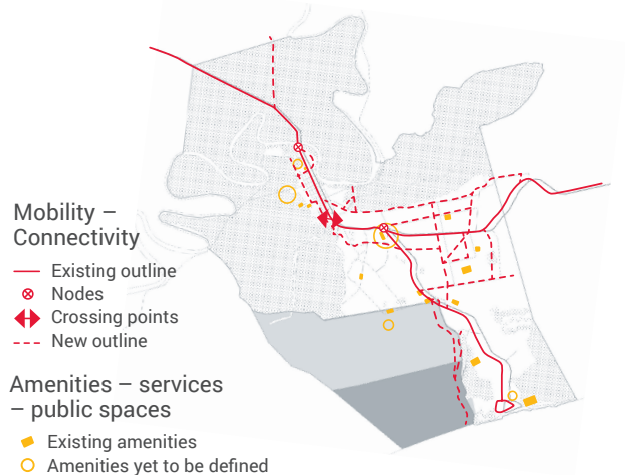
**RA = Reserve Areas.** Possibly to be urbanized in the medium/long term (30 years).

All values are expressed in hectares (ha) or square metres (m<sup>2</sup>).

### 2. Mobility and Connectivity

Definition of the road axes and basic elements of the transport network (bridges and other elements).

This is the basic urban network with its layout and key nodes, which either already exist or is planned. The new road axes are drawn, as are the points that need to be improved at the nodes of exchange, junctions and crossing points (bridges and other elements). Objective: minimise distance, improve connection.



### 3. Amenities and services

Definition of large-scale amenities and public and/or community services.

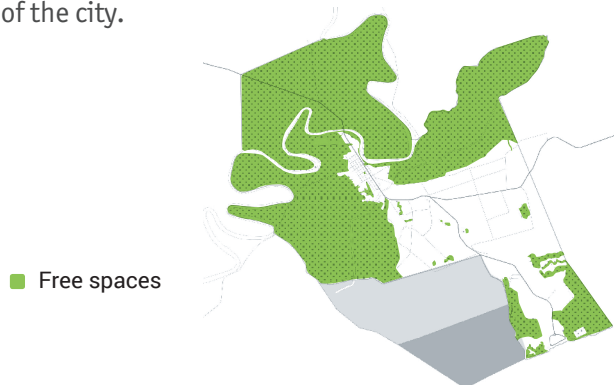
If their locations are known, they are directly drawn on the map; if not, a circle is drawn whose radius will correspond to the area within which the service will be provided.



## 4. Open Spaces and Green Spaces

Definition of the system of open spaces (channels, ecological corridors, natural spaces, green areas and other spaces) and their relationship with the environment.

This is the natural/environmental dimension of the city within its territory; it sets limits for urban development and represents the ecological potential of the city.



## 5. Radius and Line – Compactness

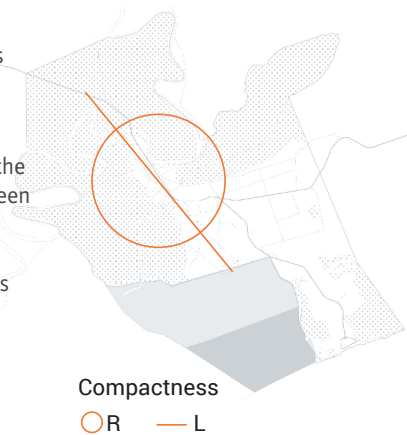
The morphology and compactness of the city

The radius and the line give an idea of the proximity and/or distance of the existing services. They measure the form of the Base Plan.

**R = Radius.** This relates to a circle which includes approximately 70% of the urban population.

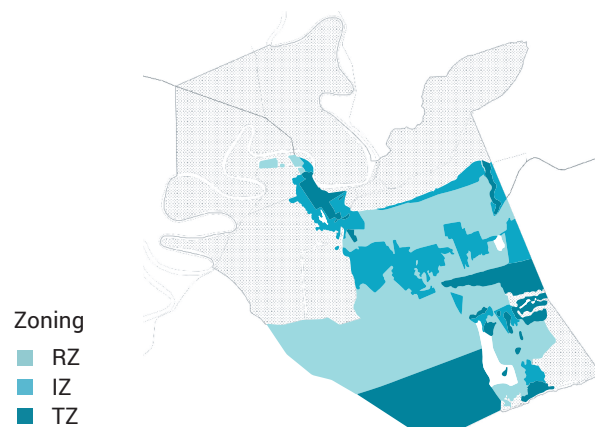
**L = Line.** This measures the maximum distance between the furthest points in the current urban area (which includes buildings that are not more than 200 metres apart)

Both values are expressed in kilometres (km)



## 6. Zoning of actions

The definition of zones of urban regulation (norms), urban improvement and urban transformation (plans).



**RZ = Regulation zones.** These are already consolidated or have stable urban uses. They must be regulated according to a series of conditions to be developed in the medium/long term based on urban norms/regulations.

**IZ = Urban improvement zones.** These are subject to urban improvement.

**TZ = Urban transformation zones.** These are areas that have to be transformed/renewed/rehabilitated/revitalized and/or regenerated through more specific second-level plans.

All measurements are expressed in hectares (ha) or square metres (m<sup>2</sup>). Where appropriate, the number of houses is also included.

## 7. Risks (transformation)

Within the transformation zones, it is possible to draw areas affected by immitigable risks (floods, earthquakes, landslides and others) which cannot be developed for urban uses or destined for human settlement.

## **The Base Plan at the local level**

The Base Plan is an academic tool that enables us to understand local strategies and plans from a territorial perspective. The plan can be understood as a fundamental right of local citizens which makes it possible to discover and understand the urban territory. This information allows a better structuring of community and local government action during the participatory processes.

In the decision-making processes at a municipal level, as well as passing local budgets, regulations are passed relating to the use of urban land and urban planning decisions are also taken. Consequently, it is crucial to train members of the municipal council in how to use urban maps and plans. Communication between citizens, academics and local governments can produce a major qualitative improvement if urban plans and maps are used in a transparent way.

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## **Exchanging experiences and positioning at a global level**

The exchange of experiences and knowledge between local and regional governments and with their communities, through the use of global tools, enables the establishment of a more precise and evidence-based debate relating to intermediary cities and one based on a territorial approach. This also permits the transfer of previously-learned lessons, about such issues as urban policies applied in other regions or countries.

## **The Base Plan and multi-level governance: relations with regional and national governments**

The city's Base Plan is an additional tool which enables us to visualize developments and to compare and classify the city on the basis of its conditions, needs and opportunities. With basic data, cities and their associations can structure and negotiate development policies that are more appropriate to their individual realities.

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## **Partnerships, funding and investment**

The Base Plan can help to increase the profile of intermediary cities as it is a tool that makes it possible to territorialize the city's challenges and opportunities with respect to other actors as it presents a scenario for specific policies and investments affecting the territory.

**The Base Plan as a tool for municipal decision making and the development of local policies**

*"The smaller municipalities tend to lack trained technicians. We therefore need to train our technicians and provide them with the competences needed to develop plans. It is only then that we can think about introducing tools, like an inclusive property register, which are fundamental for the management of urban growth."*

**Eduardo Nogueña**  
General Secretary of ANAMM

*"Many of the intermediary cities that form part of UCLG are currently facing rapid urban growth. In addition to instruments for the long-term zoning of land uses, we also need to promote planning to ensure that political priorities are contextualized in our territories."*

**Mohamed Sefiani**  
Mayor of Chefchaouen and President of the UCLG Forum on Intermediary Cities

*"We understand territory as the basis of specific collective identities, including problems and potentials that require a specific approach. In small and intermediary cities, Base Plans present an opportunity to improve the coordination between local and regional governments as they make it possible to illustrate innovative strategies and transformation of the territory"*

**Antonio Bonfatti**  
Ex-governor of the Province of Santa Fe, Argentina

*"All politicians must be able to properly understand the two fundamental tools: the urban plan and municipal budget. It is based on this information that local leaders have the capacity to take decisions."*

**Marco Swart**  
CEO of Swakopmund, Namibia

Document by:



Since 2010, the UCLG learning agenda and the UNESCO chair have partnered to identify new methodologies and concrete local and regional governments experience that can enrich municipal governance. This cooperation led to the development of the "Plan Base" methodology, which functions as the basis of numerous approaches to improve the local implementation of the SDGs (Sustainable Development Goals). [www.baseplan.udl.cat](http://www.baseplan.udl.cat)

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