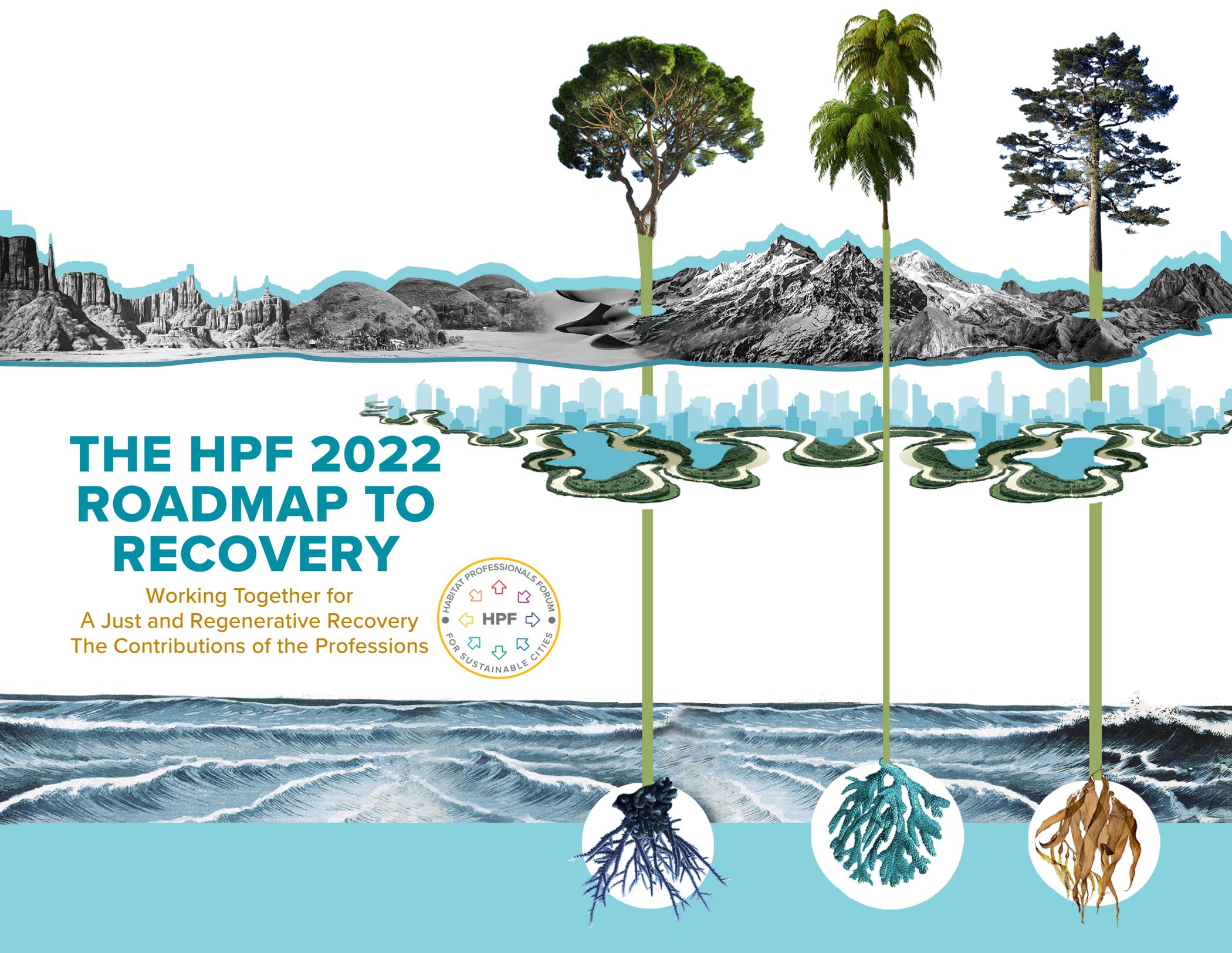# THE HPF 2022 ROADMAP TO RECOVERY

Working Together for
A Just and Regenerative Recovery
The Contributions of the Professions

HABITAT PROFESSIONALS FORUM

HPF

FOR SUSTAINABLE CITIES

The Habitat Professionals Forum

This **Roadmap** has been prepared by the UN's **Habitat Professionals Forum (HPF)**. The **HPF** is the affiliation of international and regional associations whose combined professional expertise is central to promoting and achieving sustainable urban development. Its members are independent, non-profit and non-governmental organisations.

The *HPF* supports the UN-HABITAT in providing the breadth of expertise and depth of experiences required to implement the UN-Habitat Agenda for sustainable urban development, as set out in the UN Habitat's Sustainable Development Goals (SDGs) and the New Urban Agenda (NUA).

- AdP-Villes en développement
- African Planners Association (APA)
- Association of Urbanistic Jurisprudence (AUJ)
- Commonwealth Association of Architects (CAA)
- Commonwealth Association of Planners (CAP)
- Commonwealth Association of Surveying & Land Economy (CASLE)
- Consortium for Sustainable Urbanization (CSU)
- Eastern Regional Organization for Planning and Human Settlements (EAROPH)
- European Association of Geographers (EUROGEO)
- European Council of Spatial Planners (ECTP-CEU)
- Global Planners Network (GPN)
- Iberoamerican Federation of Urban Planners (FIU)
- International Association for Urban Development (INTA)
- International Council on Monuments and Sites (ICOMOS)

- International Federation of Consulting Engineers (FIDIC)
- International Federation of Landscape Architects (IFLA)
- International Federation of Surveyors (FIG)
- International Federation for Housing and Planning (IFHP)
- International Real Estate Federation (FIABCI)
- International Society of City and Regional Planners (ISOCARP)
- International Union of Architects (UIA)
- International Water Association (IWA)
- Metropolitan and Territorial Planning Agencies Global Network (MTPA-gn)
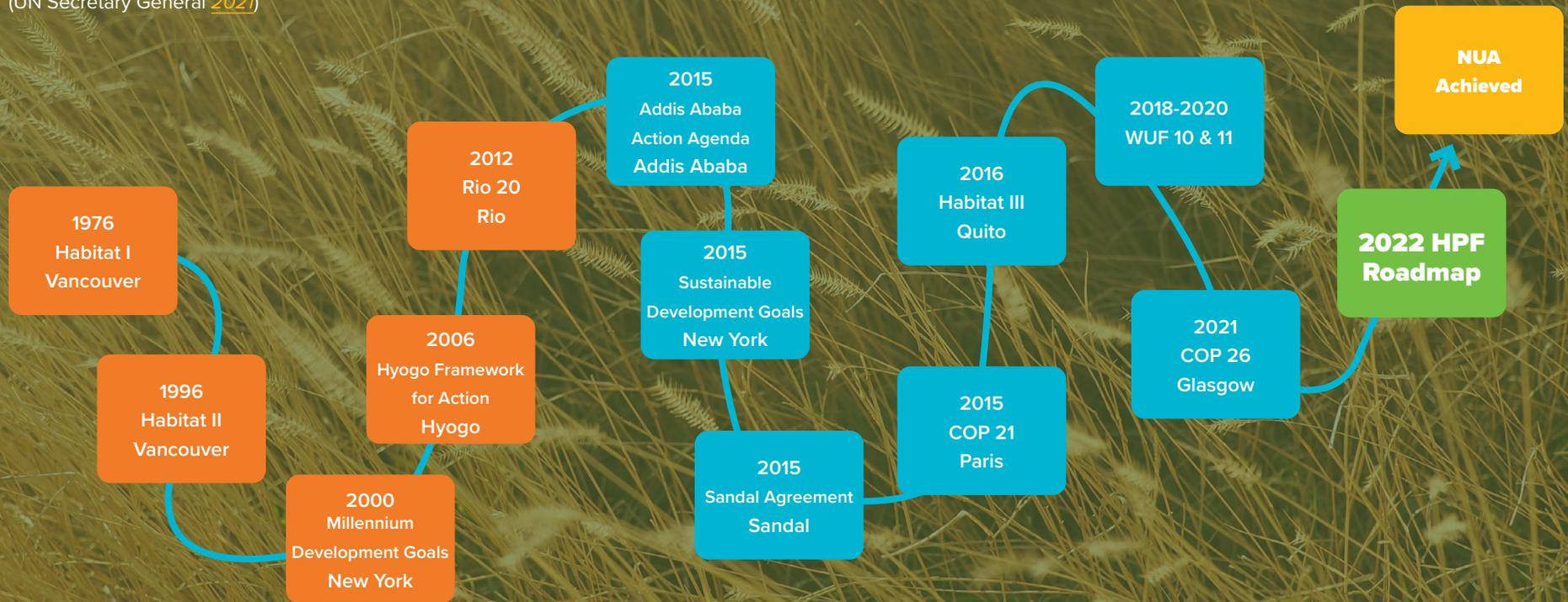- Women in Informal Employment Globalizing and Organizing/Inclusive Cities (WIEGO)

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Introduction

From COVID-19 to climate disruption, from racial injustice to rising inequalities, we are a world in turmoil.
(UN Secretary General *2021*)

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New York

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for Action
Hyogo

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2015
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Action Agenda
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Quito

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2021
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Glasgow

**NUA
Achieved**

**2022 HPF
Roadmap**

*Our Struggle for Global Sustainability
will be Won or Lost in Cities.*
(UN Secretary General *2021*)

The Global Challenge

The existential threat of climate change has been exacerbated by ongoing global disruption caused by the pandemic. These challenges have been compounded by international conflict occurring in numerous regions, and the overarching impact of climate change. Their combined effect threatens the hope for the UN Sustainable Development Goals (**SDGs**) and their delivery through the New Urban Agenda (**NUA**). Although the NUA is internationally agreed, progress in applying its principles has been too slow. Even greater urgency must be therefore given now by governments to the implementation of the NUA. The question is:

"If we know what needs to be done, why are we not doing it?"

This **Roadmap** seeks to address this question by setting out an action plan that strengthens the resilience of our villages, towns, cities and regions to both ongoing and new global shocks. Although it was initiated in response to disruption caused by pandemic it is as relevant to post conflict and disaster recovery.

We must work beyond boundaries spatially, visually, ecologically, and economically, working across institutional silos, disciplines, and sectors. Therefore this **Roadmap** seeks to harness the full potential of the cross-disciplinary community of **HPF** professionals, in providing relief, recovery and reconstruction wherever it is needed. It proposes professional support ranging from direct engagement with local communities to mobilising international professional support where need is greatest.

The **Roadmap** is a call to governments at all levels that if they truly want to deliver a sustainable and just future for citizens and a healthy regenerative world, they must provide the political push for us to do the job. We stand ready.

The Post-Covid Urban Impacts

The pandemic has been regressive in its impacts. The pressure to recover quickly and return to "business as usual" would however be a huge error. COVID-19 has laid bare long-standing inequities faced by people around the world. Inequality in gender, race, and disability have come to the fore. Gaps in healthy life expectancy and opportunity have deepened. The recent progress that has been made in reducing poverty and in improving living conditions in the most vulnerable communities has been put risk.

The spatial impacts of Covid-19 have exposed the deep-rooted inequalities both within and between nations. This has been demonstrated in vaccination rates, with a ten-fold difference between the richest and poorest countries. Cities have been most affected by the pandemic, compounding their existing challenges, and creating *one billion* slum dwellers. The pandemic is reshaping towns, cities, and regions. If urban and territorial planning is to make its contribution to recovery and long-term regeneration, there must be much greater clarity about what traditional assumptions need to be challenged.

An age of radical uncertainty has been created which calls out for a **Roadmap** that leads the way to just and regenerative recovery. A **Roadmap** based on transformative policy, education, guidance, and action.

The **Roadmap** therefore addresses the challenges for the future planning of cities, towns, and regions if urban planning is to be human-centred, in terms of:

- The need to give greater urgency to embedding the New Urban Agenda;
- The specific spatial impacts of the pandemic of towns, cities and regions; and
- The need to be better prepared for future global shocks.

The Roadmap

This Roadmap provides a framework for enabling healthier, more resilient and regenerative communities in all Recovery Plans by;

- Illuminating the vital contribution that territorial planning and design can make to Recovery;
- Illustrating the need and potential for more effective interventions; and
- Identifying the system-changes needed to recover not only from the current pandemic but also to provide resilience to future 'global shocks'.

The Roadmap identifies where there is a need for better national urban policies, urban planning and design and urban legislation and regulations. In doing so it has direct relevance to the findings and recommendations of the *UN's Quadrennial Review* on the progress in the implementation of the New Urban Agenda. This is set out in more detail in the Background Report.

The Roadmap has four components.

1. An Executive Summary of the Roadmap included in this report, which is set out fully in Parts A & B of this document.
2. Part A of the Roadmap sets out propositions to tackle the general challenges to the NUA created by the combined impact of the pandemic, climate change and international conflict.
3. Part B of the Roadmap develops the propositions in Part A in the context of key themes.
4. The Roadmap *Background Report* which sets out, in a separate web-based report, in more detail the reasoning and evidence that supports the Propositions in the Roadmap

Executive Summary

The HPF Roadmap sets out 22 Propositions to change the way we plan and manage our cities and regions, and to make them fit for purpose in the Post-Covid World.

If acted upon, these Propositions will help align the separate and disparate actions of government at all levels and link policies to delivery mechanisms. These Propositions are underpinned by the following:

1. A Refreshed Commitment to a Shared Vision

The HPF-Roadmap calls for a political re-commitment to the New Urban Agenda (NUA) through a Global Urban Re-Start Campaign to re-engineer existing urban areas to strengthen their resilience to potential future global shocks, adapted to the post-Covid norms, integrate far better with the natural world and climate-friendly.

2. Going Local

The HPF-Roadmap calls a Framework of Participatory Democracy to restore local trust in civic governance, and re-empower communities. This requires a renewed set of principles for Urban Social Justice and Human Rights that safeguard the rights of individuals in shaping the future of the communities, and counter the centralisation of powers created by the short-term responses to the pandemic.

3. Establish Tests of Real Progress

The HPF-Roadmap calls for the prioritising of Outcomes not Outputs through National Outcomes Frameworks that set out clear meaningful targets for measuring real progress and bridge the current chasm between policy rhetoric and practice, and failure to monitor action.

4. Scale up the Capacity for Action

The HPF-Roadmap calls for the creation of professional NUA-Task Forces and linked national and regional UN-Habitat Knowledge Hubs harnessing the power of New Technologies: to enhance institutional capacity for effective engagement, service delivery and networking.

Part A: General Propositions

Institutional Capacity for Change

- **Proposition 1:** A Renewed Commitment to the New Urban Agenda.
- **Proposition 2:** Remedying the Poor Coverage of up-to-date Plans
- **Proposition 3:** Greater Engagement with Communities in line with an International Framework of Participatory Democracy.
- **Proposition 4:** Promoting More Effective Strategic Planning through a framework of best practice.

Responding to the Spatial Impacts of the Pandemic

- **Proposition 5:** Progress in Implementing the New Urban Agenda through National Monitoring Reports.
- **Proposition 6:** Responding to the 'New Post-Covid Norms' through the review and up-dating of existing urban and territorial plans.
- **Proposition 7:** Prepare for future Global Shocks, especially in the most vulnerable communities through a Global Urban Re-Start Campaign.

Re-tooling Planning Systems

- **Proposition 8:** Equitable Access to Professional Resources with NUA-taskforces to assist and support those without or lacking resources.
- **Proposition 9:** Transforming Planning Outcomes: guided by National Outcomes Frameworks.
- **Proposition 10:** Harnessing the Power of New Technologies through linked national and regional UN-Habitat Knowledge Hubs.

Part B: Thematic Propositions

Landscape, Identity and Culture

- **Proposition 11:** Build Landscape Capacity through the integration of landscape into the work of all built environment professionals.
- **Proposition 12:** Harness Landscape in the delivery of the NUA through the assessment of long-term and inter-generational impacts of urbanization.
- **Proposition 13:** Integrate Landscape in Decision-making by systematically embedding the landscape dimension in all programmes and policies of compliance procedures.
- **Proposition 14:** Provide International Leadership through an International Landscape Convention (ILC).

Architecture

- **Proposition 15:** Learn from COVID about the health and wellbeing contribution that urban and regional design and architecture make.
- **Proposition 16:** Integrate Architecture into the implementation of the NUA.
- **Proposition 17:** Future-skilling to tackle dysfunctional built environments to make them more resilient, climate-friendly and better integrated with natural systems.

Urban Design

- **Proposition 18:** Promote the Contribution of Urban Form and Design to Recovery through a NUA Urban & Regional Futures Campaign.
- **Proposition 19:** Manage Future Megacities through a more strategic collaborative process.
- **Proposition 20:** Meet the challenge of 'Going-local' through new metrics of success based upon the health and well-being of communities.

Culture and Heritage

- **Proposition 21:** Secure the Future of our Heritage by promoting its wider value and financial stability.

Human Rights and Urban Legislation

- **Proposition 22:** Refresh Urban Law systems based upon an integrated vision of Social Justice and Human Rights.
- **Proposition 22a:** Establish a juridical basis for the urban planning of human rights with minimum standards and guarantees of rights.
- **Proposition 22b:** A vision of Legal Urbanism for confronting future human settlements crises to be, based on the rights to life, health, food, water, access, housing and participation.
- **Proposition 22c:** A Legal Framework for Urban Social Justice to be adopted and promoted by the UN Habitat and HPF Partners in accord with resolution 45/86 of the UN General Assembly.

A | General Challenges

Part A of the Roadmap therefore sets out 10 propositions for urban and regional territorial planning and design in the wider context of the emerging longer-term impacts of the pandemic and an Agenda for Action.

The pandemic has accelerated changes and created 'new norms',
which need to be built into planning processes, methodologies and policies.
This is based around the following key issues:

- The need to enhance institutional capacity to deliver transformative change to meet challenges;

- Responding to the challenges in cities and sustainable urbanisation posed by Covid; and

- Remedying the weaknesses of the current planning systems to adapt to and manage change.

Context - The Need for Change

The Challenge

The existential threat and real time impacts of climate change have been heightened by the ongoing 2020 pandemic, and current international conflicts. This cocktail of challenges has accelerated mega-global trends including increasing poverty, cultural degeneration, and mass migration, as highlighted in the ECTP-CEU 2020 _Re-start Declaration_. This has made it even more challenging to deliver sustainable urbanization.

The pandemic is already impacting on the shape of villages, towns, cities and regions, while increasing social, environmental, and economic inequalities. The inequality between urban and rural living conditions has increased (_OECD_). The principles in the NUA are now even more critical to a just and regenerative global recovery. The delivery of the NUA therefore now has added urgency.

The global disruption has also created a once in a generation opportunity to renew national ambitions, to promote local empowerment, increase the resilience of communities, and address unjust and inequitable situations in new ways. It has also highlighted the interdependence of urban and rural systems – the New Urban Agenda is not just a metropolitan issue. Nor are rural areas and communities mere providers of urban ecosystems services. The opportunity for

change has been given extra impetus to harness the potential of the fourth industrial revolution (IR4.0) for a just and regenerative transition to a zero-carbon economy. This requires a paradigm shift in thinking and must avoid a return to and reliance upon 'business as usual'.

We must learn from the past fifty years and look to the needs of generations over the next fifty years. We must build on past successes, most importantly, not repeat and where possible fix the mistakes of the past. New models of urban and territorial development are needed, for example, economic and heritage resilience.

The Roadmap sits at the intersection of all these social, environmental, economic, and aspirational goals and objectives.

The Roadmap Response

The pandemic has created radical uncertainty, but was not a one-off event. Key lessons are that policies can no longer be trend-driven but based on core values and goals. It must address unsustainable patterns of consumption and production and have a greater focus on wellbeing. To recover from the pandemic interventions must be led-locally and supported-centrally. There must be a presumption in favour of local empowerment, with activities, wherever possible, undertaken locally or on a regional basis.

In the light of these challenges, this Roadmap seeks to accelerate the implementation of the internationally agreed principles set out in the NUA. In doing so the Roadmap also considers the key recommendations from the UN's own review of NUA implementation progress (refer to the Background Report). The following sections of the Roadmap therefore set out the responses required to three over-riding challenges to sustainable urbanization as we plan to recover from the pandemic:

- To create the institutional capacity and support for transformative change;
- To respond to spatial pandemic impacts; and
- To re-tool planning systems to be able to deliver sustainable urbanization.

A.1   The Institutional Capacity for Change

Renewed Commitment to the NUA

If urban and territorial planning and design are to contribute fully to Recovery Plans, there needs to be a radical improvement in the level of institutional capacity, and a genuine and demonstrable commitment to change. Even where there is a regulatory system, policies have not comprehensively and demonstrably embedded the principles of New Urban Agenda (NUA).

A renewed commitment to the New Urban Agenda, in support of the SDGs, and Paris Accord, is essential not only because the pandemic has heightened the problems of urban development but also because it has made the proposed action in the NUA even more urgent. This is needed to bridge the gap between the official rhetoric by the NUA signatories and the transformative action that should have flowed from that commitment.

Proposition 1: Renewed Commitment to the NUA
The Habitat Professionals Forum urges National governments to recommit to New Urban Agenda and reconfirm its principles in the light of COVID and COP26.

Remedying the Poor Coverage of Up-to-date Plans

A high proportion of new development is unplanned. This challenge is heightened by the fact that over a billion people live in slums or informal settlements where there is no planning. This is further exacerbated by global refugee crises. New methods of planning, well adapted to the needs of the poor should therefore be developed.

Proposition 2: Remedying the Poor Coverage of Up-to-date Plans
The HPF partners will work with the UN-Habitat to carry out an assessment of the current state of plan coverage in order to:

- Establish priorities for action in relation to the NUA goals and the rate of urbanization; and
- Develop further policy guidance on the planning informal settlement planning, particularly in terms of mitigation and adaptation to climate change.

Greater Engagement with Communities

Stakeholders and the professions must engage communities in the delivery of the NUA and a just recovery from the pandemic. National and local recovery plans must have citizen support. There must be a presumption in favour of local empowerment and participatory democracy in urban and territorial planning and design. Recovery must be nationally guided and locally-led. It is therefore proposed that the existence of participatory planning processes should be a condition of access to funding from international and national development agencies.

Proposition 3: Greater Engagement with Communities
An International Framework of Participatory Democracy in spatial planning is required to support of the delivery of SDGs and the NUA. In support of this, the Habitat Professionals Forum will collaborate with other partners in promoting this action.

Promoting more Effective Strategic Planning

The capacity to make strategic decisions is essential in managing local and regional cross-border economic, social, and environmental relationships. Currently, this capacity is generally lacking except at a national level. This is exacerbated by the fact that few countries have up-to-date national spatial frameworks despite their NUA signatory commitments. This is linked to the wider legislative issues discussed in Proposition 22.

The preparation of integrated inter-jurisdictional national and subnational spatial frameworks, whether statutory or non-statutory, is therefore a priority. Ideally, this should link plan-making to plan-delivery (e.g. through linking funding regimes to the existence of an approved strategic spatial plan).

Proposition 4: Promoting More Effective Strategic Planning
International and national funding regimes should be linked explicitly to spatial policy frameworks and their consistency with the SDGs and the principles in the NUA. The HPF Partners will work with the UN-Habitat to establish how a framework of best practice for promoting more effective strategic planning can be drawn up.

A.2 Responding to the Spatial Impacts of the Pandemic

The Challenge

The global shock of the pandemic has challenged the future of cities, towns, villages and regions in terms of its spatial impacts. These include for example:

- New business and trading relationships;
- The vulnerability of sectors e.g. tourism;
- Changing home-work travel patterns; and
- The resilience of urban structures.

This requires policies and programmes to not only to embed of the NUA, but also to be updated to respond to the 'new norms' of behaviour and build in resilience to future global shocks.

Implementing the New Urban Agenda

The NUA demonstrates how spatial planning and urban design can help implement the wider internationally agreed SDGs and on Climate Change. However, there is limited evidence of progress since so far only 26 *Member States* have prepared NUA monitoring reports. This is in part related to the unequal access to professional support (see Proposition 8). Provisional monitoring reports could be prepared with support from recognised international professional bodies or think tanks (e.g. GPN, ISOCARP, or the Lincoln Institute of Land Policy) with support from national institutions (e.g. FNAU-MTPA) and local academic bodies.

> ***Proposition 5: Progress in Implementing the NUA***
> The Habitat Professionals Forum calls upon all nations to demonstrate their progress in implementing the NUA through NUA National Monitoring Reports. The HPF calls for support for nations with limited professional capacity to undertake this work.

Responding to the 'New Post-Covid Norms'

The impact of the pandemic shock on urban economies and social conditions in reshaping village, towns, cities and regions is well documented, for example in the following reports Resilient Cities by the *OECD* and Socially Distanced Cities by *CASA*. It is accelerating changes, for example, about the relationship of home and work, the role of city centres and urban green space. It has also shortened supply chains, and highlighted the need for better integration of urban and rural policies. These are creating 'new norms' of behaviour that need a reassessment of the basis of planning assumptions.

> ***Proposition 6: Responding to the 'New Norms'***
> The application of the international Guidelines on Urban and Territorial Planning, by Governments, must take account of the implications of the 'new norms' of economic and social behaviour and review the assumptions underpinning existing urban and territorial planning.

Preparing for Future Global Shocks

The pandemic has highlighted the vulnerability of urban systems to global shocks. Future global shocks, both man-made and from natural disasters, will further test the resilience of existing urban structures, services and processes. This requires a twofold response.

The first requires resilience to be given greater priority in policies to provide housing, health and security in planning for an additional billion urban dwellers expected over the next decade, as set out in the NUA.

The second and more pressing response must be to address the unequal vulnerability of the existing 6 billion population to the unavoidable impacts of climate change, in addition to those made homeless by conflict.

Proposition 7: Preparing for Future Global Shocks
The Habitat Professionals Forum urges towns, cities and regional governments to promote a locally delivered Global Urban Re-Start Campaign to give greater priority to the retrofitting and re-engineering of towns cities and regions to ensure a safe and resilient future for the most vulnerable communities.

A.3 Re-tooling Planning Systems

The Challenge

The New Urban Agenda sets out what needs to be done to promote sustainable urbanisation. This is supported by the Action Framework for the Implementation of the New Urban Agenda (*AFINUA*) and the International *Guidelines* on Urban and Territorial Planning). It has also been reflected in regional initiatives, for example the Commonwealth '*Call to Action*' and ECTP-CEU *Restart Manifesto*. We know what needs to be done, but the progress is undermined by key weaknesses in current planning systems. The following sea-changes in planning practice are therefore needed.

Equitable Access to Professional Resources

If there is not the professional capacity locally 'on the ground' to undertake the work, change will not be delivered. Equitable access to professional resources is therefore a pre-requisite for global recovery. Research by the Commonwealth Association of Architects *Report* however shows that there is a lack of sufficient professional capacity, especially in the most vulnerable communities and nations. This is of great concern since 90% of future urban growth will be in countries with limited professional resources. This is critical and needs to be addressed. Poorer and disadvantaged countries and regions must not be left to struggle.

The HPF therefore proposes that as a matter of urgency that NUA-Taskforces are established, drawing on professional experience of disaster response to tsunamis, terrorist attacks and natural disasters, e.g. east Africa, Central America, Pacific islands, Bangladesh and Eastern Europe. These could be hybrid organisations (combined on-the ground and virtual) and involve fresh approaches, for example, the use of new technology (refer Proposition 10)

Proposition 8: Equitable Access to Professional Resources
The Habitat Professionals Forum supports the creation of NUA-Taskforces (combined on-the ground and virtual organisations) which draw upon the professional capacity from better resourced countries.

Transforming Planning Outcomes

Most plans (where they do exist) have policies and programmes that are generally too short-term, under-resourced and sectoral (not integrated). A just and regenerative recovery must be place-based and must seize the opportunity to establish measurable outcomes linked to the SDGs, being seen as a catalyst to achieving the SDGs. These should be set out in 10-Year National Outcomes Frameworks. These will require open-source trusted and continually updated data systems.

Proposition 9: Transforming Planning Outcomes:
The UN-Habitat with its HPF partners should develop guidance on preparation of National Outcomes Frameworks and establish collaborative data systems and virtual platforms to inform these.

Harnessing the Power of New Technologies

There are key opportunities created by the geospatial and big data revolution. Shared on-line 'tools can empower communities, as illustrated by the *GLTN* Professional Cluster in tackling the key issues of land tenure & property rights. A UN-Habitat sponsored 'Knowledge Hub' would enable better access to accurate, reliable and shared open data, and contribute to the Recovery Plans.

Proposition 10: Harnessing the Power of New Technologies

The Habitat Professionals Forum will support the creation of linked national and regional UN-Habitat Knowledge Hubs to provide better access to available data; accelerate the use of smart technologies; and develop big data sources in order to:

a. Develop key indicators for planning and urban management particularly for health facilitated by integrated geospatial data systems;

b. Give priority to better spatial and real time data e.g. social imbalances, environmental impacts, transportation systems and local development; and

c. Use smart technology for more inclusive forms of governance and better service delivery to ensure no one is 'left behind'.

B | Thematic Responses

Part B of the Roadmap develops the propositions in Part A in terms of a further 12 detailed propositions.

The NUA recognises the critical role of urban form in
- delivering sustainable and regenerative urbanization,
- raising the quality of life and wellbeing of existing communities; and
- shaping a sustainable and just future for towns and cities,

if they are to be able to accommodate the projected additional 2.5 billion people by 2050.

The following thematic responses are therefore proposed in Part B of the Roadmap.
- Landscape, Identity and Culture
- Architecture and Urban Design
- Cultural and Natural Heritages
- Human Rights and Urban Legislation

B.1 Landscape, Identity, & Culture

Landscape Contribution to the NUA

The landscape is critical in tackling the accelerating climate emergency, pollution, urbanization, food and water security and loss of biodiversity. Yet landscape still continues to be a blind spot in regional economic strategies around the world. Currently, landscape is becoming detached from the fabric of our lives, from our experience, the stories and myths, memories and celebrations that make up a sense of place.

This Roadmap for a just and regenerative recovery therefore embeds a new perspective on the contribution of landscape to social, environmental and spatial justice across all seventeen Sustainable Development Goals (SDG).

This new perspective, embracing culture and identity, is important to understanding the complex interrelationships of the critical global challenges we face, and the extent to which this renewed understanding of landscape can help us deal with them, at scale.

The NUA highlights the importance of protecting 'natural' landscapes. This must not be interpreted as a focus on this singular landscape goal. This would fail to recognise that natural systems 'don't stop where the buildings start' and that to address the global challenges requires 'resuscitating' our landscape. It has been wounded and has been put at risk by the cumulative impact of continuous incremental change and exploitation. This needs to be said loudly and made more explicit in the implementation of the NUA. Landscape must no longer be an 'add-on' to planning and design decisions.

There has been a profound loss of knowledge about its material, physical qualities, its cultural and ecological significance, and immense ecological and restorative capacity. We have lost an important connection with the landscape and the need to promote harmony with nature, reflected in emerging concepts Mother Earth and the Rights of Nature.

It is rarely properly acknowledged that landscape is the vast infrastructure upon which we all depend. The environmental services it provides us are vital to our existence and prosperity.

Box A: Landscape & the New Urban Agenda
Principles for Harnessing the Landscape (Summary) The contribution of a landscape perspective to international and regional commitments including the SDGs and New Urban Agenda:

- Making Quality of Life & Environment the priority;
- Environmentally and culturally productive and regenerative use and care of All Land and Water;
- Engaging communities, especially the young, in the Climate Agenda focusing on transformative actions
- Seeing the Bigger Picture by crossing and collaborating silos and boundaries;
- Creating Community Resilience through land and water-based culture, identity, stewardship and replenishment
- Connecting policy & practice in finance and governance;
- Learning from indigenous cultures;
- Use of expertise to re-imagine the landscape;
- Shaping Community pride, confidence, & physical and mental health.

Source: _K. Moore_

Building Landscape Capacity

The importance of landscape to each of the SDG's has been *illustrated* from across all continents, and is summarised in Box A on the previous page. The importance of landscape has been increased by the impact of the pandemic. However, recovery is not just a question of redevelopment dealing with urbanization or providing more "nature" in towns and cities. It is a question of resuscitation, a need to urgently improve the health of the land, waters and air, the health of communities, their identity, civic pride and resilience, to address all of the global challenges. These goals are expanded in the following three Propositions.

Proposition 11 Building Landscape Capacity

The HPF call upon all built environment and associated professionals to embrace a new, cross-disciplinary, cross-silo agenda to ensure that landscape and the promotion of *harmony with nature* are integrated into the implementation of the NUA and to build capacity for a landscape perspective at scale to address the challenges ahead. In order to build this capacity, all development decisions must be informed by and integrated with landscape considerations, and applied with consistency.

Harnessing the Landscape and the NUA

The recommitment to the NUA, called for in Proposition 2, is also needed to deliver a paradigm shift based around valuing landscape. This needs to be based on resuscitating, improving and caring for the environment, the productive and regenerative use of land, addressing the Climate Emergency and engaging and empowering communities. Landscape is also key to remedying the artificial policy urban-rural divide, in particular through its place-making approach, reducing inequalities and addressing food security.

We need to see the 'Bigger Picture', create community resilience, engender pride and confidence by connecting policy and practice. We need to work beyond boundaries spatially, visually, ecologically and economically, working across institutional silos, disciplines and sectors. We need to work together, combining our knowledge, skills and experiences, embracing our differences in the mix.

This 'Bigger Picture' needs to be built into aspirations, visions, strategies, institutional structures and measurable outcomes, innovative governance and financial models. It requires greater geographic

sensibility, context-sensitive knowledge and expertise to inform the planning, development, transformation and assessment of sustainable urbanization.

Proposition 12: Harnessing the Landscape in the Delivery of the NUA

The implementation of the NUA requires the following principles to be incorporated into regulatory systems:

- Assessment criteria based on 'strategic fit' with inter-generational spatial visions, implementation and impacts;

- Guidelines that allow decisions to reflect spatial physical, material and cultural context and the capacity of the landscape to address global challenges; and

- New metrics to reflect values around environmental, institutional working and innovative governance and financial models

Integrating Landscape in Decision-making

New ways of working are required that integrate landscape into decision-making. This needs to be based on interdisciplinary and cross professional working, focused on innovation, new solutions and civic duty rather than competition between the professional disciplines, assumptions of leadership, ownership, power, control and command of the biggest fee – i.e. seeing the bigger picture.

Proposition 13: Integrating Landscape into Decision-making

Urban and territorial plans should include guidelines for protecting, caring for and, where necessary, resuscitating the landscape of the whole territory, including inland water and marine areas. The plans should be prepared in line with principles that:

- Lead to higher-quality protection, management or planning proposals and programmes.

- Systematically include the landscape dimension in all policies that impact on the quality of a territory, including the economic impact of a better quality of life.

- Link to the programmes and policies of implementation agencies;

- Require and support administrative horizontal and vertical integration;

- Support and ensure public participation in the formulation, implementation and monitoring of policies, strategies and programmes;

- Require compliance with the imperative to improve landscape quality, have no adverse impact, and to be place-appropriate.

Providing International Leadership

The HPF partners support the IFLA call for an international Landscape Convention (ILC) for spatial, environmental and social justice. This is needed to galvanise support and encourage political and community action to recognise the capacity and power of landscape to deal with the increasingly urgent global challenges faced by society.

Proposition 14: International Leadership

An International Landscape Convention (ILC) should be prepared and adopted to help the development of policy thinking around the SDGs goals and accelerate the delivery of the NUA. The HPF Partners will support the IFLA initiative to establish an ILC through use of established networks in the global community, to secure political and institutional support and funding.

B.2 Architecture & Urban Design

Context

The disciplines of Architecture and Urban Design are at the heart of every element in human habitation. The pandemic has highlighted this strong inter-connectedness of things, including how physical and mental well-being is related to both crowding and mobility. Induced inactivity and isolation have only compounded the existing scale of environmentally-related illness and deaths globally – currently estimated as accounting for about 1 in 4 deaths each year.

The very essence of planning and design, influences, controls and, often, even dictates the resultant effects on health and safety. They have the potential to shape the lives of the poor, have an influence on energy consumption, infrastructural development and sustainability of cities.

The Roadmap therefore seeks to harness the power of architecture and urban design to the benefit of the poor and disempowered peoples, and be inextricably linked to the SDGs, particularly on energy consumption and , sustainability, an increasingly now with added emphasis on the health and well-being of those who live in our towns, cities and regions.

Learning from COVID

The overwhelming truth to be drawn from the pandemic is that all design skills and experience must now be applied to the full in protecting and developing community health. Relying on restorative technologies and services is not a sound strategy for promoting good population health and wellbeing.

Urban and settlement design and architecture are critical to addressing health inequalities. There is now greater awareness of the principles of public health, especially the epidemiological triangle, and how public health principles can and should influence design.

The principles of the NUA therefore have not only become more important in the light of the impact of COVID but also have been made more urgent. Although the NUA does not give explicit recognition to the important contribution that urban design and architecture make to delivering health outcomes, it is embedded in its thinking. This needs to be made more explicit in its implementation

> **_Proposition 15 Learning from Covid_**
> More explicit recognition of the health should be given to the contribution that urban design and architecture can and should make in implementing the New Urban Agenda.

The Role of Architecture

The pandemic has highlighted the fact that if we are to achieve sustainable urbanization and be more resilient to future global shocks, we need a better understanding and appreciation of the factors in the design of indoor and outdoor environments to develop adaptable design guidelines and solutions.

Three key areas of action, in addition to the upgrading of informal and slum settlements, in which architecture will be a priority input for recovery are by:

- Establishing a presumption in favour of quality, based upon a test for new development – "Is the design good enough to approve not bad enough to refuse'.
- Challenging inherited design parameters especially as the concept of home has been redefined as a place of safety, work, childcare and education;
- Giving greater priority to the repurposing of the existing dysfunctional urban stock in view of the need to decarbonise, reclaim the public realm, and give greater consideration to disabled and older people.

Therefore, the architectural principles implicit in the NUA need to be given more explicit consideration in its application in order to deliver quality in design, a whole place perspective and the repurposing of existing urban areas.

Proposition 16 Architecture & the NUA

The role of architecture should be explicitly recognised in the implementation of the New Urban Agenda in addition to the current recognised role of urban design generally.

Future-skilling

The pandemic has stimulated a broader architectural focus. Health-oriented design has to transition from a focus on healthcare facilities to one of designing for health.

As identified in Proposition 8, there is however a critical *lack of capacity* in many countries, which are rapidly urbanising and are among the most vulnerable. There is a corresponding lack of educational and institutional capacity to grow the professional capacity fast enough to meet this shortfall. This is of concern because there is a perceived weakness in built environment policy in many countries in terms of standards, implementation and enforcement. It will be important to look at innovative ways to fill the

"capacity" gap as this is simply never going to be filled by conventional means, for example, by the creation of a new class of "para-professionals" (see Background Report). This will have implications for life-long architectural training. This includes learning from successful experiences of remote teaching and learning over the pandemic, to reach out to all. In addition, it needs a focus on design that protects our health, develops better health, or restores our health once it is impaired. This however requires better access to affordable educational and practice guidance as is being made available for example through the UIA *COVID-19 Information Hub*.

Proposition 17 Future-Skilling

The UN-Habitat should help build on and disseminate the work of Habitat Professionals Forum Partners to promote affordable educational and practice guidelines for the design, retrofitting and use of building types and public spaces, and to make them more resilient, climate-friendly and better integrated with natural systems.

Urban Design & the Pandemic

The core principles of urban design required to address the major challenges set out in Part A of the Roadmap are well established, for example in the NUA and the Guidelines of Territorial and Urban Planning.

These principles apply globally irrespective of scale of governance, geographic location or level of development. As highlighted in Proposition 6, the pandemic has shaken the foundations of many accepted tenets of urban design, in particular questions of mobility and urban landscape.

Urban mobility has been impacted in terms of the levels, modes and patterns of mobility. Although some of these will be short-term there will be longer term impacts. There are also new emerging norms of behaviour, in particular the acceleration of trends to remote or virtual activities, and increasingly dispersed household mobility patterns.

It is accepted that there is much uncertainty about the work-home balance after the pandemic, for example, a quest to live further away from congested areas, in the suburbs and beyond will reassert itself. These questions also relate to the need for a new landscape paradigm set out in Propositions 11-14.

What such towns and cities will look like is quite uncertain but it will be based on a very different blend of the traditional forces that have balanced centralisation and compactness against decentralisation and suburbanisation which have dominated cities since the automobile was invented more than 100 years ago.

The Impact of Urban Form on Recovery

Sustainable urbanization is based upon key 'conditionalities' without which cities merely become crowded not compact. These conditions , which are amplified in the Background Report, include:

- Supportive Infrastructure
- Urban Design to enhance and safeguard social capital, livability and access
- Building standards in terms of quality, comfort, 'smart' – ness and recycling; and
- Housing Choices in terms of personal control, affordability and values.

These still need to be part of making existing urban systems more resilient to future shocks has been highlighted by the pandemic, set out in Proposition 7.

Proposition 18: Promoting the Contribution of Urban Form to Recovery
The Habitat Professional Forum will support the UN-Habitat in a new campaign to promote the transportation, health and economic benefits of 'compact cities' and the need for decision makers to exercise a presumption against urban sprawl

Managing Future Megacities

There are expected to be over 40 megacities by 2030, some of which form part of sprawling 'meta-cities' of over 20 million inhabitants. These emerging mega-cities and regions are shaping the global economy and the focus of much of the new urban development.

The vast majority of the world's megacities are expected to be in the developing world, where there is extraordinary growth in its largest cities. In many regions, particularly countries in Asia and Africa, there has been little planning or development of infrastructure to keep apace of this trend. There has been a *concern* of the UN-Habitat for some time that the new megacities will be overwhelmed by burgeoning slums and the Millennium Development Goals will not be met.

The megacities also indirectly set the baseline for the standard of acceptable economic development. However, their scale, complexity and significant pose special planning challenges, over and above those experienced by all metropolitan regions. This normally requires special governance structures to deliver environmentally and socially sustainable urban development in these major areas of growth. This includes preparing spatial frameworks for existing and emerging global megaregions based upon a set of principles of accountability and deliverability, and collaborative models of engagement.

Proposition 19: Managing Future Megacities
The Habitat Professional Forum will work with the UN-Habitat to establish the principles for a more strategic approach to the sustainable development in the existing and emerging megacities.

Meeting the challenge to 'Go-local'

If the recovery from the pandemic is to be just and deliver sustainable outcomes, it will need to harness the benefits of creating places referred to as 'complete neighbourhoods'. These are not only compact, optimising urban densities, and well-connected but also provided with better local access to the goods and services needed in the daily life of all people of all ages and abilities.   This includes access to a range of housing, local stores and commercial services, quality public schools, public open spaces and recreational facilities, affordable active transportation options and civic amenities, the ability and space to grow food, and to access and be connected to natural areas . Therefore, in addition to the general need for National Outcomes Frameworks (refer Proposition 9), there is a need for local place-based metrics of success.

Proposition 20: Meeting the Challenge to 'Go Local'
The implementation of the NUA requires Guidelines on new metrics of success based upon the health of communities, strength of the local economies, and local resilience against climate change.

B.3 Culture & Heritage

Heritage & the New Urban Agenda

The New Urban Agenda recognises that sustainable urbanization depends upon harnessing culture and heritage as part of the required holistic approach to future development. Culture has the power to bring people together. It breaks down barriers, creates a sense of a shared and renewed identity. Heritage experts, such as ICOMOS, are mobilised to support to decision makers in this endeavour and has published *guidance* on the role of heritage in the implementation of the SDGs.

The Covid-19 crisis however has had continuing economic and social impact on the cultural sector and creative industries they provide. These key cultural and community industries need critical funding and support. Funding to maintain and restore monuments and sites and cultural landscapes, also requires continued support not just while the crisis persists but also after, as part of recovery.

The *research* has shown that the overall impact of Covid-19 has been adverse on all three interlinked components of our global heritage, including tangible, intangible and natural heritage. All these elements are key components of the post-crisis recovery process.

Tangible Cultural Heritage

The pandemic has been detrimental to tangible heritage because of mobility restrictions; social distancing and lockdown; and cuts of budget and the overdependence on international tourists. Sites with less formal status and recognition have been particularly vulnerable. This has also impacted the heritage communities and work forces. The re-establishment of on-site visits should be encouraged to attract local visitors and aim to reduce dependency on international visitors.

Intangible Cultural Heritage

The Covid-19 pandemic has had similar impacts on intangible cultural heritage and communities, and its means of transmission. This has been poorly integrated with the rapid digital transformation that occurred during the pandemic. Intangible heritage, more than anything else, is deeply related to in-person encounters. Policy-makers need to give greater recognition to the significant role of intangible cultural heritage in the wellbeing of communities, and in the Roadmap to recovery. The safeguarding of intangible cultural heritage must be integrated into short term support measures and into long-term policies and adaptations targeted at mitigation, reconstruction, and recovery.

Natural Heritage

In addition to the issues identified in the Section 4; Landscape, Identity and Culture, natural heritage resources and sites have also been impacted by the Pandemic. There have been in some instances short term positive outcomes for wildlife and protected areas, including the re-emergence of endangered species and the natural restoration of biodiversity. On the other hand, limited human access created by lockdowns has impacted some natural sites, as a result of unhindered deforestation, and an increase in illegal activities in the absence of security and rangers. These negative outcomes are less reversible than the short-term positive ones.

Securing the Future of our Inheritance

As part of strategies to tackle the impact of climate change and man-made and natural disasters policies to secure the future of our inheritance should also include action to:

- Avoid cutting heritage funds and jobs in the heritage sector:
- Re-establish on-site visits and education;
- Shift priority to attracting domestic visitors; and
- Give particular help to sites with less status and recognition.

The experience of the pandemic, provides lessons for guiding the Roadmap to Recovery in harnessing the potential of heritage by;

- Facilitating access and use of heritage sites;
- Using online platforms to engage new communities of interests and stakeholders;
- Coordinating and sharing best practices; and
- Expanding financial opportunities for vulnerable communities to recover.

Proposition 21: Securing the Future of our Heritage
Priority must be given to securing the resources to sustain heritage resources through:

- The development and implementation of well-resourced conservation policies and programmes;
- Economic security, including employment and financial stability;
- Promoting community recovery and greater resilience;
- Associated management regimes including employment, site safety and security; and
- Improving public awareness and openness both on site and on-line.

B.4 Human Rights & Urban Legislation

Refreshing Urban Law Post-Covid-19

We are living in a time of crisis for previously accepted urban paradigms. The traditional vision of cities based on property, value capture, real state, land development, mass transport, mobility, services, and infrastructure has been challenged by this crisis.

The coronavirus collapse has not only an economic, technical, financial, political, urban, or social justice crisis but also a legal and right to the city crisis. The challenge of COVID has created the need for a more explicit recognition of a new urban legal paradigm (refer Proposition 2). This is amplified as follows:

- Guaranteed rights (Proposition 22a);
- A broader framework of rights (Proposition 22b);
- Justice for all (Proposition 22c).

Proposition 22: Refreshing urban law systems post-COVID 19
The implementation of the New Urban Agenda requires a new urban legal paradigm based upon three axioms:

- A juridical basis for urban planning human rights;
- A vision of Legal Urbanism to confront pandemics, disasters and deep human settlements crises; and
- A Legal Framework for Urban Social Justice.

The Juridical Basis for the urban planning of human rights

The first axiom in creating a new Legal Urban Paradigm is to establish a juridical basis of urbanism, related to guaranteeing rights. This should seek to safeguard human rights by the recognition and guarantee of human rights in cities and rural settlements.

This approach is supported in three main foundations: Human Rights Binding Treaties; the New Urban Agenda UN-Habitat; and UN SDG´s Principles.

Proposition 22a: Refreshing Urban Law Systems
A juridical basis for the urban planning of human rights should be promoted by UN-Habitat and the HPF partners based on minimum standards and guarantees of rights, inclusive language and processes, principles of legal interpretation, evaluation, conflict, and legal antinomy; Collective protection over individual interest and Indicators of Compliance with Urban Legislation.

A Vision of Legal Urbanism for confronting future human settlements crises

The second axiom sets a broader framework of rights. It proposes considering urbanism and its regulatory framework, based on human rights for specific areas, different planning scales and the means of resolution between conflicting rights. These are set out in the Background Report (Box J). These principles have implications for especially at the metropolitan scale of planning which is driving urbanization, as well for greater clarity and transparency in planning, as set out in Proposition 3.

Proposition 22b: A vision of Legal Urbanism for confronting future human settlements crises
A vision of Legal Urbanism for confronting pandemics, disasters and deep human settlements crises requires the rights to life, health, food, water, access, housing to be underpinned legally in planning systems and decisions.
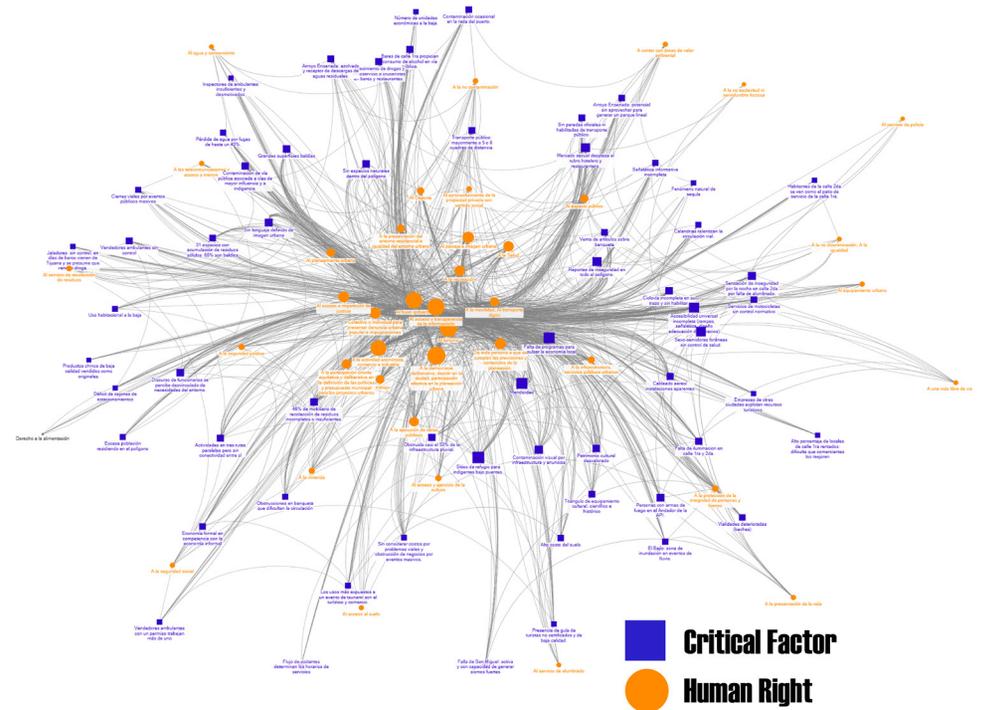
A Legal Framework for Urban Social Justice

The third axiom seeks to implement UN Resolution 45/86 seeking "social justice for all". To guarantee its operation and validity, The Roadmap calls for the adoption of an urban legal framework that allows realising genuine access and guarantee of urban social justice, and implementing effectively the contents of the New Urban Agenda approved at the Habitat III Conference. Schedule A sets out the principles that should guide a new urban legal framework for urban social justice.

Proposition 22c: A Legal Framework for Urban Social Justice
A legal framework for urban social justice set out in Schedule A should be adopted promoted by the UN-Habitat and HPF Partners in accord with resolution 45/86 of the UN General Assembly.

New generation of Urban Legal Experts

In order to implement the New Urban Agenda, a new generation of urban planning legal specialists is being promoted by CJUR International. This is required even more than ever post-Covid, and is supported by Habitat Professionals Forum.

■ Critical Factor
● Human Right

Relations web between Critical Factors and Human Rights. Source: Partial Urban Improvement Program: Ensenada, Mexico

Schedule A: Proposed New Urban Legal Framework for Urban Social Justice

The following principles should guide a new urban legal framework for urban social justice:

1. Recognize the role of judges and magistrates as key actors in the implementation of the New Urban Agenda, as well as understand that jurisprudence is now a new source of Urban Law.

2. Create an urban legal framework based on international and/or regional, binding, and mandatory agreements.

3. Consider the habitable territory with a multidimensional approach as a legal object of urban regulation: land, subsoil, water, and airspace.

4. Develop laws with clear and concrete rules, with common principles and universal application.

5. Develop comprehensive legislation, considering the urban, environmental, rural, risk, civil, cadastral, and cultural dimensions, with a vision of complex systems, interdisciplinary, and simplification.

6. Establish in urban legislation not only administrative sanctions but also mechanisms for comprehensive reparation of the damage caused to the City by acts or omissions that violate urban law.

7. Consider legal instruments for integrative planning of urban, environmental, rural, risk, cadastral and cultural dimensions.

8. Consider planning instruments as mandatory tools to guarantee and develop the fundamental rights that make up the Right to the City.

9. Define mandatory planning models centred on "community", participatory, comprehensive, and integrated law.

10. Protect public space and common goods as a priority and basis for urban design.

11. Recognize, guarantee, develop and promote the fundamental rights that form the Right to the City in legislation, urban planning and management instruments, in regulations and administrative acts, under the pro-hominem principle.

12. Develop regulations to prevent, sanction, and repair violations by action or omission of the Fundamental Rights that make up the Right to the City.

13. Propose to use the enforceability of the Right to the City in national and international Courts.

14. Propose access to justice without prior exhaustion of administrative instances, in urgent cases.

15. Establish administrative and jurisdictional systems of measures for the protection of rights and precautionary measures in case of risk of extinction or seriousness in the injury of rights.

16. Go beyond the Right of Hearing in urban planning and management processes: develop the Fundamental Right to Decide, to approve and modify –even by electronic means- planning plans and instruments and changes in the use or destination of land.

17. Establish regulations to weigh the conflicts between individual and collective human rights that arise in the territory in terms of urban and environmental planning or management, provision of services, and public works

18. Recognize the diffuse interest in the legitimacy to access urban justice.

19. Establish regulations for transparency and access to information both in planning creation or modification processes, as well as in territorial management, public works, and services, as well as in jurisdictional processes in urban conflicts.

Schedule A (continued): Proposed New Urban Legal Framework for Urban Social Justice

20. Link the Right to Housing with the Right to the City under the principle of a higher level of protection (pro-hominem).

21. Regulate licenses and integrative authorizations of the urban, environmental, rural, cultural and risk dimensions, with a vision of simplification.

22. Establish unified instruments for impact assessment: urban, environmental, cultural, and risk.

23. Establish mechanisms to assess the level of compliance with urban legislation.

24. Establish indicators for the protection of Fundamental Rights in legislation and planning and management instruments.

25. Establish expedited procedures to report violations of legislation, planning and management instruments, and fundamental rights by action or omission, including the use of the Internet for processing and testing.

26. Allow and regulate the substitution of the complaint in the complaint and litigation processes in constitutional, administrative or common law courts.

27. Widely develop in the legislation the ex officio conventionality control established in the principles of human rights at the international level, applied to urban planning.

28. Allow legislative mechanisms for ex officio control of conventionality in urban matters.

29. Establish Ombudsmen and public defenders for the representation and assistance of citizens in urban conflicts.

30. Develop in law systems of strict responsibility of public officials for violations of urban regulations, irregular changes of use or public destinations, and violations of fundamental rights.

31. Recognize the legal and probative value of technology and geomatics tools in urban planning and management processes.

32. Establish mechanisms for reparation and compensation for damages caused to human rights by actions or omissions of authority.

C | Next Steps

The Covid-19 Pandemic has highlighted importance of the SDGs and New Urban Agenda (NUA).

Learning From Covid

Not only has it highlighted the need for more efficient and effective healthcare systems but also the following needs:

- To provide greater resilience, local economic development and improvement of the global economic structure.
- To better understanding of the importance of urban structure and systems and citizens' rights.
- To harness the potential of technology and smart cities in territorial and urban planning and citizen engagement.
- To review standards for housing and basic services and of the effectiveness and efficiency of current planning standards and assumptions.

The pandemic has made the implementation of the New Urban Agenda more urgent. It demands that recovery should not be driven by short-term fiscal goals but based on a presumption in favour of disadvantaged and excluded people and communities, and the regeneration and resuscitation of the urban landscape in its fullest sense.

Next Steps

In response to these concerns, HPF has set out this Roadmap for a Just and Regenerative Recovery. It sets out the following key steps that now need to be taken in order to respond to, and recover from the pandemic, and to build resilience to future global shocks.

- The HPF Partners will review their own practices and policies in the light of the HPF 2022 Roadmap to ensure they are fit for purpose in delivering the New Urban Agenda.
- The HPF will support Task Forces of Habitat professionals in order to provide both high-level and context-specific recommendations to city managers, regions and state governments regarding city and settlement resilience in the age of global emergencies.
- The HPF calls upon all international networks and bodies to join in this endeavour to activate new concepts and best practices in human settlements and cities facing epidemics and other crises, including climate change

The HPF wish to thank the large number of organizations and individuals who have contributed to drafting of this Roadmap, and also the infographic support from

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