SUSTAINABLE LOCAL GOVERNANCE REFORMS AND DEVELOPMENT: AN URBAN PLANNING THEORETICAL PERSPECTIVE

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ABSTRACT
Local governance and urban development are fraught with challenges ranging from poor service delivery, inadequate stakeholder participation to skewed implementation of urban planning policies. The root cause of these challenges emanate from poor and uninformed planning by urban planners. Town planners need to appropriately determine the type of urban development approaches to be executed. A critique of different urban development approaches is given and a determination made to see which of these best suited for integrated and sustainable urban planning and development. The paper recommends the vital significance of stakeholder participation, crafting of an enabling regulatory framework as well as education and training for local government personnel.

Key words: *Urban Panning; Sustainable development; Service delivery; managerialism; New Public Management; Integrated Development Management; Stakeholder participation*

1. Introduction

The purpose of this paper is to identify various types of approaches that inform urban development, with special emphasis on local government. The paper also provides a critique of each of the approaches and a comparative analysis is made with a view to identifying the most appropriate approach for African countries. The approaches to be discussed are the New Managerialism or New Public Management (NPM); Sustainable Development; Urban Planning; and the Integrated Development Management approaches. The discussion will centre on the main features of each approach as well as how it distinguishes with other approaches. The approaches discussed in this section are Managerialism (New Public Management); Sustainable Development, Urban Planning as well as the Integrated Development Management approaches. Different aspects of the approaches are discussed and a critique of each approach is given herein. Alongside each of the theoretical paradigm are attendant strengths and weaknesses manifested by each the different theories on implementation thereof.

2. Managerialism (New Public Management)

There has been a shift in emphasis from the traditional bureaucratic public administration to a post-bureaucratic model of reform-new managerialism. The revolution from public administration to new managerialism was necessitated by the increasing need to reform systems of local government where interplay between state, market and society existed (Desai and Imrie 1998:30). Various proponents of the NPM have emphasised different aspects of the concept, with some calling it *entrepreneurial governance* (Gaebler, 2002); *managerialism* (Pollitt, 1990); *new public management* (Hood, 2000); *market-based public administration* (Lan and Roosenbloom,1992); and *new public administration* (Karl; 1997). All these definitions implicitly refer to primarily public sector reforms.

New managerialism entails the adoption of private sector management methods to the public sector. New management impresses upon "…the re-making of the state in terms of a shift from a regime dominated by bureaucratic professionalism to one dominated by managerialism embedded in processes of both the dispersal and concentration of power" (Clarke and Newman 1993:141). New managerialism also introduces incentive structures, such as competition, into public service provision. It stresses disaggregating bureaucracies; greater competition through contracting out service provision and quasi-markets; and consumer choice (Osborne and Gaebler 1992:19-20).Thus new managerialism introduces an entrepreneurial culture in government and promotes competition between service providers.

The private sector is renowned for its efficiency, effective service delivery and profit-oriented focus. New managerialism is premised on the same approach and focus, and impresses upon "…hands-on professional management, explicit standards and measures of performance; management by results, value for money, and more recently, closeness to the customer" (Pollitt and Bouckaert 2000:41).NPM also measures performance of agencies focusing not on *inputs*, but on *outcomes*. The NPM is driven by their *missions*, not by *rule*s and *regulations* which are usually cumbersome and time-consuming. In line with private sector norms, new managerialism redefines their clients as customers and affords them choices on products at hands. Unlike in the public sector, new managerialism puts more emphasis on earning money (profit-making), not at spending it. This new entrepreneurial spirit inculcated by the proponents of NPM for adoption by municipalities "…involves less of government and more of private sector corporate governance (Osborne and Gaebler 1992:34).

2.1 Strengths of the new managerialism

From the deliberations given above, new managerialism ensures efficient service delivery and value-for-money. It also creates confidence in the customers and facilitates communication between service providers and service recipients. In NPM, one is not guided by bureaucratic rules and regulations, but by an entrepreneurial culture of customer care (Pollitt and Talbot 2003:49). With national governments shedding off most of their service delivery tasks to contractors, (as is the case in UK and India), new managerialism is becoming increasingly important, especially given that"…in a modern welfare (and developmental) state the role of government is not necessarily to provide all social provisions but to organise and regulate it most efficiently and fairly"(Imre 1999:6).In developed countries like the USA,UK and New Zealand,"…the adoption of the new managerialism has received initial impetus …to help eradicate inefficiency and waste; and to promote value-for-money in local government (Desai and Imre 2003:636).All this points to the fact that the developed world is moving with the current trends of putting efficient service delivery and effective mechanisms in place to ensure the public get their money's worth of service.

Given the limited resources that municipalities have at their disposal, adopting the new managerialism would help them recoup some of their cost incurred if they were to stick to the traditional public administration methods of service delivery. The adoption of private sector entrepreneurial strategy helps municipalities to attract competitive and highly-skilled expertise that are able to produce high quality service. Lastly, new managerialism "…preaches a strict doctrine of performance management, and simultaneous promises public managers more freedom, politicians more control and public service user more choice"(Pollitt 2003:37).

2.2 Weaknesses

In adopting the NPM in the public sector, there are a few points one needs to note. While there may be many important lessons to be learnt from private management but they are not lessons proselytized by proponents of managerialism. Although managerialsm adopts an intra-organisational focus and concentrates on the '3E's(**efficiency**, **effectiveness**, **equity**) and value for money; on hierarchical control and the clear distribution of authority and responsibility, but it pays little attention to managing inter-organisational links; and to negotiating shared purposes where there is no hierarchy of control (Metcalfe and Richards 1991:17). Managerialism is obsessed with objectives, a concept akin to management–by-objectives of the 1980s and 1990s. While the NPM may suit line bureaucracies, but it is inappropriate for managing inter-organisational networks yet such

networks undermine NPM with its intra-organisational focus on objectives and results (Bovens 1990:115).

3. Sustainable Development

This is another urban development approach which envisages a holistic view of the interdependent relationship between human society and the natural environment. This approach acknowledges the reciprocal links between the impact of human activities, particularly economic activities, on the functioning of physical and social environments. Sustainable development provides an integrating framework for the reconciliation of human economic and social needs in the long term (Thompson and Sorvig, 2002:2).

Over the years, urbanization and sustainable development were confined to, and associated with environmental issues. With cities gaining in prominence, the debate surrounding urbanization and sustainability began to take centre stage. Cities began to be viewed as pivotal to economic growth. Terms such as 'sustainable urbanisation' began to emerge to imply poverty alleviation, service delivery to basic services, urban management all these precipitating to economic growth[1].

Sustainability has been viewed as "…the desire and determination to achieve goals which benefit individuals and their households as much as enterprises or governments" (Smith, 1995; 1996: iv).Closely associated with this definition are issues of equitable distribution of economic benefits; accessible to adequate basic human needs; social justice and human rights; as well as environmental conservation[2].The achievement of these goals began to be associated with national economic growth and correlation between improved sustainability on one hand and economic development began to take shape and the trend to equate these is now applied in all urban areas as a measure to determine the sustainability and economic growth of any urban area. However, Forsyth (1996) has argued that sustainability and urban development are the preserve of the elite in society since the low-income earners are more concerned with immediate bread-and-butter, clean drinking water and a healthy living environment. Closely associated with the low-income earners is the informal sector which has been accredited with providing the poor with a source of livelihood as well as acting as a supplement to the formal sector endeavours to promote economic growth.

Urban sustainability and development, especially in human settlement degrades the environment. Urban sustainable therefore "…requires action to prevent depletion or

[1] Atkinson,1994 'The contribution of cities to sustainability' in *Third World Planning Review*
[2] Smith, D.D .1996.Sustainability,Urbanisation and Development p(iv)

degradation of environmental assets so that the resource base for human activities may be sustained indefinitely" (UNCHS, 1996:422).Among the conservation strategies that urban authorities should take include the minimal use of use or abuse of non-renewal resources; the sustainable use of renewal resources such as water, crops and other biomass products among other things[3]. Environmental sustainability has been closely associated with urban development and one aspect cannot occur without the other getting affected. Mitlin and Satterhwaite (1996) have even equated urban sustainable development with ecological sustainability. Proponents of urban sustainable development have cast their hope on urban-based economic development as a conduit for the overall development to take place. This has been substantiated that, "There is need to articulate clearly the relations between the urban economy and macro-aggregates, since the former can affect significantly not only economic growth but also macro-economic stability" (World Bank, 2000:76).

Concentration of new technologies in cities has meant that urban centres are being technologically stratified, with those cities which can afford high technologies being more hegemonic than smaller cities. People have also become more independent, with more focus on personalized development taking place. Instead of making use of public facilities like transport and communication technologies, people are now more reliant on personalized items like personal cars, personal computers and even fax machines. These developments have led to the emergence of mega-cities which have been conspicuous by their high population concentration and migration. Behind these impressive infrastructural developments have been issues associated with poor management of cities and environmental problems such as congestion and pollution. These problems have had a negative impact on health and general cleanliness of cities[4].

The development of these mega-cities has also exacerbated the already indistinct existence of urban and rural division. The development of mega-cities heralded sustainable growth but that has not been commensurate with sustainable development. While many large cities have experienced sustained growth, this has not been accompanied by sustainable development. Sustained growth of cities has been accompanied by environmental problems commonly associated with big urban centres-problems such as "…air and water pollution or inadequate sewerage facilities" (Robinson, 1995:39). However proponents of the sustainable development approach maintain that challenges encountered in the development of cities, such as informal settlements, poverty, unreliable energy provision and low standards of living are a

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[3] Mitlin and Satterhwaite in Smith,D.D.1996.Sustainability,Urbanisation and Development.p422
[4] Mc Gee,T.G and Robinson,I(eds).1995.The Mega-Urban Regions of Southeast Asia.p38

temporary setback which are bound to diminish with time[5]. McGee offers solutions to these urban problems. He maintains that the informal sector can play a pivotal role in poverty alleviation, while unreliable provision of energy can be overcome by 'exciting prospects of recycling'.

Sustainable development as an approach has been associated with both sustainable economic growth and sustainable development in urban areas .This growth has had a positive impact on the standard of life of the people through the creation and facilitation of a strong informal sector that has been able to offer employment to people. Sustainable development and growth have also seen an improvement in technology and technology use. However the growth of mega-cities in different parts of the world has come with its problems associated with high concentration of people. Many of these problems emanate from an environmental perspective. Overstretching of facilities to accommodate an influx of urban people have often resulted in problems associated with breakdown of sewerage facilities, insufficient drinking water, inadequate housing and even inadequate health facilities to cater for the growing urban population. Air and water pollution from increased traffic and informal settlements are some of the problems that have resulted from the emergence of mega-cities. These problems have tended to hinder sustainable development, though sustained growth has been realized.

4. Urban Planning

Urban land use is one of the most vital pre-conditions to infrastructural development in urban areas. Consequently urban or town planning is very vital. In their wide ranging literature on town planning, Grogan and Tony (2000) have noted that urban, city**,** or town planning is the discipline of land use planning which explores several aspects of the built and social environments of municipalities and communities. A very vital role of urban planning *is* urban renewal and re-generation of inner cities by adapting urban planning methods to existing cities suffering from long-term infrastructural decay (Grogan and Tony, 2000)[6]. It was on this basis of addressing colonial discrepancies that the post-apartheid democratic dispensation in South Africa sought, through the introduction of the RDP, to bring the previously disadvantaged population groups closer to economic activities by improving on their standard of living. In the South African context the RDP was prompted by the need to redress the poor spatial planning in the past, which moved the poor away from job opportunities and access to amenities (ANC 1994: Section 2.9.1).

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[5] Ibid,p20
[6] Grogan, Paul, Proscio, Tony, (2000). *Comeback Cities: A Blueprint for Urban Neighborhood Revival*

The Urban Planning approach to development management suggests the existence of experts whose mandate it is to develop a Blue Print for urban development. Proponents of the urban planning approach portray it as a top-down imposition and argue that it is rigid and inflexible. They further accuse the urban planning approach as not taking into cognizance the existence of indigenous knowledge systems of communities as well as its environmental effects. Urban planners and managers in South Africa realised that there was an increased need to introduce new forms of urban management in the hope of addressing the enormous challenges of spatial and social reconstruction in urban areas; enhancement of service delivery; spatial integration; and the development of previously disadvantaged areas in South Africa[7]. It has been noted in the traditional planning process, town planners have been mandated with the task of town planning utilizing the blend of skills drawn from fields such as surveying, engineering or architecture. Consequently the process of town planning became grounded around these fields.

However, with changing times and the use of technology, there have been changes to the planning process in the past few decades as witnessed by the changed roles of town urban planners. Stakeholder participation as a way of enhancing more democratic planning processes have played a huge role in allowing the public to make important decisions as part of the planning process (Desai and Imrie, 1998). The notable players in the collaborative urban planning process have come to include community organizers and social workers who actively participate in the planning from the grassroots level. Stakeholders have also come into the planning process to influence and determine the way development should occur particularly through project-based planning (Grogan and Proscio, 2000). Recent trends have seen the emergence of a class of large and small scale developers and speculators, who purchase land, create architectural designs with a view not only to improve the landscape of urban environments, but to enhance the value of land and the attendant infrastructure. Private developers have also benefited from this practice through developing and resuscitating previously ignored marshy areas into upmarket areas. One such area has been the Melbourne Docklands which according to Pollitt, (2003:37) is an example of an initiative pushed by private developers who sought to redevelop the waterfront into a high-end residential and commercial district.

Urban land use and the attendant rejuvenation of urban land have seen new methods of improving such land. This has come to be known as urban renewal or urban regeneration which is a process of re-developing land in areas of previous moderate to high density urban land use (Desai and Imrie, 1998). The process of urban regeneration started in the western world and has had a major impact on the urban landscape of many world cities

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[7] ANC (1992 and 1994), Green Paper on Planning and Development (2004), Development and Planning Commission (1998:5).

and continues to do so in the present day (ibid). Additionally, regeneration has played an important role in major world cities such as Beijing, Glasgow, California; and London (ibid).[8]

5. Constraints to Urban Planning and Development

While urban planning enhances the urban landscape and adds value to the associated infrastructure, the process is fraught with constraints. Among the most notable of the myriads of constraints associated with urban planning is the implementation of sustainability visions, policy and programmes, and the need to modify institutions to achieve these goals (McGee and Robinson, 1995). Corruption in land allocation by local authorities, including skewed implementation of policies (AMCHUD, 2005); unauthorized changes of use, invasions of open spaces and land allocated for community facilities (e.g. schools and health facilities) (Fitzpatrick (2000); defused accountability especially where (e.g. on development control (World Bank, 2000) and the provision and maintenance of urban infrastructure and services (Brockerhoff, 2000) have all combined to provide a composite body of challenges bedeviling town planners. Consequently this has translated to lack of transparency in land allocation, exclusive sectoral focus in utility planning and expansion which results in segmentation and discordant infrastructure services provision; over centralization and lack of subsidiary ((McGee and Robinson, 1995). These challenges have also inhibited effective participation of stakeholders in policy formulation and implementation as well as the subsequent enhancement of informal settlements.

The basis of the position rests in the belief that an emphasis needs to be placed on people in housing. Housing environments created must be people orientated both in scale and individuality and should provide a basis for the creation of a sense of place and community. Creating timeless meaning and opportunity requires the integration of housing with broader urban planning frameworks, the shift from a quantitative to qualitative approach and the search for high performance through the application of urban design. Services offered in terms of housing include research, policy formulation, informal settlement upgrading, 'greenfield' housing layout design, housing framework plans (Fritzpatrick, 2000).[9]

In the South African context, a number of constraints have been faced by urban planners. The RDP tended to have been vague on issues of urbanization and put more emphasis on rural development. Despite the fact that the majority of the population lives in rural areas,

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[8] Ibid.
[9] Dan Fitzpatrick (2000).The story of urban renewal: In East Liberty and elsewhere, Pittsburgh's dominant public policy tool didn't work out as planned.

development in urban areas is spontaneous and needs constant attention. Urban areas also form the hub of industrial development and activity. The spatial structure that has been inherited from the apartheid era was skewed in favour of the white minority while the black majority was neglected in Bantustans. The situation therefore needs more time to rectify despite the fact the government has to contend with an impatient population calling for efficient, effective and equitable service delivery.

6. Integrated Development Management

In South Africa, integrated development management involves the three spheres of government, namely local, provincial and national government. The *modus operandi* is top-down approach. Programmes are planned at national level and budgets are done there then the financial resources trickle down through the provincial centres right down to local levels. Guiding the development of large urban and rural areas through the Integrated Development Plans represents a core competency of the practice. The central concern of the practice here is the integration of economic, social and physical dimensions in establishing a forward planning and implementation frameworks that are able to respond to the challenges of cities and regions. Establishing frameworks at this level is fundamentally tied to the participation of a people. To facilitate community participation in integrated development municipalities under their *Public Participation Policies*, open up their meetings to the public and the schedule of meetings is advertised in local newspapers to encourage attendance. Most of the communication is done in local languages to facilitate comprehension and elected councilors play a pivotal role in these meetings.

The establishment of vibrant, balanced and self-sustaining communities, municipalities and regions requires an emphasis on economic development. Each geographical area has a set of competitive advantages relating to its people, its location and its resources which, if adequately exploited, will contribute to the establishment of a sound economic base for all other forms of development. The full participation of local stakeholders is central to the successful identification and development of approaches to exploiting the competitive advantages. Services offered: business planning for new and established ventures, local economic regeneration studies, local economic development plans, community tourism planning, sector analysis and planning, cluster studies, economic policy analysis.

6.1 Constraints to Urban Integrated Development

The major constraint to urban integrated development is the perennial housing shortages where the bulk of the urban population dwells in slums. The majority of the slum dwellers are found in Africa, with research having indicated that " by 2001, about 61

percent of all African urban residents lived in slums, with 54 percent of these in sub-Saharan Africa and 7 percent in Northern Africa.[10] What has exacerbated the problem of housing shortages in urban areas is the slum incidence in sub-Saharan Africa is astronomically high with 1.9 percent of the urban population currently living in informal settlements.[11] This is on the backdrop of scarce resources and poor service delivery, notably shortage of clean drinking water, limited access to improved sanitary conditions. The concentration of slums in sub-Saharan Africa has called for the need to upgrade these dwellings as their existence has curtailed economic growth. It is on this basis that decentralization of services to local communities has been impinged upon. Additionally good governance has been affected given that central government has not been able to effectively involve slum dwellers in developmental projects and the failure of inclusive processes of mobilising local resources and inclusive decision-making processes have prevented the timeous upgrading of slums. Consequently central government has not been able to sustain a balanced distribution of human settlements to achieve sustainable economic growth mostly in under-developed localities such as slums.

Besides the dominance of slums in most sub-Saharan Africa, budgetary constraints have also bedeviled local authorities to be able to provide sustainable service delivery within their areas of jurisdiction. This is on the backdrop of skewed urban planning practices where urban planners have been accused of setting unattainable standards which have inflated the unit cost of land, making services beyond the reach of ordinary urban dwellers. Attempts to provide services have stretched the budgets of urban local authorities, which have consequently negatively impacted negatively on their capacities to coordinate, plan and manage comprehensive urban development/slum upgrading developments.[12]

7. Critical analysis

Given the various opportunities created by each of the theories and accompanying constraints, the adoption of a hybrid of all positive elements would help in urban development. The application of the New Managerialism would help to enhance the administration of municipal affairs, in cooperation with stakeholders and civil society. The Urban Planning strategies would help to come up with long-term plans on how to tackle massive infrastructure, astronomical budgets and the development of slums. The Integrated strategy would ensure the integration of developmental projects because there

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[10] AMCHUD(2005) " *Enhanced Framework of Implementation and Related Outputs*" Conference on Livelihoods ad Sustainability held in Durban(South Africa), 2005.
[11] Ibid
[12] Ibid

is interrelatedness in various development al projects in urban areas. Stakeholder involvement and the attraction of private capital through the public/private partnership has become one way of undertaking developmental projects in urban areas, especially in addressing critical issues such as housing.

The prospects of the development of urban areas are threatened by pessimists who argue that the future of cities is doomed. Demographers warn of a population explosion with the developing world estimated to contend with a cumulative population of 4 billion people by 2025.Environmentalists worry about the destruction of the ozone layer by emissions from fossil fuel and globe warming and the resultant floods[13].Politicians bemoan the high prospects of civil wars, religious fundamentalism as well as the general deterioration in the quality of life of urban life and a rise in poverty levels[14].All these critics attribute these developments partly to mismanagement and the unmanageably large cities.

8. Conclusion and Recommendations

In an attempt to enhance sustainable urban development, this paper recommends, alongside attendant relevant literature, a set of practical measures that local and central government should effect. The recommendations revolve around the exploration of new horizons involving stakeholder participation in policy formulation and implementation; enactment of appropriate regulatory framework; adoption of a multi-sectoral approach involving interested parties and relevant domains; induction education and training of human resources, among others.

9. Urban Development and Local Economic Development (LED)

This paper envisages the adoption of the local economic development (LED) approach to incorporate stakeholders in urban development. Hence LED is viewed in this paper as the most suitable approach to enhance collaboration by all interested parties to work together to achieve set goals. The World Bank (2000) views LED as a process by which public, business and nongovernmental sector partners work collectively to create better conditions for economic growth and employment generation. As a result, it can therefore be argued that a LED approach provides a platform for stakeholder involvement and

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[13] Brockerhoff,, M (2000).An Urban World: Achieving Urban Food and Nutrition Security in the developing World. Focus 3, Brief 2 of 10, August 2000.
[14] Ibid

participation as it incorporates local government, business and communities playing innovative and active roles in securing growth and development (World Bank, 2000).[15]

In any public venture, stakeholder participation enhances legitimacy and acceptability of results. In an effort to strengthen the practicality of the various theories of urban development discussed above, there is need to explore new horizons. In is imperative to incorporate input from a wide array of environmental stakeholders, both from public spaces (government) or private spaces (CBOs and NGOs). Stakeholder participation in pro-poor policy formulation and implementation enhances the legitimacy (and public acceptability) of such policies. The urban poor are usually those who dwell in slums or informal settlements. In this regard, Zinyama (1995) has argued that there is need to create a collaborative policy forum, inclusive of all stakeholders, and especially slum dwellers, to re-think urban policy in regard to land, planning and city management; as well as a pro-poor regulatory framework that facilitates public-public and public-private partnerships.[16] There has been a general realization that the failure of deconcentration strategies has led many cities and towns to seek local solutions to local economic problems (Urba Foundation, 1994).[17] These local solutions have come to be termed 'local economic development'(LED).[18] They refer to efforts to increase growth and employment, and to develop markets. The concept is usually applied in urban areas, but there are two respects in which it is useful in rural areas: first, the importance of local solutions to the development of small rural towns, and second, the emphasis on obtaining the advantages of agglomeration, which is usefully captured in rural areas through a deliberate attempt to promote markets. As a result, local economic development (LED) policies should focus on how best to avert the gravity of poverty among urban dwellers through engaging in sustainable economic activities that seek to alleviate housing shortages by harnessing the energy of the communities for sustainable slum upgrading and slum prevention programmes[19] (Mitlin and Thompson, 2003).

Given that the mandate of the State is to see to the welfare of its citizens, it is imperative for Government to commit financial resources towards the provision and upgrading of existing housing structures. This should be supported by appropriate legislative provisions to reinforce the efforts of local authorities This is supported by Brett (2003) who pointed out that there is need for the enactment of comprehensive Urban

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[15] World Bank (2000). What is Local Economic Development (LED)? Available at
http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTURBANDEVELOPMENT/EXTLED/0,,co
ntentMDK:20185186~menuPK:399161~pagePK:148956~piPK:216618~theSitePK:341139,00.html

[16] Zinyama, L.M. (1995). *Harare – The Growth and Problems of the City*. University of Zimbabwe.

[17] *Urban Foundation, Income Distribution Model, Johannesburg, 1994.*

[18] *Barbara Klugman, Population policy in South Africa: Where to from here? DBSA Policy Working Paper, 31 June 1994*

[19] Diana Mitlin and John Thompson (2003).Participatory approaches in urban areas: Strengthening civil society or reinforcing the status quo? Environment and Urbanization**:** Vol.7 No.1. April 1995: (231-250)

Development and Housing Acts to facilitate the provision of a sustainable financing mechanism for human settlements and development. Additionally, housing finance should be catered for through relevant legislation, especially through the development of primary and secondary mortgage markets including development of affordable pro-poor mortgage products for slum upgrading and prevention**.** (Brett, 2003).[20] For the already existing slums, attendant policies should be put in place for the provision of proper housing structures, or engage in slum upgrading. Additionally deliberate pro-poor policies should be enacted to provide flexible housing standards based on the minimum level affordable to the poor. In all these efforts, local authorities should be seen to be taking a leading role in the provision of houses. Available literature has apportioned the onus to provide housing to municipalities. Cochrane (1993) and Kamete (2010) have concurred that municipalities should establish appropriate institutional mechanisms for urban poor such as housing cooperatives, micro-finance institutions, special purpose vehicles for project development and financing including market based housing finance companies; local loan/bond guarantee facilities**.**[21]

Close links and working relations should exist between local and central government. Kamete (2010) has noted that enabling legislation should be enacted to empower local authorities to prioritize integrated urban and housing finance issues in national development plans sand to put in place poverty reduction strategies for housing and infrastructure development and the possible establishment of a housing provident fund**.** This would ensure sustainable housing for the urban poor at the instigation of both local and central government working in cahoots.

Arguments abound about the need to review the borrowing powers of local authorities in which central government should take deliberate measures such as fiscal decentralization, improved taxation system and enhanced inter-governmental transfers as a way of enhancing the credit worthiness of local authorities to be able to cope and respond to the increasing demand for urban housing (Kamete, 2010; Kooiman, 1993; McGee and Robinson, 1995).[22] Additional measures by central government toward the promotion of housing would be by way of developing alternative forms of security mechanisms including acceptance of continuum of land rights as collateral, credit guarantee facilities and other measures to attract domestic capital (.Kooiman, 1993).[23] Closely associated with the review of borrowing powers for local authorities is the need for central

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[20] Brett.E.A.(2003). *Participation and Accountability in Development Management*. *Journal of Development Studies*, Vol.40.No.2.December 2003(1-29)

[21] Cochrane, A, (1993), Whatever Happened to Local Government? Buckingham: Open University Press

[22] McGee,T.G and Robinson,I (eds)(1995). *The Mega-Urban Regions of Southeast Asia*, Vancouver, UBC Press.

[23] Kooiman, J., ed (1993). *Modern Governance: New Government-Society Interactions.* London: Sage.

government to commit more funding for urban housing. Pro-poor polices that seek to do away with slums should also encourages the building of more housing units for the urban poor. Of most importance is the need to enhance the fiscal capacity of local government so as t strengthen their propensity to provide services to citizens. Lastly, the realization of these tasks would enhance sustainable provision of public services and infrastructures as well as the provision of affordable financial resources. [24]

10. Adopting a Multi-Sectoral Approach

Given that there are a plethora of interested parties in public decision making processes, there is need to adopt a multi-sectoral approach. The existing strong linkage between housing, education, health, food security, safety and security are an avenue which should be exploited in the adoption of a multi-sectoral approach. In the allocation of resources, the existing linkages among the different domains, (education health, and food security) should be explored with a view to effect equitable allocation of resources.

Among the most notable measures involve the adoption of a holistic view of urbanisation that encompasses and draws from a blend of rural regulatory framework areas inserted in policy responses and actions. There is also a dire need to review urban or housing policies in order to strengthen the existing structures as well as the role of governments with respect to low and middle-income housing. (World Bank, 2000; Zinyama, 1995). However, it should be noted that one cannot avoid governance processes in the context of urban planning. As a result there is need to strengthen governance dimensions in the process of coming up with housing policies and the attendant regulatory framework on the upgrading of slums (Zinyama, 1995). Given the determinant and domineering feature of housing in urban areas, it should be viewed in the context of not only a simple or isolated physical output, but as part of a broader, more holistic approach to development and poverty reduction involving coordination with various portfolios/line Ministries/Departments (World Bank 2000). In the whole policy formulation and implementation processes, pro-poor policies should be at the epi-centre of all endeavours with poverty reduction programmes forming the dominant task.

11. Enforcing Urban Laws and Regulations

The field of Local Governance is characterized by a plethora of legislative framework involving laws and regulations. On the importance of an enabling legislative framework, Jonga (2010) has pointed out that without a feasible and enabling local government regulatory framework, duplication and overlapping of functions as well as confusion

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[24] Ibid

would reign. In concurrence, Makumbe (2009)[25] has maintained that in a democracy, laws exist to enforce regulations, promote interactions among stakeholders and citizens and to enable the provision of good service delivery. As a result, local government regulations and laws help to maintain sanity and seek to enhance service delivery, which is the mandatory function of local government institutions. As such an unequivocal enforcement of local government laws and regulations should characterize a functional system. Closely associated with unequivocal enforcement of laws is the need for flexibility in the enforcement processes. Rigidity would tend to compromise safety and create an atmosphere of confusion and despondency, especially when dealing with slums.

12. **Opportunities**

Arguments abound on the opportunities that emanate from urbanization. All that is needed for urbanization to yield positive results is when the process is well managed and controlled with equitable access to land, adequate shelter as well as the provision of basic services (Pollitt and Bouckaert, 2005). "Political will, decentralisation, good governance and the empowerment of national and local authorities as well as the adoption of inclusive processes of mobilising local resources and judicious resource- allocation and decision making are fundamental to addressing the urbanisation challenge in Africa"(Brett. 2003). These processes and practices hold the propensity for urbanization to bear fruit and help in addressing the challenges associated with rapid urbanization, such as poor service delivery and possible dis-connect between citizen and the state. Political will and good governance would enhance chances of enacting pro-poor policies among them the upgrading of slums and improvement of services. All this comes about with flexible urban planning on the backdrop of stakeholder participation. Flexibility on the part of urban planners calls for discarding of rigid master plans through the adoption of user-friendly long-term visions and strategic urban development projects with the participation of stakeholders (Slabbert, 2006). The involvement of stakeholders would most likely address inequalities that exist within the local government milieu. Additionally stakeholder would also increase chances of providing mechanisms for monitoring and evaluation and making service providers accountable to the citizens.

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[25] Makumbe, J (2009). The Impact of Democracy in Zimbabwe: Assessing Political, Social and Economic Developments since the dawn of Democracy. Research Report 119, Centre for Policy Studies, Johannesburg, W.K Kellog Foundation

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