Background Report
April 2022

THE HPF 2022
ROADMAP TO
RECOVERY

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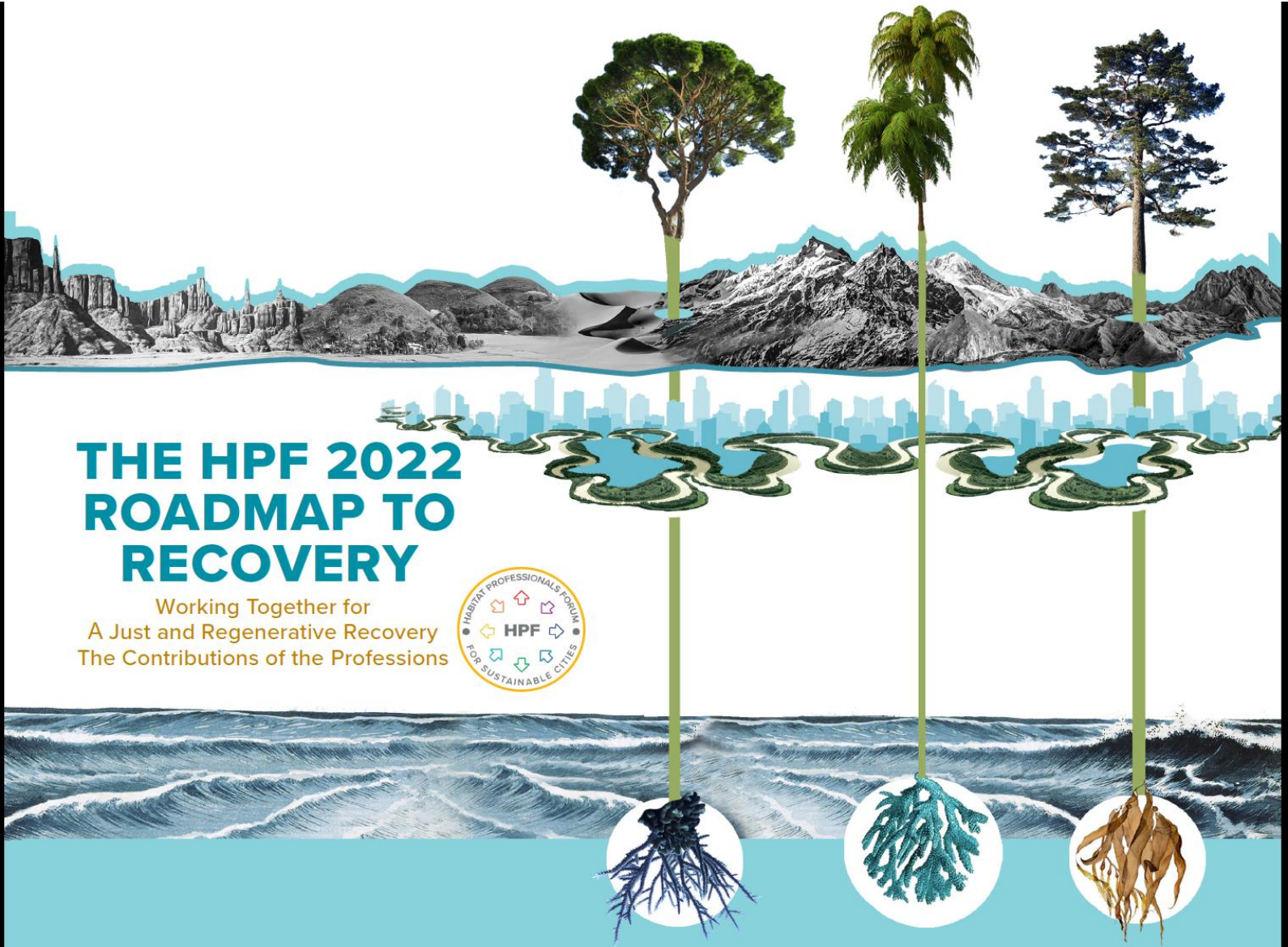
The Habitat Professionals Forum

The UN's **Habitat Professionals Forum** (**HPF**) is the affiliation of international and regional associations whose professional expertise is central to promoting sustainable urban and regional development.[1] Its members are independent, non-profit and non-governmental organizations

The **HPF** supports the UN-HABITAT in providing the expertise and experiences required to implement the UN-Habitat Agenda for sustainable urban development, as set out 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)*
- ❖ *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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[1] The Habitat Professional Forum is a voluntary affiliation of international and regional associations of Human Settlements Professionals involved in sustainable urban development. The HPF aims to foster cooperation and partnership between the Human Settlements Professionals and UN-HABITAT through dialogue and partnerships, and by providing leading-edge information and expertise that contribute to the implementation of the Habitat Agenda and sustainable urban development. Members are independent, non-profit and non-governmental organisations that are international or regional associations of Human Settlements Professionals supporting sustainable urban development.

Background Report to HPF 2022 Roadmap for Recovery

This Background Report to the HPF 2022 Roadmap for Recovery from the Covid-19 Pandemic sets out the reasoned justification for the 22 proposed actions required to ensure that the recovery is regenerative and just.

The Pandemic has highlighted importance of the goals of sustainable urbanisation, embodied in the Sustainable Development Goals (**SDGs**) and New Urban Agenda (**NUA**), in securing the health and well-being of all. It is not just a matter of providing efficient and effective healthcare systems but health-enhancing towns, cities and regions.

As a result, recovery depends on the following:
- *Greater resilience*, local economic development and improvement of the global economic structure,
- *A better understanding* of the importance of urban structure and systems and citizens' rights.
- *Harnessing the potential of technology* and smart cities in territorial and urban planning and citizen engagement.
- *Reviewing and updating where necessary the standards for housing and basic services* and of the effectiveness and efficiency of current planning standards and assumptions.

The pandemic has therefore made the implementation of the **NUA** 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.

In response to these concerns, **HPF** has set out a ***Roadmap for a Just and Regenerative Recovery*** based on the principles and evidence in this *Background Report*. It sets out the key steps that need to be taken if the full potential contribution of the available professional expertise and experience can be harnessed to help respond to, recover from the pandemic, and build resilience to future global shocks*.

On the basis of the ***Roadmap*** the following commitments are made:

- ❖ **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.

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ACKNOWLEGEMENT

Introduction

Objectives of the HPF Roadmap

1. This ***Background Report*** sets out the reasoned justification behind the ***HPF 2022 Roadmap for a Just and Regenerative Recovery*** (***Roadmap***). The ***Roadmap*** sets out twenty-two propositions for harnessing the collective potential contribution of the human settlement professions who are partners in the Habitat Professionals Forum. The explanation of the background to these propositions is set out in this report.

2. Work of the ***Roadmap*** was started as soon as the depth and extent of the Covid-19 Pandemic was evident. Even though its trajectory and impact are still far from clear, it was clear that the full experience and expertise of the partners in the UN-Habitat Professional Forum would be critical to the success of any response to the disruption created by the pandemic.

3. Although the ***Roadmap*** was initiated in response to the pandemic, it has been drawn up in the context of the wider global challenges, in particular climate change and international conflict. These disruptions to our economic and social systems require a planned and transformative response at global, regional, national and local levels.

4. The ***Roadmap*** is predicated on the imperative of achieving the UN Habitat's Sustainable Development Goals and delivering the New Urban Agenda. These two international commitments are inextricably linked. The ***NUA*** gives guidance on how well-planned and well-managed urbanization can transform action and accelerate the delivery of the ***SDGs***.

5. The ***Roadmap*** seeks to accelerate the implementation of the ***NUA***, in particular, as it relates to national urban policies, urban planning and design and urban legislation and regulations. It provides a framework for ensuring healthier, more resilient and regenerated communities in all Covid recovery plans by;
   - ***Illuminating*** the vital contribution that urban and territorial planning and design at all spatial scales, to a Just and Regenerative Recovery from the global pandemic;
   - ***Illustrating*** the need and potential for more effective interventions through greater collaboration, and more efficient, effective and equitable policies and processes; and
   - ***Identifying*** the system-changes needed to recover not only from the current pandemic but also to provide resilience to future 'global shocks'.

6. The New Urban Agenda sets out the basis for a paradigm shift in terms of standards and principles for the planning, design and the improvement of urban areas and regions. This challenge is already being taken up nationally and regionally, for example, through the '*Call to Action on Sustainable Urbanisation across the Commonwealth*'[2] and the '*Restart*

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[2] Call to Action on Sustainable Urbanisation across the Commonwealth developed jointly by the Association of Commonwealth Universities (ACU), the Commonwealth Association of Architects (CAA), the Commonwealth Association of Planners (CAP) and the Commonwealth Local Government Forum (CLGF), in collaboration with the Rwandan Ministry of Infrastructure, the Rwandan Ministry of Local Government and The Prince's Foundation, with support from other Commonwealth organisations, governmental, professional and technical partners.

Europe' Declaration'.[3] The ***Roadmap*** brings together these separate initiatives, and is aimed at helping the UN, governments and all other stakeholders, including the professions themselves, to collaborate in delivering a sustained, just and regenerative recovery.

Methodology of the HPF Roadmap

6. Development of the ***Roadmap*** has been an ongoing process, ensuring a range of opportunities for stakeholder input, revisions, and ground-truthing of identified themes, data analysis, and best practices, with a commitment to monitor, roll-forward and update it.
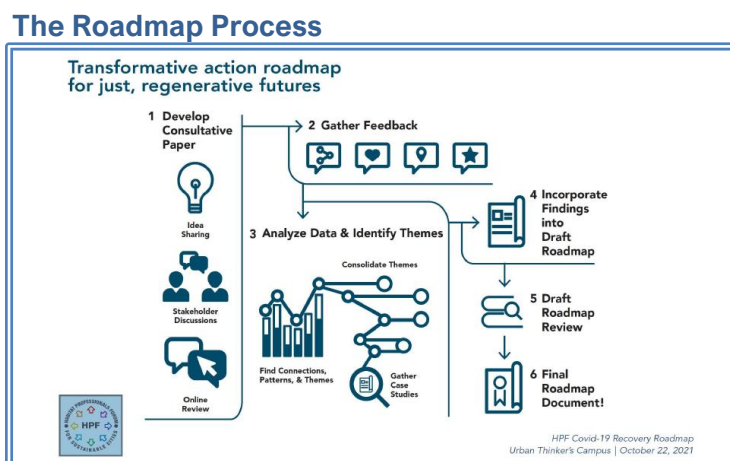
7. It is a working document setting out the most up-to-date advice of the **HPF** partners and shared with stakeholders and presented for application, feedback and review by the diverse members of the Habitat Professionals Forum and others. This review process has already allowed feedback to be used to identify key emerging themes. These themes will be further investigated through additional stakeholder input and the sourcing of best practices and other case studies from around the world.

8. The ***2022-Roadmap*** will be circulated amongst urban professionals around the world. This process will allow further revisions and improvements to the overall ***Roadmap***, as we move forward collectively. In order to reflect a just and regenerative nature of the transformative recovery the ***Roadmap*** sits at the nexus of the many different economic, social, environmental, and cultural factors that will drive a sustainable recovery. There are no '*silver-bullets'* or short-term fixes.

9. The ***Roadmap*** is based on the need to integrate the delivery of the ***SDGs*** into any Covid-recovery plans. Recovery requires a more explicit consideration of social and community goals into employment and economic strategies predicated on principles for the environment, health and well-being of all. As a result, ***Roadmap*** takes account of each of these perspectives in its proposed action, providing a basis for meaningful and tangible outcomes to all stakeholders.

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10. A central goal of the **Roadmap** is to promote knowledge and experience exchange through information and case study and on-going dialogue, collaborative planning, design, decision-making and action.
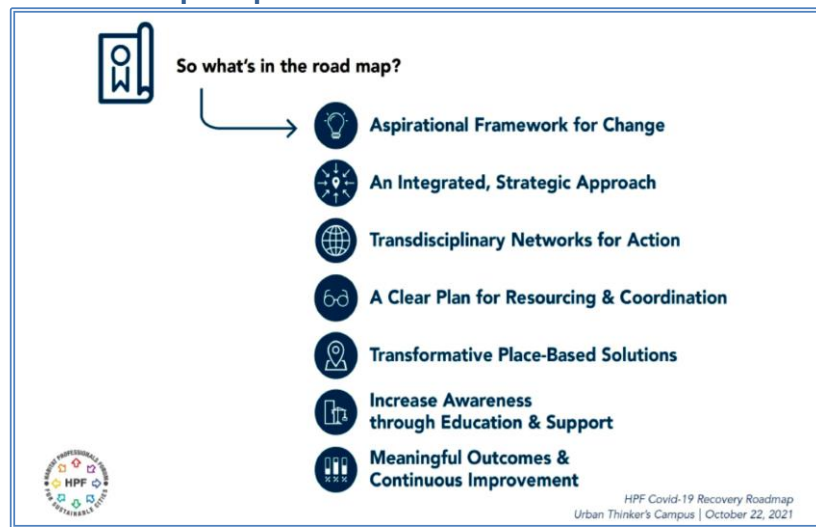
11. In order to meet these challenges, the **Roadmap** has seven specific purposes:

- *A visionary and Aspirational Framework for Change,* articulating the desired future state and a framework for getting there;

- *An Integrated, Strategic Approach* to Covid-19 Recovery grounded itself in action for change, including, of the professions themselves;

- *Transdisciplinary Networks for Action* reflecting the diverse and global professional world that urban professionals exist in;

- *Proposals for Resourcing and Coordination,* especially to redress the imbalance in professional and institutional capacity for action.

- *Transformative Place-Based Solutions* reasserting the need for place-based and participatory action;

- *Means for Increasing Awareness* through Education and Support.

- *Pressing for Meaningful Outcomes and Continuous Improvement* setting standards, ensuring that the road map remains a relevant and useful tool for years to come

12. The **Roadmap** is formed of two parts:

- Part A: Responses to the General Challenges created by the disruption to economic and social context for the delivery of sustainable urbanization; and

- Part B: Thematic Responses required to harness the full potential of the design professions and provide a secure legal framework for a just recovery.

13. *Part A* of the *Roadmap* addresses key issues in terms of:
- The challenges to the future of cities and sustainable urbanization;
- The need to enhance the institutional capacity to deliver change;
- The need to take account of the longer term new spatial impacts of the pandemic of economic and social behaviour, for example in terms of their economic geography, connectivity and need for regeneration; and
- The weaknesses of the current planning tools and systems to respond to these issues to promote and create sustainable urbanization, including planning, engineering, design, architecture, construction, and implementation systems.   .

14. It therefore has four Sections*:*

> Section A:1: The Over-riding impacts and Challenges
>
> Section A:2: The Institutional Capacity for Change
>
> Section A:3: Responding to the Spatial Impacts of the Pandemic
>
> Section A:4: Re-tooling Planning Systems

These set out ten propositions for urban planning and design in the wider context of the emerging longer-term impacts of the pandemic, and the delivery of sustainable urbanization.

15. The Roadmap reflects the findings of the Quadrennial Review[4]. These include the need to:
- Build a governance structure and establishing a supportive framework
- Plan and manage urban and territorial spatial development
- Promote inclusive urban planning and management
- Finance the implementation of the New Urban Agenda
- Strengthen capacity to promote sustainable urbanization
- Use technology to support sustainable urban development
- Facilitate development partner engagement and participation

16. The Propositions in this *Roadmap* therefore seek to help implement the key recommendations of the Quadrennial Review, namely to:
- Make a deliberate effort to elevate the *NUA*, positioning its transformative commitments and key drivers as ready-made tools to enable countries to achieve the *SDGs*,
- Generate evidence-based and practical guidance for the implementation of the *NUA*
- Reorient and accelerate the implementation of the *NUA*.
- Housing and associated basic services be integrated with health, income, education and access to basic services as five elements of the social contract, as outlined in Our Common Agenda
- Advancing the transformative commitments and applying the key drivers, countries can accelerate climate action, protect biodiversity and reduce pollution
- Amplify implementation of the *NUA* in countries in post-conflict and post-disaster situations
- Consider institutional mechanisms to engage local and regional governments in intergovernmental and national planning processes.

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4 https://digitallibrary.un.org/record/3964578

17. The world has been facing a watershed – 'a critical decade'. In the words of the UN Secretary General,

    "From COVID-19 to climate disruption, from racial injustice to rising inequalities, we are a world in turmoil.' [5]

    A global emergency has been created by the combined effects of climate change, massive urbanization and growing inequalities and military conflicts. The pandemic has just added another layer of challenge. Recovery must be set in this wider context – it must be based on regenerative and just sustainable urbanization.
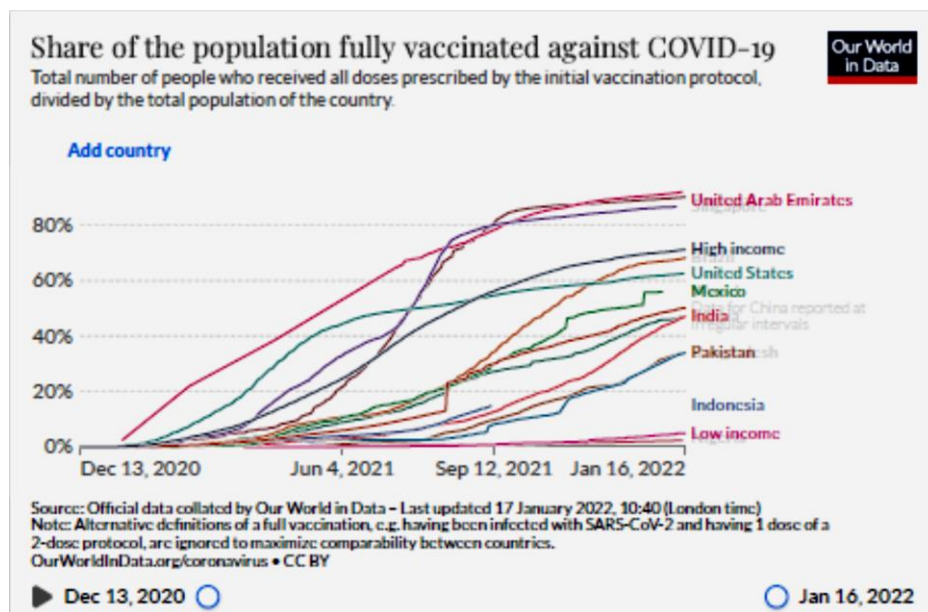
18. The pandemic has exposed the deep-rooted inequalities both within nations and between them. This is reflected in the fact that, as of January 2022, only about 5% of people in low-income countries have been fully vaccinated, compared to 70% (more than a tenfold difference) in high-income countries.[6] [7] As the March 2022 UNDP report highlights, this is "*leading to a widening gap between rich and poor*".[8] The pandemic has therefore compounded existing problems in particular the right to adequate housing, including access to land, public spaces and public services, which "*became more evident during the pandemic. It is estimated that the housing deficit will be 440 million by 2025. Globally, an estimated 70 per cent of households now live with precarious tenure.*"[9]

19. The future prospects are however of equal concern, with the most vulnerable communities being most at risk, with at least 100 million people being pushed into extreme poverty. The number of the poorest countries in the world with a high risk of debt distress is expected to quadruple[10], while the wealthiest, who have the best access to resources to fight the disease and shore up their economies, now face unprecedented levels of national debts. These debts will most likely have major impacts on cities with higher land and real estate prices that increase social and spatial inequalities and exclusion.

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[5] https://www.un.org/en/coronavirus/global-wake-call

[6] https://ourworldindata.org/grapher/share-people-fully-vaccinated-covid?country=BGD~BRA~IND~IDN~MEX~NGA~PAK~PRT~RUS~SGP~ARE~USA~OWID_WRL~High+income~Low+income

[7] Over 4.7 billion COVID-19 tests have been administered globally since the beginning of the pandemic. However, only about 22 million tests have been administered in low-income countries, Source WHO: 2022

[8] https://news.un.org/en/story/2022/03/1114762

[9] https://digitallibrary.un.org/record/3964578

[10] https://www.unicef-irc.org/publications/pdf/Social-spending-series_COVID-19-and-the-looming-debt-crisis.pdf

20. Recovery must ensure that no place nor person, irrespective of age, ethnicity or gender is left behind and learn from the lessons[11] of past global crises.

21. With the pressure to recover quickly from the pandemic, there will also be a desire to '*return to normal*', and '*business as usual*'. In view of the eye-watering sovereign debts that nations now bear, there will also be an instinct to rein in the spending and investment in the short-term, and defer delivering on the longer-term goals around tackling climate change, social inequalities, sustainable urbanization and environmental degradation.[12] Such policy responses would be a huge error.

22. There is therefore an imminent and present danger of continuing on the current unsustainable path, with major consequences for the global economy, society and environment. Recovery from the pandemic based on retrenchment and austerity will risk global recession and catastrophic unemployment. It would also heighten and make more intractable the real and unprecedent dangers that we face from growing inequality, environmental degradation and climate change. These remain and have become further entrenched as the long-term threats to the foundations of all societies.

23. In addition, further global shocks can already be anticipated on the horizon and must be planned for. Many of the present policies and programmes put forward to tackle these global problems are failing and will be totally inadequate as a basis for recovery. They are too narrow or too small in scale, often fragmented and in many cases short-term in their approach.

24. The pandemic has required major shifts in behaviours to manage and mitigate the spread of the pandemic. In particular urban mobility has been strongly impacted, reflected in levels, modes and patterns of mobility. Although some of these will be short-term with the return to previous levels there will be longer term impacts. Some of these are already integral to the *NUA*, for example, prioritizing of active mobility. There are also new emerging norms of behaviour in particular the accelerated changes to remote or virtual activities and household mobility, making accessibility to services more important than ease of movement.

25. The COVID-19 pandemic and response to it have significant short- and long-term effects on macroeconomic activity as well as on the structure of the economy. The structure of the economy plays a key role in how economic effects translate into effects on environmental pressures.[13] There have been short-term environmental gains in terms of reduced traffic, pollution levels and pressure on heritage assets. Long-term changes in environmental pressure will vary by economic sector and geographic region. The long-term permanent impacts depend on how successful 'green' recovery plans are, and on the rate of recovery but the key issue is the *radical uncertainty*[14] that has been created, and taken into account.

26. Transformative change was already overdue prior to the pandemic. The pandemic has created greater urgency in the need for change. It has however also shown that governments, if they really want to, can embrace and deal with global risks and challenges *at scale, collectively and with urgency*.

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[11] https://www.oecd.org/naec/lessons-from-the-crisis/

[12] The reduction of the capacity of the environment to meet social and ecological objectives, and needs, as defined inthe UN-ISDR

[13] OECD: https://www.oecd.org/coronavirus/policy-responses/the-long-term-environmental-implications-of-covid-19-4b7a9937/

[14] https://www.oecd.org/coronavirus/policy-responses/the-long-term-environmental-implications-of-covid-19-4b7a9937/

27. This same capacity to act at scale, collectively and with urgency should now be applied for the next twenty years to deliver the fundamental shift the scale and breadth of action required to deliver the **SDGs** and implement the **NUA**. This requires policies and action to be based on:
    - Sustained programmes and not short-term projects geared to political cycles;
    - Place-based strategies and not place-blind macro-economic policies;
    - Cross-cutting collaboration and not silo-based or single interest lobbying;
    - Proactive action and not reactive responses after each event;
    - Cumulative outcome targets and not marginal incremental impacts; and
    - Transparent dispute resolution that protects those without a voice or resources.

28. Such action needs to be delivered with greater urgency. The longer action is delayed and the slower the speed of response the greater the problem and the greater risk of failure, as illustrated by the following diagram.
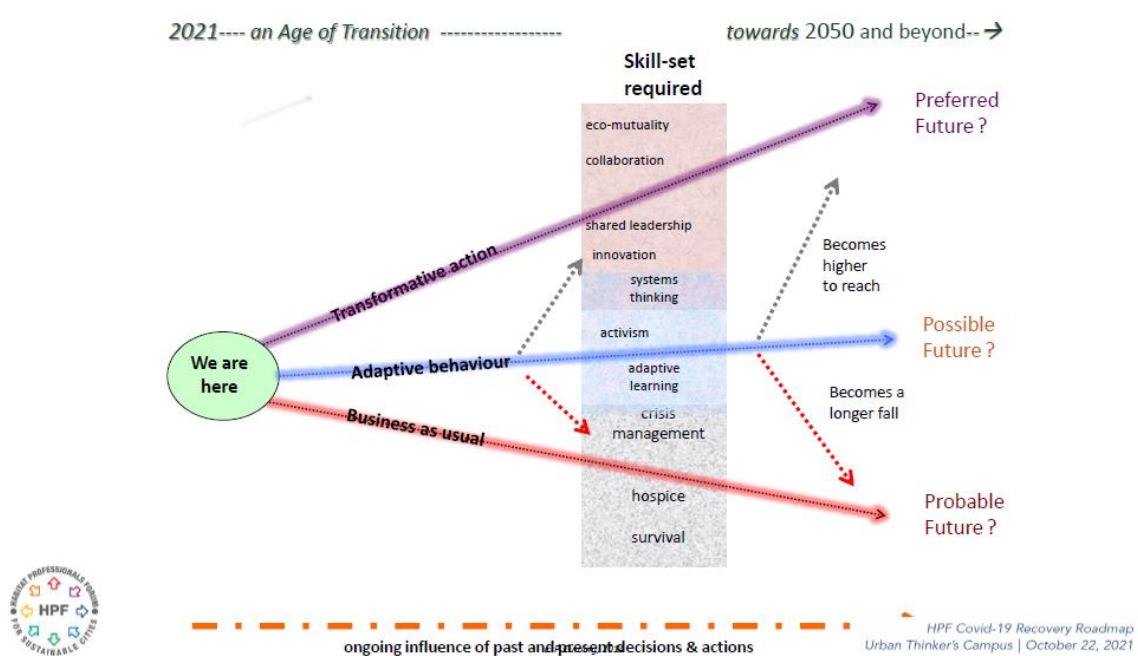
29. The pandemic has highlighted the importance of the principles in the New Urban Agenda and the need for a just and regenerative recovery from the pandemic. The delivery of the **NUA** now has added urgency. This requires a paradigm shift in thinking and must avoid a return to '*business as usual*'. We must learn from the past fifty years' failed policies but also look to the needs of generations over the next fifty years, building on past successes and fixing mistakes of the past. New models of urban development are needed, for example, ecomimicry and heritage resilience.

Section A:2   The Institutional Capacity for Change

"The COVID-19 pandemic has made the value of community engagement clearer than ever"
(UN Secretary General)

30. The experience of previous global shocks is that recovery plans tend to be short term, fiscal and nationalistic interventions which reinstate and reinforce inequalities in social conditions and economic performance, and create political instability. The Covid-19 economic, social and health crisis must learn from past experience. Thyer must be based on a renewed multilateralism, moving to greater cooperation, and practical, realistic and achievable initiatives focused on international solutions, in which UN and regional pan-national organizations have key roles.

31. Recovery Plans must be of a sufficient scale to rebalance and localize economies, and avoid even greater longer-term problems of low growth, high levels of unemployment and escalating and unsustainable sovereign debts Their aims and outcomes must be truly just and regenerative for communities and economies, and resuscitate a robust and diverse natural world. Because of the very complexity and diversity of the conditions, international and even national targets and goals need to be designed to be unpacked locally through place-based solutions.

32. Recovery will increasingly rely on the power of urban and territorial planning in orchestrating a multidisciplined approach to create place-based solutions. It will also depend on the experience and expertise of the built and natural environment professions in policy formulation and practice. Academic and professional expertise must be used to inform, understand issues and challenges to formulate solutions, to ensure policy is evidence-based, and not ideologically led.

33. The ***Roadmap*** therefore translates the longstanding ambitions to reset the global development trajectory onto a more sustainable and regenerative path by enabling:
    - Catalytic interventions at a scale of action that matches the scale of the problem and challenge;
    - A new balance internationally between states, regions and municipalities; and
    - Clearly linked national and shared regional Visions which set out the speed, scale and geography of economic and social uplift, and environmental protection and repair.

34. Historically, the institutional inertia in the current systems has meant that action has generally not met policy rhetoric, and has often worked against the changes that are obviously needed. Covid-19 has disrupted this inertia that has held back progress in delivering sustainable development. The Covid-19 crisis has created the opportunity to established renewed and new systems, processes and alliances. This moment for transformative change must be seized. To fail to do so would be a betrayal of present and future generations, and particularly, those disadvantaged communities struggling to deal with unsustainable development and living.

35. If urban and territorial planning are to contribute fully to the Recovery Plans, there needs to be a radical improvement in the level of institutional commitment to change in terms of:
    - A **renewed commitment** to the ***SDGs***, New Urban Agenda and Paris Accord in urban and territorial planning;
    - **Greater engagement** of communities by stakeholders and the professions in the decision-making process; and
    - **More equitable access** to professional resources to undertake the work on sustainable urbanization.

    The action needed to address these three issues are set out below.

A Renewed Commitment to the SDGs and New Urban Agenda

36. All the **SDGs** are critical and some have a very direct relevance to the contribution that urban and territorial planning will make to the recovery, at whatever scale, national, regional or local level (refer Box A).

> **Box A: Sustainable Development Goals & HPF Roadmap for a Just and Regenerative Recovery**
>
> The following Sustainable Development Goals directly depend upon the effectiveness of urban and territorial planning include:
> - SDG 2: Seeks to promote sustainable agriculture;
> - SDG 3: Ensures good health and well-being for all at all ages;
> - SDG 6: Ensures availability and sustainable management of water and sanitation;
> - SDG 7: Ensure access to affordable, reliable, sustainable and modern energy;
> - SDG 8: Promotes sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
> - SDG 9: Builds resilient infrastructure, promotes inclusive and sustainable industrialization and foster innovation;
> - SDG10: Reduces inequalities within and among countries;
> - SDG11: Makes cities and human settlements inclusive safe, resilient and sustainable;
> - SDG12: Ensures sustainable consumption and production patterns;
> - SDG 13: Takes urgent action to combat climate change and its impacts by regulating emissions and promoting developments in renewable energy;
> - SDG 15: Protects, restores and promotes sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification; and halts and reverses land degradation and halt biodiversity loss.

37. The **Roadmap** therefore builds on the UN **SDGs** (in particular SDG11 and SDG13), the **NUA**, and the Paris Climate Accord. This is central to recovery which must be based on cultural resilience building on local cultural identity and heritage, and local and regional environmental protection, repair and regeneration.

38. The **Roadmap** supports the implementation of the principles in the UN-Habitat *New Urban Agenda* by;
    - Promoting general welfare and public services of general interest;
    - Preventing risks that lead to new forms of social, economic, environmental and territorial inequalities;
    - Safeguarding the livability of all towns, cities and regions where no-one should be left behind;
    - Good leadership, urban governance and resources at all governmental levels and by all key actors, both governmental and non-governmental; and
    - Transforming towns, cities and regions through integrated urban development with place-based multi-level and participatory approaches.

39. The impact of the pandemic makes the delivery of the **SDGs** through the **NUA** even more urgent and relevant. If urban and territorial planning are to make their full contribution to the recovery, the principles in the **NUA** must now be converted into local policies and programmes of action. This requires a Renewed Commitment to the New Urban Agenda in Urban and Territorial Plans.
    Proposition 1: A Renewed Commitment to the New Urban Agenda
    The Habitat Professionals Forum urges National governments to recommit to New Urban Agenda and reconfirm its principles in the light of COVID and COP26.

The Poor Coverage of up-to-date Plans

40. Urban and territorial planning are key tools for managing in the community interest the geographical distribution of employment, population, culture, income, social opportunities, affordable housing and ecosystem services. The challenge is that there is poor coverage of plans locally, and where they exist, they are generally trend based (i.e. backward looking) and not monitored and updated. – i.e. there is the gap between the theory of what planning exists across all countries and the practice of what is done.

41. The **SDGs** (in particular SDG11) and **NUA** provide the agreed international frameworks for undertaking this work and setting clear outcomes. This includes the aim of having established by 2030 integrated and sustainable human settlement planning and management in all countries. These UN frameworks are key to finding a sustainable path out of the current crisis and ensuring that the voices of communities are heard and are made central to recovery.

42. SDG17 promoting partnership and shared goals, draws upon the collective strength of member countries and regions who are at the heart of the local and national plans for recovery. In doing so it draws on the collective experience in rebuilding damaged economies and communities that have suffered from conflict, terrorism and financial crashes in the post- war era.

43. The poor coverage of up-to-date plans in many cities and towns means that even where there is regulation, development does not comprehensively and demonstrably embed the principles of **NUA**. This challenge is heightened by the fact[15] that over 1 billion people live in slums or informal settlements where there is no planning. But current planning tools create unaffordable cities and planning methods and tools should be adapted and take into consideration the dynamic and the quality of the informal areas and processes.

44. New methods of planning are needed that are well adapted to meeting the needs of the poorest, dislocated and homeless people. The adoption of the **NUA** in regions with high rates of urbanization to establish priorities for planning action. A comprehensive assessment of the current gap in plan coverage in order to establish priorities for action, and develop policy guidance on informal settlement planning.
    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 informal settlement planning, particularly in terms of mitigation and adaptation to climate change.*

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[15] https://unstats.un.org/sdgs/report/2019/goal-11/

Greater Engagement with Communities

45. Wherever possible planning decisions are better undertaken locally or on a regional basis, where joint action is required. However, the Covid-19 crisis has demanded strong state leadership and initiative. Effective responses to a pandemic (e.g. over lockdowns) have required emergency powers, deregulation and centralizing bureaucracy. This tendency to centralization needs to be rebalanced as we recover from the pandemic. This is illustrated further in Section 9 and *Proposition22* later in this *Roadmap*.

46. The risk is that respect for governments, be it local, regional or national could be eroded and democratic institutions will come under pressure and editorial direction of the media can be restricted. If such risks are not addressed, they will leave scars and impact on the social fabric, and can easily contribute to a further erosion of confidence in representative democracy itself.

47. The Covid-19 has also highlighted the importance of decisions being taken at the level of local government practicably closest to community implementation, with a new *parity of esteem* between central, regional and municipal government with greater respect for the public and its involvement in the decision-making processes.

48. As corollary, negative tendencies must not emerge to undermine transnational action. There is a need for greater clarity about what are the genuinely international and national, regional or local scale decision areas and a more effective means for planning and delivering and supporting them through more proactive policies. This includes, for example, international cooperation, provision of core infrastructure, universal basic standards of wellbeing and protection, and the repair and regeneration of natural ecosystems.

49. Therefore, in order to recover from Covid-19, local action is required to implement regional and national recovery goals and targets. Communities or citizen involvement is most effective when it is established from the outset and on an ongoing manner in the plan-making and implementation.

50. If national and local recovery plans are to have citizen support, there must be a presumption in favour of local empowerment and participatory democracy in urban and territorial planning. The principles for the engagement of communities and citizens in plan making are well established, as illustrated by the *European Charter of Participatory Democracy[16]* (see Box B). These could be developed into a wider international Framework of principles for delivering greater engagement of communities in the future of their communities.
    ### *Proposition 3: Greater Engagement of 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.*

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[16] https://ectp-ceu.eu/2015-european-charter-on-participatory-democracy/

BOX B: CHARTER OF PARTICIPATORY DEMOCRACY

Policies and actions by governments must be undertaken not only for the people but also with the people in order to:
- provide legitimacy in public policy decisions;
- minimise conflicts between competing needs and concerns;
- create shared ownership and acceptance of policies and programmes; and
- promote and protect democratic traditions and aspirations; and
- allow the sensitive application of the universal principles of human rights.

This requires change from a stronger integration with participatory processes based on the following four interlocking principles:

- **Inclusive Representation:** Processes must enable all who are impacted by or having an interest in a plan, policy or programme of action to participate throughout all stages through conception, decision making and implementation to monitoring and evaluation of planning policies.

- **Clarity**: Full and comprehensive level of information is required and full access to it. This requires the promotion and support of processes whereby all the participants can acquire and share the same level of information and the same level of understanding.

- **Accessibility**: Barriers to involvement must be removed, especially for groups that are harder to involve. Engagement must be tailored to each case in order to be responsive to local circumstances, allowing a choice in the means of expression, giving people the opportunity to voice their needs and concerns in the clearest way.

- **Transparency**: Participatory processes must demonstrably secure justice for those involved. People must feel respected, safe and free to express their opinions. The process of engagement must therefore be open, fair, inclusive and unbiased. Clear protocols and regulations are needed to ensure the integrity of the processes for communities to be involved. They should uphold the right to interrogate the data and alterative decisions through an independent appeal and examination.

Source: ECTP-CEU Charter of Participatory Democracy

Promoting more Effective Strategic Planning

51. Although the key level for effective planning is at the level of the local community, there are issues (e.g. housing, transport, environment and economic development) that require a wider perspective, even than an individual city region. Based on international experience subnational and national frameworks are needed to fill this gap in order to:
    - Support networks of cities and towns, and their rural hinterlands;
    - Create a framework for programmes and budgets to deliver wider economic environmental and social goals, especially in the reduction of regional inequalities);
    - Ensure consistent assumptions about future rates of environmentally and socially sustainable development, based on common time horizons;
    - Deliver equitable access to basic / universal services, identifying priorities for the uplift of service provision to a common level and inclusive growth management strategies;
    - Address cross boundary environmental challenges in terms of energy and water supply and demand, and sustainable management of ecosystems; and
    - Set out where cross-border and metropolitan collaboration is a critical.

52. Current approaches to territorial planning at the national and sub-national levels are inadequate to meet the challenges we face. Similarly, few countries up-to-date National Spatial Frameworks, despite their commitment as signatories to the **NUA**. There are major implications for legislative systems (*see Roadmap Part 2: Section 9*).

53. The current emphasis is on strengthening the urban governance system and monitoring, and encouraging development. This, in the main, does not address key social and environmental challenges which are sub-national in nature and require integrated regional sustainable and regenerative development programmes. If urban and territorial planning are therefore to make their contribution to the recovery in a meaningful and transformative manner, strategic planning capacities need to be strengthened in all countries, to bridge between broad international and national policies and local action.

54. There are notable examples of urban transformation strategies that implement the New Urban Agenda are being promoted at the city level, for example, in Quito, Jakarta, Madrid and Durban. Broad regional initiatives to mainstream the New Urban Agenda in urban decision-making have been built into the Urban Agenda for the European Union, and regional action plans in Latin America and the Caribbean. This is mirrored in the positive 'noises' from public and financial institutions, such as the Green Climate Fund, the Global Environment Facility and the Adaptation Fund, or African Development Bank, the Asian Development Bank (ADB), the Inter-American Development Bank and the World Bank.

55. Effective strategic planning arrangements are needed to deal with the interdependent and cross-border relationships of cities, urban networks and their functional economic, social and biophysical region. Established best practice[17] links plan-making to plan-delivery arrangements, for example by linking funding regimes to an approved strategic spatial plan. The preparation of integrated, interjurisdictional national and subnational spatial frameworks or plans, whether statutory and non-statutory, is therefore a priority which should be benchmarked against an agreed framework of best practice.
    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.*

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[17] For example, Eurometrex Benchmarking https://www.eurometrex.org/wp-content/uploads/2019/01/EN_Revised_Metro_Gov_Benchmark.pdf

"Our Struggle for Global Sustainability Will Be Won or Lost in Cities"[18]
(UN Secretary General)

Context

56. The Covid-19 Pandemic has created a global economic and social crisis with a risk of sustained economic recession and social fragmentation. Worldwide economies and markets destabilized. Supply chains have been disrupted; and demand has fallen on an unprecedented scale. Real unemployment has been significantly higher during the pandemic than official levels. In many places people have become more socially isolated. The problems and challenges, whilst varying between countries, cities and regions, are global.

57. The future is one of *radical uncertainty*. This however must not paralyze action. In fact, it is a call for action that will renew, regenerate and re-imagine our cities towns and regions, in more socially equitable and ecologically sustainable forms. The solutions must be international, embrace trans-disciplinary thinking and action and be based on a vision for the future of towns, cities and regions which will:
    - Embrace social justice, and contribute to the well-being and quality of life of all their inhabitants and other stakeholders;

    - Have particular regard to neighbourhood level impacts, to enhance the ability of local people to engage in and take responsibility for future actions, and contribute to encouraging and achieving healthier lifestyles;

    - Retain the cultural richness and diversity, inherited from long histories, and acknowledge and seek to resolve the impacts that have caused suffering and dislocation;

    - Become more closely connected through a wide range of economic social and cultural linkages that support shared higher functions and collective action;

    - Be developing synergistic relationships through cooperative competition and competitive cooperation; and

    - Integrate the built environment and human habitat with the natural ecosystems, actively restoring biodiversity, and tackling climate change through regenerative planning, design and action as underlining priority.

58. The pandemic has highlighted three major challenges for the future planning of cities, towns, and regions if urban planning is to be human-centred, ensuring equity and inclusion from and economic, environmental, and social perspective:
    - The specific spatial impacts of the pandemic of towns, cities and regions;
    - The need to give greater urgency to embedding the New Urban Agenda; and
    - The need to be better prepared for future global shocks.
    These are considered in more detail in the following section.

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[18] https://www.un.org/press/en/2012/sgsm14249.doc.htm

59. Covid-19 is accelerating past trends and creating new trajectories that are re-shaping the patterns of economic activity and social behaviour. However, the '*winners'* in the pre-pandemic era must not be the winners of the post-pandemic era of recovery, by maintaining a '*business-as-usual'* economic model*,* or adaptations to this. In the longer-term no-one will win if this occurs.

60. Transformative action is necessary, built on the equitable sharing of resources between the rich and the poor. Unless we do, even wealthier and apparently stronger communities will be blighted by undue levels of growth, impacting on their quality of life, travel and housing costs, and will have to carry an ever-increasing burden, nationally and internationally, in supporting those communities that have been put at even greater risk by the pandemic. It can be compared to being in an aeroplane heading for a crash-landing, where it will make little difference whether one is in first class or business sections or budget economy seats!

61. Urban networks, structures and densities will also be reshaped, creating new pressures on natural ecosystems that serve cities, towns and their regions, associated with changed demography and household structures. Left to market forces alone, these uncertainties will continue to drive short-term unsustainable and inequitable outcomes, and not just in terms of income and the distribution of wealth.

62. Policy responses to the impacts of Covid-19 must not be driven by short-term fiscal responses and corporate interests that could undermine the **SDGs** and quality of life. Policies responses must be driven by ethical values that seek to create and maintain liveable communities for future generations and that are robust, equitable and climate friendly.

63. As a corollary, where recovery plans give greater weight to the implementation of the **SDGs** and **NIA**, then real inroads can be achieved in reducing poverty, improving quality of life, decarbonizing societies and supporting ecological restoration.

64. This potential for reducing inequalities and improving sustainability outcomes through integrated strategies has been highlighted in a range of studies. For example, it has been estimated that a focus on including integrated policy choices in governance, social protection, green economy, and digitalization, what has been called an *SDG-Push*[19], could reduce the number of people in extreme poverty by 100 million[20] in a decade.

65. The priority must be to translate the rhetoric of recovery into a *just and regenerative recovery.* This needs to be based on operational strategies in accord with sustainable development and resource utilization, ensuring that no-one or place is left behind. This is of special significance in cities and towns which have been most acutely hit, whether economically through the lock-downs, or wellbeing in terms of infection and deaths, or environmentally through increased pressure on natural resources.

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[19] How can countries at risk of being left behind build forward from COVID-10? New research from UNDP | by UN SDG Action Campaign | Medium
[20] Impact of COVID-19 on the Sustainable Development Goals | SDG Integration (undp.org)

66. The key to the global recovery lies in the future of cities and their associated regions. The *New Urban Agenda* has set out the approach to building inclusive cities that are liveable and prosperous for all by prioritizing the poor and vulnerable in decision-making, by enhancing overall the resilience and sustainability of cities. This is reinforced by regional frameworks such as the European Charters on *Spatial Planning*[21] and on *Participatory Democracy*[22].

67. The **NUA** is the internationally agreed expression of how spatial planning and urban design can help implement these wider internationally agreed goals. The UN accords on **SDGs** and Climate Change, as well as its agenda for example for indigenous peoples and informal settlements, also have implications for sustainable urbanisation. The question is:

> *'Why, if we know what needs to be done,*
> *are we not doing it?'*

Why, for example, have only 22 Member States so far have prepared national reports on the implementation of the **NUA**.[23]

68. In view of the current inability to demonstrate that the planning of towns, cities and regions meet the **SDGs** and implement New Urban Agenda and Paris Accord greater priority requires to be given to the preparation of national monitoring reports.

__Proposition 5: Progress in implementing the New Urban Agenda__
*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.*

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[21] https://archive.ectp-ceu.eu/ectp-ceu.eu/index.php/en/publications-8/the-charter-of-european-planning-213.html
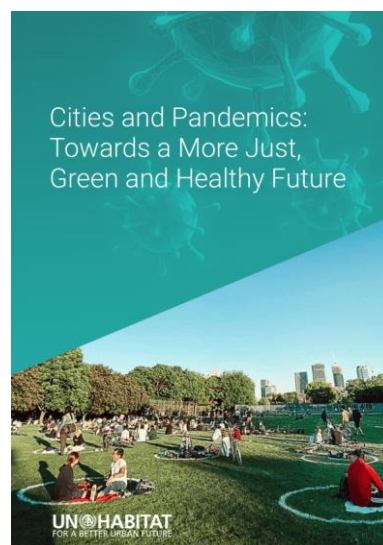[22] https://archive.ectp-ceu.eu/ectp-ceu.eu/index.php/en/publications-8/charter-of-participatory.html
[23] At the time of the writing of this report these include: Algeria, Bahrain, Botswana, Brazil, Columbia, Cuba, Czech Republic, Dominican. Republic, Egypt, Finland, Germany, Kenya, Indonesia, Laos, Malawi, Mexico, Palestine, Spain, Senegal, Sweden, Tunisia, Turkey: Source UN

69. The pandemic has been regressive in its impacts. COVID-19 has laid bare long-standing inequities faced by people around the world. Gender, race and disability inequalities have come to the fore in the pandemic. It has been especially difficult for those with limited access to health care, infrastructure, green space, good housing conditions, digital connectivity and other essential services. The gaps in healthy life expectancy and life chances have been deepened by the pandemic. The spatial impacts of Covid-19 have therefore been more keenly felt in disadvantaged sectors, communities and regions than others.

70. Covid-19 has also challenged some basic assumptions that have been used in framing policy for urban and territorial planning, what is referred to as the '*new normal*', in terms of:

    - New business behaviours and trading relationships with more localized and diversified supply chains and greater food self-sufficiency and self-reliance;
    - New trajectories and vulnerabilities for different economic sectors, especially as we move to net zero-carbon economic production and improve biodiversity;
    - Giving more weight in policy to the foundational economy, less dependent on casual labour and the informal economy
    - Changed perspectives on home-work relationships and travel patterns; and
    - The need for new patterns of urbanization providing greater spatial, social and environmental equity, through more resilient urban networks and structures.

Cities and Pandemics: Towards a More Just, Green and Healthy Future

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71. However, the capacity of cities to absorb the immediate shocks and respond to the '*new norms*' is highly discriminatory. The poor not only have the fewest personal resources and poorest health but also live in the most vulnerable and most often overcrowded insanitary conditions, and, when in work, have least job security and are least able to be home-based.

72. As a result, cities have been most affected by the pandemic, compounding their existing challenges created by being home to one billion slum dwellers[24], 60% of refugees and 80% internally displaced people.[25] Cities also generate 70% of global greenhouse gas emissions and therefore are especially vulnerable to climate shocks, environmental changes and natural disasters, such as the pandemic.

73. The recent progress that has been made in reducing poverty and improving living conditions and quality of life in the most vulnerable communities has therefore been put risk. Unless there is effective action, the pandemic is estimated will have resulted in 150 million more people living in extreme poverty[26], over 80% of whom would live in middle-income countries. There is a real danger of a downward spiral, reinforcing spatial and social inequalities whereby some regions and nations could continue in recession whilst others start to thrive.

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[24] https://unstats.un.org/sdgs/report/2019/goal-11/
[25] https://www.unhcr.org/innovation/the-power-of-cities/
[26] COVID-19 to Add as Many as 150 million Extreme Poor by 2021 (worldbank.org)

74. There is already established international guidance on best practice to address these issues. These include the UN-Habitat *International Guidelines on Urban and Territorial Planning*[27] and the European *Charter of Spatial Planning* [28], as well as a range of regional statements, for example, African APS policy principles[29] and the Iberoamerican *Carta de Sintra*[30]. The principles in these remain a sound. However, if urban and territorial planning is to make their contribution to the recovery and long-term regeneration there needs to be much greater clarity about what are the '*new norms*' – i.e.

> *"What traditional assumptions are being challenged, and threaten to reinforce social and economic inequities and have ongoing adverse impact on the natural environment locally or globally?"*

75. It is therefore concluded that the spatial impacts of the pandemic on urban economies and social conditions are reshaping towns, cities and regions. It is accelerating the changing the relationship of home and work, the re-shaping city centers and the re-valuing urban green space as well as shortening supply chains. These need to be reassessed and updated as a matter of urgency against the established guidance on urban a territorial planning.

__Proposition 6: Responding to the 'New Post-Covid Norms'__
The application by Governments of the UN-Habitat Guidelines on Urban and Territorial Planning 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.

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[27] https://unhabitat.org/international-guidelines-on-urban-and-territorial-planning
[28] https://ectp-ceu.eu/2013-the-charter-of-european-planning/
[29] https://africaplanning.org/policy/principles/
[30] https://www.fundacaoserrahenriques.org/en/carta-de-sintra/

Potential Future Global Shocks

76. The pandemic, and other natural and man-made disasters, international conflict, have been, and continue to create devastating crises. To date, over 6 million people have died from the Covid-19 virus[31], and the death toll continues to rise. Daily routines have been disrupted and the long-term health of many has been threatened, especially for the most marginalized. It has exposed the fault lines that fracture our communities and made it clear that the secure health of everyone is interconnected.

77. The high probability of a global pandemic was known but not planned for. The '*Tragedy of 2020'* is that it will go down in history as the year that the professional community warned governments about the imminent danger of a pandemic but those who make decisions listened with deaf-ears and now claim that '*nobody saw it coming'*. This is not true and we must never let this chain of events happen again. The pandemic has highlighted the fundamental limitation of the short-term nature of policy making and the lack of resilience in our urban systems.

78. Covid-19 was not a one-off event. Major hazards, from wars, pandemics, national blackouts or severe flooding can be expected, by as much as on average every five-year period.[32] Issues of safety and security have been raised to the top of the personal and political agenda. The pandemic is only one of the human-induced or natural global threats that we face, especially from growing inequality, environmental degradation and climate change. We must become more resilient to the full range of potential future global shocks that pose genuine risks to current and future generations. Therefore, although this ***Roadmap*** was initiated in response to the 2020 pandemic, it has been drawn up as a basis for building resilience against future global shocks.

Global Risks Horizon (WEF:2021) [33]
Response to Question
"When do respondents forecast risks will become a critical threat to the world?"

	% of respondents
Infectious diseases	58.0
Livelihood crises	55.1
Extreme weather events	52.7
Cybersecurity failure	39.0
Digital inequality	38.3
Prolonged stagnation	38.3
Terrorist attacks	37.8
Youth disillusionment	36.4
Social cohesion erosion	35.6
Human environmental damage	35.6

Clear and present dangers
Short-term risks (0 – 2 years)

Legend: Economic · Environmental · Geopolitical · Societal · Technological

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[31] WHO Coronavirus (COVID-19) Dashboard | WHO Coronavirus (COVID-19) Dashboard With Vaccination Data

[32] Biosecurity and national security - Joint Committee on the National Security Strategy - House of Commons (parliament.uk)

[33] https://www3.weforum.org/docs/WEF_The_Global_Risks_Report_2021.pdf

79. The nature of future global shocks[34] may be different but they are inevitable. Our core governance systems must ensure that the failure of any part does not jeopardize the whole. This requires a rethink of security strategies with the focus on the safety and wellbeing as well as security of nations, communities and the natural world. Poorly planned cities, urban sprawl and associated infrastructure however create major and ongoing social, environmental and health challenges which exacerbate the vulnerability to these shocks. We must better prepare to manage and shape the future by harnessing the power of planning, and the skills and experience of the professional community.

80. It is essential to build in strategies for mitigation and adaptation of our urban systems to cope with future global shocks as well as recover from the current one. Methods of planning should change and focus more on quality of life, affordability for all and resilience. There are examples of developing such approaches to planning for natural disasters, for example, in the Caribbean states in response to storms Irma and Maria.[35]

81. There is also a need to respond to the challenge and opportunities created by technological change, for example with the advent of AI systems. Therefore, if urban and territorial planning are to make a meaningful contribution to the recovery, it needs to be better informed and supported in regard to the risks of future global shocks - i.e. it needs global and regionally agreed working assumptions about future risks.

82. It is therefore concluded that there is a need for a *Global Urban Restart Campaign* to be prepared for future global shocks, both man-made and from natural disasters, ***and*** which will inevitably test existing urban structures, services and processes. The first is the need to adapt policies for sustainable urbanization to provide homes, health and security for a further billion people over the next decade whilst reversing the accelerating climate emergency. A new mindset is needed. The second and more pressing need is to address the unequal vulnerability of the existing 6 billion population to the impacts of climate change, and the COP26 commitment to new energy sources.

    Proposition 7: Preparing for Future Global Shocks
    The Habitat Professionals Forum urges town, city 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.

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[34] Future shocks: 10 emerging risks that threaten our world | World Economic Forum (weforum.org)
[35] https://www.commonwealth-planners.org/_files/ugd/25734f_1428c4718b6f46c0ba617a836c466619.pdf

"We need a revolution in urban planning and in urban mobility"[36]
(UN Secretary General)

83. If town, city, and regional planning is to contribute to the post-Covid recovery plans it must deliver on a wide-range of action, bringing together the professions in a common agenda, as illustrated in the Diagram Box C below[37].

Box C: More Effective Planning Systems to Plan the World We Need

To recover from Covid-19, we need plans that accelerate progress to a zero-carbon economy, increase resilience to risk, and create fair, healthy and prosperous communities. This requires change to create **a place-based recovery, across four themes**

- **Tackling place-based inequality:** Delivering affordable housing s, regenerating deprived communities, and improving access to key services, amenities and infrastructure
- **Enabling a green industrial revolution** through growth of sectors which deliver emission reductions, environmental gains and green jobs;
- **Prioritising healthy and sustainable modes of transport:** Integrating active travel in order to lock-in behaviour change and transition to public transport;
- **Accelerating the deployment of zero-carbon infrastructure:** through energy efficiency, renewable energy, smart grids and nature-based solutions to flooding and overheating.

Achieving these goals will require a re-imagining of planning though:
- **Governance and resourcing** of powerful and effective structures for cross-boundary planning, and planning that engages with communities and businesses;
- **Joined-up national strategies** that deliver investment in genuinely affordable homes, retrofit existing buildings, cut emissions, and planned green;
- **Common metrics** that break with past trends and are tested against common objectives for decarbonisation, resilience, health and social justice
- **Shared data** through data observatories to provide common data and analysis, and open-source digital planning tools for scenario modelling, public engagement and coordination.

Source: Plan the World We Need: Royal Town Planning Institute 2021

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84. To achieve the ambitions for sustainable urbanization and to harness the restorative capacity of land, water and the biosphere to deliver the **SDGs**, there needs to be a sea-change, a retooling of the planning system by tackling the following issues:
- The lack of equitable access to Professional Resources;
- The poor progress in delivering sustainable development; and
- The need to harness the power of new technologies.

The actions needed to address these three issues are set out in the following sections.

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[36] https://www.un.org/sg/en/content/sg/statement/2021-04-16/un-secretary-generals-remarks-meeting-leading-mayors-supported-c40-cities-%E2%80%9Cadvancing-carbon-neutral-resilient-recovery-for-cities-and-nations%E2%80%9D%C2%A0final-text

[37] The full RTPI report can be accessed at https://www.rtpi.org.uk/research/2020/june/plan-the-world-we-need/

Equitable Access to Professional Resources

85. Most governments have demonstrated the power of purposeful governance, by their rapid responses to the pandemic. The same energy is required to deliver the scale of change to deliver a just and regenerative recovery. The success of these ambitions depends upon to harnessing the creative power, experience and expertise of the built and natural environment planning professions in every country. We know what is needed - the **NUA** has set this out. This needs there to be professional capacity locally '*on the ground'* to undertake the work, or else change will not be delivered.

86. However, current "good planning" is not affordable for the most vulnerable communities. Research consistently shows that there is insufficient and imbalanced professional capacity globally, for example the Global Planners Network report to the 2008 WUF. Similarly, as discussed in *Section B:2,* the 2019 survey by the Commonwealth Association of Architects (CAA) together with its professional counterparts in planning, surveying, land economy and engineering, revealed the same situation among these professions.[38]

87. This is of great concern since the overall growth of the world's population is expected to add another 2.5 billion people to urban areas by 2050, 90% of which 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.

88. It is therefore important to create stronger sharing of professional capacity in, and between all countries. This could draw on the experience of collaborative professional responses to disasters, for example of the Australian Institute of Planners response to the tsunamis and natural disasters in Sri Lanka and Pacific Islands, and the Lincoln Institute of Land Policy's Latin America and Caribbean Program for sustainable urban development. It is proposed to investigate the potential expansion of such experience and how it might be applied in parts of the world where support is most needed – for example, east Africa, central America, Pacific islands, south east Asia and eastern Europe.

89. Therefore, the **HPF** recommends, as a matter of urgency, that **NUA-Taskforces** are established. These could be hybrid organizations (combining on-the ground and virtual capacity) and involve fresh approaches, for example the use of new technology (see *Roadmap Proposition 10*). They would include support for local built and natural environment professionals with members from better resourced countries to assist in the audit of the current state of the professionally less-resourced country in terms of the **SDGs** and **NUA** goals, identify local barriers to progress, and work with country representatives to produce collective perspectives on what action is required and support provided on an on-going basis.

90. It is therefore concluded that an equitable access to professional resources is a pre-requisite for recovery strategies. A major initiative is needed to provide a more equitable access to the professional resources for plan-making, review and updating in the most vulnerable communities, regions and countries, drawing past disaster-recovery experience of inter-country professional support. Without this, professionally less-resourced countries will be limited in their ability to progress the **SDGs** and **NUA** goals.
Proposition 8: Equitable Access to Professional Resources
*The Habitat Professionals Forum supports the creation of **NUA-Taskforces** (combined on-the ground and virtual organizations) which draw upon the professional capacity from better resourced countries.*
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[38] https://issuu.com/comarchitect.org/docs/caa_survey_of_the_architectural_pro?fr=sNzNiZjEzNzg1MDY

91. The foundations of the global economy have not just been shaken but have been disrupted by the Covid-19 shock. Fiscal stimuli alone will not deliver a sustainable and regenerative recovery. On the one hand, such policies and programmes are generally short-term, under-resourced and sectoral (i.e. not integrated). On the other hand, urban and territorial plans (where they do exist) have poor sustainable outcomes. As a result, the patterns of consumption and production are unsustainable, and are not geared to meeting the needs for a society with lower consumption of resources in accord with SDG12.

92. There is a need to reset urban development on a more sustainable, regenerative and just trajectory at all levels of territorial and sectoral governance in order to:
   • Create sustainable development by localizing activity, reducing ecological footprints, containing urban densities to sustainable levels;
   • Create more resilience in urban development by local re-industrialization with shortened and diversified circular supply chains and research & development;
   • Develop local economic foundations and SME[39] economic ecosystems and the active involvement and empowerment of communities;
   • Decarbonize with energy efficient strategies, particularly through enhanced connectivity between and within regions, and beyond to remote and marginalized communities and individuals.;
   • Value ecosystems especially public space, ecologically sustainable food and timber production, water resources, and protecting and reversing losses in biodiversity and cultural heritage.

93. In order to deliver on these goals, they need to be translated into measurable and achievable outcomes. Without agreed outcomes it will not be possible to know when and if a plan has been delivered. To do this all nations need to be more explicit about the spatial implications of their policies in terms of economic and environmental impacts and social conditions, at a local, national and international level. Project funding regimes need to change to be measured against their strategic fit with the principles of the *Roadmap* and not *place-blind* econometric algorithms.

94. If urban and territorial planning are therefore to make their contribution to the recovery, they need to be based on a clear set of outcomes. Setting standards of universal services that reflect and achieve sustainable and regenerative outcomes is key to sustaining an equitable and healthy quality of life for all, especially where there is a dependency on, or major influence by private sector service providers.

95. It is therefore concluded that a *just and regenerative recovery* must be place- based with transforming planning outcomes through 10-Year National Outcomes Frameworks, in line with National Sustainable Development Strategy (NSDS) required through the SDG 17. These principles are developed further in the ***Roadmap*** in relation to the key themes in Part B of this ***Roadmap*** of landscape, heritage and urban design (see *Sections 5,6 & 7*).
   Proposition 9: Transforming Planning Outcomes
   The UN-Habitat with its HPF partners should develop guidance on the preparation of National Outcomes Frameworks and establish collaborative data systems and virtual platforms to inform these.

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[39] SME refers to small and medium sized enterprises – often also referred to as the 'every day' or 'foundational' economy

96. Public agencies need new tools to cope with the levels of uncertainty and complexity of issues they face. Key opportunities have been created by the digital revolution, for example, in form of interactive mapping, platforms, artificial intelligence (AI), Digital Twins and big data. In order to unlock the potential of geospatial analytical systems, there is an urgent need to establish a complementary set of core digital capacities in data, platforms, tools and techniques, as well as develop adequate skill capacity within the planning profession through training and education. This also enables open data. Intelligent City and Smart Community Smart City Technologies are key opportunities created by the geospatial and big data revolution to enable accurate, reliable and shared open data, in order to increase the knowledge and better contribute to recovery plans. These are illustrated in Box D.[40]
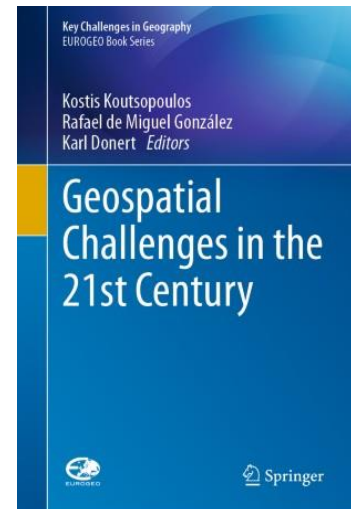
Box D: Core Digital Geospatial Capacities

- **A Common Spatial Data Environment based on National Mapping and Datasets**: the map and data sets (key environmental, socio-economic & public health data) that would enable every baseline study including forecasting, simulation, modelling, and monitoring for the country need to be specified and collated centrally.
- **A National Network of 'Regional Data Observatories' based on Regional Data Input:** regional bodies tasked with collecting and analysing demographic, economic, social and environmental data should be created.
- **An Integrated Planning Open Data Framework based on Planning Data Input:** digital planning support systems need to be designed to capture back-office data in an integrated open data framework with decision support and public consultation functions.
- **Planning Metadata and Information Management Standards**: unifying planning metadata and information management standards to enable the twin pillars of development control and plan-making to be coordinated and synergised.
- **Digital Tools and Techniques**: a diverse range of digital tools and techniques which can be employed and integrated in spatial planning should be introduced to planners.

(Source: A Digital Future for Planning: *Spatial Planning Reimagined* (Michael Batty & Wei Yang, 2022)

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94. There are three critical issues that need to be addressed if this is to be achieved there needs to be: (i) agreed key performance indicators; (ii) better access to available date; and (iii) the harnessing of smart technologies and new big data sources. These are discussed below and collectively call for the development of linked national and regional **UN-Habitat Knowledge Hubs.**, building on the experience of for example, the like the John Hopkins Coronavirus Dashboard[41] and the CAA Data Platform[42].

[40] A-Digital-Future-for-Planning-Full-Report-Web.pdf (digital4planning.com)

[41] COVID-19 Map - Johns Hopkins Coronavirus Resource Center (jhu.edu)

[42] Call To Action – Planning for Climate Change and Rapid Urbanisation (commonwealthsustainablecities.org)

__Proposition 10: Harnessing the Power of New Technologies:__ It is recommended that linked national and regional __UN-Habitat Knowledge Hubs__ are developed to provide better access to available date; accelerate the use of smart technologies; and develop big data sources in order to:

   a. Develop key performance 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'.

95. The commitment to sustainable urban development must be related to agreed key indicators of the extent to which cities and human settlements are inclusive, safe, resilient and sustainable, as expressed by __SDGs__. The __NUA__ supports the role of data in monitoring the implementation of sustainable urban development policies and strategies. In particular, geographical data, mapping and participatory data platforms are recognized as the means to promote evidence-based governance and to enhance effective urban planning and management. This needs the definition of key performance indicators, and is seen as a necessary part of any national diagnostic approach to urban policy, as promoted by UN-Habitat.[43] [44]
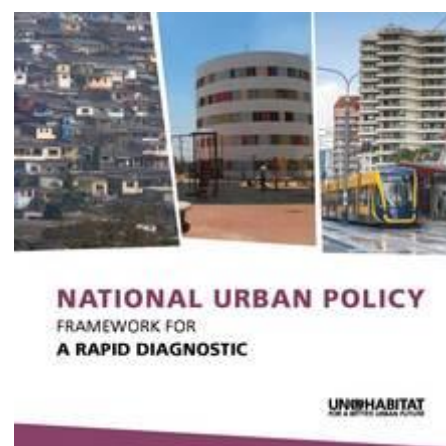
__Proposition 10a: Key Performance Indicators__

The development of __key performance indicators__ should be promoted by an integrated approach to geospatial data, Geographical Information Systems, maps, dashboards and particularly health indicators in urban planning and urban management.

96. Limited availability of data or inaccurate social and spatial information can be an obstacle to the recovery of towns, cities and communities, as they run the risk of the mis-diagnosis of urban conditions and problems, leading to ineffective or damaging strategies and planning policies for recovery. In contrast, new data sources and systems help urban policy by enabling a continued and improved provision of public services. They can also provide the tools for immediate responses in reducing the direct and indirect impacts of the rapid change, for example from a pandemic.

__Proposition 10b: Better data for decision-making__

Priority must be given to __better data__, and particularly real time data, showing in GIS platforms spatial and social imbalances, environmental impacts, efficiency in the transportation systems and local development.

97. Cities, towns and regions should make increasing use of smart technologies and big data to engage communities in the management of issues like environment, mobility, and job creation supporting information economy and post-pandemic recovery.

__Proposition 10c: More inclusive forms of governance and better service delivery__

The use of __smart technology__ for more inclusive forms of governance, better service delivery, social relations and economic already underway before the arrival of COVID-19, should be developed not only to promote the prosperity of towns, cities and regions but also to ensure no one is 'left behind'.

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[43] https://unhabitat.org/sites/default/files/download-manager-files/NUP_Framework_for_a_Rapid_Diagnostic.pdf

[44] For example, in Scotland, https://nationalperformance.gov.scot/national-outcomes

General Principles: Agenda for Action

98. The **HPF Roadmap** therefore makes the following recommendations as the basis of enabling the expertise and skills of the built environmental profession to make their full contribution to the just and regenerative recovery from the pandemic and transition to net-zero.

99. In order to support of a *just and regenerative recovery,* the HPF will work with the UN-Habitat in promoting:

- A **Renewed Commitment to the NUA** to reconfirm its principles t in the light of the COVID-19 pandemic and the outcomes of COP26;

- An **Assessment of Plan Coverage**, and the adoption of the **NUA** compared with the rate of urbanization to establish priorities for action.

- A **Framework of Participatory Democracy** in spatial planning in support of the delivery of **SDGs** and the **NUA**;

- Best practice guidance on **Effective Strategic Planning:**

- The completion of the **NUA Monitoring Reports** by individual national bodies and by recognized bodies (where there is a lack of capacity).

- **Planning for Uncertainty,** reviewing the data systems underpinning urban and territorial planning in the light of climate change and the pandemic.

- A **Global Urban Re-Start Campaign** for re-engineering of towns cities and regions to ensure a safe and resilient future for the most vulnerable communities.

- Establishing **NUA-Taskforces** (combined on-the ground and virtual organizations) which draw upon the built environment professionals from better resourced countries.

- Developing **Policy *Guidance on National Outcomes Frameworks***, informal settlements and strategic spatial strategies*.*

- **Harnessing the Geospatial Data Revolution** to enable accurate, reliable and shared open data, in order to increase the knowledge and better contribute to the Recovery Plans.

In support of these actions, the **Roadmap** recognizes the need for professional training and capacity to be recalibrated in order to promote new and innovative cross disciplinary programs of study and accreditation.

Part B: THEMATIC RESPONSES

100. This Part of the **_Roadmap_** develops its thinking into further detailed propositions in the context of the following key themes:

- Section B:5   Landscape, identity and culture (Lead Partner IFLA)

- Section B:6   Architecture and Urban Design (Lead Partners UIA and CSU)

- Section B;7   Planning for Culture and Heritages (Lead Partner ICOMOS)

- Section B:8   Human Rights and Urban Legislation (Lead Partner AUJ)
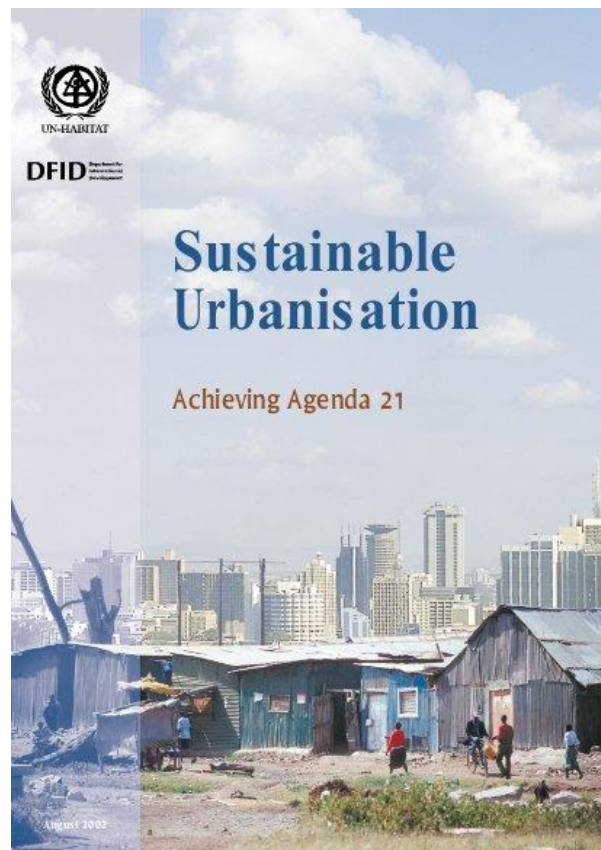
Context

101. 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.[45] The **_Roadmap for Just and Regenerative Recovery_** therefore embeds a new perspective on the contribution of landscape to social, environmental and spatial justice across all seventeen United Nations Sustainable Development Goals (UNSDG).

102. The importance of landscape to each of the UNSDG's has been illustrated by the landscape architectural profession from across all continents.[46] Whereas the **_NUA_** highlights the importance of protecting '*natural'* landscapes this must not result in people only focussing on this singular landscape goal. This would fail to recognize 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 at put at risk by the cumulative impact of incremental change. This needs to be said loudly and made more explicit in the implementation of the **_NUA_**.

103. We have lost an important connection with the landscape at whatever level, urban, peri-urban, rural, regional, national and cross-border. There is a profound loss of knowledge about its material, physical qualities, its cultural and ecological significance, and immense ecological and restorative capacity. It is rarely acknowledged that landscape is the vast infrastructure upon which we all depend. Landscape must no longer be "*a blind-spot*" or '*add-on'* in regional economic strategies around the world.

104. Landscape architects and related professions have been working to fill this conceptual void[47] generating new knowledge and a geographic sensibility so that we can harness landscape to deal with the accelerating climate emergency, water and air pollution, urbanization, loss of biodiversity, food and water security as well as matters of social, environmental and spatial justice, migration, and other global challenges identified in the **_SDGs_**. This new perspective, embracing culture and identity, is important to understand 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.

105. This needs to be given momentum, and transformed into an international movement recognizing the urgent need to change behaviours and decision-making habits and ensure that dealing with the environment and climate emergencies become integral to our way of life. Persuading decision-makers to recognize the land as a powerful, substantive tool.

106. This is seen as supportive of the UN's commitment to promoting different perspectives that recognize *that 'planet Earth and its ecosystems are our home and that "Mother Earth" is a common expression in a number of countries and regions, and that some countries recognize the rights of nature in the context of the promotion of sustainable development.'* This all relates to establishing *Harmony with Nature*. [48]

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[45] Metropolis, D. (2016) *Blind Spot, metropolitan landscape in the global battle for talent.* Rotterdam: Delta Metropolis.

[46] https://www.iflaeurope.eu/assets/docs/SDG%2BFINAL.pdf

[47] Moore, K. (2010) *Overlooking the Visual: Demystifying the Art of Design.* Abingdon: Routledge, p. 272.

[48] http://www.harmonywithnatureun.org/

107. Understanding the role of landscape in this context, is recognizing that recovery is not just a question of regeneration, redevelopment, dealing with urbanization or providing more "nature". Rather, it is a question of **resuscitation**, a need to urgently improve the health of the land, biosphere, the health and well-being of communities, their identity, civic pride and resilience to improve the social, cultural and physical context of our lives.

__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.

A New Role for Landscape

108. Currently, within the development process, landscape has become detached from the fabric of our lives, from our experience, the stories and myths, memories and celebrations that make up a sense of place. It is taken for granted, taken as read. Invisible. Its potency, complexity and value are therefore all too often overlooked. Objectified, we think of landscape as something out there, beyond the city, green, blue, or grey, a place to pass through, to visit and admire provided '*it's pretty enough'*. But ultimately, '*it's up for grabs'*, there to be used or abused, manipulated or bulldozed. This has to change –the evidence is around us in villages, towns and cities around the world.

109. This means rethinking the typically utilitarian and technological role ascribed to landscape. It is not just about the green stuff, the blue stuff, the grey stuff, it is not just a kind of decorative, cosmetic embroidery used to disguise poor spatial decision making and planning.

110. Think about where you grew up. Think about how much that shapes who you are, your values, and your culture. This is landscape – the relationship we each have with our territory shapes our identity.[49]

111. Monetising the value of landscape in economic assessments, by treating it as a tradeable ecosystem service, for example, in cost-benefit analysis is flawed. These methodologies seek to put an *economic price* on landscape but do not reflect its *social or cultural value*. They fail to address the incremental and cumulative impact of development on environmental resources.[50] These systematically ignore the bigger picture and fail to recognize the significance of the everyday landscape. As a result, they literally discount the value of landscape to future generations as the quality of the landscapes of daily life continues to be eroded.

[49] Moore, K. (2010) *Overlooking the Visual: Demystifying the Art of Design.* Abingdon: Routledge, p. 272.
[50] Spatial Planning and Environmental Assessments: https://portals.iucn.org/library/sites/library/files/documents/2010-081.pdf

112. Certain remarkable, valuable, historical and beautiful landscapes are given sanctuary as international and national designated landscapes, but the everyday landscape, the social, economic and physical context of our lives, has no champion. Fragmented into various components that are green, grey or blue, agricultural, historical or ecological, landscapes are often undervalued and neglected, seemingly belonging to everyone, but actually to no one. Yet these, of their nature, generally have a higher socio-economic value and better '*strategic fit*' because they usually serve less advantaged and less mobile communities. As a result, they bring quality of life and environment to millions and are integral to re-imagining sustainable urban futures.

113. Each week, across the world, communities are experiencing landscape benefits, but also feeling the impacts of climate change, industrialization, urbanization, and the search for energy. Lives are endangered or affected by poor or badly planned development. Problems are caused by demographic shifts, migration and changing patterns of work and habitation, as well as climate change, the depletion of natural resources, de/reforestation, difficulties relating to food production, biodiversity, heritage, a host of other issues relating to aspects of land use change and development. Covid has made the problems more evident and the need to deal with them is even more urgent.

114. A more strategic and holistic approach is desperately needed to provide support to communities in dealing with these increasing global threats and challenges. There needs to comparable attention on safeguarding and investing in the ***resuscitation*** of all landscape, including the everyday landscape.

115. To deliver the cultural shift required to address these problems, there is a need to generate new knowledge, understanding and a geographic sensibility of the potential of landscape based around the values identified in Box E.[51]

    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.*

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[51] LSU Press: Books - Values in Landscape Architecture and Environmental Design

Box E: A Landscape Perspective for Sustainable Urbanisation

The following principles, developed from a landscape perspective are needed in order to give effective responses to international and regional commitments including the SDGs and New Urban Agenda

- **Improving Quality of Life & Quality of the Environment** by putting quality of life and quality of the environment at the top of the agenda in major spatial and economic decisions, development and transformation proposals.

- **Productive Use of Land** through a landscape led approach, recognising the immense ecological and restorative capacity of the land at scale and in detail, and as cultural, social and physical resource (including air, water, soil, identity, history, culture, nature recovery, views, access to green spaces and countryside, cycle paths and active transport).

- **Addressing the Climate Emergency** by engaging communities through initiatives based on sustainability, resilience, meeting zero carbon targets at scales and in detail, using nature-based solutions to repair contaminated and damaged land, replenish hydrological systems, water, air, soil and other aspects of the biosphere.

- **Seeing the Bigger Picture** by working beyond boundaries spatially, visually, ecologically and economically, and by working across institutional silos, disciplines and sectors, reflected in aspirations, visions, strategies, institutional structures and measurable outcomes, innovative governance and financial models.

- **Creating Community Resilience** engaging young people in growing local circular economies, stimulating high quality sustainable employment supported by training and education, promotion of new and traditional land-based skills, including urban farming/ecological agriculture and rewilding, closing the distance between production and consumption while minimising waste.

- **Addressing Institutional Governance** to connect policy and practice, through integrated measures of planning performance and efficacy, and embedding long term, equitable, socially and environmentally responsible financial structures and governance.

- **Use of Innovation, Expertise to deliver Design Quality** needed to reimagine the landscape in order to engage local communities, using spatial visions, narratives, concepts and design expertise.

- **Shaping the Experience of Communities**, engendering pride and confidence, improving access to education, social networks and safe neighbourhoods reducing social isolation and loneliness and improving physical/mental health.

Source: Moore, K. (2015) The Value of Values

The Landscape Paradigm Shift – Integrating Landscape

116. Landscape must be integral to the decisions about the future of our towns, cities and regions based on a social, physical and economic geographic rationale. This is the real relationship between planning and landscape that is implicit in the **NUA** but needs to made explicit. To achieve a truly regional, robust and resilient vision, there are significant challenges to overcome related to leadership, the geographic, cultural and economic context, and also the understanding of the substance of landscape, its materiality. This includes the experience people have of place - how it shapes their quality of life.

117. The substance of Landscape can be described in many ways, for example, its ecological diversity, botanical or cultural significance, its history and traditions, through its evolution, spatial structure, economic value as well as the countless narratives describing the way it impacts on us and the aspirations we have for its future. This is the idea of landscape, that is to say the relationship we, as communities, individuals and nations, have with the landscape in response to its materiality. It is not just an abstract concept. It is not simply about technical details. It is the whole package.

118. To understand materiality in this way requires a paradigm shift.[52] The relationship we have with a place, inevitably influenced by knowledge, mood and context, locates us, not as cool observers of a world "out there", but as an indispensable part of that world. We are not just in close relationship with the landscape, but part of it. It is as impossible to separate or detach ourselves from it as the air we breathe.

119. From this perspective, landscape is not only concerned solely with the countryside or matters of heritage or with places of outstanding natural beauty, it is not just a physical entity. It is our values and memories, the experience we have of place, our culture and identity. This is altogether a more powerful, evocative idea. Landscape, what we see and experience around us, from the towns and cities to the most remote corners of the world, reflects our principles and ambitions and the expression of these aspirations in form, shape the quality of this experience.[53]

120. This compelling new idea of landscape is more holistic, establishing it at the forefront of development decisions and as the context within which the development processes take place, giving the opportunity for a vastly expanded field of practice, encompassing policy, advocacy and planning. It is about seeing the bigger picture. Action needs to be integrated as listed in Box F.

Box F: The general principles for integrated landscape policies

As part of the urban and territorial plans promoted in the NUA, guidelines for the landscape of the whole territory should:
- Lead to higher protection, better management or planning proposals;
- Systematically include the landscape dimension in all policies;
- Link the programmes and policies of implementation agencies**;**
- Be integrated administration both horizontally and vertically;
- Public participation in formulating, implementing & monitoring landscape quality objectives; and
- Assessment procedures requiring compliance with landscape quality objectives set out in Box E above.

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[52] Moore, K. (2018) 'Towards New Research Methodologies in Design', *The Routledge Research Companion to Landscape Architecture*: Routledge
[53] Moore, K. (2010) *Overlooking the Visual: Demystifying the Art of Design.* Abingdon: Routledge, p. 272.

A Holistic Vision of Landscape

121. By adopting a genuinely holistic vision of the landscape, we avoid the splintering of the environment into components vying for control or compulsively evaluating its constituent parts. Helping to unite, rather than divide, cutting across disciplines and hierarchies, the argument is proving very persuasive. Of course, it is never quite that simple, or that straightforward. Concepts carefully knitted together, can be painstakingly even innocently unpicked by those not familiar with the ideas or ambition of the work.

122. A more expansive definition and way of talking about the landscape, making it tangible and resilient in the face of development pressures, is crucial in meeting the major global challenges created by industrialization, demographic shifts, climate change, deforestation, the depletion of natural resources and a host of issues relating to the quality of life and other aspects of land use development. These challenges, like financial infrastructure, do not respect territorial boundaries.

Shifting Values

123. If we want to move beyond existing traditions, we need to change views, change minds, change the way we talk about the world, expanding our ideas, developing a better descriptive vocabulary to help us and others see things from a different perspective. The role of language, advocacy, patience and determination in all of this is as demanding as it is vital. It requires strong leadership and support.

Silo-base Working

124. It also requires a different professional response, a different way of working. Habitually, culturally, as a society have become used to operating in a sectoral, directorate by directorate, silo-based approach and on a site-by-site basis, reliant on checklists and bullet points. This prevents us from understanding and seeing the bigger picture, prevents us from realizing the opportunities, at scale. This prevents us from recognizing the immense restorative capacity of the land to cleanse and replenish water, soil and air, to help address the climate emergency, contribute to all of the **SDGs**, and the **NUA**, and improve identity, quality of life and quality of the environment.

125. The alternative is interdisciplinary and cross professional working, a way of working that whilst being absolutely respectful of disciplinary expertise and mutually supportive, is 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. It requires the integration of Landscape into decision-making at all levels.

> ### *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*.

126. This new definition of landscape is central to the European Landscape Convention. It underpins a number of projects that are generating considerable interest globally, including the proposal for the International Landscape Convention (ILC)[54], from the EU Bauhaus project New Urban Landscapes (NULA) and new kinds of national parks that bring the values of national parks to urban populations.[55] The promotion of the ILC has built capacity around a new way of thinking about landscape and changed minds at the highest level.

127. Crossing divides between nature and culture, art and science, its ethos underpins the Culture for Development Indicators Suite (CDIS), a framework to monitor the process of culture's, enabling contribution to the UN 2030 **SDGs** and addressing the artificial distinction that is made between tangible and intangible heritage currently enshrined in two UN Conventions (the 1972 UN World Heritage Convention and the 2003 UN Intangible Heritage Convention), as well the traditional distinctions made between culture, economy and sustainable development in other UN tools and practices. IFLA will use the CDIS to further its work on the ILC to make visible and further change perceptions of landscape as well as impact on institutional cultures.

128. The ILC initiative has been instrumental in gaining a number of formal declarations.[56] In addition, IFLA has built a support through a number of regional professional charters and conventions in Asia Pacific, the Americas and Africa and is strongly connected to the European Landscape Convention, now open to global partnership. The ongoing development of the ILC is a noted project in the World Design Summit Declaration, endorsed by UNESCO (2017). Increasingly, global community, political and institutional support to achieve transformative change through the raising of funds to establish an international landscape convention has gathered momentum through the leadership of the IFLA.

129. IFLA, with the support of the HPF partners, call for an international Landscape Convention (ILC) for spatial, environmental and social justice, in order to galvanize support and encourage political and community action to recognize the capacity and power of landscape to deal with the increasingly urgent global challenges faced by society. By empowering communities, engaging with them based on the powerful relationship they have with their territory, it will generate a sense of hope and optimism for the future and demonstrate that landscape is the key component of societies' identity and of resilient, efficient and inclusive economic growth.

COUNCIL OF EUROPE LANDSCAPE CONVENTION
CONVENTION DU CONSEIL DE L'EUROPE SUR LE PAYSAGE

Proposition 14: Providing 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.*

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[54] The ILC has been proposed by the International Federation of Landscape Architect's (IFLA) members of the HPF - https://www.csla-aapc.ca/career-resources/international-landscape-convention

[55] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/833726/landscapes-review-final-report.pdf & https://www.theguardian.com/cities/2018/jun/20/welcome-to-brumbria-should-the-west-midlands-become-a-national-park

[56] These include the UNESCO Florence Declaration (2012) and the IPOGEA Matera Resolution (2012). It has support from the UNCD, FAO, GIAHS, UNCCD (the Convention on Desertification) CBD (Convention on Bio-Diversity) ITKI, ICRROM, ICOMOS, the ICOMOS IFLA International Scientific Committee on Cultural Landscapes and many other NGO's and civil institutions.

Professional Leadership

130. The call for an ILC is a response to need to provide strategic leadership at a regional, national and international level, explored by the UNESCO in 2011 and the World Design Summit in Montreal[57], aims to create a new strategic vision to bring together many organizations each with their own interest in the landscape and very different agendas through the creation of an international landscape convention, supported by regional landscape charters.

131. An interdisciplinary and more expansive definition of planning, design and landscape needs to inform professional and educational documents to help meet the challenges of a rapidly changing practice, a vision of what landscape architecture and the other built environment professions might yet become, rather than a snapshot what they are now. Reflecting this cultural, even generational shift, landscape architects, planners, architects and other professionals increasingly require a geographic place-based sensibility, a strong sense of social and ethical responsibility as well as knowledge of the spatial implications of governance, finance and transport, health and education.

132. For decades the emphasis has been on towns and cities, on built form, on the processes of exchange. The value of buildings. The objects of the city. As a consequence, we have virtually ignored the land. Now a shift in mind-set is warranted – move the focus away from the outline of the buildings to the structure of the spaces, adding value to our relationship with the countryside, the wilderness as well as the squares and parks needed to make great towns and cities. As teachers and practitioners of landscape architecture, there is a need to capture the moment and gather the momentum. Time for a new philosophy of landscape that considers identity at its core. The HPF Partners will embrace this in its call for an *HPF Charter for Built Environment Professionals* set out in the Conclusions of the **Roadmap**.

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[57] https://en.unesco.org/creative-cities/sites/default/files/20171004_wdsm2017_brochure_declaration_65x9_an.pdf

Context

133. The disciplines of Architecture and Urban Design are at the heart of every element in human habitation, and the very essence of space planning and design, influences, controls and, often, even dictates the resultant effects on health and safety. They shape the lives of the poor, have an influence on energy consumption, infrastructural development and sustainability of cities.

134. This section of the **Roadmap** therefore sets out the critical role that design plays at all scales, ranging from individual buildings to the megacity, in shaping sustainable urban futures within both the private and public spheres of human activity.

135. The built environment determines to a large extent how most of the world's inhabitants live, move, congregate, thrive, learn, work, and play. From the urban design of the greatest cities to the sleeping pod in an airport, the anthropometrics of space, human safety, and comfort are all important and shaped by urban design and architecture. Health and well-being are profoundly influenced and shaped by the built environment. Public parks, and pedestrianized streets and squares, are now the locus and focus of healthy community and leisure activities and parks now actively seek to support biodiversity. Cycle routes are increasing in number and becoming safer for cyclists. Restaurants and cafes, enliven public streets and spaces.

136. The impacts of the pandemic have not only highlighted the challenges of isolating, or living or working in overcrowded places but also, they have demonstrated the critical importance of urban form in planning for the recovery good health and wellbeing (SDG #3). The global pandemic has underscored the critical need for spaces designed to ensure and promote good health. Rapid design-led responses to both contain and thwart the virus have been witnessed across the world. Professional experience and expertise, in environmental design, benefits all and must continue to drive a better understanding and design of safer, more resilient and sustainable environments - indoor and outdoor and to develop adaptable design guidelines and solutions.

137. The pandemic has illustrated the interconnectedness of things and how psychological well-being is related to both crowding and mobility. People policy, and governance are all needed and political boundaries must be overcome. Issues of health and communicable diseases, risk issues including energy, waste, and shifting services, and the compounded risk and threats are of importance. Adaptability, substitutability, buffers, and long-term strategies for housing, mobility and sustainability represent potentials for leapfrog technologies and other advances, requiring new science and knowledge co-production.

138. Urban Mobility has been strongly impacted by the pandemic reflected in levels, modes and patterns of mobility. Although some of these will be short-term there will be longer term impacts. Some of these were already integral to the **NUA** for example, prioritizing of active mobility. There are also new emerging norms of behaviour in particular the acceleration of trends to remote or virtual activities creating bi-polar household mobility,
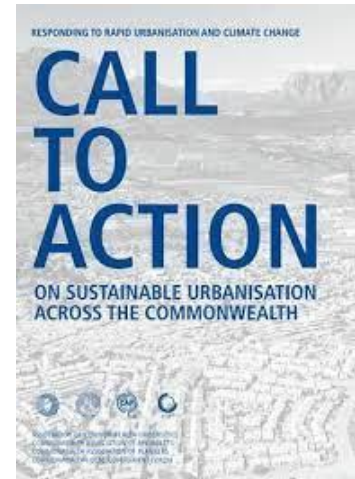
139. In the private sphere, the value of well-designed homes as places where people can both live and work is well established. The need, because of Covid-19, to spend extended periods at home has increased awareness of the impact of poor space standards, of poor private outdoor space, of inadequate natural light, of poor ventilation, and poor construction generally. It has also highlighted the inequalities in housing conditions not just for the 1 billion people who live in slums[58], but also, for example, a further 3.5 billion people do not have a toilet in their home[59]. However, in the private sphere, and in particular in the way housing is designed, achieving change is more difficult, even though the need to design for greater adaptability and the need to accommodate home-working is recognized.

140. In the public sphere, the restrictions on movement required by the pandemic have dramatically demonstrated the potential environmental benefit on air pollution of reducing car-based commuting trips. Aligned to this the Covid pandemic has highlighted, amongst other things, the value of the **local**, and the need for safe, sustainable forms of transport and good quality outdoor public spaces.

141. The ***Roadmap*** therefore seeks to harness the power of architecture and urban design on the lives of the poor, and the inextricable link to the goals of energy production and consumption, infrastructural development and sustainable cities.

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[58] https://unstats.un.org/sdgs/report/2019/goal-11/
[59] 7 fast facts about toilets | UNICEF

142. The **New Urban Agenda** sets out the key principles for sustainable urbanization. These require urban design and architecture to be people-centred, age- and gender-responsive and to become reinvigorated. This is critical if they are to have an impact on disaster risk reduction and climate change adaptation and mitigation, including resilience-based and nature- based solutions.

143. The principles in the *NUA* recognize that urban and building design are amongst the greatest drivers of cost and resource efficiencies in the design of spaces, buildings and construction, services and infrastructure. They have the potential to foster energy efficiency, renewable energy, resilience, productivity, environmental protection and sustainable growth in the urban economy and agglomeration. It also recognizes that safeguarding and the respectful restoration and adaptation of tangible and intangible heritage to add value and stimulate participation in promoting sustainable urbanization.

144. These principles include support for sustainable management and use of natural resources and land, appropriate compactness and density, polycentrism and mixed uses, through infill or planned urban extension strategies, as applicable, to trigger economies of scale and agglomeration, strengthen food system planning and enhance resource efficiency, urban resilience and environmental sustainability

145. Planning and urban design are key to controlling urban extension, prioritizing urban renewal, the timely provision of accessible and well-connected infrastructure and services, sustainable population densities and compact design and integration of new neighbourhoods into the urban fabric, preventing urban sprawl and marginalization.

146. The overwhelming truth to be drawn from the pandemic is that all design skills must now be applied to protecting and developing health; relying on restorative technologies and services is not a sound strategy for promoting good population health and wellbeing. For example, with so many workers doing business virtually from their homes, there have been health consequences, such as weight gain, and some would add that the prolonged isolation has adversely impacted mental health. This is only compounding the existing scale of environmentally-related illnesses and deaths globally – currently estimated as accounting for about 1 in 4 deaths each year.[60]

147. Urban design and architecture are therefore 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. For example, there is a greater interest in the performance of air-handling systems, especially air filtration systems and a greater awareness of the significant contribution to create sustainable, safe and healthy built environments that urban design and architecture can make. The principles of the *NUA* therefore are not only more important in the light of the impact of COVID but also have been made more urgent. The *NUA* however does not give explicit recognition to the important contribution that urban design and architecture make to delivering health outcomes.
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.

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[60] Environment and health (who.int)

Architecture: Recovering from the Pandemic

148. Architecture has had a critical impact in coping with the current pandemic This has been reflected in the importance of urban space and building design in the varying responses required to the disease itself and the promotion of good health. Architectural interventions and constraints have enhanced the ability to contain the virus across the world. This, for example, has included relying on spatial distancing, the principles of hygiene, natural ventilation and non-contaminating air circulation and interior ventilation systems. As a corollary, it has reinforced the benefits of day-lighting and exposure to sunlight. In future new facilities and buildings must be more robust in meeting the challenges of good ventilation and also clear circulation routes that instill a sense of confidence in building users.

**Box G: Architectural Interventions
for Sustainable Urbanisation
(Source New Urban Agenda)**

- Sustainable, renewable and affordable energy and energy-efficient buildings and construction.
- Sustainable use of natural resources and local, non-toxic and recycled materials.
- Safe material recovery and recycling facilities and retrofitting of urban areas.
- Preserving cultural heritage & containing urban sprawl, prioritising regeneration renewal.
- Upgrading of slums and informal settlements, providing high-quality buildings and public spaces.
- Resilient, nature-based & climate-effective design of spaces, buildings, services & infrastructure.
- Integrated and participatory approaches and avoiding spatial and socioeconomic segregation.
- Inclusive design for urban safety and the prevention of crime and violence.
- Universal access to affordable, reliable & sustainable energy services, including smart-grids, district energy systems & community energy plans.
- Adoption of building performance codes and standards, renewable targets, energy-efficiency, labelling and public procurement policies.

The New Urban Agenda

149. The New Urban Agenda implicitly recognizes the role of architecture in disaster risk reduction and climate change adaptation and mitigation, and the contribution it can make in reducing carbon emissions, improving public health and reducing the costs of energy supply (see Box G) However, the pandemic has highlighted the fact that if we are to achieve sustainable urbanization and be more resilient to future global shocks the architectural principles implicit in the *NUA* need to be given more explicit consideration as the *NUA* is taken forward as we drive to better understand the factors in the design of indoor and outdoor environments to develop adaptable design guidelines and solutions.

   ### *Proposition 16: Architecture & The New Urban Agenda*
   The role of architecture should be explicitly recognized in the implementation of the New Urban Agenda in addition to the current recognized role of urban design generally.

Future Skilling a Paradigm Design Shift

150. The pandemic has also illuminated inequalities and social exclusion that result from a poorly designed built environment including the difficulties in accessing public buildings, public facilities, recreational and active sports facilities and public space. It has highlighted the lack of appropriately designed dwellings for those in need, in particular dwellings which can cater for individuals and families who are confined to their homes for long periods of time as well as those who may have to work from their homes as well as deliver childcare and education.

151. The pandemic has revealed the dysfunctions of our societies and have revealed major inequalities in the housing conditions. Whilst telework from home can be beneficial, especially commuting this favour those with sufficiently spacious housing to distinguish living and working places. However, for people who live in small homes, they have to share their occupations with family life in the same space. This is often reinforced by the inequalities in the access to green open spaces and digital access. Health-oriented design has to transition from a focus on healthcare facilities to one of designing for health. The pandemic has therefore stimulated a broadening of architectural focus. 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.

152. More specifically, the focus is on design that protects our health, develops better health, or restores our health once it is impaired. The **Roadmap** therefore highlights three key areas of action in which the architecture will be a priority input for recovery:
    - a presumption in favour of quality;
    - a review of inherited norms / design parameters;
    - priority to retrofitting the existing urban stock.

Building in Quality

153. The SDG's focuses on environmental and social aspects, for example, climate, equity, and inclusiveness, but in doing so the criterion of quality is not directly addressed. It is however central to the notion of wellbeing. It is therefore important to bring 'quality' into the calculation of public good. High-quality built environments are related to their community setting. They are integrated into their surroundings - positively influenced by and influence their context. They are responsive to indigenous cultures, local history and heritage and provide innovative solutions. In the first instance, In particular if the SDGs. Are to be achieved, there needs to be an explicit 'presumption in favour of quality'. So much urban development has been permitted because it was not 'bad enough to refuse'. A new paradigm based on asking the question "Is the design good enough to approve a development proposal?" We must build 'quality' into the mantra of 'Building back better'.

Challenging Assumptions

154. In the second instance, architectural design issues have been highlighted by the pandemic such as the working assumptions about space standards within the home and the local community. The concept of home has been redefined as a place of safety, work, childcare and education. Covid-19 has exposed the most vulnerable, and the nursing home model of housing for older people is under scrutiny and will need to be addressed. Social distancing measures and the use of technology for remote working have led to the fear of a retreat to a low-density, car orientated way of life (refer Urban Design section Paragraph 146). The assumptions that lie behind many **design parameters must be challenged**. This was needed anyway because of the impact of climate change – it now has been made more urgent.

Retrofitting the Urban Stock

155. The third a probably biggest challenge is the need to ***retrofit the existing urban stock***. The need to upgrade informal and slum settlements has always been and still remains the priority of the ***NUA***. The COP26 targets to decarbonize by 2050 adds a new imperative to retrofit the existing urban stock since as much as 40% of CO_2 is generated within domestic properties. The transition to zero-carbon needs to be in ways that do not reinforce social inequalities and established patterns of fuel poverty. Covid-19 has also exposed existing issues for example in the public realm social distancing guidelines highlighted restrictions in available space and where it has failed to consider disabled and older people.

156. Towns, villages, and urban areas need to be repurposed, and new housing typologies developed which will integrate living and working within the one dwelling, and enhance the sense of community in local neighbourhoods. Adaptable, flexible buildings alongside usable and accessible public spaces are necessary to meet change.

Proposal 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 & Recovery from the Pandemic

157. The general principles set out in Part A of the ***Roadmap for Recovery*** seek to accelerate the implementation of the internationally agreed *New Urban Agenda*. These include recognizing the critical role of urban form in delivering sustainable urbanization by:
    - Raising the quality of life and wellbeing of existing communities, especially the billions who live in overcrowded insanitary and vulnerable conditions; and
    - Shaping future new towns and cities that will be needed to accommodate the additional 2.5 billion people moving to cities over the next 30 years.

158. The core principles of urban design required to address these major challenges are well established (e.g. the UN Guidelines of Territorial and Urban Planning[61]). These principles apply globally irrespective of scale of governance, geographic location or level of development.

159. The pandemic has however shaken the foundations of many accepted tenets of urban design. It is accepted that there is much uncertainty about what proportion of workers in our largest cities will continue to work from home after the pandemic becomes endemic, then public transport will reshape itself, workers may well stagger their times for going to work in new and novel ways, and the current quest to live further away from congested areas, in the suburbs and beyond will reassert itself. What such a city will look like is quite uncertain but it will be based on a very different blend of the traditional forces that have balanced centralization and compaction against decentralization and suburbanization which have dominated cities since the automobile was invented more than 100 years ago.

160. The pandemic has highlighted three specific challenges that require a renewed energy and thinking in the application of established approaches to urban design:
    - The health impact of urban form;
    - The growth of the world's megacities; and
    - The challenge of going-local.

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[61] https://unhabitat.org/international-guidelines-on-urban-and-territorial-planning

161. The pandemic has had a visible impact on major cities arising for example from lockdown rules, changing working practices and consumer behaviour. It is commonly accepted that some of these changes will become permanent especially where they accelerated existing trends, for example in terms of home working and on-line retailing. Future urban forms are therefore expected[62] to be based on a very different blend of the traditional forces that have balanced centralization and compaction against decentralization and suburbanization which have dominated cities since the automobile was invented more than 100 years ago.

162. The health impacts are equally important with higher death rates amongst poorer households. However, the scientific evidence is that urban densities are not related to confirmed virus infection rates, but more importantly are inversely related to virus death rates It is important to recognize difference between the positive aspects density and the negative consequences overcrowding. The evidence is that differential impacts from the pandemic across have shone a light on:

'Who we are…and where we are…and how unequal we are.' [63]

163. The challenge exposed by Covid is not about urban densities but about inequality in living conditions and access to services. Structural inequities, including poor housing and working conditions, low wages, lack of health care, obligations to use overcrowded public transit, have had devastating effects. The reality is that the highest density areas did much better than the other because of less crowding. *Crowding, not density, is the problem* and crowding is not a choice. For example, New York City had 30,000 deaths while Seoul, less crowded, lost only 2000. The difference between density and crowding and its effect on infection and mortality and the link to living standards needs to be spelt out. if we are going to prepare for future pandemics.

164. Sustainable urbanization is based upon key '***conditionalities'*** without which cities merely become crowded not compact. These conditions[64] include:
    - Supportive Infrastructure to meet the needs for mobility, public health, biodiversity and climate change (e.g. in terms of water, food and energy);
    - Urban Design to enhance and safeguard social capital, livability ad access (e.g. in terms of connectivity and neighbourhoods);
    - Building standards in terms of quality, comfort, 'smart' – ness and recycling (e.g. appliances and connections); and
    - Housing Choices in terms of personal control, affordability and values.

    This could include some of the innovations promoted during the pandemic, for example, open streets, better use of big data, free busses, the suspension of evictions.

165. The fulfilment of these conditions will also mean that cities will become more welcoming. There is also a need to recognize that we have not just had a health crisis, but major disruption to education, social networks and support systems. All suggest ways of improving the city in the future and enhancing the social and physical structure. These need to be part of making existing urban systems more resilient to future shocks has been highlighted by the pandemic, as set out in *Proposition 3*
    Proposition 18: Promoting the Contribution of Urban Form in 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.

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[62] UCL Professor Mike Batty: CASA Working Paper 225: The Socially-Distanced City | The Bartlett Centre for Advanced Spatial Analysis - UCL – University College London

[63] Professor Mary Basset, Director, FXB Center for Health and Human Rights, Harvard University (CSU Conference)

[64] CSU, Cities Matter: R. Socolow: May 2021

166. The second major challenge posed by the combined impact of the pandemic and climate change is growth of global megacities, including mega-regions (networked metropolitan systems). This has been driven by the scales of production that are required to served globalized market, the logistics revolution and the new speed of connectivity which has transformed the range and threshold of the scale of production, labour markets and supply chains. As a result, not only is the number of urban dwellers expected to increase by 50% by 2045,[65] associated not only with the growth of existing megacities, but the emergence of new ones.

167. Megacities are merging largely through big cities fusing and growing into other big cities with cities of all sizes coalescing into new urban agglomerations. The biggest are in Asia Pacific with the Greater Bay Area which embraces Hong Kong, Shenzhen, Guangzhou, Zongshan and Macao in south-east China reaching more than 66 million. At these types of cities no longer function as a monocentric whole. They are polycentric but more than this, they are highly specialized and diverse, highly innovative and provide massive choice compared to cities which are an order of magnitude smaller.

168. The implementation of the principles of sustainable urbanization of megacities pose special challenges megacities of their very nature are geographical very extensive, often cutting across administrative regions. Coordination and integration therefore require special institutional arrangements, and an agreed longer term spatial planning framework within which local action can operate with confidence, and been monitored. The need for such action is recognized in the **NUA**.[66] However, this is generally lacking or ad hoc. This results conflicting policies where priorities and action are fragmented and where sectoral or local initiatives do not always cohere or reinforce one another. There is often a tension between central and local decision-making and a default to short-term project-based action which does not take account of longer- term generational and wellbeing impacts.

169. The emerging mega-cities and regions are shaping the global economy and the focus of much of the new urban development. Because of their flagship economic competitive role, they also indirectly set the baseline for the standard of acceptable economic development. It is important to give greater attention to the action required to deliver sustainable urban development in these major areas of growth. This includes preparing spatial frameworks for existing and emerging global megaregions, as a matter of urgency based on:
    - An independent responsible and accountable body;
    - Linked to the priorities and local and national funding regimes;
    - Endorsed, audited and reviewed by governmental procedures;
    - Set within a framework for cross-border collaboration;
    - Integrated with other statutory policies and programmes; and
    - Being a material consideration in national and local decision-making and development decisions.

    ### 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 of the existing and emerging megacities.

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[65] https://www.worldbank.org/en/topic/urbandevelopment/overview#1

[66] Paragraph 49 of the NUA states "the integration urban and rural functions require national and subnational spatial frameworks to promote sustainable management and use of natural resources and land, ensuring reliable supply and value chains that connect urban and rural supply and demand to foster equitable regional development across the urban-rural continuum and fill social, economic and territorial gaps"

170. The New Urban Agenda commits the UN and its partners to supporting local provision of goods and basic services and leveraging the proximity of resources. This was based on recognizing that heavy reliance on distant sources of energy, water, food and materials can pose sustainability challenges, including vulnerability to service supply disruptions, and that local provision can facilitate inhabitants' access to resources. This was seen as necessary to deliver a new urban paradigm shift in the standards and principles for the planning, construction, development, management, and improvement of urban areas.

171. This increased focus on local communities has been made more urgent by the pandemic. The nature and character of local communities has already been changing over the last few decades, for example, with changing household structures, the diversity of population. virtual-connectivity and increasing dependence on private transport. The pandemic has accelerated some of these, in particular the changing balance between home and workplaces and the loss of local services. It has also highlighted the need to give greater weight to the importance of the everyday (or foundational) local economy. The risk is therefore that the pandemic will have reinforced inequalities in society and the current unsustainable patterns of development and movement.

172. If the recovery from the pandemic is to be just and sustainable outcomes will depend upon the ability to harness the benefits of creating places that are not only compact, optimizing urban densities, or well-connected but also with better local access to goods and services needed in daily life of all people of all ages and abilities.[67] This has been referred to as creating 'complete'. 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.
    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.*

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[67] This has been referred to as creating '**complete**' neighbourhoods

Context

173. Heritage is a non-renewable resource playing a crucial role in social, economic, cultural, and mental dimensions as well as human rights, equality, accessibility, identity, and diversity.

174. The New Urban Agenda recognizes that sustainable urbanization depends upon harnessing cultural heritages with the intention of value creation and stimulating participation and responsibility by engaging indigenous peoples and local communities. This includes the promotion of cultural and creative industries, sustainable tourism, performing arts and heritage conservation activities.

175. The New Urban Agenda stresses that culture must be a priority component of all planning instruments, including local and strategic plans, guidelines and building codes. They must priorities renewal, regeneration and retrofitting of urban areas, while safeguarding tangible and intangible cultural heritage and landscapes from potential disruptive impacts of urban development. This requires innovative and sustainable use of architectural monuments and sites including through the use of new technologies and techniques.

176. The Covid-19 crisis has however has had an immediate direct and continuing impact on heritage and the cultural sector. The overall impact of Covid-19 on all forms of heritage has been adverse on all three components of our global heritage. This is reflected in the decrease in tourism, financial impact, impact on human resources, impact on security and maintenance, and increased use of digital technologies.

177. The *Roadmap* for recovery must therefore address the reduction of tourists and visitors, avoid pressure and congestion in popular destinations, create opportunities for improving conservation and study, and encourage a shift towards local heritage. The cultural sector must be a key factor in the post-crisis recovery process in all three sectors – tangible, intangible and natural heritages.

Tangible Cultural Heritage

178. Culture has the power to bring people together. It breaks down barriers, creates a sense of a shared and renewed identity. The pandemic has created three factors which have been detrimental to tangible heritages: mobility restrictions and decrease in tourism; social distancing and lockdown; and cuts of budget. Sites with less formal status and recognition have been particularly vulnerable and in need of help.

179. Most sites were either closed, operated at limited capacities, or ceased cultural activities, entailing a subsequent loss of income with additional costs to comply with covid-safety measures. The economic impacts not only have had a profound risk to the preservation of sites. This is especially from the loss of income but also the absence of staff curbed and delayed maintenance and restoration work, as well as increased vandalism and unauthorized destructions. This has also impacted the heritage community and work force with drastic staff cuts.

180. Heritage organizations have taken advantage of the new digital technologies, and used for virtual exhibitions, conferences, etc., enabling the continuation of activities and the engagement of communities. Even so, the re-establishment and continuation of on-site visits should be encouraged. The economic losses from the decrease in tourism have however

highlighted the overdependence on this source of visitors. There is a need to shift from catering for international tourists to attracting domestic visitors by offering them appropriate and engaging cultural content.

Intangible Cultural Heritage

181. The Covid-19 pandemic has had similar impacts on intangible cultural heritage, its bearing communities, and its means of transmission. The cancelation of events, the reduction or interruption of practices had deep social and economic impacts. Loss of income, solidarity, value, and identity were deeply felt by the communities. To enable the safe continuation of events, rituals and heritage practices, required compliance with health measures. When this is not possible, their significance alternative ways of celebrating heritage, particularly though digital platforms as a tool to generate income. Whether because of cancellations due to Covid-19 or adaptation measures, financial support and subventions has had to be offered to stakeholders.

182. This has been poorly compensated by a digital approach. Intangible heritage, more than anything else, is deeply related to in-person encounters, and the emotional impact is the sharpest. Positive impacts were however also perceived, such as an increased use of technologies, revenues from streaming, crowdfunding, and increased solidarity from local communities. Some performed a shift in their manifestations, moving online and adapting, but most were just interrupted. Moreover, a shift towards digital media might threaten the authenticity of intangible heritage practices, as well as their values such as intergenerational bonds. In addition, most examples were not internationally or nationally listed manifestations and hence benefit from less protection.

183. Policy-makers need to give greater recognition to the significant role of intangible cultural heritage in the wellbeing and values of communities, and in the **Roadmap** for recovery. It is particularly important to foster the resilience and recovery of communities, policy should be targeted at supporting and empowering those *heritage-bearer* communities. This requires the integration of the safeguarding of intangible cultural heritage into short term support measures and into long-term policies and adaptations targeted at mitigation, reconstruction, and recovery.

Natural Heritage

184. Natural heritage has also been impacted by the Covid-19 crisis. As with tangible heritage assets, there were short term positive outcomes for wildlife and wildlands, with reduced polluting activities, traffic and congestion. This has also been manifested in the re-emergence of endangered species and natural restoration of the elements of biodiversity. The use of outdoor spaces, including sites, evolved for new purposes and activities with little investment. However, these positive outcomes are more quickly reversible than the negative ones.

185. Due to the closure of indoors facilities and requirements of isolation, open space and therefore natural heritage areas saw an increase in the pressure from visitors, with resulting impact on income, community engagement and local management but also potentially threatening their integrity. Covid-19 lockdowns also had a dramatic impact on some natural sites, with unhindered deforestation, reduced archaeological zones, increase in illegal activities such as looting, mining, or poaching in the absence of security and rangers. It hindered research, monitoring and preservation of natural sites, and it increased the vulnerability to natural disasters.

Community Responses and Policy Implications

186. The interactions of communities with heritage, whether tangible, intangible, or natural, has evolved due to Covid-19. The closure of tangible heritage sites and intangible events impacted the socio-economic life surrounding it. Adaptative responses have included a focus on outdoor and virtual activities, and the development of databases on accessibility to available sites.

187. Adaptations by communities of pre-existing online tools and collections or those created *ex nihilo* will be used on the short and long term. These enabled access, visibility, education, and enjoyment of heritage even during closure. The use of digital technologies though desirable also itself highlighted or even increased inequalities, with some countries having limited internet access and a low degree of technology literacy.

188. States have also implemented numerous financial measures to relieve the cultural sector. These measures ranged from fiscal stimulus package, new markets, or economic incentives. Local stakeholders were also active in offering alternatives and in supporting their own heritage. Such involvement helped strengthening resilient communities.

189. The experience of responding to the pandemic, provide lessons for guiding the Roadmap for Recovery. Government agencies, stakeholders and communities should seek to harness the potential of cultural and natural heritage assists to recovery;
     - To facilitate the physical access and use of heritage sites, government agencies should create centralized, up-to-date, and easy to use resources about the accessibility of heritage sites (location, opening hours, mandatory safety measures)
     - To curtail the effects of Covid-19 related restrictions, digital technologies and online platforms should be used to facilitate the access, use, and enjoyment of heritage. This can be done using digital technologies providing easy access to heritage related content, but some precautions must be taken to not silence local communities and heritage experts
     - To solve the challenges of reduced mobility and social distancing, public spaces and natural sites could be used to meet community needs
     - In dealing with the unprecedented challenges of Covid-19, government entities should collaborate and encourage the involvement of various stakeholders in solving problems on an ad hoc basis. Such an open collaboration would help stakeholders to build trust and find efficient solutions.

190. These require coordinated efforts and shared best practices. In order to encourage economic recovery, multisectoral collaboration between affected stakeholders should be promoted, with communities which are stewards of the global heritage, *heritage-bearer communities*. It will also be important to diversify and expand financial opportunities for these communities to recover from the shifts in the expression, transmission, and recreation of heritage due to Covid-19.

191. A wide range of action is therefore needed to recover from Covid-19. It is important that Governments should avoid cutting and reallocating heritage funds and preserve jobs in the heritage sector:

- The re-establishment and continuation of on-site visits should be encouraged
- There is a need to shift from catering for international tourists to attracting domestic visitors by offering them appropriate and engaging cultural content
- Sites with less status and recognition should be particularly helped.

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.*

Box H: Illustrative Range of Action to recover from Covid-19

Development and implementation of conservation policies
- Review and Enforcement of conservation policies
- Adoption of participatory approaches to policy planning and making
- Active involvement of local communities and NGOs in decision planning
- NGOs monitoring of policy implementations and interventions

Socio-cultural Engagement
- Development of programmes and interventions to promote community recovery and resilience
- Improving public awareness of the benefits of natural heritage sites to communities, including addressing the impact of the pandemic
- Improving ICT infrastructure and supporting the digitisation of the tasks and activities
- Enhance public access to the contents of natural heritage sites, including the use of digital tools
- Continuous evaluation of the results and impact of digital tools

Job security and support for employees
- Enactment of legislation to protect the workers of natural heritage sites against uncertainties
- Provision of basic levels income to employees and compensation to those who lost their jobs
- Continuous data gathering to understand the changing impact of the Covid-19 crisis on jobs
- Growing interest in local heritage sites to improve revenue generation and to support local tourism operators

Financial sustainability
- Implementation of innovative measures to financially support natural heritage sites and related organisations
- Skills development for employees focused on innovative ways of fundraising and financial management
- Encouragement of community members to donate and participate in crowdfunding and philanthropy
- Volunteering at heritage sites to help the managers to reduce the wage burden

Safety and security of Heritage locations and their visitors
- Supporting the identification, creation and sharing of knowledge related to disaster risk management and preparedness in natural heritage sites
- Strengthening of Covid-19 safety and security strategies in natural heritage sites
- Ensuring availability of emergency funds to manage the activities of natural heritage sites during crises
- Involvement in community surveillance mechanisms to improve the safety of natural heritage sites
- Provision of personnel and financial support to natural heritage sites during crises

Part B: Section 8: Human Rights and Urban Legislation

Introduction

192. The following section sets out the roadmap for responding the fundamental challenge to legal basis that is essential for a just recovery form the global pandemic. It has been drawn up by the international Association of Urbanistic Jurisprudence (AUJ), based on the principles of a dignified-happy life, fundamental rights, a legal focus, integrity, inter- and transdisciplinary, transformational and innovative action.[68]

Urban Law Systems and COVID 19

193. We are living in a moment of crisis for the previously accepted urban paradigm: the standard vision of a "compact, dense, vertical, safe, economically vibrant city" as the characteristics of an efficient and ideal city has been challenged due to COVID19. The explosive spread of the virus was facilitated in cities and metropolitan areas because of these characteristics. 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 however originated from the menace of right to health, security, and the right to life itself.

194. As an answer to the urban effects of the pandemic, the reaction of worldwide authorities was to guarantee the right to health and security of population through measures of lockdown, mandatory stay at home, restrictions to public transit, mobility, and control in the use of public spaces or "no essential activities" (unilaterally defined), selective confinement, censorship, monitoring of cell-phones for control of infected people; smartphones tools for corporal temperature, credit cards control, and unilateral suspension of constitutional guarantees.

195. Many human rights are being violated in urban areas with this reasonable intention of protecting the right to health and security: almost all these measures were implemented without notification, prior hearing, or minimum legal formalities. They are being applied arbitrarily by administrative authorities with no existence of a strong urban legal framework, or with no participation of the legislative and judiciary authorities, and applied in a discriminatory way to migrants, poor people, informal settlements, persons with disabilities, and older people, among others. Yet, we do not all have the same possibilities and economical resources to support these security and health urgent measures for long periods of time.

196. We have seen the application of a principle of hierarchy and priority of human rights to resolve the crisis. This has the danger that many essential human rights are at risk from permanent violation in crisis and disaster situations. With the right to health and right to security being given unilateral and drastic pre-eminence (and with no balance), dangerous violations of other fundamental human rights occur: transparency, public hearing, previous notification, housing, work, commercial activities, privacy and intimacy, public space,

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[68] The CNJUR (the Association of Urbanistic Jurisprudence), is a Non-Governmental Organization that works in the world to improve human settlements through respect for the Law, peace management, and seeking to respect Human Rights and the Right to the City, as a way to implement in an innovative way the United Nations SDGs and the UN-Habitat New Urban Agenda, derived from the Habitat III Conference. CNJUR collaborates with UN-Habitat, the United Nations, various national and local governments, non-governmental organizations and is a leading partner of the World Urban Campaign of the UN-Habitat Program.

psychological health, freedom of expression and association, mobility and free transit, right to food, and right to die with dignity, among others.

197. In 2016 in Habitat III UN Conference an urban mantra was proposed. "*The battle for sustainable development will be won or lost in cities*", but it seems that with the COVID experience we have lost the first great battle: the battle of human rights in cities. We have to be alert: under the discourse of "urgent security, the protection of the right to health, security and life", a propitious field could be created for an urban dictatorship that controls the intrinsic rights of citizens.

198. The coronavirus collapse therefore shows us that this is not only an economic, technical, financial, political, urban, or social justice crisis but also a legal '*right to the city*' crisis. There is already concern that we will be the next species in danger of disappearing due to a lack of food, climate change disasters, water access, and more aggressive pandemics.[69]

199. This existential threat to human life also translates as a collapse of human rights. So, we want to ask an important question:
> *"What's the role of Urban Legislation, Urban Planning, and Urban Design*
> *to confront the human rights global crisis in this COVID19-age?"*

200. The challenge of COVID is not just a change of rules and regulations, but a complete urban game-changer: and the need for a new legal urban paradigm. The ***Roadmap*** therefore requires more explicit recognition of a new urban legal paradigm.

   ### *Proposition 22: Refreshing urban law system post-COVID 19*

   The implementation of the New Urban Agenda requires a new urban legal paradigm based upon three axioms:
   - *a. A juridical basis for the urban planning of human rights;*
   - *b. An Integral vision of Legal Urbanism to confront pandemics, disasters and deep human settlements crises; and*
   - *c. A Legal Framework for Urban Social Justice.*

201. The following sections therefore demonstrate the ***Roadmap*** for a new legal paradigm which has been drawn up by the AUJ within the context of Latin America.

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[69] https://news.un.org/en/story/2018/05/1009782

The New Urban Legal Paradigm from Latin America to the World

202. Latin America can be the trigger for a New Urban Legal Paradigm. It is based on a AUJ initiative that started in 2015 aims to lay the foundations of a new world urban legal science, by setting the mandatory principles of Latin American and Caribbean legal urbanism, and exporting this vision to all the world. The initiative is an innovative project that is already under development in various international forums and organizations.

203. Latin America shares common legal problems: lack of adequate legislation for the implementation of The New Urban Agenda, normative obesity, excess of technical norms, lack of adaptation of regulations with urban reality and problems, contradictory regulations, permanent conflicts of constitutional and legal competence between authorities and poor effectiveness of law to guarantee rights.

204. Thus, the initiative of creating a New Urban Legal Paradigm proposes to incorporate a central objective in the regional strategic agendas: lay down the common principles of Latin American legal planning based on the binding instruments of international law, the New Urban Agenda and the Regional Action Plan for Latin America and the Caribbean (ECLAC / UN Habitat), which can be developed regionally, nationally and locally by legal norms and administrative, legislative and jurisdictional institutions". This is illustrated in Annex A, case studies in Ensenada, México and Mazatlán, México.

205. The New Urban Legal Paradigm proposed by AUJ International is supported in 3 Principles or Axioms: Human Rights Legal Urbanism; an Integral vision of Urbanism and territory; and Urban Social Justice.

206. The first axiom in creating a new Legal Urban Paradigm for a juridical basis of urbanism to safeguard human rights by the recognition and guarantee of human rights in cities and rural settlements, that will be supported in three main foundations: Human Rights Binding Treaties; the New Urban Agenda UN-Habitat; and UN SDG´s Principles.

207. The creation of urbanism with a '*human rights focus*' to confront pandemics and future crises. consists in creating a new language of urbanism with a "*Human Rights Focus*": to *recognize*, *guarantee*, *concrete*, *develop*, and *detail* human rights contents, *balance*, *equilibrate*, and especially the verb *preventing* human rights violations during pandemics, conflicts, or other natural, social or political crisis. All these Human Rights' concepts must be applied to inherited legislation, regulations, urban plans, urban design, licenses, and permits: A new Legal Urbanism of Prevention which ensures that a hierarchy of one human right over others is not imposed but that a balance the contents of disparate human rights within the right to a city vision (i.e an urban plan). The following framework in Box I sets out the premises upon which this should be based. These principles should be taken forward by the UN-Habitat and HPF.

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.

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Box I: The juridical basis for the urban planning of human rights

- I. Vital Minimum as a goal of urbanism
- II. Legislation that guarantees rights.
- III. Comprehensive vision of rights, from the rights of Mother Nature interconnected with the rights of the human being.
- IV. Apply the Language of Human Rights in norms and acts: Recognize, Respect, Guarantee, Develop, Specify, Protect, Promote, Prevent violations, Punish violations, Repair, Compensate, Restore, Evaluate compliance and effectiveness
- V. Urban Legislation, Planning and Management with a presumption in favour of Human Rights
- VI. Development of the Fundamental Right to Participatory Decisions on urban planning (Polis-Politics)
- VII. Develop instrumental principles of legal interpretation, evaluation, conflict, and legal antinomy:
  - a) Juridical Weighting
  - b) Non-regressive and progressivity
  - c) Essential core of human rights
  - d) Reasonableness and proportionality
  - e) Equality and non-discrimination
  - f) Pro-hominem principle / greatest possible protection
  - g) Maximum application of available resources
  - h) Effectiveness and regulatory compliance
  - i) Conforming interpretation
  - j) Substantial participatory democracy in law creation
- VIII. Collective protection over individual interest
  - a) Recognition of Property with Social Function
  - b) Modalities of ownership
  - c) Legal security of property
  - d) Incorporation of tenure (informality) as part of the legal regulation of urban planning
- IX. Indicators of Compliance with Urban Legislation
  - a) Develop quantitative-qualitative evaluation mechanisms of urban legislation, plans, programs, and regulations, especially concerning human rights.
  - b) Creation of Latin American and national systems of indicators and reports that document the effectiveness of urban planning legislation regarding human rights.
  - c) Generation of indicators for measuring rights and effectiveness in legislation, plans, and juridical regulations.

Second Axiom of a New legal Urban Paradigm:
An Integral vision of Legal Urbanism for confront pandemics, disasters and deep human settlements crisis

208. The second axiom of the new paradigm proposes considering urbanism and its regulatory framework as a Complex Legal System, through different principles:
    I. The territory must be considered as an integral legal system: land, subsoil, water, airspace, and even cosmic space.
    II. An integral and interdisciplinary vision of urban planning that considers different regulatory layers that affect space and territory: risks, vulnerability, environment, climate change, urban planning, cultural heritage, economy, property regime, territorial registration, among others.

209. This new legal relationship of planning, and design system and human rights at all levels is illustrated in Box J below.

BOX J; Planning & Design Goals	Human Right
Risks and resilience	Right to protection of Life, to health, to food, to protection of integrity and security.
Natural Environment	Right to the environment, to water
Urban	Right to the City, to housing, to public space, to mobility and free transit, participatory democracy, to public services, to infrastructure, to internet and telecommunications
Cultural Heritage	Right to culture
Property	Right to build, to land use, to property enjoyment, to land access, to the city, to the environment, to housing
Social	Right to decide in urban decisions, transparency, right to privacy, to decent work and industry, to economical activities

210. A new urban legalism is proposed based on three approaches:
    • Legal development of human rights on specific areas, with regulations that guarantee, protect and develop human rights of the residents in human settlements of the regulated areas (social, political, civilian, economic, cultural); also, that equally prevent violations to these rights by actions or omissions of the authority and individuals.
    • Legal development of spatial design in layers, regulating the urban, environmental, civil protection, risks, rural, cadastral, registry and cultural heritage space, land, subsoil and air space as part of the elements that regulates the new integral urban design that we propose.
    • Creations and development of methodologies and legal mechanisms of urban design for the deliberation and compatibility between human rights, to define allocation uses, provisional destinies or reserves in cities and population centres; and where human rights result conflict with each other when applied to specific cases or areas.

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 and housing to be underpinned legally in planning systems and decisions.*

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211. 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. The following are therefore also proposed:

- The recognition in legal policies of a metropolitan level of planning, governance, management, and develop international binding instruments as a way to regulate conurbation and metropolisation phenomena between two or more countries. Regulate the metropolitan planning with an integral vision, in the urban, rural, environmental, social, cultural, economic, and risk prevention dimensions.

- With the purpose of simplification, unity, and legal security, the creation of Unique Licenses of national and local levels is proposed which are integrated into the levels of urban planning, environment, cadastre, registry, civil protection, and commerce operation. The unification in a single "Integral Impact" document that incorporates the topics of urban and environmental risk and impact, civil protection and vulnerability, cultural heritage impact, mobility and road impact, urban studies on public security and crime prevention, and cadastral and registry information.

- The creation of qualitative and quantitative indicators to evaluate the effectiveness of laws, regulations, and programs from the standpoint of compliance of human rights, and that document the compliance situation of the urban legislation and the Right to the City per country, achieving a new generation of indicators that integrally measure community rights.

Third Axiom of a New legal Urban Paradigm:
A Legal Framework for Urban Social Justice

212. In its 68th plenary session on December 14, 1990 (Resolution 45/86), the United Nations General Assembly confirmed that:
> *"The achievement of social justice is one of the most important objectives of social progress"* and *"calls for to the member states that, when elaborating their public policies in the sphere of social development aimed at improving the situation of all population groups, take into consideration the importance of achieving social justice for all".*

213. To guarantee its operation and validity, social justice must also be able to be demanded before the courts. As the Inter-American Court of Human Rights states,
> *"Law has undeniably evolved, in its historical trajectory, by embracing new values, by jurisdictionalising social justice."*

In this context, the creation of a new urban legal framework as set out in Box K is proposed that allows realizing true access and guarantee of urban social justice, and effectively implementing the contents of the New Urban Agenda approved at the Habitat III Conference.

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.

Box K: A Proposed new urban legal framework for urban social justice

First. 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.

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

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

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

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

Sixth. 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.

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

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

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

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

Eleventh. 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.

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

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

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

Fifteenth. 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.

Sixteenth. 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.

Seventeenth. 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.

Eighteenth: Recognize the diffuse interest in the legitimacy to access urban justice.

Nineteenth. 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.

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

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

Twenty-second Establish unified instruments for impact assessment: urban, environmental, cultural, and risk.

Twenty-third. Establish mechanisms to assess the level of compliance with urban legislation.

Twenty-fourth. Establish indicators for the protection of Fundamental Rights in legislation and planning and management instruments.

Twenty-fifth. 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.

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

Twenty-seventh. 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.

Twenty-eight. Allow legislative mechanisms for ex officio control of conventionality in urban matters.

Twenty-ninth. Establish Ombudsmen and public defenders for the representation and assistance of citizens in urban conflicts.

Thirtieth. 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.

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

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

Towards a New Generation of Urban Planning Legal Specialists

214. The implementation of this **Roadmap** also requires a new generation of urban planning legal specialists to be defined that a professional in the sciences associated with urbanism, planning, and territorial management should develop. These reflect those principles which have been configured over 17 years by AUJ International, to collaborate in the creation of a new urban legal paradigm in the 21st century. It is now required even more than ever, in the post-Covid scenario, with a new model of urban professionals.

215. This new generation of urban planning legal experts are defined by the following by the characteristics of thought, action and skills and will be built into the proposed *Charter of Habitat Professionals*.

  - Understand and champion the importance of the legal framework that applies to the territory, the environment, and urban planning, even if they are not lawyers, and come from different sciences or disciplines.

  - Have developed abilities to think systemically, in different layers that intervene in territorial planning, such as environmental and climate change, risks, resilience, urban, social, cultural, property, geographic information, tourism, economy, and rural areas, among others.

  - Can identify the Human Rights that make up the *Right to the City* in the territory, the different interests they represent; and develop methods to balance or weigh them in case of conflict.

  - Are capable of developing, specifying, and recognizing human rights in urban, environmental, or other legislation in which they participate to solve problems.

  - Can design methods and tools that specify and develop human rights in Urban Development Plans, architectural design, construction work; equipment creation, infrastructure, and urban design implementation.

  - Know how to quickly detect the law, plan, or regulation that applies to the problem that is submitted to their consideration, to obtain and propose the legal, social and technical solution to it.

  - Can interpret and argue the legal frameworks that apply to the case of study, conflict, project or government, social or private action in which they act as consultants or decision-makers.

  - Develop a level of understanding that urbanism has at its core the Dignified Life of people and happiness in human settlements.

Conclusion

The Common Challenge

216. Urban professionals have a great mission - the implementation of the **SDGs** and the New Urban Agenda. They respond to the challenges posed by being sensitive to and understanding of the problems of *Mother Earth*, and the people who inhabit it. These challenges have been made even more urgent with climate change, growing inequality, and the pandemic and ongoing global conflicts.

217. We firmly believe in the expertise and experience of the professions to solve problems and guarantee human rights, and, where necessary, adapt to the global paradigm shifts that have been created. The new generation of urban professionals can generate a great transformation and create a great realm of consciousness to achieve *Urban Social Justice* as the goal of all our actions.

218. "*The Future We Want and the City We Need*" as an essential phrase of the Habitat III Conference, reflects the noble aspirations of humanity towards the fight for the future of humanity, which will be won or lost in the Cities. The essential point that we address indicates that the struggle is at risk of being lost in advance with the obsolete, disarticulated, ineffective, unrelated, obese, contradictory, non-existent, insufficient, or lacking social legitimacy that we have in the world.

219. Instead, we must be in favour of a comprehensive approach in the implementation of the **SDGs** and **NUA** arising from the Habitat III Conference, creating new urban laws and tools as a basis for peaceful and civilizational struggle, in the face of the urban and environmental crisis that humanity will face in the times ahead.

220. To achieve the above, there needs to be a renewed international commitment to the New Urban Agenda that bridges the gap between the rhetoric of political accords and action on the ground. The **NUA** needs to be refreshed to reflect the lessons learnt from the pandemic. New frameworks must be established, that considers comprehensive territorial and non-sectoral planning instruments. An urbanism of fundamental principles of human rights, which is developed in rules and regulations. It is not just a change of rules, it is an urban game-changer, a new paradigm for achieving Urban Social Justice and life with dignity

221. These aspirations have in the past consistently failed to be met because of conflicting policies, restricted access to resources for those in need and a lack of institutional capacity and regulation. We must not fail again. The cost of failure is borne by all and exacerbates social and economic inequality, increases the burden on public support and generates political discontent and detachment.

222. Without fundamental changes problems will intensify, and be exacerbated by climate change as the world emerges from the pandemic. If this happens there will be an increasing divisions and conflict in society and a growing burden on those on whom international humanitarian aid depend.

Our Common Purpose

223. It is now time to call on the expertise and experience of all built, social, economic and natural environment professions to help shape the future we want. Without this, the future will be dictated by unfettered development which will continue to result in unsustainable urbanization, growing inequalities and the crushing of biodiversity. There will continue to be a vicious circle with the asset-stripping of resources of land, air and water that are needed by all lifeforms for private gain and at a high community cost. We must create a virtuous circle for change, raising the levels of health and education, and the prospects and aspirations of the next generations.

224. The HPF as a partnership across a broad cross-section of those engaged in practice, seek to work together in support of the UN-Habitat, governments and communities in promoting and applying of the principles of sustainable development set out in the **SDGs** and **NUA.**

225. Collective effort is required by all in delivering a just and regenerative recovery from the global pandemic through the actions set out in the **HPF 2022 Roadmap** by:
    - Providing collective Leadership in advocating change required to deliver the **SDGs** and **NUA**;
    - Advancing the scientific and knowledge-base for decision-making;
    - Promoting change through creative design, including spatial plans and innovative processes;
    - Providing independent professional voices as political advisors and community mediators; and
    - Managing the development of cities and regions

226. This **Roadmap** sets out specific action to which the HPF Partners for working individually and collectively though:
    - Actions set out in the recommendations in the HPF 2022 **Roadmap**;
    - Establishing and promoting best practices;
    - Developing innovative solutions to the pressing need to reconfigure the future patterns of urbanization;
    - Keep the **Roadmap** under regular annual review, and to update it as necessary; and
    - Finding ways to share resources to support those are

227. The **Roadmap** is presented and promoted as a guiding document designed to seven specific purposes by providing.
    - A visionary and Aspirational Framework for Change, articulating the desired future state and a framework for getting there;
    - An Integrated, Strategic Approach to Covid-19 Recovery grounded itself in action for change, including, of the professions themselves;
    - Transdisciplinary Networks for Action reflecting the diverse and global professional world that urban professionals exist in;
    - Proposals for Resourcing and Coordination, especially to redress the imbalance in professional and institutional capacity for action.
    - Transformative Place-Based Solutions reasserting the need for place-based and participatory action;
    - Means for Increasing Awareness through Education and Support.
    - Pressing for Meaningful Outcomes and Continuous Improvement setting standards, ensuring that the road map remains a relevant and useful tool for years to come.

Call to Action

228. As made clear in this **Roadmap**, the double-headed global crisis of growing inequalities between nations and regions and the threat of climate change blight existing communities and threaten the future quality of life and wellbeing of all. Addressing this is not merely a question of redistributing the rewards of growth but promoting an integrated approach to achieving fair access to opportunities, standards of service and quality of life, delivered by, and helping to, drive the performance of the economy.

229. A new foundation for urban development is needed to create a fairer distribution of wealth, wellbeing and opportunity. The necessary principles are set out in the New Urban Agenda. We need to create a virtuous circle of opportunities in terms of the levels of social wellbeing, economic productivity and environmental security. This requires a paradigm shift in the culture of all organizations including the professions themselves.

230. In support of the implementation of the **UN HPF Roadmap**,

   ❖ **The HPF Partners will review their own practices and policies** in the light of the **Roadmap** to ensure they are fit for purpose in delivering the New Urban Agenda, including the potential of an **HPF Charter for Built Environment Professionals** in support of the Propositions in the **Roadmap**.

   ❖ **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.

Annex A: The New Legal Paradigm Case Studies

Case study of Human Rights Cartography and Networks: Ensenada, México

At AUJ we are developing the first urban development plans with a human rights approach, as has been the case for the city of Ensenada, México. This has been achieved through a complex systems approach in which the interactions and influences between human rights and a large number of pressing urban topics, called Critical Factors, are identified. This is done through a matrix analysis. From this exercise a dense network is obtained (Fig. 1) from which non-trivial structures emerge as clusters of urban-city rights relationships that help to better analyze and understand the city under study.

From this analysis, a new type of cartography is also obtained that provides a spatial manifestation of the current state of human rights in the study area. These maps are achieved by identifying, for each human right, the Critical Factors that affect it, and since these Factors have been previously delimited in maps, what is done is a spatial summation of layers through a geographic information system resulting in a heat map indicating the "temperature" of the human right in question (Fig. 1).

Fig. 1 Example of a Human Rights Current State Map: human right to the city. Source: Partial Urban Improvement Program for the downtown area and waterfront of Ensenada, Mexico
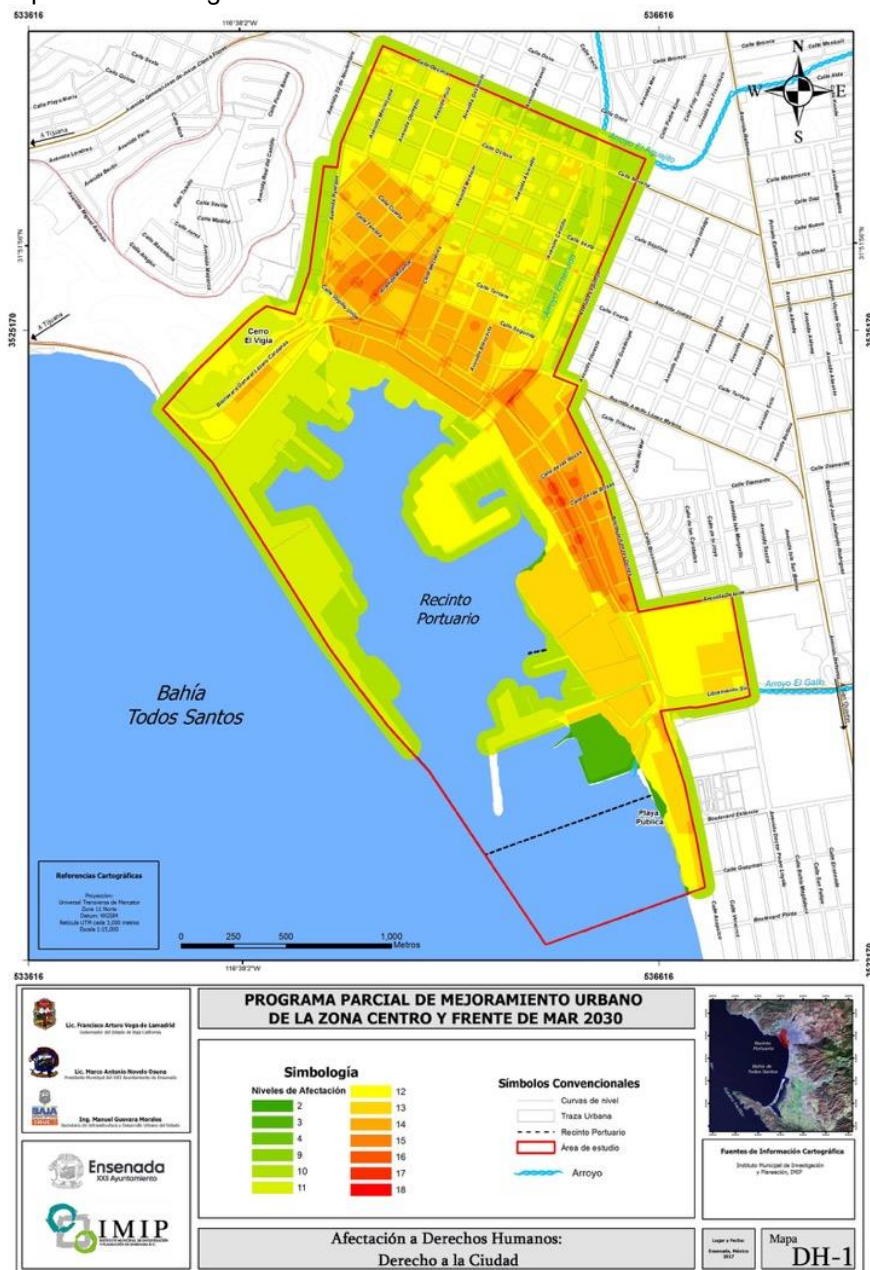
Case Study of COVID 19 and its impact on human rights: Mazatlán, México

Another planning instrument with a human rights approach developed by AUJ is the Municipal Plan of Urban Development of Mazatlán, México, which is currently in its diagnostics phase, and has a particular focus on the urban impacts of COVID pandemic. Its impacts on equipment and buildings for public and community use can be considered based on the impact on the human rights of users who carried out multiple activities in them, increasing the impact when it comes to vulnerable groups: the elderly, people with disabilities, children, migrants, and people living on the street.

However, additionally, the effects of the pandemic in the municipality of Mazatlán were translated into the deprivation or impairment of public services or material satisfactions for basic subsistence (shelter, water, hospitalization, food, among others). The spaces for public use, but privately owned (shopping centers, restaurants, schools, gyms, religious temples, bars, entertainment centers, cemeteries, among others) became urban facilities at risk of spread and contagion. The same happened with facilities for common use in residential areas, condominiums, or privately owned urban complexes, such as gardens, parks, or recreational spaces. Publicly owned spaces (government centers and offices, public parks, supply facilities, cemeteries, culture, sports, education, etc.) were also affected by the COVID 19 pandemic, as they were considered at risk of spread and contagion, except those that were considered as "essential".

In terms of mobility and its infrastructure, transportation systems and mass communications equipment were also urban elements for the spread of the virus. The physical proximity and the agglomeration of mobility systems were detonating elements of massive contagions. During the pandemic, various equipment originally designed for collective use, such as hospitals, health centers, markets, supply centers had to limit access and therefore waste their care spaces to avoid contagion, with the consequent shortage, saturation, or deficit in the provision of services for the population due to the underutilized spaces. Furthermore, equipment and infrastructures were not planned to receive and host a massive influx of sick or contagious people, especially in hospitals and health centers.
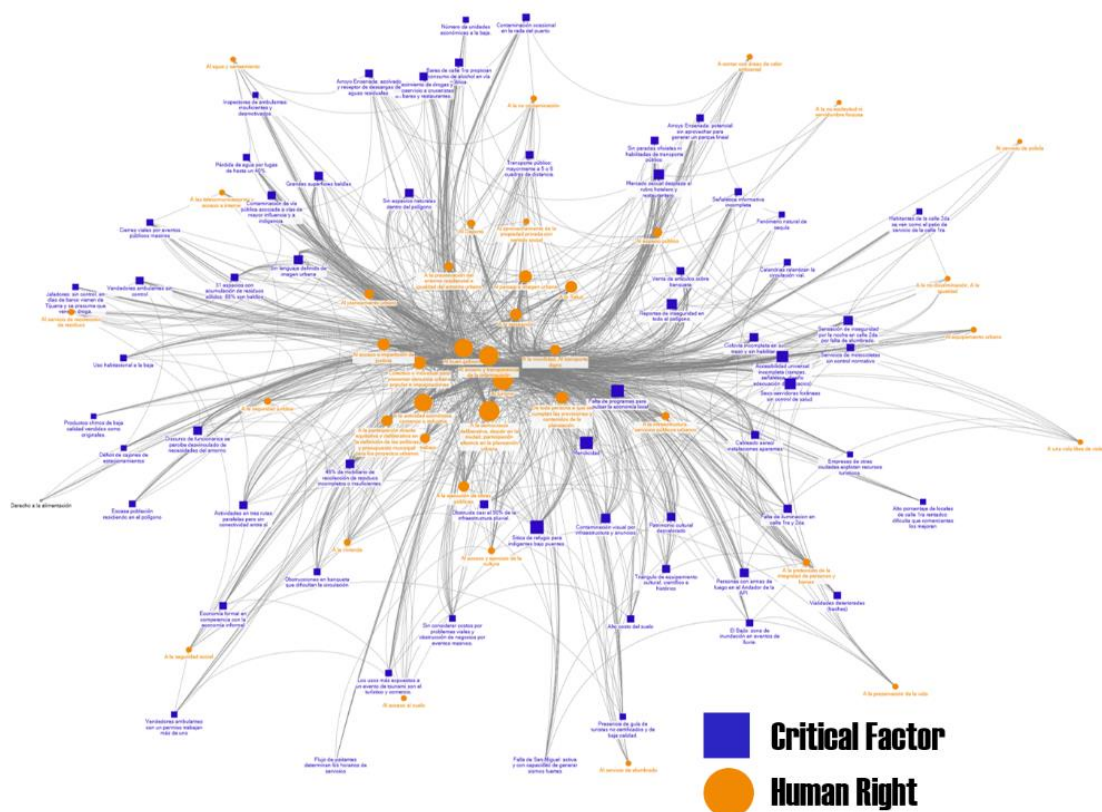

Fig. 2 Relations web between Critical Factors and Human Rights. The bigger the node, the bigger its importance. Source: Partial Urban Improvement Program for the downtown area and waterfront of Ensenada, Mexico

During the pandemic, numerous rights were affected or erased in the municipality of Mazatlán and motivated a profound and immediate reflection on the need to create the urban legal framework from the contents of its Urban Development Plan to guarantee them and weigh them over the case of health crises.

Regarding the impacts on residential confinement due to a lack of urban and architectural design elements, it has been noted that single-family, multi-family homes, condominiums, and urban complexes were not prepared for the coexistence of several inhabitants in confinement. The private and common spaces within them were not ready to allow telework, tele-education, rest, coexistence, and even isolation in case of infected people or to carry out work and education activities due to the lack of devices to encapsulate noise.

In the case of vertical condominiums, the effects derived from confinement due to the pandemic were also felt, as there were no large green, recreational or common-use areas that would allow socialization. The lack of large spaces in homes, especially vertical or urban complexes, derived from the traditional design that favours "living" over comfort generated problems to its residents, especially psychological and even generating a higher risk of contagion due to the lack of sources of filtration, ventilation and air disinfection inside the homes. On the other hand, most of the buildings did not have a renewable energy design to face pandemic situations, nor do they have designs that allow agriculture, horticulture, production, and self-sufficient food collection in the event of a crisis.

Box L: Human Rights violated or threatened during the pandemic
- Right to public space
- Right to privacy
- Right to Food
- Right to transport
- Right to mobility
- Right to health
- Right to tourism
- Right to economic and industrial activity
- Right to work
- Right to hospital equipment
- Right to access to water
- Right to housing
- Right to telecommunications
- Right to internet access.
- Right to sport
- Right to recreation
- Right to culture
- Right to citizen participation
- Right to social security
- Right to a healthy environment
- Right to public expression of ideas
- Right to privacy

Emergency measures were adopted in almost all the cases, as there were no urban regulatory regulations to face the pandemic: confinement, suspension, or prohibition of activities. A national emergency arose due to a risk to public health, where the essential measure was the suspension of the rights of use and enjoyment of public and private spaces, infrastructures, and equipment, mandatory mass vaccination, and suspension of non-essential activities, among others. Response strategies include: enabling spaces with special accessories to measure temperature and sanitation, mandatory vaccination records, implementation of safe distance between people, increase in teleworking, extreme cleanliness of people and places, mandatory mask use, implementation of enforced lockdowns and quarantines, suspension or limitation of capacity in massive events, financial support for the unemployed, free vaccinations

These measures have been insufficient since they are majorly reactive. Normative intervention is required from Urban Development Plans, construction regulations, and urban planning to enable spaces to guarantee human rights before, during, and after pandemic events. Urban planning must be rethought in the processes of the normative level that regulated the urbanization and building processes from a constructive indicator of square meters, towards a design approach of habitability and quality of the spaces to enjoy the rights.

the new Urban Development Plan of Mazatlán therefore now under review, it will be required at the normative and strategic levels as set out earlier.

Mazatlán´s Municipal Urban Development Plan and its derivatives require defining a new alternative model to traditional zoning that provides for multiple uses in the territory, mini-industrial parks, commercial uses, services, supermarkets, and artisan production workshops, within a framework of regulation of weighting of human rights.

Content that serves as a framework for action to attend and prevent more pandemics or health crises in the immediate future must be legally determined, so the definition of a level of Framework Competencies must be analyzed, considering that health and human settlements matters are general and concurrent powers. Likewise, clearly defining the response and action levels of each level of authority will be decisive. For the municipal level, the determination of prevention measures, urban and architectural design in the Urban Development Plan derived from this instrument and the Construction Regulations will be relevant.

Informal settlements, homeless people, and vulnerable groups will require a normative response in the Urban Plan, at the normative and strategic level, since they are the sectors that are more prone to suffer violations due to lack or deficiency in the most elementary human rights, such as water, housing, health, and food.

It will require a rethinking of the legal way of making urban development plans, now they must focus on the human rights of residents or users of public and private spaces.

From the legal framework, the approach to urban phenomenology is carried out from different layers involved: public health, risks, and vulnerability, as well as climate change. The pandemic is directly linked to these layers, and for this reason, it is necessary to define the legal framework that regulates them and with applicability to propose solutions at the normative, strategic, and instrumental levels of the Urban Plan of Mazatlán. Lastly, a key aspect will be to promote an educational change of citizenship, from the Urban Plan at its strategic, instrumental, and programmatic level, to make the inhabitants aware of the measures that must be taken to face and prevent urban risks from COVID 19.

Box M: Requirements of the New Urban Development Plan of Mazatlán

- Incorporate urban regulations regarding specific, economic, and rapid interventions on public spaces to prevent infections, but at the same time enjoy the rights associated with their use and enjoyment.

- Establish mandatory architectural design and construction regulations for housing construction, which consider new ways of capturing rainwater, energy endowment, mechanisms or facilities to prevent the entry of viruses, large interior space, and encapsulated areas to allow teleworking and distance education.

- Consider that mass vaccination will not be enough to solve pandemics by themselves since it is required as a complement to enable the structures, equipment, and buildings for public and private use so that in the event that new viruses or pandemics appear, they already exist urban elements to face its effects.

- Establish regulations that weigh and harmonize the different urban rights that affect public spaces to guarantee their collective use, but at the same time protect people's health. The redesign of public mobility spaces will be decisive: traffic signalling, sidewalks expansion, and public spaces to allow at the same time safe distance and recreation.

- Establish principles for the transformation of public mobility spaces, for the benefit of pedestrian and cyclist mobility, reducing motorized spaces, as well as the promotion of more sustainable, massive means of transport that minimise contagion, such as bicycles, and will even imply improvement for health reasons of transport.

- It will be necessary to consider specific additions to the municipality's income laws and expenditure budgets to meet the provisions in programs and projects to adapt, redesign equipment, infrastructures with a focus on prevention or correction of designs due to COVID (or similar risks) so that regulations of the Urban Plan are fulfilled.