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## Book Notes

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# Book Notes

Book Notes gives short descriptions of recently published books, papers and reports on all subjects relevant to the environment and development. Priority is given to items produced by research groups and NGOs in Africa, Asia and Latin America. Book Notes also includes short descriptions of newsletters and journals. Send us a copy of any publication you would like included; we produce Book Notes of publications in English, Spanish, French or Portuguese. Enclose details on prices for those ordering from abroad and on how payment should be made.

The Book Notes in this issue are grouped under the following headings:

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## I. AID/DEVELOPMENT ASSISTANCE

### **Inclusive Aid: Sharing Power and Relationships in International Development**

*Leslie Groves and Rachel Hinton (editors), 2004, 256 pages, ISBN: 1844070336. Published by and available from Earthscan Publications, 8-12 Camden High Street, London NW1 0JH, UK; e-mail: earthinfo@earthscan.co.uk; website: www.earthscan.co.uk. Also available in bookstores. Earthscan books are available in the USA from Stylus, 22883 Quicksilver Drive, Sterling, VA 20166-2012, USA; e-mail: styluspub@aol.com. In Canada, Earthscan books are available from Renouf Publishing Company, 1-5369 Canotek Road, Ottawa, Ontario K1J 9J3, Canada; e-mail: orderdept@renoufbooks.com. The Earthscan website also has details of Earthscan representatives and agents in all other countries.*

THIS EDITED VOLUME brings together a number of papers presented at an IDS workshop on Power, Procedures and Relationships. It is divided into three sections, which look respectively at history, current tensions within aid agencies and between such agencies and other development institutions, and, finally, proposals to improve relationships. The editors recognize that changes with regard to participation and citizenship have been significant, but suggest that further organizational changes are needed for aid agencies to be more effective. They argue that "...if the new development agency is to succeed, then new behavioural traits and capacities need to be prioritized" (page 6). Such new behaviours include flexible, innovative procedures, multiple lines of accountability, and the development of new skills for relationship-building, such as language and cultural understanding. Internally, new organizational norms based on learning, growth and mutual respect would encourage teamwork. However, stacked against such objectives is the distribution of overt and covert power, and its operation within and between organizations.

The first section includes a review of recent aid from the perspective of the multilateral institutions, as well as a discussion of current tools (and associated relationships) for understanding organizational change processes. The second section features papers from individuals involved with different aid organizations.

Rosalind Eyben reflects on the PRSP process in Bolivia and considers what "local ownership" can mean. Leslie Groves considers the bureaucratic constraints of bilateral and multilateral agencies, and the consequent problems faced by the poor. She emphasizes the importance of continuity and commitment, but questions whether this is to the state or to the people. Margaret Kakande discusses the importance of trust

between national governments and donor agencies, and the operating procedures that are currently practised in Uganda. Ruth Marsden describes some of the realities of aid relationships through a series of vignettes on Nepal. Charles Owusu describes the implementation of a new monitoring system in ActionAid and highlights the catalysing role that full financial transparency can play. Two shorter pieces by Everjoice Win and Katja Jassey highlight some personal perspectives, on the transformation of northerners into "development experts" and the benefits of bureaucracy, respectively.

The final section focuses on strategies for change. There are papers on organizational learning, institutional reform, personal change (and commitment to change), and donors' objectives and strategies.

## II. CHILDREN

### **Children's Participation in Community Development**

*Ye Jingzhong, Li Xiaoyun, James R Murray, Donald McPhee and Charles G Donmoyer (editors), 2003, 348 pages, ISBN: 7 80109 706 8. Published by Central Compilation and Translation Press. Available at <http://www.cctp.com.cn> or email [rights@cctpbook.com](mailto:rights@cctpbook.com)*

THIS VOLUME INCLUDES papers from a conference on children's participation in community development, which was initiated and sponsored by Plan International's China Programme. The conference itself was coordinated by the College of Rural Development of China Agricultural University in Beijing. Thirty papers are included, and they are divided into six areas: theories about community development and children's participation, the practice of children's participation, the contribution of children's participation to child development, children's participation in learning and education, children's participation and health education, and children's participation in other fields.

The first section consists of a number of papers that discuss in detail the ways in which children are viewed in Chinese society, and the initiatives that have sought to give priority to children being able to express their priorities and perspectives. The second section includes ten papers which describe the practicalities and outcomes of pro-child programming (primarily that done by NGOs). The third section extends the discussion from participation towards development, focusing on children's rights as well as the contribution that children can make to development. The last three sections all consider the details of sectoral programming, looking primarily at health and education, but also including such areas as communications and law. An annex to the volume discusses the themes of the conference with a group of children who were participants.

### III. ENVIRONMENT

#### **1st International Conference on Environmental Compliance and Enforcement in Latin America – Proceedings**

*Maria Eugenia Di Paola (editor), 2002, 207 pages (English), 207 pages (Spanish), 414 (Total), ISBN: 987 20681 0 0. Published by the Fundación Ambiente y Recursos Naturales, Monroe 2142, 1B, 1428, Capital Federal de Buenos Aires, Argentina; tel: +54 11 4783 7032; e-mail: medipaola@farn.org.ar; website: <http://www.farn.org.ar/enforcement>. Available at <http://www.farn.org.ar/docs/libros.html>*

THIS VOLUME INCLUDES the conference proceedings and results of a number of activities, including an electronic dialogue, which addressed the specific constraints in achieving compliance with, and enforcement of, environmental legislation, standards and regulations in Latin America. Fundación Ambiente y Recursos Naturales (FARN), in Buenos Aires, hosted the electronic dialogue and subsequently an international conference with practitioners, officials, members of the judiciary and legislative powers, NGOs, academics and representatives of the private sector.

Discussions included the process of drafting and updating environmental law in Latin America; the institutional aspects of this process, including intergovernmental and administrative coordination; some possible mechanisms for environmental compliance and enforcement; the role of, and coordination between, the executive and judicial authorities; the promotion of incentives for environmental compliance; and the role and strengthening of the regional and international institutions for compliance and enforcement in Latin America. The working documents are presented in both English and Spanish, and include presentations made by speakers on the plenary panels, the workshops and the conclusions of the workshops.

The conclusions include the opinions and contributions from representatives of different disciplines involved in the debate, and emphasize the need for capacity-building activities to be conducted in various sectors, for the improvement of networking activities and for the development of suitable indicators of environmental enforcement and compliance for the region.

### IV. GOVERNANCE

#### **East Asian Experience in Environmental Governance: Response in a Rapidly Developing Region**

*Zafar Adeel (editor), 2003, 246 pages, ISBN: 92 808 1072 3. Published by and available from The United Nations University Press, UNU, 53-70, Jingumae 5-chome, Shibuya-ku, Tokyo, 150-*

*8925, Japan; tel: +81 3 3499 2811; e-mail: [sales@hq.unu.edu](mailto:sales@hq.unu.edu); website: <http://www.unu.edu>*

THIS BOOK PROVIDES an overview of existing governance approaches for dealing with environmental challenges in East Asia. Three sectors are chosen for deeper analysis, namely pesticide management, water quality and resources management, and air pollution management. These are important sectors that are closely linked with the rapid economic and industrial growth of countries in East Asia over the last three decades. The growth in economy, industrial base and population are often linked to the degradation of environmental resources.

The five countries selected – Malaysia, China, Thailand, South Korea and Japan – offer examples of governance regimes in countries with different levels of development – highly industrialized to industrializing and developing economies, as well as a mix of political and historical backgrounds.

The opening chapter covers the historical and political background of the East Asian “miracle”, and the emergence of an East Asian bloc in the global economy, providing a brief backdrop to a discussion of the environmental impacts of economic growth and population growth. Governance is defined in this context as a complex set of values, norms, processes and institutions by which society manages its development and resolves conflicts, formally or informally. The weaknesses and strengths of governance structures are considered, and related to environmental governance at a national scale and to sustainable development.

In all five countries, meeting the food security challenge was one of the key drivers of production in the 1970s and 1980s, leading to the so-called “Green Revolution”. An important part of this revolution was the increased use of chemical fertilizers for soil enrichment, and of pesticides and herbicides for crop management. Although remarkable progress was made in some areas of food production, there was also long-term environmental degradation linked to leaching of chemicals into groundwater, the impact on adjacent ecosystems such as fisheries and mangroves, and improper use linked to exposure of farmers to chemicals. The experiences of Malaysia, China and Thailand in pesticide management are examined. All three countries have major rice production sectors and pesticide use is important. In each case, the following are discussed: environmental problems and impacts, in particular on non-target organisms and human health; the relationships between pesticide industry and production; the development of regulatory legislation and institutions; and the role of the government, non-governmental organizations, the pesticide industry and the general public or farmers in the process of establishing and developing appropriate governance regimes.

With regard to water, the demand has been growing for this limited resource and, at the same time, increasing levels of pollution in urban, industrial and agricul-

tural areas have affected existing water resources. This is illustrated by case studies from Malaysia and Thailand, in which the challenges of managing water resources are examined. This is followed by a detailed look at national legislative frameworks, including legal provisions for river and water management, water supply, water control and watershed management. The governance framework in both Malaysia and Thailand includes both national legislation and the international treaties and institutions that are important for the design of policy at a national level. The relationship between these institutions, as well as their effectiveness, is examined. The role of civil society is examined towards the end of both chapters. The importance of public awareness and involvement as part of governance, clearly applicable across all sectors, is examined in the last chapter.

Air pollution problems have been driven by industrial growth and urbanization. Air quality standards have been slow to develop and be implemented. Even under the Kyoto Protocol none of these countries (except Japan) are in the Annex I list, and thus are allowed to continue and/or increase emissions of greenhouse gases to achieve satisfactory economic growth. Korea and Japan are used as case studies for looking at the development of a governance regime to monitor and control air pollution. In both, an overview of the state of pollution is followed by an examination of the regulatory framework, the legislation, institutions and management mechanisms in each country, as well as critical areas that still need to be addressed by the different stakeholders – the government, industry, NGOs and the public.

The final chapters examine the future of environmental governance in the region and the links between the roles of information and the institutions that use it. The factors that affect this relationship are embedded in the economy, the increasing complexity of governance, the move towards decentralization and role of information and innovation. The evolving regulatory frameworks need to consider changing regulatory mechanisms, voluntary mechanisms and market mechanisms.

**Participatory Budgeting in Santo André:  
The Challenge of Linking Short-term  
Problem Solving with Long-term  
Strategic Planning in a Brazilian  
Municipality**

*Claudio Acioly Jr, Andre Herzog, Eduardo Sandino and Victor Henry Andrade, 100 pages, ISBN: 977-304-092-5. Published by and available from the Institute of Housing and Urban Development Studies (HIS), PO Box 1935, 3000 BX Rotterdam, The Netherlands; e mail: his@his.nl; website: <http://www.his.nl>*

PARTICIPATORY BUDGETING IS an increasingly common phenomenon in Brazil, as in other Latin

American countries, and increasingly in Europe as well. This collaborative process for decision-making on public investments can take a number of forms, as Yves Cabannes explained in a recent issue of *Environment and Urbanization* (Vol 16, No 1, April 2004). This book, which is the outcome of research by the Institute of Housing and Urban Development Studies in the Netherlands together with the SINPA/Bolivia Project, describes the variant that was developed in Santo André, Brazil, the only Brazilian case study selected by UNCHS to be presented at the Habitat II+5 conference.

Against a background of the municipal budgeting process in Brazil and the relevant regulatory framework, the book discusses the evolution of participatory budgeting in Santo André. Initially introduced as a consultative mechanism by Mayor Daniel Celso during his first term of office (1989–92), it only developed as a decision-making forum after his re-election in 1997. (During the interim period of conservative government, there was no citizen participation in the budgeting process.) The description of the current process includes an account of its organizational structure and of the roles of all key stakeholders, including lay citizens and neighbourhood organizations, the elected representatives who serve as participatory budgeting councillors, and local government staff. It also provides an explanation of the procedure by which local representatives are chosen and then prepared for their role as decision makers.

The core of the book is a presentation of the findings of a survey of participants in the participatory budgeting process, and an analysis of a range of stakeholders. The survey found, among other things, that the process attracts the poorest groups, with more limited participation from middle-class and affluent sectors. Most of the lay participants in plenary sessions are not affiliated with any associations or unions, and for the most part they are politically independent. The elected representatives, on the other hand, tend to be highly active politically. Active participants were found to be investing large amounts of time in being part of the process – a commitment that they found enriching, but one that was also a drain on their personal lives.

The book also examines Santo André's Cidade Futuro (CF) Project, a long-term strategic planning tool which serves as an important complement to the essentially short-term objectives of the participatory budgeting process, and it discusses the difficulties and opportunities involved in coordinating these complementary but very different processes. Although the authors conclude that participatory budgeting in Santo André has been a significant achievement, promoting active citizenship and transparency in the management of public funds, they make it clear that the greatest challenge to urban management in the city is the full integration of these short- and long-term tools.

## V. PLANNING

### **Small Change: About the Art of Practice and the Limits of Planning in Cities**

Nabeel Hamdi, 2004, 156 pages, ISBN: 1 84407 005 0. Published by and available from Earthscan Publications, 8-12 Camden High Street, London NW1 0JH, UK; e-mail: [earthinfo@earthscan.co.uk](mailto:earthinfo@earthscan.co.uk); website: [www.earthscan.co.uk](http://www.earthscan.co.uk). Also available in bookstores. Earthscan books are available in the USA from Stylus, 22883 Quicksilver Drive, Sterling, VA 20166-2012, USA; e-mail: [styluspub@aol.com](mailto:styluspub@aol.com). In Canada, Earthscan books are available from Renouf Publishing Company, 1-5369 Canotek Road, Ottawa, Ontario K1J 9J3, Canada; e-mail: [orderdept@renoufbooks.com](mailto:orderdept@renoufbooks.com). The Earthscan website also has details of Earthscan representatives and agents in all other countries.

THIS BOOK IS a guide to practitioners who want to work in cities, and is about how to see and understand "development". Its title reflects the fact that "change" is important because that is what development is about, and that "small" change is important because that is how big change usually begins. Small change can be achieved without the millions of dollars typically spent on development projects. This book is first about how practitioners can see and understand the "...seemingly ad-hoc and makeshift landscape of loose parts and organizations" that have given cities "...their ordered complexity, which is at once flexible, durable and, as we have seen, infinitely resourceful" (page xxiv), and then about seeking to empower innovative community organization.

Part I is in part about understanding cities and in part about the bigger "development" picture and the "development business" that misses the fact that everywhere people organize, build homes, and gain access to services and utilities in the inventive and enterprising ways that they always did. "It is here, in this complicated and organic swamp of the everyday, with its adaptive and largely self-organizing systems of people and collectives who think locally and act locally, where the intelligence of cities lies" (page 17).

Part II weaves together stories of "small beginnings" with reflections on what these imply for development. This section illustrates how, out of the struggles against eviction and the daily uncertainty of risk from fire, flood or poor sanitation, we see the informal, progressive and spontaneous emergence of new ways of solving problems and, in time, of a new order as people get organized. This includes, among others, stories of a community leader who, threatened with eviction, helped form a group of households who negotiated for land and developed their own neighbourhood; women who organized a waste management programme, or produced and sold pickles; a young man who developed a business preparing and selling fish, and their perspectives on "development".

Part III is about what these everyday stories imply

for practice and for governance – how to bridge the gap between doing and learning; class work and street work; formal structure and personal freedom; how to see and understand the processes of innovation and action within "slums" and shanty towns, and to see their potential if supported by municipal authorities. This includes a discussion of the very different role for development practitioners from the conventional role that they have within internationally funded "donor projects". The book ends with some guides to action including the following:

- Development is ongoing, not something we start; we join a process and try to help it along with new ideas.
- Recognize your own ignorance and take advantage of your naivete.
- Intelligent practitioners stand between knowing and not knowing.
- Replace can't with why not? Be reflective.
- When things are complex, when you know we don't know enough to be certain, we play with chance.
- Challenge consensus.
- Look for multipliers.

## VI. POVERTY

### **The Chronic Poverty Report 2004-05**

*Chronic Poverty Research Centre, 2004, 138 pages, ISBN: 1 904049 41 9. Published by and available from the Chronic Poverty Research Centre, Institute for Development Policy and Management, University of Manchester, Harold Hankins Building, Precinct Centre, Oxford Road, Manchester M13 9QH, UK; website: [www.chronicpoverty.org](http://www.chronicpoverty.org)*

THE CHRONIC POVERTY report is the first of its kind. It was produced by the Chronic Poverty Research Centre, which seeks to promote a more nuanced understanding of poverty, and to emphasize that there is a group of the poor who remain in poverty, year after year. The report is divided into three sections. The first looks at global themes and issues, and the second reports on five regions: sub-Saharan Africa, South Asia, Latin America and the Caribbean, transitional countries and China. The third section is a statistical appendix that explains how the estimates were arrived at. The text is illustrated with photographs and diagrams.

The report begins with a discussion of the definitions of chronic poverty. The authors consider issues of duration, the transition away from poverty, and the multi-dimensionality of poverty. Despite the evident difficulties in obtaining reliable figures, the report includes estimates of the numbers living in chronic poverty and the location of these individuals. The second chapter looks at the social characteristics of the chronically poor, and the ways in which "discrimination reinforces disadvantage". This is followed by a consideration of the spatial dimensions of chronic

poverty, and the ways in which poverty is reinforced by issues such as distance to services, lack of institutions and difficulties in securing livelihoods. Chapter 4 analyzes the “drivers” and “maintainers” of chronic poverty, and Chapter 5 looks at how chronic poverty can be reduced. The authors argue that a first step is livelihood security with a strong emphasis on social protection. Further measures include special efforts to address child poverty and the inter-generational transmission of poverty; and an emphasis on good health and health services as a way of preventing the inroads into income that can result in chronic poverty. Consideration is also given to the role of the MDGs, and the potential contribution of international development assistance.

The regional chapters follow a similar format, adjusted for significant themes and information. Each chapter looks at the trends in poverty within that region, and the nature and extent of the problem of chronic poverty. A final sub-section within each chapter looks at chronic poverty in rural and urban areas.

## VII. SHELTER

### **Slum Upgrading and Participation: Lessons from Latin America**

*Ivo Imparato and Jeff Ruster, 2003, 489 pages, ISBN: 0 8213 5370 5. Published by the World Bank, Washington DC. Available from <http://publications.worldbank.org/ecommerce/>; price: US\$ 35.*

THIS VOLUME IS an outcome of a study carried out and funded by the Private Sector Advisory Services Department of the World Bank and the Swiss Agency for Development and Cooperation, with additional support from the Japanese government. The book presents a collection of five geographically and institutionally diverse case studies from Latin America, each telling a successful story about slum upgrading with community participation, providing detailed information about their weaknesses, constraints and, most importantly, their achievements. With the continuous growth of the urban population, the provision of adequate shelter and services increasingly represents a challenge. This book provides examples of alternatives to traditional housing policies for local officials, policy makers and practitioners concerned with the sustainability of service provision projects for low-income people. When adapted to other local contexts, the lessons from this book can also be of assistance in places other than Latin America. The authors can be seen as channels for the “voices from the field”, including the urban poor themselves, emphasizing the importance of upgrading existing settlements with the active involvement of community members, even for projects on a large scale. This book tries to emphasize the fact that slum upgrading is not a purely technical

process but rather an “...integrated and comprehensive intervention aimed at improving the physical characteristics of a neighbourhood and its inhabitants’ quality of life.” The book provides the reader with a set of social, institutional, financial and procedural tools to set up and facilitate successful participatory upgrading projects. Participation is understood here to be an integral component of a continuous process that goes beyond the completion of a project.

Part I, “Lessons from the Field”, draws lessons from the experience with participatory urban upgrading and shelter programmes in Latin America. The authors focus on the participatory component and how this is connected to other parts of a programme or project.

Part II, “Voices from the Field”, presents case studies from Bolivia, Brazil, Costa Rica, Mexico and Peru. This section provides the reader with an understanding of how participatory methods in the context of existing stakeholder relationships and institutional settings have influenced the implementation and outcome of the project.

## VIII. URBAN

### **a. General**

#### **Urban Development and Civil Society: The Role of Communities in Sustainable Cities**

*Michael Carley, Paul Jenkins and Harry Smith (editors), 2001, 230 pages, ISBN: 1 85383 717 2. Published by and available from Earthscan Publications, 8-12 Camden High Street, London NW1 0JH, UK; e-mail: [earthinfo@earthscan.co.uk](mailto:earthinfo@earthscan.co.uk); website: [www.earthscan.co.uk](http://www.earthscan.co.uk). Also available in bookstores. Earthscan books are available in the USA from Stylus, 22883 Quicksilver Drive, Sterling, VA 20166-2012, USA; e-mail: [styluspub@aol.com](mailto:styluspub@aol.com). In Canada, Earthscan books are available from Renouf Publishing Company, 1-5369 Canotek Road, Ottawa, Ontario K1J 9J3, Canada; e-mail: [orderdept@renoufbooks.com](mailto:orderdept@renoufbooks.com). The Earthscan website also has details of Earthscan representatives and agents in all other countries.*

THE CORE OF this book is eight case studies on the role of civil society groups in urban development – for instance, in state- (and international agency-) led shelter projects in peri-urban communities in Maputo; in community development and urban management in Manila; in housing programmes in Costa Rica; and in the struggle for land and housing in South Africa. These case studies are preceded by two introductory chapters on the role of institutions in sustainable urban development, which includes an analytical framework for considering how state–market–society interactions have changed, including approaches to urban plan-

ning. Two final chapters present conclusions. The first reflects on the respective roles of the state, market and civil society in the eight case studies and "...how organizational forms and mental models promote or constrain the greater legitimacy of the state and greater responsiveness of civil society within this context" (page 29). The second considers some of the key constraints to creating a more sustainable basis for urban development globally, including mental models of individual consumerism and the limitations of market mechanisms under weak state regulation. It also points to the potential importance of action networks that link community initiatives and aggregate to form new social movements that can guide the state and hold the market socially accountable.

## b. Environment

### Urban Environment and Infrastructure: Towards Livable Cities

Anthony G Bigio and Bharat Dahiya, 2004, 149 pages, ISBN: 0 8213 5796 4. Published by the World Bank, Washington DC. Available from <http://publications.worldbank.org/ecommerce/>; price: US\$ 25.

THIS BOOK COMES out of a research project in 2002–03 by the "Urban Environment Thematic Group" (an affiliation of World Bank staff working on the urban environment), which evaluated the Bank's commitment to urban sustainability in cities of client countries. It reviews the World Bank's urban environment portfolio, including projects since 1992, or about 20 per cent of the Bank's total active operations. Particular importance is given to cross-cutting issues and links between infrastructure projects and urban environmental improvements. This book should be of interest not only to World Bank associates, but also to people working in, or interested in, the field of (sustainable) development, as it provides the reader with insight into current investment procedures to improve the urban environment. The World Bank itself frames its efforts in this particular field as the "extended brown agenda", whose aims are:

- Goal 1: Protecting and enhancing environmental health in urban areas.
- Goal 2: Protecting water, soil, and air quality in urban areas from contamination and pollution.
- Goal 3: Minimizing the urban impact on natural resources at the regional and global scales.
- Goal 4: Preventing and mitigating urban impacts of natural disasters and climate change.

The first part of the book, which is dedicated to presenting the main findings of the portfolio review, evaluates how far these goals have been addressed. Further attention is given to illustrating the geographic distribution of World Bank projects, as well as defining the contributions of different sectors involved and the

extent to which local stakeholders become engaged. This assessment of the Bank's investments allows the authors to point out successful parts within the portfolio, but also to reveal areas which need improving.

Part II presents 12 case studies from Africa, Asia, Eastern Europe and Latin America, which "...were developed to illustrate the multisector nature of the urban environment portfolio and the integrated approach needed to address urban environmental issues." The information provided in these chapters is drawn from the public domain, the authors' own subjective views on urban environmental aspects, and the judgements of the Bank's task team leaders on the progress of project implementation.

## c. Urban management

### Enhancing Urban Management in East Asia

Mila Freire and Belinda Yuen (editors), 2004, 280 pages, ISBN: 0 7546 4221 6. Published by and available from Ashgate Publishing Ltd, Gower House, Croft Road, Aldershot, Hants GU11 3HR, UK; website: <http://www.ashgate.com>; in USA, Suite 420, 101 Cherry Street, Burlington, VT 05401-4405, USA.

THIS BOOK IS part of a series on urban and regional planning and development. It consists of a collection of papers, most of which were initially prepared for an urban and city management course jointly implemented by the World Bank Institute and the National University of Singapore. The various contributions by a wide range of authors cover a variety of themes within the urban sector. The editors' aims are first, to provide the reader with new ideas on how to "...plan, develop and manage urban areas" in East Asia that are subject to such major trends as rapid urbanization, globalization and decentralization, and second, to stimulate a discussion among practitioners searching to improve urban living spaces. The various chapters advance the understanding of how to create and maintain cities that work well through improvements in different fields. The contributions cover local, national and regional levels and are thematically divided into three main parts. Part I deals with "City Management and Strategy", and covers such issues as urban management, governance and citizen empowerment. Part II focuses on "Finance and Budget Issues", mainly at municipal level; and Part III is on "Land, Poverty and Other Issues", including the City Development Strategies programme of the World Bank, and the cultural heritage of cities. The book concludes with a résumé of themes and learning points from the papers, to be taken into account when developing future approaches and solutions to the successful development and management of urban areas.



## **The Management of Urban Development in Zambia**

*Emmanuel Mutale, 2004, 284 pages, ISBN: 0 7546 3596 1. Published by and available from Ashgate Publishing Ltd, Gower House, Croft Road, Aldershot, Hants GU11 3HR, UK; website: <http://www.ashgate.com>; in USA, Suite 420, 101 Cherry Street, Burlington, VT 05401-4405, USA.*

THIS BOOK IS part of a series on international land management, which addresses land management in an international context and highlights the multi-disciplinary nature of this complex issue. With this particular book, the author aims to explore "...the genesis and development of urban management in Zambia, and the extent to which local authorities have been able to control and manage development through the provision of services, land and housing."

The first and more theoretical part deals with the global theoretical debate on urban management. The author clearly reveals the risks and limitations of the urban management concept, particularly for developing countries, and proposes a structural conflict model of urban management, a process both technical and political, anchored in the self-interest of different parties. The first part concludes with a review of the literature on developmental urbanization and colonial urbanization.

The second part of the book is dedicated to a case study of Nkana-Kitwe, the leading mining town in Zambia's copper belt. The author introduces this section by exploring the development of urban policy and urban management in the historical context of Zambia, including a review of urban land and housing policies under different regimes. The case study is then used to reinforce the theoretical positions developed in the first part. The author examines the power relations between the different stakeholders, particularly the mining company, the territorial government and other businesses, their often conflicting interests, and the effects this has had on issues of land, housing and services. The final chapter draws together the two parts of the book, linking theory with empirical evidence, and concludes with the proposition of some general principles for urban management and, more specifically, a coherent explanatory theory for urban management in Zambia.

### **d. City-specific studies**

#### **Urban Renewal, Municipal Revitalization: The Case of Curitiba, Brazil**

*Hugh Schwarz, 2004, 156 pages, ISBN: 0 914927 43 4. Published by Hugh Schwarz, 5902 Mount Eagle Drive, #1004, Alexandria, VA 22303-2519; e-mail: [hughschwarz@aol.com](mailto:hughschwarz@aol.com); price US\$ 20.*

SOUTHWEST OF SÃO Paulo lies the Brazilian city of Curitiba, a metropolitan area of more than 2.5 million

people. It has come to symbolize a mix of public planning initiatives and private sector responses that provides an alternative, forward-looking approach to the restructuring of medium-size urban centres. While the city is famous for its innovations in public transport, notable accomplishments have also been achieved in downtown rejuvenation, recreational and flood control facilities, ecological endeavours, industrial infrastructure, and improving the socioeconomic safety nets.

This book begins by noting that although traditional economic factors were a precondition for the industrialization and dramatic expansion of the city (per capita income rose from just below the national average to 65 per cent above it in a generation), it is necessary to take note of other factors to explain the magnitude and success of the changes.

The underlying themes of the success are:

- The strength of individual visions and their implementation, more than a comprehensive urban planning.
- Implementation aimed at improvement and rarely at optimization. This decision-making process relied heavily on "rules of thumb", or what the author calls "judgemental heuristics". This involves taking short cuts that facilitate problem-solving while, at the same time, remaining aware of the biases that can emerge because of the use of incomplete information during calculation.
- The most important aspect of this success has not been the rejuvenation of Curitiba's downtown area, the unique restructuring of its public transportation system, nor even a change in the city's economic base, but rather the way in which all of these have been achieved.

The first chapter introduces the geographical and socioeconomic background of Curitiba, and the context for local change. There follows a description of the regional forces contributing to Curitiba's recent growth, including fiscal incentives, financing concessions and the improvement of the industrial infrastructure. These are drawn from state government studies from the early 1980s.

Chapter 2 describes the role of the urban planning process and, in particular, the formulation of a master plan, which began to be implemented in 1966. This plan included many objectives outlined in the guidelines, which were never a reflection of some calculation of economic optimization but, rather, a complex of considerations with trade-offs in objectives and ways of implementing them.

Chapter 3 describes the implementation of these guidelines over 40 years and the changing priorities of different municipal administrations. There is a focus on transportation, linear growth and land use. Large-scale pedestrianization transformed the downtown area, and flood control opened up new spaces for parks and other green spaces. It was only in the late 1970s that neighbourhood centres, low-income projects and improve-

ments to low-income housing and health were addressed.

Chapters 4 to 7 consider some of the areas of Curitiba's development more closely, including its industrial development and the changing nature of the city's development, especially in the 1980s when the agenda shifted to include the development of the outlying neighbourhoods. Chapter 6 looks more closely at the ecological implications of the city's development and at the emerging idea of an environmentally correct city. Chapter 7 outlines the responses of the private sector over the last 40 years, of both large foreign enterprises and local producers and entrepreneurs.

It is clear that Curitiba's master plan had such an important impact because its guidelines were influenced not only by a long-term vision but were also subject to modification along the way. An important part of this process has been the inclusion of the city's interest groups, in order to gather political and economic support as activities progressed. This has also been one of the criticisms of the process.

The book concludes that there are many important lessons to be drawn from Curitiba's experience; most critically, the fact that policy implementation should not be tackled through an excessively analytical and "general equilibrium" approach, but should keep in mind the way that the long-term objectives can be modified along the way.

## IX. WATER AND SANITATION

### **Listening: To those working with communities in Africa, Asia, and Latin America to achieve the UN goals for water and sanitation**

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THIS PUBLICATION GATHERS the views and voices of some of the people involved in working with poor urban and rural communities in Africa, Asia and Latin America to achieve access to water and sanitation.

The traditional top-down methods for providing water and sanitation services in poor communities of the developing world have clearly not been successful in reaching all. Despite decades of efforts and billions of dollars spent, 1 billion people still lack safe water and almost 2.5 billion lack safe sanitation. The experiences described in this volume are about new approaches that are based upon the attempts to learn from the mistakes of the past, and that have begun to achieve well-documented successes of their own.

In a series of interviews, the activists, NGOs and social workers, government officials and academics

working in this area reflect on approaches that could advance the cause of water, sanitation and hygiene worldwide. What emerges is that, although there is no single formula for success, there are essential characteristics of a strategy that should be both decentralized and diverse. Trust in local communities, their organizations and those who work for them is essential. A successful approach is also about creating space and building local capacity by providing the kind of support that does not undermine confidence or take away from the initiative, even when mistakes have been made.

This so-called new approach has, of course, been pioneered over the last two decades, and the basic ideas, especially the vocabulary – community participation, people-centred, demand-driven, empowerment, rights-based approach – have entered the mainstream of national and international development and planning discussion. On a practical level, this new approach includes the following principles:

- A new level of demand, based on a sense of self-awareness and self-esteem, is necessary everywhere if old habits are to be changed.
- The meaning of community participation must be radically reinvigorated; in the case of water and sanitation projects, for example, this begins with locally viable plans drawn up by the communities themselves, with the goal not only of increasing access to water and sanitation but also of increasing access to the management of water and sanitation.
- A real (rather than token) recognition is needed that women are most likely to be the basis of the solution; they are more likely to suffer from the lack of safe water and sanitation, and to possess the experience needed to do some thing about it.
- Progress towards water and sanitation goals must be measured not by counting the number of taps and latrines and dividing them by the total population served, but by recording the changes in use, behaviour and improvements in health.

Although NGOs can pioneer new ways forward, and UN agencies and aid programmes can bring in resources and international expertise, it is national and local governments, with their policies, priorities, attitudes and actions that can determine how solutions are put into action. Some specific answers, drawing from the contributors, are highlighted in the introduction:

- Listening: government needs to listen hard to all the good approaches being generated by the sector, and take a lead to form genuine plans of action.
- Town and city planning: government could exert powerful leverage in favour of community-led initiatives through legally recognizing slum and shanty housing, and guaranteeing security of tenure, for example.
- Proactive roles for local government: if community-based approaches are to lead the way in every poor urban and rural neighbourhood, then the support and stimulus very often depends on local government. Local officials, from health workers to sanitation engi-

neers, can become catalysts and facilitators of community action.

- Social marketing: local and national governments can insist that major public institutions with extensive and sustained public outreach should become learning and demonstration centres for good hygiene and its benefits, taking a lead in breaking down the psychological barrier between hygiene and public debate.
- Helping meet demand: facilitating new approaches to supply can be achieved through the creation of local centres for developing, testing, demonstrating, selling and maintaining affordable hardware, to the point that small neighbourhood enterprises can become involved in the long-term business of producing water and sanitation technologies.
- Financing local action: creative approaches to local financial provision need to be incorporated into frameworks created by government, including revolving funds, subsidies, bridge-financing for local government investment, and matched or guaranteed funding schemes for the encouragement of micro-credit or micro-savings.
- Regulating the private sector: many governments think that by embracing privatization they can abrogate responsibility; but unregulated private enterprise responds only to human need expressed as economic demand, and there is the danger of neglecting the poor. The same applies to the rapidly growing sector of integrated water resources management (IWRM). These sectors should be developed by and for the poor, and not by and for the urban middle classes.
- Monitoring: community-led water and sanitation programmes need community-led monitoring and feedback in order to ensure that, during the monitoring of disparity, the most vulnerable are not excluded from progress.

In brief, decentralization and the empowerment of people and communities to take more control of their own lives and to achieve their own development goals must be the method and the aim. However, the responsibility to mobilize additional resources for the poor, and the creation of an enabling environment within which they can move forward, remains in government hands. The task of working towards improved water and sanitation can become a platform for community development and a means to challenge some of the most deep-seated and damaging relationships and structures that lie close to the heart of the problem of poverty and underdevelopment.