UCLG FRAME DOCUMENT for INTERMEDIARY CITIES

Planning and management of sustainable urban development

UCLG
United Cities
and Local Governments

Universitat de Lleida
Càtedra Unesco
Ciutats Intermèdies,
Urbanització i Desenvolupament

INDEX

Prologue

01 General concept and definition

02 Intermediary cities: opportunities and challenges

03 Shaping the working group

04 Recomendations for the actors of urban development in intermediary cities

05 Proposals

06 Bibliography

Prologue

Over half of the world's population lives in intermediary cities. Although such cities play a key role in the urbanisation process and are significantly numerous and diverse on a global level, they have encountered difficulties in expressing themselves with a unified voice in the international sphere. This is why UCLG, with support from the European Union, the Norwegian government and the Cities Alliance, has incorporated work with Intermediary Cities onto its agenda by means of the UCLG Committee on Urban Strategic Planning, creating a working group uniting active members and associations.

As president of the Working Group, I am proud to present the following frame document on Intermediary Cities, which is the result of a combined effort between UCLG, the University of Lleida's UNESCO Chair and the International Union of Architects' Intermediary Cities Network (UIA-CIMES), organisations committed to working on intermediary cities. Working in a network allows us to gather, share and divulge our intermediary cities' own reflections, under the premise that sharing our experiences and knowledge forged in such a network will allow us to establish a learning platform that will prove useful for our cities in the development of better public policies. In this sense, we seek to contribute to UCLG's global narrative from the various local realities.

This document outlines debate on the subject between UCLG members, regions, partners and intermediary city associations. It is based on this that regional governments, national associations and international organisations must develop specific policies for intermediary cities.

We suggest two emphasis. First, a negotiation on the revision and improvement of **new land and development policies** involving intermediary cities. Second, a fostering of **local, regional or national learning networks or groups** to complement the previous goal, committed to the wide and diverse nature of this type of city, in order to improve the capacities and maturity of the local teams and the implementation of policies.

Shaped by discussion between politicians, experts and networks over the years since UCLG began its collaboration with the UNESCO CIMES network, this document emphasises economies of scale, the capacities of management services, the mitigating of climate and environmental change, cities' financial and political interdependence, inter-municipal cooperation, network creation and urban-rural relations. It therefore seeks to outline the role of local strategies, which are a key factor in sustainable development on an international level, emphasising the realities of the land to be taken into account for the development of new management tools.

I would like to thank everyone who participated in the meetings and events for providing their knowledge on the opportunities and challenges experienced by intermediary cities in their specific context, and would like to invite you to continue participating, forming part of this international network working on intermediary cities at the service of local governments.

Mohamed Sefiani
Mayor of Chefchaouen
President of the UCLG intermediary cities working group

01

General concept and definition

Introduction

In 1950, over 70.4% of a global population estimated at 2.500 million people lived in rural areas, with the other 29.6% living in urban areas mostly concentrated in Europe and North America. It was in 2009 that the world's population living in cities exceeded the rural population for the first time in history, with accelerated urbanisation processes taking place in Asia and Africa. In 2015, the global urban population reached 54%, and this is projected to rise to 60% in 2030 and 66.4% in 2050. According to the United Nations Department of Economic and Social Affairs Population Division (UN-DESA) "World Urbanisation Prospects 2014"[1], 2050 will see an inversion of the figures for the distribution of the global urban and rural populations in 1950.

and will face its greatest challenges due to this urbanisation process. Knowledge on intermediary cities remains scant among researchers and in the international sphere however, with examples of sound urban policies receiving little exposure.

Concepts of intermediary and intermediate cities

Cities or cores of urban agglomerations continue to be primarily defined by spatial and demographic criteria such as: mega, metropolitan, large, medium and small, signalling their position within national and international urban networks.

Table 1 Number of cities by population size (2015)

Category of city (population)	Cities	Estimated population
Metropolis.		
Over 1 Million inhabitants	501	1.624 million
Intermediary Cities		
1 million- 500.000 Inhab.	547	372 million
500.000-300.000 Inhab.	715	271 million
100.000-300.000 Inhab.	2.571	434 million
50.000-100.000 Inhab.	5.093	347 million
Small cities		
Less than 50.000 Inhab.	-	896 million
Cities < 1 Million inhab. Total population of 2,320 million (approx. 58.84 % global urban population)		

Notes: Based on the UCLG database (2015), World Urbanisation Prospects (2015) and UIA-CIMES figures. Cities with a population of over 1 million normally include cities in metropolitan peripheries. An example of this is the city of Barcelona with a population of 3,214,211* in its metropolitan area, with 1,602,386 in the city of Barcelona and the rest living in 35 independent municipalities.

*http://www.amb.cat/es/web/area-metropolitana/municipis-metropolitans (02/03/2016)

In light of the significance of the global urbanisation process to have taken place in the second half of the twentieth century, it is vital to understand the urban dimension as a complex system characterised by the constant interaction of human settlements of different types. The Academic sector has tended to establish categories for human settlements according to their demographic relevance, or in other words, according to their population. Based on this categorisation, it may be confirmed that the urbanisation process has mostly taken place in cities with a population of less than 1 million: a diverse urban environment that has faced, currently faces

Classification criteria generally lack indicators referencing either the cities' inherent potential or the risks they are subject to. It is therefore clear that the concept of urban settlements must reflect this greater complexity. Cities function in a vast spatial context, as well as within ample "spaces of flux" for information, goods and people[2] . An understanding of such complexity results in various classifications such as: capital cities and secondary or second-level cities in relation to the international and national urban hierarchies; regiopoles[3] and network cities referring to agglomerations on a regional scale;

1 United Nations, Department of Economic and Social Affairs. World Urbanization Prospect. The 2014 Revision. New York: United Nations, 2014.

2 Castelles, Manuel. «La Ciudad de la nueva economía.» (Papeles de Población; Universidad Autónoma de México) 2001.

3 Aring, Jürgen, and Iris Reuther. Regiopolen: Die kleinen Großstädte in Zeiten der Globalisierung. Berlin: JOVIS-Verlag, 2008.

Urban population (2015)											
	Metropolis		Intermediary Cities						Small cities		
	> 1 million		0,5- 1 million		0,3 – 0,5 million		0,1 – 0,3 million		0,05 – 0,1 million		<0.05 million
	UDS	POP	UDS	POP	UDS	POP	UDS	POP	UDS	POP	POP
WORLD	501	1.624.197.231	547	372.007.972	715	271.554.700	2.571	434.302.013	5.093	347.311.340	896.995.448
Africa	56	174.542.526	56	40.502.678	86	33.305.530	380	61.531.237	564	39.440.801	125.441.340
UCLG Asia*	221	799.941.821	252	171.244.617	304	115.380.348	966	171.175.704	2.653	177.307.129	390.682.620
UCLG Eurasia*	23	47.115.445	36	24.192.107	51	18.634.630	180	30.756.453	256	17.768.471	45.067.489
Europe	36	91.301.788	67	39.165.339	77	28.799.662	334	54.734.874	651	45.104.312	142.747.678
Latin America & Carribean	68	225.398.998	55	40.850.540	86	32.583.581	318	49.948.236	502	34.536.790	118.350.166
North America	51	161.845.634	41	29.265.163	59	22.788.615	195	33.205.318	206	14.901.720	31.916.031
UCLG MEWA*	40	108.679.404	39	26.199.113	45	17.530.316	185	30.835.738	237	16.646.699	36.841.446
UCLG Pacific*	6	15.371.615	1	588.415	7	2.532.018	13	2.114.453	24	1.605.418	5.948.678

Source. UCLG-Database, (2015).

border cities, zwischenstadten[4]; intermediate landscapes in terms of their urban form and commuter function; satellite cities; industrial cities; and airport cities due to their role on a metropolitan scale. This also affects the paradigm for intermediate cities.

The term «intermediary»[5] was first introduced in academic circles in the mid 1980s, expanding the meaning of the term "medium or medium-sized city" which exclusively referred to a city's demographic size. The concept of an intermediary city, which includes intermediary or intermediate cities[6] , refers to a well-defined specific territorial context. The term refers to a relationship with the various hierarchies and networks, taking into account not just urban networks, but also the related land networks and rural spaces, as well as the natural environmental systems that condition the functioning of such urban spaces. **Intermediary cities are therefore not only defined in terms of demographic size and their specific dimensions of size (consistent with the demographic context), but also based on the functions they perform, such as: their role in mediating flows (of goods, information, innovations and administration, etc.) between rural and urban areas, within the respective areas of influence and with respect to other urban centres or areas**, which may be close to them or more distant[7].

Concept definition

Many of the characteristics of intermediary cities are determined by their specific context, and therefore vary according to region and country. Their position is determined by political and economic circumstances, with their diversity also a direct response to the various results of the urbanisation process in each territorial context. The forms of urbanisation have a double cultural and material component that responds to historical, social, administrative, cultural and geographical situations, among others.

The size of intermediary cities may also vary considerably, as may their administrative powers and budget, which together constitute the quantitative indicators the cities themselves have little control over. An example of the difficulty in using quantitative criteria is demographic size. In terms of population, the European Union defines intermediary cities as settlements with a population ranging between 20,000 and 500,000, while the World Bank raises the maximum limit to one million. In North America, the range tends to fall between 200,000 and 500,000; in Pakistan between 25,000 and 100,000, and in Argentina, 50,000 and one million. What constitutes a medium-sized or intermediary city in Europe may also correspond to a small city, or even a very small city, in China or India, where there are many cities with a population of over 1 million[8]. Many national governments also classify

4 Sieverts, Thomas. Zwischenstadt: zwischen Ort und Welt, Raum und Zeit, Stadt und Land. Berlin: Bauverlag Gütersloh, 2000.

5 -Gault, Michel. Villes intermédiaires pour l'Europe? Syros, 1989.
-Bellet, Carme, and Josep M. Llop. Ciudades Intermedias. Perfiles y Pautas. Lleida: Ajuntament de Lleida, 2003.
-Bolay, Jean-Claude, and Adriana Rabinovich. «Intermediate cities in Latin America risk and opportunities of coherent urban development.» (Elsevier) 21, no. 5 (2004).

6 Llop, Josep M., and Carmen Bellet. «Miradas a otros espacios urbanos: las ciudades intermedias.» (Universidad de Barcelona) VIII, no. 165 (2004).

7 Bellet, Carme, and Josep M. Llop. Ciudades Intermedias. Perfiles y Pautas. Lleida: Ajuntament de Lleida, 2003.

8 Llop, Josep M., and Carmen Bellet. «Miradas a otros espacios

cities into groups according to revenue, population or size. This has ramifications on their legal powers and taxation, leading to "upward aspirations", such as in Indonesia, where districts want to become cities, or in Namibia, where towns want to become cities, or in South Africa, where tertiary cities want to become secondary cities or metropolitan cities.

The reasons for establishing such cities also vary significantly. Some have strong historical roots (Blantyre in Malawi, Speyer in Germany), or have emerged due to the mining of a raw material (Newcastle in South Africa), while others border a large metropolis (KwaDukuza in South Africa is very close to eThekwini). Some have also been established as "new cities" for specific purposes, such as the creation of particular industries (Maringá, Brazil), universities (Arrakonam, India) or as administrative centres, thus playing the role of intermediary city.

Intermediary cities also depend on the economies of their dependent regions, where local opportunities form the basis of development, and such economies range from rural to informal. Quality criteria such as quality of life in the city, connectivity, cooperation with the country's interior, etc., are also equally important when it comes to defining intermediary cities. Urban networks often apply indicators to measure the network of flows, as well as the role and function that the city plays within its territory. We may also add the relationship it maintains and creates, which may be influenced by the cities themselves.

The concept of intermediary cities is based on the idea that the potential and importance of a city does not so much depend on its demographic size, but rather on **the way in which it relates to urban and territorial elements within its system:** its capacity to create relations, particularly its capacity to create a network along with the characteristics of this network. In Germany, for example, the term "centrality" (Zentrale Orte) is used to designate the functions of services (health, education, administrative services, etc.) and resources on a territorial level. The term thus encompasses rural areas and small cities with relationships with intermediary cities.

The concept of an intermediary city adds value and **introduces more dynamic and strategic aspects**, such as those offering new possibilities for self-affirmation, reinforcing the systems in the city, city-region or intermediary city and paving the way for a consolidation of relations at other levels of organisation working with development policies, such as those at an inter-municipal, regional, national or even an international level.

The concept also implies a substitution of the static and remarkably hierarchical ideas on the urban system characterising the most traditional theories with a new and more open system, as well as an interactive concept[9], moving from the idea of an isolated city to a city that belongs to a network[10].

Finally, the concept of an intermediary city does not encompass urban and rural dimensions as separate dynamics. The world food crisis and industralisation of agriculture has had repercussions in cities, including unemployment, migration and changes to food chains, to name but a few of the most recurrent problems. Only an intermediary perspective encompassing rural areas will promote innovative opportunities. Strengthening the role of intermediary cities therefore has a very high potential, allowing them to actively facilitate urban-rural relations.

Criteria for the definition of intermediary cities:

Due to the difficulty of basing the concept of intermediary cities on solely quantitative criteria and in line with the argument highlighting the importance of assuming a dynamic concept that identifies the role of cities within their territory and as nodes within a network, the following series of indicators has been proposed:

Population size

- **Double population indicator:** considering the difference between the population during the day (the floating population) and at night is key to understanding some intermediary cities' roles. A clear example of this is Blantyre (Malawi), where the population during the day is approximately one million, dropping to around 600,000 at night, with a daily displacement of at least 350,000. Another example of the importance of taking such a difference into account is Krakow (Poland), where approximately 250,000 students do not figure in official statistics.

Administrative powers and budget

- Institutionally (and financially), cities **depend on other spheres of government,** with intermediary cities having less power to shape their development than larger cities in national networks.
- In terms of sustainable land development, national and regional governments are key to issuing coherent

9 Dematteis, Giuseppe. «Sistemi locali nucleari e sistemi a rete: un contributo geografico all'interpretazione delle dinamiche urbane.» (I sistemi urbani) 1 (1991).

10 Llop, Josep M., and Carmen Bellet. «Miradas a otros espacios urbanos: las ciudades intermedias.» (Universidad de Barcelona) VIII, no. 165 (2004).

policies, strengthening cities' **role as intermediaries.**

- Administrative personnels' capacities are fewer than in larger cities, with a lower number of specialist employees and salaries. Some administrations experience difficulties in integrating and maintaining their staff, as they do not specify responsibilities and goals and changes in direction often occur (freely appointed by politicians).
- The budget per inhabitant is considerably less in intermediary cities than in metropolitan areas or large cities, if compared with the respective national context (the difference in the public transport budget in Spain is ten times greater on average across large cities than medium cities, for example).
- The national and regional institutions and bodies channeling the demands and needs of large sectors of the population are normally found in large cities, as are national development programmes, producing a relative weakness for intermediary cities.

External connectivity (networks, land links)

- In serving as larger nodes in flow structures, intermediary cities provide access to other levels of the network, serving as bridges and integrators for the land and culture, whether in terms of their economic, cultural and social dimensions, or their heritage and culture.
- Functional nodes: Functionally speaking, intermediary cities serve as centres for the provision of specialised and non-specialised goods and services, both for their own population and for those (rural, metropolitan and small-scale urban settlements) located in their territory or area of influence, with their urban-rural dimension particularly important.
- Distribution nodes: Intermediary cities are the "economic heart" of large rural areas, (see Hardoy, J. Satterthwaite, D., 1996), centres of social, economic and cultural interaction, as well as of logistics, distribution and trade, whether formal or informal. They also serve as nodes of production for handmade and regional products, or those of proximity, and centres of fair trade, corresponding to decent employment (km zero, slow food... etc.)
- Intermediary cities provide education (higher education centres), health (hospitals, specialist healthcare), cultural and religious centres, and are connection and transport hubs for the general population.
- Intermediary cities add value to the combined territory by facilitating mediation between rural and urban areas (such as via institutions like 'ACTEL' in Lleida, Catalonia, Spain, which improves agricultural production in the region by means of organising the flow of goods). In terms of metropolitan areas, there are various examples of systems of intermediary cities. Lagos in Nigeria and São Paulo in Brazil have networks of intermediary cities that are strengthened by means of state investments, creating well-connected nodes that provide services in conjunction with the respective metropolitan centres.
- The cities also mediate with other government spheres. Local governments communicate priorities for the region and the interests of the actors, with the intermediary city's mediation helping produce more coherent and effective national and regional public policies and interventions.
- The cities mediate among themselves in order to ensure the availability of services that are both accessible and competitive. Agreements are used to manage or merge the cost of transport, water or economic development agencies, etc., for example.
- Intermediary cities are places of transition, not always for migration, but also as stopping points, often serving as the first stop for populations in search of employment, specialist services or a better quality of life. One out of two individuals/homes to have emerged from poverty in Tanzania, for example, did so by means of transitioning from agriculture to a non-agriculture-based rural economy or to a secondary city. Only one in seven emerged from poverty by means of migration to a large city[11].
- Knowledge on intermediary cities remains scant among researchers and in the international sphere, with examples of sound urban policies receiving little exposure.

Internal connectivity (form, scale, installations)

Comparative research on over 100 intermediary cities around the world carried out by the CIMES network shows that cities with a population of up to 650,000 are concentrated at short distances, with 70% of the population living inside a circle with a radius of 3.9km[12].

The proximity of services and installations and lower distances between people and services makes intermediary cities more human and comprehensive, allowing citizens to identify with the space, creating a strong local identity[13]. These are cities with more human sizes and more pedestrian-friendly scales.

- **Such scales** foster more balanced and closer relations with the natural environment and the rural surroundings. Often it is the primary and secondary

11 World Bank and the International Monetary Fund. «Global Monitoring Report 2013: Rural-Urban Dynamics and the Millenium Development Goals.» Washington, 2013.

12 Llop, Josep M., and Carmen Bellet. «Miradas a otros espacios urbanos: las ciudades intermedias.» (Universidad de Barcelona) VIII, no. 165 (2004).

13 —. *The Power of I-Cities.* Barcelona: Cities Alliance, Norwegian Ministry of Foreign Affairs, 2013.

resources (mines, agriculture) that are heavily dependent on external factors.

- The cities may, however, also be vulnerable due to their limited influence in macro-economic terms (such as the intermediary city of Cajamarca, Peru, for example, where the activities of the local mining company threaten the fragile ecosystem of the land at the top of the mountain).
- Intermediary cities generally have land apt for urban expansion and represent an opportunity, at least in theory, for the maintaining of harmonious and balanced relations with the respective territories.
- **The quality of life is considered to be better** due to the proximity of services, which is appreciated by groups with a greater income, particularly workers in educational services, such as those employed in universities. These cities are often very diverse, sometimes marked by dominant functions, such as religious cities or university cities.
- **Government structures in intermediary cities are weak** because they do not normally respond to rapid growth and the increase in functions.
- The cities are, however, closer to local politics. This proximity offers opportunities for new styles of government that are more participatory and in which public services may be co-managed.

02

Intermediary cities: opportunities and challenges

Thematic round-table workshop on intermediary cities, Lleida, June 2013.

The following section analyses intermediary cities based on an identification of their weaknesses, opportunities, strengths and threats in terms of planning, public policies and funding. These categories are based on results obtained during consultations and events held by the Intermediary Cities work group, the UCLG Committee on Urban Strategic Planning, the University of Lleida's UNESCO Chair and the CIMES network, with the attachment containing reports on the 15 cities to have participated in the comparative study behind this document.

Known as a SWOT analysis, the methodology employed facilitated an assessment of the main variables playing an important role in intermediary cities, recognising the possible problems and challenges they face, as well as possible solutions and strategies for tackling them.

The main goal was to condense the knowledge contributed by a range of intermediary cities in order to share it with local leaders, international organisations, universities and other actors involved in the global process of urbanisation. The results obtained have been organised into six sections.

1. Spatial and environmental features

The cities' spatial evolution is subject to the constant pressures of growth in economic and demographic terms. The majority of cities expand due to migratory flows and population growth, although urban growth may also occur as a response to economic opportunities in the private sector.

The prevailing trends and patterns characterising urban growth consume a large amount of space and resources. Intermediary cities' growth is greater in terms of area than of population, where multi-family housing models and extensive dividing into lots prevail. The capacities and availability of

Weaknesses	Strengths	Threats	Opportunities
Administration's reduced technical capacities.	Local administration's powers over spatial development - Plans.	Loss of farming land.	Digital and transport connections.
Changes due to booms in the construction sector.	Short distances favouring bicycle travel.	Degradation of natural resources and services.	Land prices and cost of services is more accessible.
Lack of information and data to anticipate future demands.	Proximity of environmental resources and services.	Informal settlements or unused buildings.	Possibility of work and housing located close to one another.
Public infrastructure unable to meet the demands of growing cities.	Existence of a city centre, retail dynamics, various uses.	Urban sprawl without environmental structural elements, congestion.	Sustainable housing patterns.
			Consolidation of city corridors or systems.

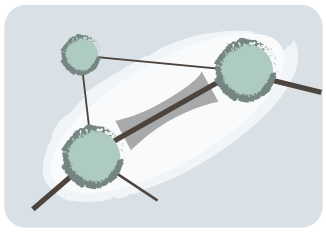
Tiquipaya is an intermediary city very close to the city of Cochabamba in Bolivia, located in the foothills of a highly fertile valley known as the bread basket of Bolivia. Due to its environmental conditions, the valley has historically been home to small farming buildings and areas of high cultural value. Thanks to the dynamics of urban growth in recent years, however, these spaces have become highly prized as residential areas. Due to the phenomenon, farming land has been divided up and dominated by speculation integrating it into the urban area. In an attempt to offset this trend, the city established an environmental regime meaning land under urbanisation must retain its productive or environmental function, generating productive public spaces by means of transfer processes.

technical experts, such as environmental engineers, urban planners and architects, is less than in metropolitan areas, in which the employment market is more specialised. The daily management of service provision and licences exceeds the capacities of the local technical teams, hindering the long-term development and implementation of strategies.

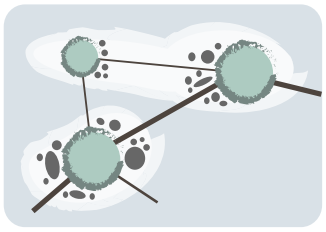
Data was analysed and updated for 101 intermediary cities (CIMES) via the figures collected by the University of Lleida's UNESCO Chair on Urban Studies, Territory and Intermediary Cities (2003-2013). This project facilitated a comparison of quantitative indicators for a period of ten years, revealing several interesting trends for this type of city. The cities studied formed part of the second phase of the International Union of Architects' work programme on Intermediary Cities and Global Urbanisation, published in the volume Intermediary Cities: profiles and guidelines.

A revision of the demographic and surface growth rates in the cities associated with the Càtedra CIMES demonstrates that intermediary cities sustain an urban surface growth rate higher than the demographic growth. This is particularly true of the smaller cities in the sample, and leads to the deterioration of the city's relationship with its immediate rural surroundings. In intermediary cities in particular, urban land is subject to more accelerated growth. The PLUREL study on European regions coordinated by the University of Delft and Haaglanden (www.plurel.net) indicates that the growth of cities in terms of area is higher than in terms of population, and that, in Europe, the physical growth of cities and consumption of farming land is 2.6% greater than population growth. Particularly when uncontrolled, urbanisation unfortunately occurs more quickly in farming areas, which very often come with some kind of service and result in a loss of fertile land. Some of the most common patterns of spatial growth and their challenges are as follows:

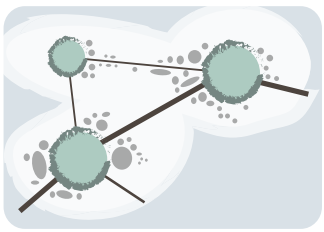
Threats:



- The creation of urban corridors via the lineal urbanisation of rural areas along roads and services.



- Urban expansion and segregation of functions, resulting in urban sprawl. The development of farming land is much more extensive.



- Loss of fertile farming land due to expansion. Farming regions further from urban centres may also become polluted, placing them at risk of being destroyed by urban sprawl.

The population does not have access to housing resources and other services, leading to an increase in informal growth, causing sub-urbanisation and the growth of informal settlements.

Table 2.1 Average population according to city size and percentage weight according to typology								
			2003 CIMES Population			2013 CIMES Population		
Number of cities	City size	Population	Total	Urban	Rural	Total	Urban	Rural
45	<150.000	Average	90.801	83.730	7.071	105.125	97.491	7.633
		% Urban-Rural	100%	92,20%	7,80%	100%	92,70%	7,30%
26	150.000-359.999	Average	245.792	223.426	22.365	273.460	253.504	19.956
		% Urban-rural	100%	90,90%	9,10%	100%	92,70%	7,30%
21	360.000-999.999	Average	572.107	531.012	41.095	600.738	563.365	37.373
		% Urban-rural	100%	92,80%	7,20%	100%	93,80%	6,20%
9	1 million or more	Average	1.690.098	1.618.365	71.732	2.132.486	2.128.510	3.976
		% Urban-rural	100%	95,80%	4,20%	100%	99,80%	0,20%

SOURCE: Specifically developed from data produced by the UdL's UNESCO Chair and statistics from the various countries

Funding urbanisation leads to housing or retail areas that are too big due to their failure to meet the population's real demands and capacities, instead creating phantom suburbs, 'commuter cities' or neighbourhoods for a reduced population fringe. At the end of the twentieth century, the city of León, Spain, experienced urban growth greater than the real demand for housing. Public services such as sewage collection were established; however the system was neither technically or financially feasible because the waste produced was not sufficient to drive it (IFEMA debate on intermediary cities). Similar examples of the underuse of transport services, educational installations or sanitation are frequent in Japan, Russia and Germany, due to population decline in remote cities.

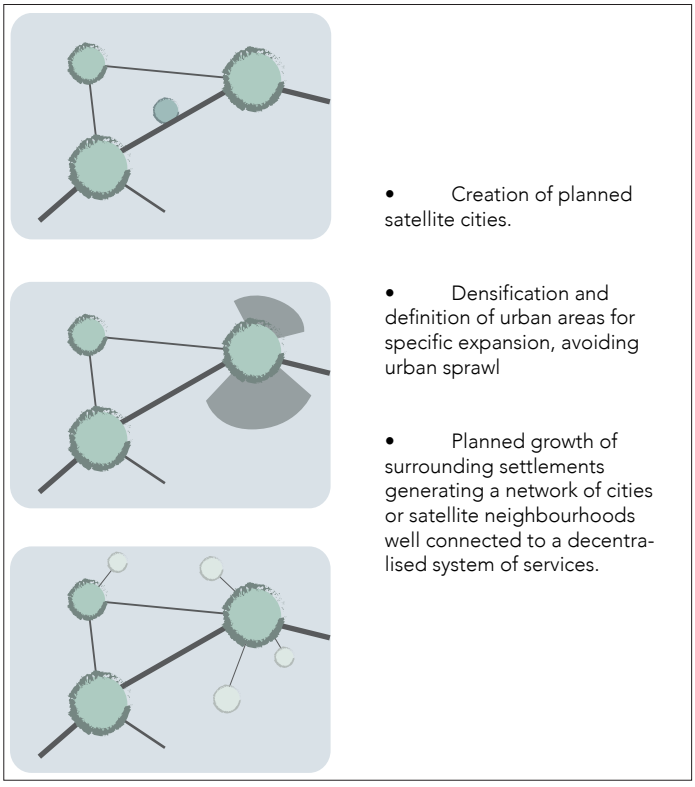
Along with the loss of fertile land due to urban growth, natural resources are also affected. A clear example of this is the decrease in drinking water sources due to pollution processes and a lack of sanitation.

Strengths:

Proximity is a distinctive characteristic of intermediary cities, allowing for the development of priority policies on a district and city level. The educational effect of tangible measures taken in light of environmental strategies is accompanied by measures both on a city and a regional level.

Research carried out by the UNESCO CIMES network[1] reveals that 90% of the intermediary cities studied have central areas in which the main services are accessible to pedestrians, due to their radius of less than 3 km. In reducing distances between spaces, greater accessibility is afforded to users and services are managed more efficiently. Compared with larger cities, intermediary cities are also characterised by shorter distances between workplaces and homes, as well as consumption and production, and as a consequence, less traffic and shorter commute times.
Local administrations are able to manage the land's increasing value, in order to promote integration between the formal and informal populations. An increasing number of cities seek to anticipate uncontrolled urban growth trends and the loss of fertile land, including in their plans integration between formal and informal populations, and in turn, the establishment of defined limits between the city and the surrounding land.

For the development of its Urban Spatial Plan, the city integrated lessons learnt on the problems inherent to urban areas without public services. The plan therefore includes an identification of areas of growth and expansion, determining public spaces, urban services and social and sporting facilities, etc. (source: UCLG I-Cities debates in Lleida).



1 UCLG. Local Government Finance: The Challenges of the 21st Century. Barcelona: UCLG, 2010.

The availability of land in intermediary cities allows for innovation in the implementation of renewable energy models. An example of this is Roskilde, a Danish intermediary city to have partnered with the Research Network on Medium-Sized Cities (RECIME), and that has revised its energy distribution. 50% of CO2 emissions used to be produced by central heating systems, fed by a conversion of gas, petrol and electricity. A strategy of adapting and tackling climate change and energy dependency was implemented to various degrees across different districts, along with the implementation of biomass to power central heating and the incentivising of solar panels. A parallel scheme incentivising the use of windmills was also instigated on a city/regional level, with CO2 emissions forecast to drop by 110,000 tonnes per annum (70%).

City limits or borders as instruments for regulating city growth are fundamental tools in the configuration of plans. An example of this is the city of Agadir in Morocco. For the development of its Urban Spatial Plan, the city integrated lessons learnt on the problems inherent to urban areas without public services. The plan therefore includes an identification of areas of growth and expansion, determining public spaces, urban services and social and sporting facilities, etc. (source: UCLG I-Cities debates in Lleida)

Tamale, Ghana. In an African context facing significant limits to planning and management, as well as scant municipal economic resources, this city is a solid example of planning as an instrument of urban policy, with priority given to its employment as a regulator of the city's uses, both in the formal and informal versions of the city.

Opportunities: Intermediary cities and scale

It is important to take into account the diversity of urbanisation models and the way different urban systems work, as well as the different roles and potential in each territorial context, with intermediary cities playing a key role in this process. This is also due to their forecast growth, to largely take place in what is known as the developed world[2]. The phenomenon of intermediary cities helps to limit excessive congestion in large urban agglomerations, complementing the process of urban migration. Intermediary cities allow certain populations to maintain economies based on the rural land while they provide basic services (education, health, transport, etc.) considerably improving quality of life.

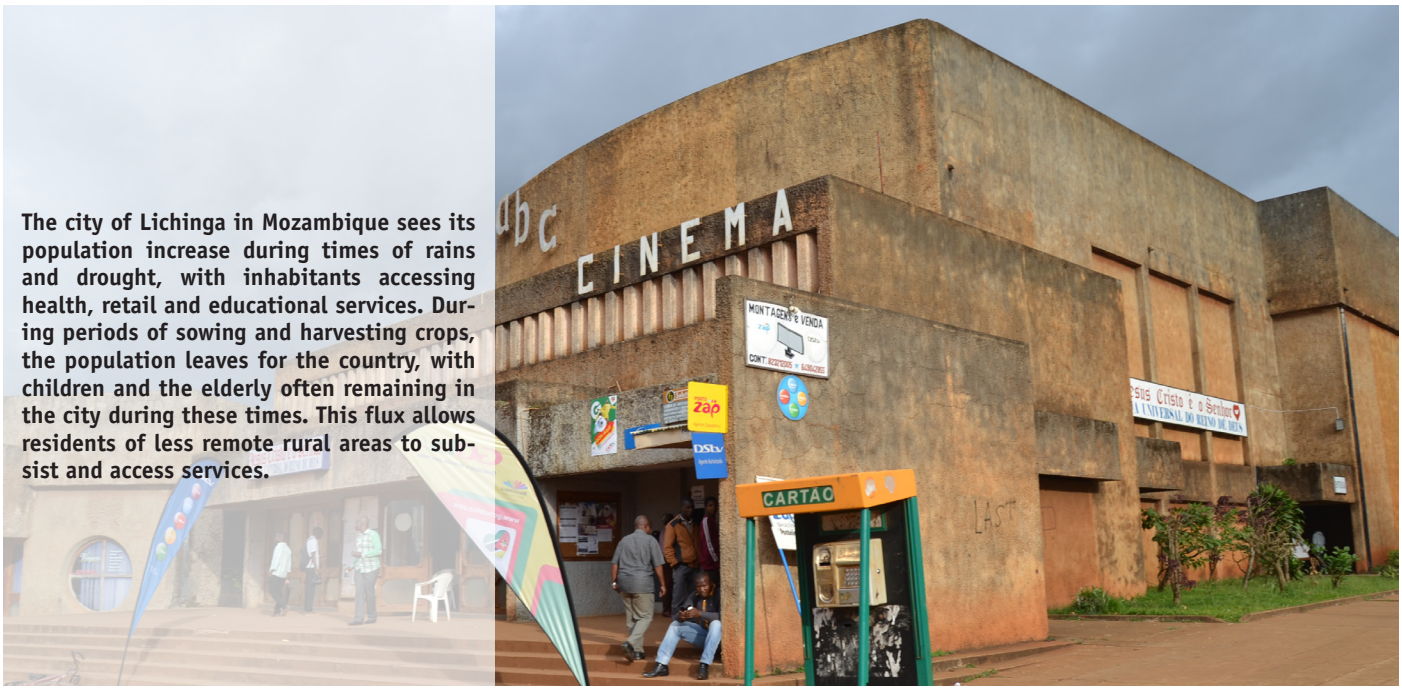
Generally speaking, intermediary cities have a high potential for expansion and growth. This generalisation must be studied with respect to the cities' different typologies and the surrounding rural areas and their respective urban and production plans.

Connectivity between cities is generally on the rise. Infrastructure connections allow for an exchange of goods and people, while digital connections facilitate knowledge exchange. These connections allow different cities to develop in a complementary fashion in the network.

Table 2.3 Urban space: Average calculations, surface, number of homes and density of homes by size.

		Urban surface Km²			Homes			Density homes/ Km²		
Number of cities	Number of inhabitants	2003	2013	growth	2003	2013	Growth	2003	2013	Growth
45	<150.000 inhab.	35,82	51	29,80%	27.444	39.138	29,90%	766,09	767,41	0,20%
26	150.000-359.999 inhab.	69,22	87,03	20,50%	73.633	120.228	38,80%	1.063,68	1.381,44	23,00%
21	360.000-999.999 inhab.	105,38	121,64	13,40%	122.608	197.897	38,00%	1.163,47	1.626,93	28,50%
9	1 million or more	251,14	256,18	2,00%	329.089	475.472	30,80%	1.310,39	1.856,03	29,40%

SOURCE: Specifically developed from data produced by the UdL's UNESCO Chair and statistics from the various countries.



The city of Lichinga in Mozambique sees its population increase during times of rains and drought, with inhabitants accessing health, retail and educational services. During periods of sowing and harvesting crops, the population leaves for the country, with children and the elderly often remaining in the city during these times. This flux allows residents of less remote rural areas to subsist and access services.

2 United Nations, Department of Economic and Social Affairs. World Urbanization Prospect. The 2014 Revision. New York: United Nations, 2014.

The cities of Mzuzu and Blantyre in Malawi are characterised by their high "floating" population during the day, as the population from nearby rural areas accesses urban services and pursues spontaneous employment opportunities. As income to be made through farming is limited, population flux towards these urban centres is frequent, leaving older generations in rural areas.

The city of San Miguel de Ibarra in Ecuador is located in an important corridor connecting the north and the south of the Americas by means of the Pan-American Highway. Thanks to its proximity to the city of Quito (115km) and ease of communication and good connections, the city has diversified its productive chains and benefitted from access to consumers in Quito.

Delft is an intermediary city in the Netherlands that works on building a compact, sustainable and versatile city, where history and technology merge. The aim is to be a dynamic and connected city. Sustainability is an important principle in the strategy. The core values of the city are: technology, history, creativity and innovation. These values are important in all spatial developments, in housing, industrial areas, public- and green spaces. Delft wants to strengthen its position in the Randstad (Mid-west of the Netherlands): To be a central junction of history and technology in the network of big and smaller cities. In order to achieve that the city invests in accessibility and innovation to become and stay a world class knowledge-centre.

Spatial plans as a powerful political instrument

Local governments are the level of government with the most impact on the management and allocation of land use. Planning as a local instrument is however linked to public policies across all levels of government.

The ability to regulate by means of licences, spatial land registries and the definition of uses in various areas largely depends on planning and management capacities. The exercise of planning goes well beyond a merely technical exercise. Although analyses and technical studies are necessary and require specific technical knowledge, planning is also linked to decisions of a political nature. A clear example of the political character of decisions affecting the use of urban land is the integration of housing of social interest within the urban context.

This argument represents a significant contribution made by UCLG in the construction of global directives for urban planning developed in conjunction with UN-Habitat. It highlights the role of local governments, with their recognition fundamental to the shaping of national policies on planning. UN-Habitat has thus developed a series of materials to support cities in their planning processes, such as "Urban Planning for city leaders", with the future development of this concept serving to inform planning guidelines on urban growth, especially in cities located in developing regions.

The territory. Land has a public dimension that forms the basis of plans: The territory is a key element to urban planning. Thanks to their scale, intermediary cities have an opportunity to establish systems of protected spaces, promoting the conservation of characteristic (specific) geographical elements. This is also applicable to spaces within nearby rural areas in the process of becoming consolidated. Plans guide the construction of the elements integrated in the urban context, but also serve as the tool permitting the localisation and inclusion of various social groups. In this sense, urban plans, and particularly infrastructure plans, exert an impact on the environment, the models of territorial organisation and social development.

Plans are oriented towards long-term benefits, a key factor to the sustainability of natural resources, and also make it obligatory (the law) to consider long-term decisions and goals as daily priorities.

The physical plan establishes a system of open spaces as a guide for the planning of urban development. This means that the plan is based on a system of open and developed spaces (both current and future) and their regulations for development. This focus aims to promote and apply cities' environmental advantages, as well as to guarantee the protection of their visual characteristics, such as heights, horizon line, urban landscape and urban composition, etc.

Many plans feature an urban perimeter that serves as a border for public services, determining the control and limiting the dynamics of urban expansion. The physical plan is a key instrument to allowing cities to become denser without losing their proximity to services and efficient use of resources.

Intermediary cities' functions and hierarchies are generally radial, with proximity to the central area more relevant than the consolidation of exclusive zones, a trend which may be frequently observed in larger cities. Intermediary cities are characterised by their incorporation of areas of mixed use, avoiding urban sprawl and the creation of "commuter cities", with less segregation between the different urban areas.

Finally, the most basic right to access the space and its opportunities, as well as urban services – the right to know, understand and revise the city plan and/or programme, the right to the PLAN – is easier to enact in the scales of intermediary cities. With increasingly informed communities, planning expresses the common good.

2. Institutional Framework

Inter-governmental coordination of the various administrative levels involved in the processes of planning and execution

This is particularly relevant as the frameworks for decentralisation sometimes do not outline the strategic alignment, for example, in citizen participation, in negotiation with private investors, or in the opportunities for local economic and social development. A systematic vision will help to improve coordination between the various administrative levels in order to facilitate a sound prioritisation of interventions.

Mid and long-term governance strategy, across various scales

In terms of intermediary cities' functional character, territorial strategies employed cannot be discussed without taking into account interdependencies on policies of a national and regional scale, including inter-municipal cooperation and coordination. There are therefore two scales in the formulation of policies and planning for the territory.

Horizontal cooperation: The local and inter-municipal scale, including the strategic relations with the surrounding municipalities within a general framework that includes the parameters for urban policies and defines the relations with larger cities that are nearby or with other cities in the urban system. It also provides the framework for a city project agreed on by consensus between the public and private sectors. The new policies and the mediation relationships are of key importance. In this sense, new local and regional policies seek to promote:

- The creation of associations between municipalities, but also between municipalities and private agents, strengthening the capacities of local administrations in order to integrate and improve urban and rural public services to make them accessible and competitive to the population.
- The adoption of inter-municipal partnerships and cooperation based on services.
- The promotion of governance by means of a network, featuring more relational and strategic management of cities and regional governments committed to the same goals.

Vertical cooperation: As intermediary cities position themselves in wider urban systems, such as the region or country (offering attractive living conditions, work and an affordable cost of living), they therefore require the support of national and regional policies on land development oriented towards the poly-centric urban system and the strengthening of networks of local actors.

- Foster participation based on trust and an understanding between communities and authorities in terms of mutual rights and responsibilities.
- Create new forms of public, private or mixed management, including users and entities and/or companies, exploring new actors, emerging markets and initiatives.
- Establish cooperation and solidarity in the approach to projects shared by cities, regions and nations.
- Use policies, delegated competencies and programmes so that national and regional governments can strengthen cities' role as mediators, recognising this level as the closest to communities' needs and opportunities.

Weaknesses	Strengths	Threats	Opportunities
Scant data available to provide evidence of development processes.	National interest and investment in a system of cities.	Isolation or difficulties in maintaining permanent links with central authorities.	Regional system of cities.
			Increase in interest by universities and the international community.
Dependence on other spheres of government in order to comply with demands on services.	Mayors' accessibility and close proximity to population. Competitive, unique agenda.	Cronyism and corruption.	Mediation: cities cooperate with the surrounding rural areas, as well as with other cities.
Difficulty in learning and cooperating with pairs on an international level.	Some regions support CIMES development with complementary economic policies on land management and investment.	Partnerships not formed with other government spheres with different politics due to a lack of political will.	Networks and associations. Access to knowledge and international investment.
Insufficient technical staff for city planning.			

Kartamantul, a cooperation secretariat for inter-municipal management in Yogyakarta, Sleman and Bantul in Indonesia, provides an alternative to an inter-municipal regime in order not to make any of the cities subordinate to the others. The three cities established a secretariat to attend to management and coordination, initially in border areas (roads, drainage), but also to make decisions on water and waste treatment plants and shared transport agreements, etc. The space serves to facilitate cooperation among technical experts, in which possible solutions to management problems are suggested and management practices and experiences are shared. The space is also referred to by politicians when making strategic decisions. As well as aligning municipal timeframes and investments, Kartamantul recommends initiatives or policies to the regional government, with most of them going on to be implemented.

Esch Sur Alzette is a small city in Luxembourg that is classed as intermediary due to its relationship with the border. It is a prime example of the urban management of traffic and transport, and also in light of its cross-border mediation with France.

The Costa Rican Ministry of Urban Planning is currently developing a form of learning with support from the CIMES intermediary cities network, in order to share and deepen land policies for intermediary cities in Costa Rica based on the implementation of Base Plan methodology. The strategy seeks to bring together cities that represent the different situations in the country, such as cities with major ports or tourist industries, etc. Addressing the different complexities will allow cities to transmit knowledge acquired to other cities, thus strengthening the intermediary city network in Costa Rica while adding to the number of cities with access to base plan methodology according to the strategy of cooperation between cities.

©http://www.paisagrowseeds.com/wp-content/uploads/2016/01/san_jose_basico.jpg

Public policies must take into account all of the features of local economic and social development. In Brazil, for example, the establishment of Decent Work Municipal Programmes (DWMPs) saw labour ministers take a key role in helping local authorities by means of knowledge transfer.

The region of Santa Fe has a network of many intermediary and smaller cities in its vast territory, characterised by the agricultural production of soybeans. The regional government's innovative strategy has been developed based on a participatory methodology, in which cities and municipalities play a key role. Assisted by UCLG and the UNESCO Chair working group, Santa Fe has mobilised its intermediary cities to develop basic territorial plans according to CIMES network methodology. The development of cooperative policies in management and local economic development serves as an example of the importance of articulation between the regional and local levels, which is why the region plays an important role in UCLG's regional chapter.

Harnessing the potential of a national corridor. In the 1990s, the cities of Montabaur and Limburg jointly negotiated with the German government and national agency responsible for building a high-speed railway line between Cologne and Frankfurt on the building of stations. They finally agreed that the trains would alternate stops between the two cities, and nowadays this high-speed connection is the most commonly used in Europe. The two cities have subsequently become poles of growth due to the housing and businesses to have benefitted from their strategic positioning along the corridor.

©http://www.jochenhertweck.com/pics/germany/montabaur/IMG_0054.JPG

Strength: Solid local strategies, localised urban plans and policies

Intermediary cities often encounter problems in implementing strategic plans. In order to obtain better results, these plans must coordinate with the highest levels of government and be legitimised by the local citizens, as well as by inter-institutional and inter-governmental agreements.

The various levels of government to have participated in planning and execution must cooperate in order to develop comprehensive strategies. The associated tasks must however be clearly delegated. The role of supervision may be local to regional, or vice versa.

Due to their scale, intermediary cities must also be able to continue to approach citizens. Transparency both in planning and in policies must therefore be promoted in order to allow for greater citizen control and effective participation. The consequent legitimisation of public policies by means of a participatory process requires **official approval from the local government, and must be organised with a greater principle of subsidiarity.**

Weakness: limited capacities mean other spheres of government take decisions

Local administrations are lacking in capacities, particularly in developing countries. This is due to several factors, such as:

With decentralisation, the local government "inherits" personnel not used to a management structure and performance. When decentralisation was initiated in 1995 in Indonesia, for example, 2 million employees were shifted down into a "lower" level of government.

Administrations for capital cities and metropoles are more recognised and better equipped due to national legal and financial frameworks. The following table indicates the capacities of Mozambican cities which collaborate with UCLG. Capital city Maputo has double the number of staff per member of the population, as well as a higher budget.

City	Inhabitants	MHDI	Distance from Maputo	Civil servants	Civil servants /1000 inhab.	High level technical experts	High level t. experts /1000 hab.
Maputo	1,087,000	1	1	4,802	4.4	61	33
Linchinga	75,350	6	5	241	3.2	5	10
Dondo	71,473	8	4	258	3.6	4	2
Inhambane	63,867	3	3	218	3.4	3	13
Xai-Xai	116,343	4	2	327	2.8	5	35
Manhiça	56,700	7	2	122	2.2	1	3
Nampula	477,771	5	5	841	1.8	5	14
Matola	729,443	2	2	728	1.0	23	116

Indices associated with the municipal HDI, number of inhabitants and level of civil servants. Source: own data, UCLG

Many Ecuadorian cities have benefitted from improvements to connectivity. San Vicente, Ecuador is a small and intermediary city on the Pacific Coast in the region of Manabí. Up until around the 1950s, the city experienced migratory flows from other parts of the country, particularly due to its agro-cultural potential. It was then able to define three large primary sectors: agriculture, aquaculture and tourism. The latter is under wide development, driving the recent construction of the "Los Caras" bridge between San Vicente and Bahía de Caraquez, leading to a shortage of hotel rooms and food services. State infrastructures have helped promote the sharp rise in roles and capacities.

National interventions are not restricted to municipal limits

The legitimisation of large-scale interventions must be incorporated into all stages of urban planning due to their magnitude and inter-municipal reach. Examples of regional or national investment, such as airports, railway lines or roads are territorial investments, despite not forming part of the municipal budget.

Intermediary cities need and benefit from national policies, particularly from investments into connectivity.
Local government interventions are often restricted by judicial powers, sometimes becoming unmanageable according to their own criteria. In order to achieve sound results, greater horizontal and vertical cooperation is required between the various sectors and levels of government, respectively. The tax structure of information on tenancy and property and the relevant geographical information are tools for guaranteeing opportunities to access resources to generate productivity, resources to guarantee ownership and opportunities for rural development.

In terms of funding and investment, it must be highlighted that several cities or regions exert a certain autonomy in their application of property taxes. This is an important tool for negotiation when it comes to public investment, thus serving as an opportunity for increasing employment and its benefits. Despite this, many cities continue to offer special conditions to investors that are highly flexible, producing competition between them that results in long-term losses of fiscal resources, without increasing employment or competitiveness in the region.

Social policies later refer to local financial autonomy policies that must be complemented by citizen supervision and participatory processes, among others, in order to prevent corruption.

©http://lamentable.org/wp-content/uploads/2014/07/avc_00242870.jpg

An example of a large-scale intervention affecting a local region is the airport in the city of Castellón. Despite the existence of a superior airport used by tourists less than an hour away, the new airport was designed to be large in size and to provide a wide number of functions, failing to consider the city's opportunities and the surrounding agricultural land. It is now considered to be a "white elephant".

The city of Xai-Xai in Mozambique has developed a digital and geo-referenced property register. Formally speaking, the land constitutes public property awarded use within municipal terms, and the implementation of the tool helps produce more accurate forecasts of costs and taxes. The administration is in the process of sharing this database with its productivity, services and financial administration departments with the expectation of raising taxes and making its services more effective.

©https://ssl.panoramio.com/photo/7527688

3. Development and funding services

Cities are poles for the supply and provision of institutional services, while their economic structure is central to strategic initiatives in rural areas. In institutional terms, these cities demand support from central governments in order to re-structure land according to urban and rural poly-centres, create better conditions for accessing housing for local citizens and to generate urban economies of scale. This is achieved by means of inter-municipal cooperation for the provision of services, along with the regulation or deregulation of legal and institutional limits for the guaranteed reproduction of investments into infrastructure and social services. Financial strategies to stimulate intermediary cities' local economies include:

- Defining strategic budgetary processes with frameworks for several years in which public funds are clearly invested into projects and programmes.
- Producing a mechanism to guarantee that financial systems are in place and are legally compatible.
- Monitoring finances and producing regular audit reports for advisory councils or parliaments.
- Employing strategies to improve the generation of revenue collection in cities experiencing rapid growth. Developing nations have lower capacities to collect revenue, which results in a missed opportunity to fund development.

In the knowledge that cities are the true driver of growth in countries and that these cities' vibrancy depends on the country's level of development, the percentage of public spending on intermediary cities is highly unequal in absolute and relative terms, with some countries channelling less than 3% of public spending by means of local governments. Although intermediary cities produce less revenue and are attractive to investors, their economic scale is different to that of large cities and capitals. Salaries and public revenue by means of tax collection are lower, however infrastructure and the provision of other services may be similar, or in some cases, even higher.

Strengths	Weaknesses	Opportunities	Threats
More active citizen participation.	Scant tax revenue.	Increasing land values in areas under expansion and urbanisation.	Decentralised spending and centralised revenue.
Costs of public services are lower compared to cities that are larger in size.		Access to direct funding.	

Since 1974, the city of Angoulême, France, has hosted an annual comic festival through the development of a strategy based on the "niche" world of visual media. During the festival, artists of all types descend on the city to compete and be submerged in art that is contemporary, innovative and young, with this hub for media and animation representing an annual joint public and private investment in excellence of €15 million with start-ups in the creative sector (directed into training, infrastructure and creative neighbourhoods). 7 specialist schools, 100 companies and 20 animation studios provide employment for over 1,000 people and generate local wealth. As a small city, Angoulême has sought to compete in the European region, and is growing based on local and international projects. (Source UCLG, debate on intermediary cities).

© http://img.ev.mu/images/villes/270/1605x642/270.jpg

San Cugat del Valles is an intermediary city located near Barcelona. Along with Barcelona, which has long been consolidated, San Cugat del Valles has been able to attract leading universities and scientific services by promoting a concept of expanded basic services, such as broadband Internet, which is available throughout the area. It also includes the educational sector in the city's planning and fosters urban growth in residential areas mixed with educational services. It has a dozen international universities and international colleges (source: UCLG debate on intermediary cities at WUF Medellín).

The city of Pasto, Colombia, reviewed its property tax revenue at the end of the last century and was able to recover and increase tax revenue on property and retail units by 30%. Technology provides an opportunity for cities to conduct better financial management: the use of Excel and working in a network has retired the business licence slips from the Xai Xai markets, while the employment of a GIS has improved the consulting of investments according to neighbourhoods in Brazil. The city of Maringá – considered to be Brazil's most advanced in terms of its management of information via a single geo-referenced register – has some of the highest revenues of any Brazilian city. (Source: FNP)

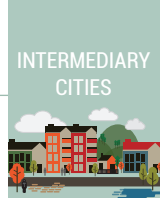
Weakness: Financial management

Transparent financial management is a fundamental step to promoting and maintaining community trust in the government. Transparency in tender procedures helps prevent suspicion of fraud and corruption, improving credibility and transparency in the city, particularly through the creation of a relationship of trust between the local government and its citizens. Tax collection in many intermediary cities is also not updated or coordinated in an efficient manner.

Opportunities

In order to overcome the lists of outstanding works and the insufficient resources many intermediary cities experience, cities must:

- Employ strategic budgetary processes in which funds are clearly allocated to projects and programmes.
- Use a mechanism to guarantee that financial systems are in place and that they are compatible with the law.
- Perform financial monitoring and produce regular reports.
- Use strategies to improve the generation of revenue and tax collection.
- Use regular financial audits.



Swakopmund is Namibia's second city. Despite investments into new infrastructure over the past decade, the city's administration is free from debt, due to its harnessing of the close relationship between technical leaders and politicians. It also has a system for monitoring its employees' ethics and performance. Growth is funded by means of a land back, with the administration operating urban development. A desert city, it provides electricity, water, roads and a generous system of public spaces, before lots are divided and awarded or sold. The city also does not use subsidised services, with water accessible across all neighbourhoods by means of an anonymous card payment service, for example.

First developed in the transition to democracy when municipalities had very few resources, Lleida's urban policy is based on the municipal purchase of the land. Effected by means of an agreement between owners, with expropriation rarely used, the strategy meant that public land came to constitute the largest portion of the city's land in 15 years. It was then later transformed into capital for an urbanisation, public property and private management company that developed infrastructure and urbanisation, as well as areas to construct 4,000 homes, with an average 30% constituting social housing. Over the course of 10 years (1994-2004), this urban expansion led by the municipality promoted another strategy: to capitalise on the gains of urban growth and invest 50% into the urban policy for the historic centre.

Both targets were met and the company made profits of around €20 million in 10 years, with half invested in the urban centre and half made company capital.

The importance of land management as a financial tool

The funding of urban development may be carried out by means of effective land management employing planning instruments and urban policies. Planning instruments such as urban plans are essential tools to stimulating the city's economy.

The value of the land may be increased by means of direct investment, such as into infrastructure and services, or by means of urban planning. This explains why the plan guides potential investment, serving as it does as a legal instrument reflecting the vision of local governments. Changes in land use, plans for urban expansion and plans for road networks all affect the value of the land and stimulate growth. Revenue derived from investments into the land must be acquired by local authorities by means of taxes on the land, for example, to then be reinvested into the purchase of more lands, increasing their value.

- Better horizontal cooperation between cities, including the different planning sectors (transport infrastructure, mobility, housing, environmental corridors, services, etc.) in a single, holistic vision that must include the subject of revenue, taxes and investment.
- When corridors in various cities are built, including those that cross regional borders, efforts must be made to cooperate in terms of transport, especially regarding the quality of the service and the pricing, macro projects and investment and joint promotion.
- Vertical cooperation. National or regional policies may specifically help to strengthen city groupings. This is developed in European countries with state, regional or provincial policies in place to support the "weakest" municipalities in order to provide services and overcome a lack of competitiveness.
- Intermediary cities play a key role as hinges between large and small scales, as well as urban and rural municipalities, sometimes mediating between larger-scale urban areas and rural areas."

4. Economic features

The implementation of strategies toward local economic development (LED) is becoming more and more frequent in cities around the world. Intermediary cities promote the creation or consolidation of decent work, which refers to the condition of the worker, producer or consumer and their right to a decent life, regardless of the individual's status as employed, self-employed or undocumented worker, and other aspects such as social dialogue, social protection and workers' rights, etc. In developing these aspects as central axes within the strategies of economic development, intermediary cities change their approach in terms of the employment they offer, the incentives they provide to companies and their negotiation with the private sector.

Local authorities require their own strategic agenda to mobilise their fiscal autonomy and produce the minimum capital needed to promote sustainable development on an economic and social level. If the allocation of budgets depends on national legislation on the decentralisation of resources, it is the local governments of intermediary cities that best know the opportunities associated with the land and the population, with this specific knowledge generally not to be found in the departments of the provincial and national governments.

Weakness: less access to global investment and companies

Intermediary cities share many common features. One of which is that due to their dimensions and functions, they must not be limited to adapting agendas for metropolis. Although most global investment is concentrated in large cities, economic strategies for intermediary cities must be mainly built on local resources oriented towards the local market.

Intermediary cities are normally not as well-connected with global companies and financial services, meaning that based on an assessment of their individual strengths and opportunities, they therefore develop their own strategies and agendas.

Strength: a competitive agenda

Competitiveness plans or local development agencies involve local actors and support the organised community, facilitating the building of solid economic clusters. In order to strengthen the dynamics for local economic and social development, it is useful to build complementary networks as well as those offering support. Instead of stimulating competition, these networks must be built:

- On a regional level between intermediary cities and rural communities.
- On a national level between towns and cities.
- On an international level among intermediary cities.

Weaknesses	Strengths	Threats	Opportunities
Limited cluster.	Network of local entrepreneurs that can participate in strategies.	Job losses in the farming sector.	Economy of proximity.
Scant international investment.	Capacity for resilience and recovery.	Change/crisis in the main economic activities (e.g.: mines, tourism, etc.).	Lower cost of employment compared to larger cities.
Dependence on few economic sectors.			Lower expenses for online investors.

These networks may be established within the region, or by means of a South-South and Triangular Cooperation framework, due to their basis on the central idea of solidarity that places the participating actors in a relationship of mutual benefit promoting self-confidence and self-help. In this sense, the role of national governments, regional bodies and United Nations organisms lies in supporting and executing South-South and Triangular Cooperation, with this feature highlighted in the final document for the High Level UN Conference on South-South Cooperation held in Nairobi in 2009[3].

Each intermediary city has its own specific potential, with this potential constantly improving due to the balance among the five sustainability criteria (adopted as the basis of the Leipzig Letter by the African Union of Architects). The proportion and relevance of this potential may help the city build an identity (whether new or old), and promote its integration into international networks with the same purpose, which may be added to the city's unique nature and prove relevant to how it faces its constant challenges.

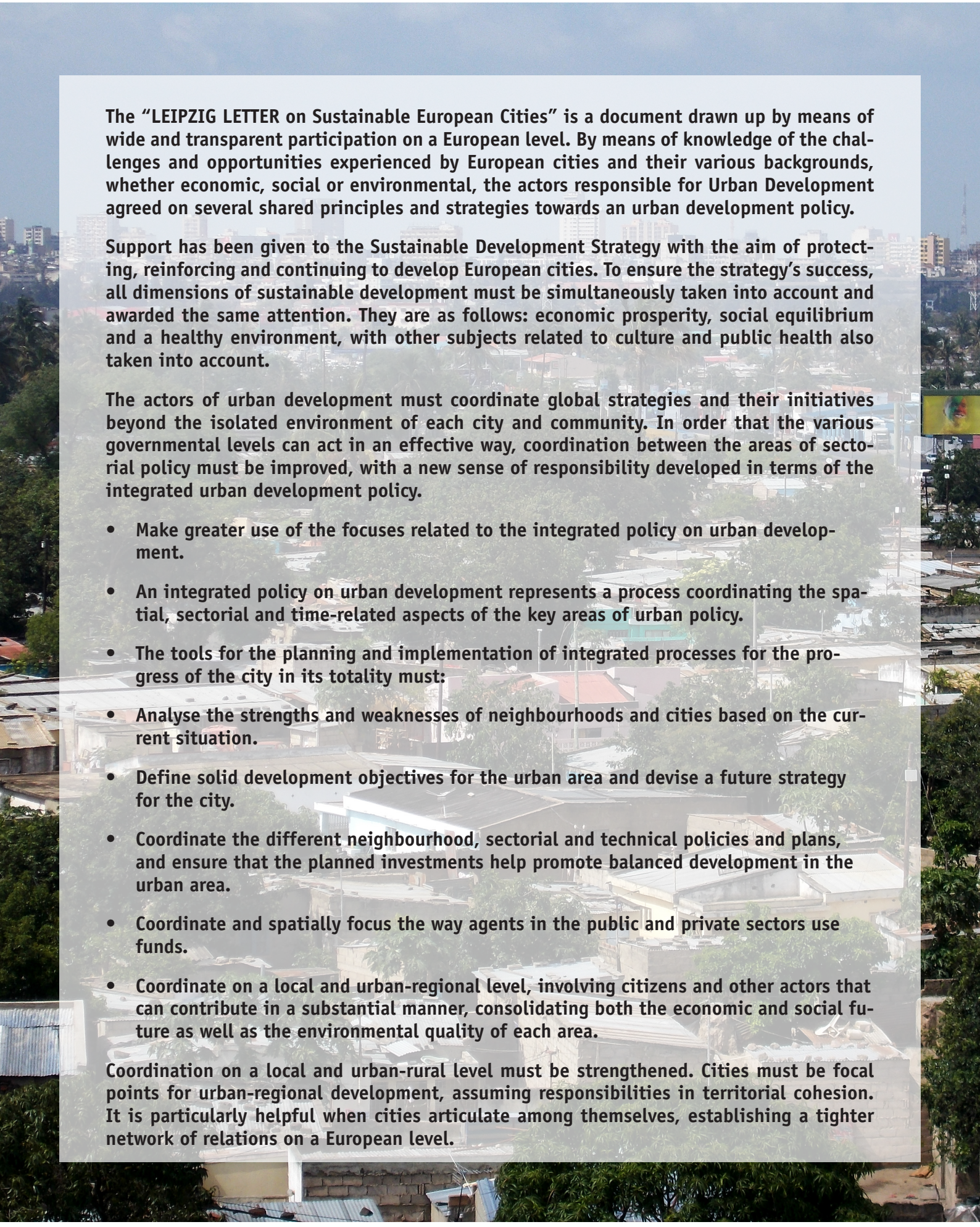
A peculiar feature of intermediary cities is that they are more flexible in adapting to new challenges and finding innovative solutions that are closer to their citizens. This difference generates a comparative advantage when providing more timely and accurate solutions to problems through the harnessing of technical and financial capacities. Intermediary cities also have more of a direct impact on their surroundings, with a stronger rural-urban relationship. Cities such as Lleida in Spain, Chefchaouen in Morocco or Nampula in Mozambique promote new forms of commerce and distribution of foodstuffs, modifying the production chains and consumption of certain foods so that farmers and consumers can enjoy direct access. A clear example of this is the city of Freiburg, Germany, which is a global standard for energy policies and green urban planning. Its strategy for its green economy includes organic food production and processing, such as its soy-based industry, which is well promoted by means of consumers' networks, along with other organic and green products produced in the region. The Citta Bio network places particular emphasis on this subject: **www.cittadelbio.com.**

The city of Otjiwarongo in Namibia is located in the country's main corridor. Its development strategy was reviewed with UCLG's department for Africa (CGLUA), in assistance with the city president of the strategic planning commission of Thekwini, MILE team in 2014. Local managers and politicians involved all of the actors in civil society as well as companies in the strategic plan, which was enriched with highly innovative ideas that were even funded by several local mining and tourist operators, strengthening the productive chains for the gemstone industry. In 2015, the municipality signed a PPP agreement with the electricity provider. With a solar power plant featuring 3,500 panels installed in 12 hectares of municipal land, Otjiwarongo will be the first Namibian city to be entirely powered by solar electricity. (Source: collaborations in the framework of the UCLG City Future project).

©http://www.otjiwarongomun.org/wp-content/uploads/2013/11/DSC09783.jpg

The market in Barquisimetro, Venezuela, is a unique example of a solidarity economy. Selling perishable products associated with 60,000 people, intermediaries were eliminated with a single price agreed on for the product to be consumed, different to that for the producer. The cooperative also managed to fund its own shared services, extending this from basic services to health services (source: PLN Pasto UCLG).

3 Nations, United. High Level United Nations Conference. 2009. http://southsouthconference.org/ (accessed 03 2016).



The "LEIPZIG LETTER on Sustainable European Cities" is a document drawn up by means of wide and transparent participation on a European level. By means of knowledge of the challenges and opportunities experienced by European cities and their various backgrounds, whether economic, social or environmental, the actors responsible for Urban Development agreed on several shared principles and strategies towards an urban development policy.

Support has been given to the Sustainable Development Strategy with the aim of protecting, reinforcing and continuing to develop European cities. To ensure the strategy's success, all dimensions of sustainable development must be simultaneously taken into account and awarded the same attention. They are as follows: economic prosperity, social equilibrium and a healthy environment, with other subjects related to culture and public health also taken into account.

The actors of urban development must coordinate global strategies and their initiatives beyond the isolated environment of each city and community. In order that the various governmental levels can act in an effective way, coordination between the areas of sectorial policy must be improved, with a new sense of responsibility developed in terms of the integrated urban development policy.

- Make greater use of the focuses related to the integrated policy on urban development.
- An integrated policy on urban development represents a process coordinating the spatial, sectorial and time-related aspects of the key areas of urban policy.
- The tools for the planning and implementation of integrated processes for the progress of the city in its totality must:
- Analyse the strengths and weaknesses of neighbourhoods and cities based on the current situation.
- Define solid development objectives for the urban area and devise a future strategy for the city.
- Coordinate the different neighbourhood, sectorial and technical policies and plans, and ensure that the planned investments help promote balanced development in the urban area.
- Coordinate and spatially focus the way agents in the public and private sectors use funds.
- Coordinate on a local and urban-regional level, involving citizens and other actors that can contribute in a substantial manner, consolidating both the economic and social future as well as the environmental quality of each area.

Coordination on a local and urban-rural level must be strengthened. Cities must be focal points for urban-regional development, assuming responsibilities in territorial cohesion. It is particularly helpful when cities articulate among themselves, establishing a tighter network of relations on a European level.

The city of Maringá in the state of Paraná, Brazil, developed a productivity strategy in close collaboration with its corporate and industrial sectors. Investments were agreed upon into the public space and infrastructure, with agreements made between consumers and producers, including industry, PYMEs, small-scale and spontaneous producers (orchards). Maringá also uses Brazil's most specialist land register, allowing for the efficient management of services and revenue. The strategy has proved successful, leading Maringá's unemployment to drop to zero in 2010.

Opportunity: the potential of local economies and those of proximity

Strategies must be preceded by a diagnosis of the land and the economic agents, along with their potential for economic development (strengths and weaknesses), also including strategic economic planning as a key axis within the integral planning model.

An economy of proximity facilitates the development of a city's own capacities while maintaining neighbourhood economies and small-scale retail, promoting innovation and local talent. This explains why it is considered to be a solidarity and social economy, as it fosters better internal relations within the productive chains and those of consumption.

Maintaining a solidarity economy and one of proximity implies establishing policies in the interests of an economic city model in which proximity is favoured, whether of services, infrastructure, production chains and consumption, etc., as well as sustainability and the recovery of high-quality employment by means of supporting PYMEs, small-scale retailers, local producers and innovation. It is also a model that seeks rehabilitation and energy efficiency and the recovery of agricultural land for productive activities. In order to do so, there must be coordination between various actors such as companies, universities, research centres and organised civil society, among others.

Threat: Excessive dependence on few sectors

Many intermediary cities have been created due to an opportunity in the land which may vary over time. An example of this are cities that have emerged and developed around ports, road intersections or mines, with the latter leading to investment in the mining industry generating employment as well as providing infrastructure, homes and other basic services. In many cases, this type of industry adds spaces to the city's extension and configuration. However, as has occurred in Newcastle, South Africa, where the mine was closed, many less qualified workers lost their jobs. The social and environmental consequences in these cases are assumed by local administrations, entailing high public investment in order to counteract the consequences of an unsustainable practical economy. In order to tackle these kinds of situations, it is imperative that transparent laws are in place on responsible social and environmental investment, particularly in intermediary cities.

Strength: local businesses

In developing countries, small and medium-sized companies (PYMEs) are one of the economy's main driving forces. PYMEs offer a wide range of services and products and are known for being important creators of employment, which explains why they must be considered by local governments when producing policies and regulations.

The creation of employment and economic growth is the basis for expanding decent work, resulting in greater and more sustainable growth. Parallel to these features is recognition and respect for labour rights, the extension of social protection and the promotion of social dialogue. Cooperation with the public sector orients the private sector in order to develop investment plans, which helps consolidate the bases of responsible investment.

5. Social features

Dialogue plays a fundamental role in the reaching of solutions for development and in ensuring cohesion between civil society and local governments. The processes of participation and dialogue promote negotiation, consultations and information exchange on matters of interest to the various members of civil society, the private sector and the government. Dialogue is also an efficient mechanism for increasing opportunities and ensuring that cities attract investment and strengthen their capacity to provide the population with the services required.

Weaknesses	Strengths	Threats	Opportunities
Lack of effective decentralisation (with the corresponding competencies and resources).	Greater decentralisation in terms of decision-making and the development of public policies that facilitate greater citizen adoption of the decisions that directly concern them.	Proximity to citizens may generate tendencies towards preferential treatment.	Generation of co-responsibility among the population.
Limited employment opportunities.	Better social relations and knowledge among the population.	Less initial "acceptance" of new creative or social expressions.	New global perception of quality of life.
Little rental housing.	Solidarity among families and neighbours; more stable social networks that are better consolidated.		Policies for the creation of spaces that integrate and accept cultural expressions (innovation and creativity).
Less specialisation in terms of level of education.	Existence of a socially recognised city centre that plays an important role as a node for the development of social, economic and cultural activities. In some cities, the centre takes the form of the traditional historic centre.	Economic crises and outbreaks of violence.	
Fear and prejudice (against migration, new businesses).	Greater knowledge of the urban reality and better monitoring of the land.	Active and inclusive participation in cultural traditions and community legislation.	

The populations of intermediary cities have become increasingly involved in urban planning and management

The inhabitants and users of the space participate in the design and management of the places where they live and work. The more familiarised they are with the space, the greater their involvement with decision-making processes. Cities can only be spaces for individual freedom, social cohesion and socio-economic progress if they fulfill a minimum number of conditions regarding citizen participation. As Aristotle said, "the city is a political construction".

A considerable number of cities in various contexts have demonstrated the importance of active community participation in the preparation and execution of their long-term strategic growth, as well as the importance of integrating participatory processes in their development plans. Participatory budgets, for example, are one means of integrating co-responsibility between citizens and local governments. In improving transparency in the execution of public spending, municipalities' contributive capacities are also increased.

The city of Maringá in Brazil, for example, made notable progress by involving local entrepreneurs in the city's development strategy. In Divinópolis, the city involved communities in the participatory budget by means of organised meetings. A similar initiative was launched in Dondo, Mozambique, where a participatory budget was applied to municipalities with very little of their own funds. In these cases, participation is reflected in different forms. First, the communities contribute to the decision-making processes in terms of the selection and prioritisation of projects and programmes. The second step sees them becoming signatories of the plan, recognising their participation in terms of its formulation, reflecting their commitment to the implementation. Finally, and as a result of the communities' commitment, cities are able to use a mechanism to guarantee that the performance in executing the plan is measurable, and may therefore by monitored by the communities.

There are many effective examples of cities that have implemented a wide range of public participation methodologies – even in the budgetary process – which is why the implementation of such methodologies is recommended across all intermediary cities as a tool for maintaining systematic and dynamic contact between citizens and local governments. In theory, participation must be implemented during the cycles of planning, revision and execution within the budget and/or land planning.

Beyond the processes instigated by local governments, participation must also be considered as a long-term process for empowering social organisations, which often produce social innovations, being in much closer and direct contact with the population and able to implement projects on social inclusion, education and the urban environment, etc. These initiatives contributing to the development of the land must be supported by local governments, by means of: grants awarded according to the principles of transparency; shared and reciprocal spaces; fostering of common and transversal initiatives; creation of public or non-profit means of communication in order to allow citizens to express their diverse voices.

Finally, it also supports associations by means of providing grants for functioning and plans. The training process partners the set of municipal services with the project field (such as the urban environmental service and a participatory allotment project, for example), thus allowing municipalities to guarantee freedom of association and to contribute to the vibrancy of the associative network, benefitting local development and social cohesion.

The city of Nanterre (90,000 inhabitants in the suburbs of Paris) opened a space dedicated to citizens' initiatives in 2003 (for debates, encounters and forums, etc.) that now has its own participatory Wikiradio. Managed by the municipality, the space is for citizens (including those who are undocumented) to organise events with municipal support. The Agora is also a space providing information on the progress of urban projects, where public debates are developed on planning projects. Nanterre also has municipal halls (some located in schools) for use by associations, with 240 regular activities or one-off meetings taking place per week.

Social inclusion's increasing incorporation into local planning

In order to promote social inclusion, local governments have increasingly begun advocating participation by different social groups, from the initial planning stages as well as in the decision-making process. In turn, the more active sectors of the community are able to defend the importance of participating and connecting with said processes from the very beginning. Strategic planning strengthens the dynamics of social inclusion by means of specific actions that can generate opportunities in order to facilitate and promote participation by all citizens.
Strategic planning focused on favouring participatory processes may create spaces oriented towards reducing and eliminating barriers to social inclusion in cities by means of:

- Strategies and policies based on evidence that lead to specific and sensitive planning.
- Ongoing commitment to the communities and public and private organisations that provide services in the cities.
- Collaboration with civil society.

Ongoing collaboration among communities, local governments and private businesses creates opportunities for developing joint initiatives, meaning that cooperation with universities and research centres may be used as a catalyst for knowledge exchange and an understanding of the challenges and strengths of the various focuses used.

Public policies and planning strategies promote equitable dispersion and access to basic services, employment, education, land use, public spaces, infrastructure and housing, helping create cities that are socially inclusive, and that provide equal opportunities for the entire population.
Many South African cities are subject to legal foundations (Integrated Development Plan) that allow for consultation processes, although not all cities have this potential. In order to recognise the role of women, children and young people as key actors in the processes of social integration, a clear strategy must be devised to include them in the planning process. This may be developed through the establishment of a social dialogue considering their voices as individuals within society. They must participate in debate that will later on define their opportunities for better integration into society.

Participatory processes must take particular care to consider the inclusion of less empowered sectors, such as women, children and young people, as well as the elderly, the homeless, the LGBTQ community and economic migrants, among others. The effective inclusion of the various groups in participatory processes may be promoted by translating information into non-official major languages, for example, or by providing technical support to these groups, working with associations and developing outreach strategies taking the participatory process to spaces in which the groups most distanced from the political community develop their everyday lives.

With a population of 120,000 and an annual budget of US$140 million, the municipality of San Pedro Graza García in the province of Nueva Léon (Mexico) has come to promote citizen involvement in public matters. Along with other public policies on openness, transparency and accountability, new forums for participation have been created such as a referendum, plebiscite and the Municipal Citizens' Rights Commission.

The municipality's register with data on over 2,000 citizens to have participated in 300 organisations or entities, including neighbourhood associations, citizens' councils, assistant judges panels, citizen monitors, volunteers and civil society organisations, that help plan, debate, execute, monitor and evaluate public policies and matters of interest. The scheme is particularly relevant in Mexico, where mayors are restricted to three-year mandates.

www.oidp.net

©http://www.movimet.com/wp-content/uploads/2014/01/DSC08216.jpg

Canoas is an intermediary to large city that is also known as a peripheral city. Located in the metropolitan area of Porto Alegre in Brazil, social and economic actors are now empowered to participate in the defining of its urban policies. Its citizen participation programmes are internationally renowned due to the higher quality than those of large cities. It is therefore not just an example of participatory planning, but also of urban management and policy.

Participation as part of learning in Brazilian cities. Inhambane, an intermediary city in Mozambique, has implemented a similar focus as Porto Alegre in its participatory budget process. In 2 years, it has included 20% of the population in its work plan and funding, structuring the relationship with actors from civil society, NGOs and universities. The process is relatively easy to learn and has been met with great enthusiasm by the municipal council.

©http://static.panoramio.com/photos/original/7632630.jpg

Banská Bystrica is a Slovakian city with a population of 80,000 that developed a participatory budget process in 2014, with an initial budget of less than 0.5% of the city budget (€48 million). The experience resulted in a highly transparent process to have funded and led to the implementation of four projects with citizens' groups, demonstrating that a participatory budget is a very attractive political tool in all regions, due to its strengthening of the municipality-citizen relationship.

©http://10lugares.com/wp-content/uploads/2012/08/Bansk%C3%A1-Bystrica-01.jpeg

Many intermediary cities, especially those in regions of low competitiveness, are challenged with a distorted population structure, as the young and educated move away in search of employment opportunities and the older generation remains. This trend creates a demand for specific services that is often unsustainable for the city, particularly in countries without established pension schemes. Poverty in later life is a phenomenon that has been seen in cities such as Mzuzu, Swakopmund, Kwaduzkuza, Teruel and in some cities across China.

Housing problems in intermediary cities

One of the most fundamental problems facing cities involves the most basic housing needs; however this may be efficiently tackled by intermediary cities, as generally speaking, social exclusion patterns that are replicated over an urban space are less developed in intermediary cities. The cost of the land is also usually cheaper in intermediary cities, in comparison with large metropolitan areas, making them attractive for those who work from home or are retired.

In this sense, the proximity of local governments generates a detailed knowledge of reality that is fundamental to an understanding of the real problems faced by low-income housing users. The processes of understanding and collecting information produce municipal responses that are able to develop a range of options and housing processes for the most vulnerable social groups. Along with housing and services, organising open shared spaces and public spaces is key. By means of the establishment of efficient cooperation in the peri-urban space, intermediary cities play a crucial role in providing an attractive quality of life. Low-density housing solutions in suburban areas are not sustainable. Greater integration and commitment on the part of all sectors involved must be guaranteed. This explains why cities have increasingly begun searching for new and innovative responses to land planning and management. Housing policies and urban designs seek to meet the needs of the most vulnerable social groups, particularly in terms of inclusion.

Matters related to informal employment such as home possession and ownership must be addressed, as this will help meet the need for suitable and better quality housing in a flexible market. In intermediary cities, the floating population is sometimes related to efficiency and the scant differentiation of services in towns. This situation may allow intermediary cities to convert themselves into economic and service centres for the rural population, rather than just somewhere to live.

Consolidated urban planning may mitigate unsustainable urban growth and serve as a fundamental tool for city management. One of intermediary cities' main assets is their relationship with their immediate surroundings under agricultural use that are of great benefit to both city and region. The frequency with which intermediary cities expand into this land is, however, high.

Given that housing structures vary considerably between the two areas, the land is taken over by formal and informal housing, which make use of basic agricultural services, particularly water. If the city does not provide alternatives by means of active land management, informal settlements will appear, sometimes on agricultural land. Intermediary cities must therefore play a more active role in deciding on their development patterns. It is particularly important to devise clear strategies that define land management and value the land, helping to protect agricultural resources.

Finally, it is necessary to highlight the role of local governments in guaranteeing the right to housing, promoted by means of an intensive public initiative involving all of the necessary instruments (control of land use, fair and adequate taxation) in order to ensure this right. The social production of the habitat may also help involve the population with the construction of the housing, creating an endogenous economy and allowing for social participation in the implementation of urban planning. This collective property will then be managed as a cooperative, just as is outlined in the law on housing cooperatives in Uruguay or via Mutirão community management in Brazil.

6. Cultural features

Local culture is a key factor in articulating issues involving identity, roots and quality of life. The previous paragraphs mention the potential of general and popular culture, its expressions in knowledge and traditions, in education, languages and factors that make every city unique, memorable and inspiring. Investment in culture is linked to a recognition of the arts and expressions by cultural groups that pave the way for a concept of the city, marking its identity, as well as serving as an economic opportunity by means of tourism.

Historic and architectural heritage as a source of inspiration

An awareness of representative architecture and historic landscapes, closely linked to a specific set of geographical, historical and cultural conditions is (and must be) in many cases the source of inspiration for architecture and urban development in intermediary cities. The urban and natural heritage of cities, in their tangible and intangible dimensions, must be considered not just by individual or isolated projects, but also by larger development plans and urban interventions, as well as in the composing of images, places or visual representations. In the case of Pasto, the city's heritage is not just conceived in terms of natural, artistic, historic and culturally important elements that must be protected, but rather as a key factor in a new potential able to drive and power the city's development and that of its rural surroundings.

Combining the heritage, its conservation and competitiveness requires the implementation of initiatives to rebalance the land in terms of equality. In parallel, initiatives must be developed in order to strengthen the management of the cultural heritage as a mean of driving the local economy, as a contribution to the land's productivity and competitiveness. This means combining the objective of sustainable development with both short and long-term local initiatives in order to make strides in tackling the poverty and the inequality that affect life in urban and rural communities. The relationship between heritage management and its productive harnessing must also be strengthened, particularly when considering that heritage and creativity unite in order to relocate the city and its rural surroundings in the panorama of national and international tourism by means of the instigating of various plans and programmes that move towards a situating of the culture and heritage as key sectors of economic and social development, while also redefining or creating an image of the city's brand: a brand image that is identified with its symbolic capital and in which the heritage takes up a prime position as a mark of identity. The brand image will ideally be closely related to the city's citizens in order to strengthen the appropriation of the various cultural dimensions.

In the long term, cities must offer the necessary conditions for systemic efficiency, with access to the sustainable environmental assets and to public services. We need to create an economy that operates in the sphere of land competitiveness based on subjects such as the conservation of the heritage as a driver of the local economy, a city that fosters the heritage's ability to improve social cohesion, its economic and productive dimension, its suitability as a true axis marking the land and potential to attract new investments and improve the distribution of resources and equipment.

Teruel in Spain is a small intermediary city with a great historic wealth. Located in the interior of the mountainous region of Aragón between various Spanish regions, it suffers from a lack of good transport connections. In light of such a competitive disadvantage, Teruel is a clear example of a city that has sought to define new uses and functions for itself in the sphere of cultural, nature or rural tourism, as well as valuing its rural or urban spaces.

Although the city of Colonia in Uruguay has a much greater potential derived from its geographical location, it has however employed a similar strategy. Situated on the edge of the large Río de la Plata in an estuary bordered by Argentina and Uruguay, Colonia serves as an example of a city to have harnessed its historic and environmental heritage.

The city of Concepción in Chile has implemented a programme known as Trabajando Concepción, una nueva ciudad al 2030 [Working on Concepción, a new city for 2030], that promotes citizen participation and features a significant cultural element. An extensive process of consulting and planning has therefore been instigated, with participation by the local government, cultural organisations and citizens. Over 3,000 people participated in consultations and interviews that went on to shape the city's Cultural Strategic Plan prioritising the creation of a Municipal Cultural Department, the implementation of public infrastructure to foster creativity and the development of a programme supporting artistic education.

©http://d5pa5brvrabv4.cloudfront.net/sites/default/files/concepcion.jpg

As intermediary cities are spaces for contemporary life and destinations for populations from various places, it is necessary to adopt a dynamic vision of the cultural heritage and combine it with opportunities for creativity and the expression of diversity. Quality of life in intermediary cities is also conditioned by the existence of programmes and facilities that promote access to culture in its various disciplines, artistic education, the recognition of distinct expressions and memories and the promoting of interculturality.

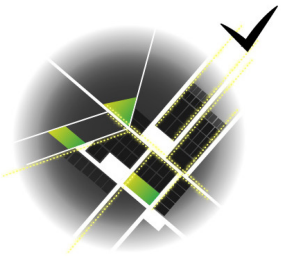
The urban centre: a space for the entire population

Intermediary cities serve as centres for the bordering urban and rural populations, and their function and vitality largely depends on how attractive their centre is and its sense of belonging.

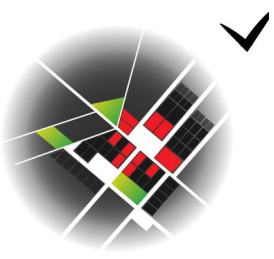
When new businesses and jobs are located in peripheral areas, the centre may lose its function. In Kwadukuza, there are many 'centres' due to apartheid, given that different racial groups had their own separate nuclei. New shopping centres and businesses however appeared on the axis of the motorway, developed as a spontaneous development corridor. This meant that the most traditional areas of the various historic centres suffered, while traffic in the city increased, as the population was unable to access the new commercial infrastructures and those serving new businesses (and therefore jobs) on foot.

Investments into conservation in European cities have been supported by the JESSICA programme. In Spain, many cities have invested in preserving and increasing their appeal to tourists, especially in traditional historic centres. An example of this is the city of Girona, which invested in a historic conservation plan of high architectural quality, transforming itself into a regional tourism hub, while also boosting retail in the city centre. On public holidays and during weekends, the centre serves as a leisure area for both locals and visitors.

Create networks of pedestrianised public spaces, parks and green areas



Lighting in streets and public spaces for use by all ages



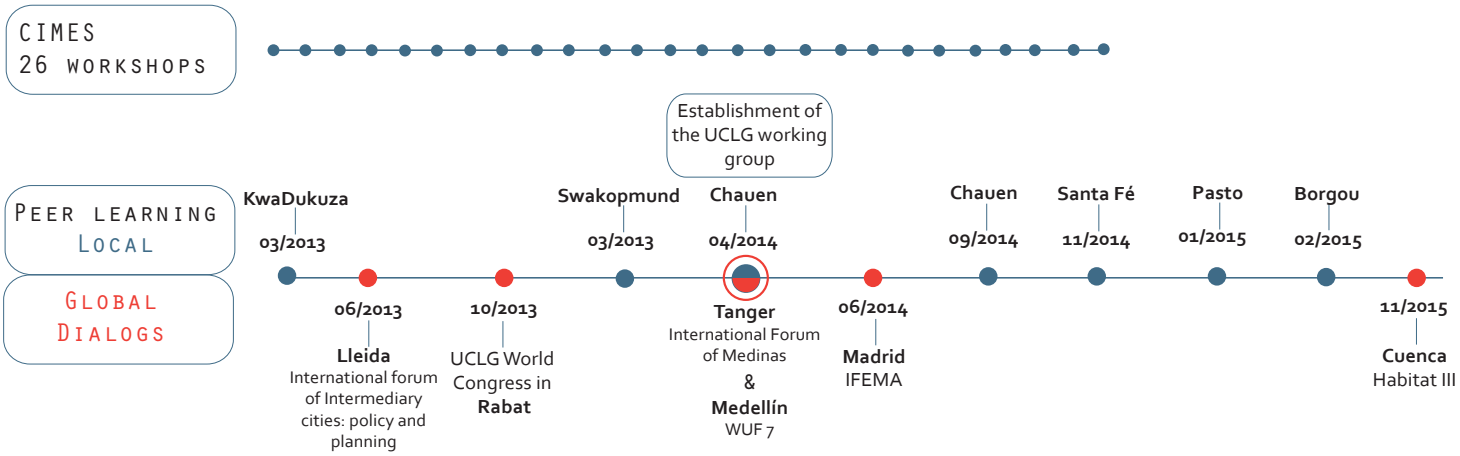
Retail in the city centre

The city of Swakopmund has a central area including schools, businesses, places with tourist appeal and the local administration, among other services, with all of this covered by basic infrastructures and protected by a historic conservation plan.

03

Shaping the working group

TIMELINE
INTERMEDIARY CITIES



Despite their key role in the process of global urbanisation, intermediary cities have been isolated from knowledge exchange for quite some time. Scant research and few publications with a specific focus on the subject have been made, with access limited to spaces for exchange and knowledge creation based on experience, particularly in terms of strategic planning. Governments – particularly local and regional – must join forces to address gaps and needs related to urban planning by means of a greater understanding of these cities' specific challenges and perspectives.

The creation of the UCLG Intermediary Cities working group responds to the need to identify these cities' particular synergies. Intermediary cities have thus been integrated into the UCLG agenda as a working group by means of the UCLG Committee on Urban Strategic Planning, with support from the European Union, the Norwegian government and the Cities Alliance fundamental to this process. The commission also actively collaborates with the University of Lleida's UNESCO Chair and the International Union of Architects' Intermediary Cities Network (UIA-CIMES), thus integrating two academic organisations committed to work in intermediary cities, with the aim of developing a learning platform.

The first learning exchange event on the role and the challenges of intermediary cities was held in KwaDukuza, South Africa, in March 2013. During the event, the South African Local Government Association (SALGA) and the South African Cities Network (SACN) presented a study on the profiles of the country's secondary cities. Around 120 participants from cities and regions across 6 countries gathered to examine the need for an agenda for intermediary cities, as well as to reflect on the concept of intermediary cities in the African context.

Of the issues discussed at the KwaDukuza learning event, it is worth highlighting the emphasis placed on the need to **understand and visualise** intermediary cities' development not just based on economic indicators and from a regional perspective, but also in light of **the concept of the city as a point of cohesion** and one of meeting, identity and services concentration for all society.

Learning exchange event on intermediary cities, KwaDukuza, March 2013. L-R: Silvio Barros, Mayor of Maringá; Richard Mthembu, Mayor of KwaDukuza; Nomusa Dube, President of KwaZuku, province of Natal; Nomvuzo Shabalala , Deputy Mayor of Thekwini; Sara Hoeflich, UCLG Project Manager; Welcome Mdabe, Mayor of Liembe and SALGA President.

A second significant event in the promotion of intermediary cities' role was the Lleida International Forum on Intermediary Cities: Policies and Planning. Held in June 2013, mayors and technical experts, mainly from the Southern Hemisphere, gathered with development experts and partners and network representatives in an opportunity to discuss policies and planning.

At the UCLG World Congress held in Rabat, the UCLG Committee on Urban Strategic Planning organised a round table on intermediary cities in order to address local governments' needs, opportunities and demands and to define a shared agenda for the coming years. This session was organised in conjunction with the Global Fund for Cities Development (FMDV), bringing together mayors of intermediary cities from various countries of a range of sizes and representing different concerns. Represented by Firdaous Oussidhom, the CIMES Intermediary City network emphasised the need to **empower intermediary cities** in their planning processes. During the session, Firdaous Oussidhom outlined a general vision of the draft Frame Document developed in 2013 in conjunction with regional and local governments of 32 different countries, which participated in a debate on the theme of "Heritage: challenges and opportunities for sustainable development".

The next global encounter was the World Forum held in Medellín, Colombia, in April 2014. The forum revealed **new opportunities for the consolidation of the intermediary cities network** by generating spaces to bring together cities that play a **fundamental role as points of connection**. In June 2014, the Trade Fair Association of Madrid (IFEMA) hosted the Cities Forum, in which Spanish and American city mayors and managers debated subjects such as: sustainability, services management, the public space and governance. UCLG coordinated a round table discussion on Intermediary Cities, Growth Management and Financial Sustainability. Among the key questions asked at this table were those related to articulation between intermediary cities and public and private actors.

At the end of September, the city of Chauen organised a pair-based learning event with an emphasis on local economic

Mayor round table, Lleida, June 2013. Moderated by the UCLG Secretary General. Mayors representing: KwaDukuza (South Africa), Butuan (Philippines), San Vicente (Ecuador), Narayanganj (Bangladesh), Agadir (Morocco) Nampula (Mozambique) Chefchouen (Morocco) and Ferrara (Italy).

various experts and featuring contributions from the cities.

As a result of the encounter held in the city of Chauen in April 2014, a work plan was consolidated with Mayor of Chauen **Mohamed Sefiani** established as leader of the UCLG Intermediary Cities working group. Agreements reached during work sessions included the establishment of **city-city cooperation as a fundamental axis,** in order to strengthen intermediary cities' networks as well as to generate spaces for consulting local and regional leaders on the role played and challenges faced by intermediary cities to strengthen a New Urban Agenda.

The third International Forum of Medinas organised by the Medinas Mediterranean network and led and coordinated by 8 Moroccan cities in collaboration with UCLG, was held in Tangiers in April 2014. In its third edition, the forum brought together international organisations, political representatives and the development and decent employment in intermediary cities. The event was jointly organised by UCLG Africa, the Foundation for the Advancement of Mesoamerican Studies (FAMSI), the International Labour Organisation (ILO) and UCLG's global secretariat. Highlighting the importance of urban policies oriented at economic development which seek to meet the needs and fulfill the potential of rural areas, the event fostered the development of city-city cooperation between Borgou and Chauen.

A workshop led by Santa Fé regional government was held in November 2014. With support from UCLG and the CIMES network, the plan methodology was applied to 22 intermediary cities, along with new policies on inter-governmental land development.

The city of Pasto also hosted a knowledge exchange event with the support of the UCLG Intermediary City working group,

the Colombian Financial Institute for Development (Findeter) and the International Labour Organisation (ILO). The event focused on subjects related to local economic development and urban-rural policies for intermediary cities. The exchange of experiences demonstrated how economies of proximity can drive local economic development and the creation of decent employment in the region.

Apart from the events organised by UCLG, the UNESCO Chair has represented the intermediary cities network in many events since 2013, with over 26 events developed. A particular mention must be given to the efforts to understand the realities faced in Africa (9 events held from 2013-2015) and Latin America (10 events held from 2013-2015).

An understanding of the importance and the role of intermediary cities inspired a recognition of the need to incorporate tools for optimising the opportunities and tackling the unique challenges presented by this type of cities into student and professional training. This explains why many universities have begun to centre their research on intermediary cities. Apart from workshops for applying Base Plans, this methodology has been promoted in various member cities, such as Lichinga, Tánger and Teruel. UCLG and CIMES carried out a series of workshops on base plans in municipalities in Santafé region. Various international networks, such as the Durban Municipal Institute of Learning (MILE), the International Union of Architects' (UIA) work programme, the European Urban Research Association (EURA), MECINE (European Network of Medium-Sized Cities), Ibero-American network AERYC and the FMDV (Global Fund for Cities Development), are interested in working alongside the intermediary cities network, offering support and collaborating with the group on these subjects.

The new Urban Agenda

As a result of the consultation process begun in 2013, UCLG has built an active network of intermediary cities working together. **The work and knowledge to have emerged from the study and from the cooperation between the cities have contributed to strategic spatial planning and financial tools that may be used to guide sustainable development that better adapts to the particular conditions of future cities.** This will help future urban agendas to construct sustainable, inclusive and diverse cities and environments.

All of the recommendations gathered by UCLG and the UNESCO CIMES network are outlined in this Frame Document with contributions from over 40 researchers and professionals. The guidelines in the document are key to the New Urban Agenda to be defined in Habitat III in 2016. **This serves as one of the pillars of UCLG's emphasis on the need for local governments to play a greater role in the new global agenda for development.**

04

Recommendations for the actors of urban development in intermediary cities

Upon an analysis of intermediary cities' particular challenges and opportunities, the following chapter condenses the recommendations made by means of the six themes introduced in the previous chapter.

It is important to emphasise that the recommendations gathered here are the result of a bottom-up process begun in March 2013 in Kwadukuza, and that have been discussed various times since 2015. The overall goal of the recommendations is to serve as a basic reference for the various actors in the processes of urbanisation experienced by intermediary cities.

Spatial and environmental features

Land management is a central theme for intermediary cities as their urban land and rural land is one of their greatest assets. Most local authorities' competencies include management of the land, allowing them to instigate and stimulate growth. The land under urban expansion is a limited resource and requires protection; in many cases although urbanisation is required, this is one of the least sustainable uses.

It is important that growth patterns follow a compact model, with a clear defining of zones, multiple uses and a connection by means of systems integrated with public transport and basic and environmental services.

Local governments play a vital role in ensuring that urban development plans are executed according to guidelines that ensure long-term sustainability and capitalize on intermediary cities' strengths and opportunities, featuring the following key strands.

Proximity is a governance principle with a spatial dimension. In terms of the city and neighbourhoods, planning possibilities include:

- Concentrating work and living spaces close to one another, maintaining or even improving environmental quality.
- Installing recycling and consumption services near one another.
- Transport services have been subject to much innovation by intermediary cities in the past decade, through unifying systems and tariffs, fostering multiple nodal systems and including facilities for cyclists and pedestrians.
- Allowing for greater urbanisation along existing public transport lines. As well as contributing to competitiveness and investment into modern transport, this attracts people to live in small centres that form a system and encourages them to reduce automobile use.

It is important to plan urban expansion, with particular care given to reducing agricultural lands, ensuring green areas around cities are preserved, in light of problems related to climate change, the environment, energy, water supply and the joint administration of services.

Agreements on the basic principles of planning systems for free spaces are also significant, particularly in terms of maintaining natural elements and processes, preserving the unique physical characteristics, their features and processes of perception that give the landscape its identity. The promotion of integration between the features and processes of urban development by means of open spaces, regardless of the biophysical or visual features, means promoting urban design strategies producing a synergy between the open and developed spaces.

In the same light, it is also important to devise indicators facilitating the monitoring and evaluation of urban development, allowing for an assessment of the use and viability of the planning instruments, the strategic decisions and the financial sustainability of urban development.

Citizens have the right to access the information they need in order to understand their territory and power, and therefore, play a decisive role in the establishment and implementation of plans, meaning that planning tools and results are more readily shared and divulged. Technical maps of the infrastructure may be more user-friendly, for example, meaning that public and local decision makers may interpret them regardless of their level of education. The best urban systems are those most open to cooperation, serving as points of references in the space.

Compact urban forms are normally more sustainable, and must be fostered by legal instruments. It is, however, necessary to respect a certain degree of proportionality between the free space (whether public or communal) and land reserved for urban expansion. Urbanisation models based on high density also feature a proportional limit between the free space and the built environment. Urban expansion must be kept to a minimum by regulation and alternatives, with the physical plan prioritising a concrete definition of the relationship between factors such as the total surface and the density of the zone, the maximum distances and the urban form in general, as well as the planning of the use of the land and the various means of transport.

City management and the provision of public serves such as water, sanitation and housing, as well as transport infrastructures and communication, **require an integrated focus** that touches on all aspects of development. Local governments in intermediary cities are able to benefit from specific opportunities due to their smaller size and smaller administrations.

Examples of cities to have implemented innovative projects are crucial in the application of successful strategies, making the **divulging of such schemes vital.** Knowledge banks must be created in order to facilitate the sharing of practices. It is important to promote network capacities across the different levels of local, regional and national.

It is also very important to provide precise data on the evolution of cities and indicators for research and evaluation (which must include several points of reference, such as the percentage dedicated to public spaces).

Institutional features

Intermediary cities have a fundamental need to be more active in the processes of urbanisation on a national and regional level and in international networks. By means of more active roles, intermediary cities may become more visible and gain recognition.

Municipal public administrations are ideal in size in terms of their complexity and capacities for integrated planning. Local leaders may become examples and articulators of public policies and responsibilities for all levels of government.

The role of local governments is specific in intermediary cities, with the scale in such cities affording significant management advantages when compared with metropoles. Local governments, however, must extend their efforts by investing in land use plans and urban policies as tools for driving economic development. To do so, networks must be developed creating partnerships with other municipalities and the private sector.

Cooperation between cities is an efficient and profitable framework for the forming of partnerships, promoting knowledge exchange and improving institutional capacities. Intermediary cities may use these cooperation strategies to share experiences, best practices, difficulties and challenges. In documenting these exchanges, the focus of the cooperation among cities may be systematised and also applied to other alliances.

National and regional governments are expected to be transparent in their planning and execution processes. On a national and regional level, the needs of all groups of interests and citizens must be taken into account and integrated. Work on a national basis must also be applied in order to build local governments' technical capacities, strengthening their ability to respond on a local level. It is also important to recognise the challenges of urbanisation and commit to a monitoring of the processes of integrated local planning in order to facilitate local investment, once its coherence may be guaranteed.

It is important that governments have instruments to integrate various levels, such as inter-municipal secretariats, so that the work carried out by different municipalities may be coordinated. The differences between the levels of responsibility must be clear in order to offer transparency to citizens and investors and also to help avoid confusion between the levels of local, regional, national and international governments.

Regional governments must progress in order to avoid a territorial imbalance. When the housing market is the only actor driving urban development, preference tends to go towards large transport systems. Many intermediary cities function like markets selling perishable products, growing and contracting during the day. These nodes must attract investment and offer services to both the urban population and the rural surroundings. One of the aims is to guarantee a territorial balance between the land's urban and rural areas.

Partnerships play a significant role in championing intermediary cities and promoting their participation as key actors in urban development, along with metropoles. On a national level, associations negotiate with different bodies such as national ministries in order to facilitate the application of local strategies; all in order to pave the way towards better structured cooperation that serves as the basis for a development of the tools required for knowledge exchange. In this sense, promoting the experience of an intermediary city in a specific field has a great potential to develop cooperation networks among cities.

By working in a network with other similar cities and associations or serving as a mediator between a larger city centre and a series of smaller peripheral or rural areas, intermediary cities play a vital role in organising transport systems, education, health, housing, land use, economic development and cooperation with other economies and actors (such as businesses, universities and non-governmental organisations).

National and regional bodies must expand and **increase trust** and decisions made by local actors. Apart from the need for intermediary cities to safeguard national interests – such as food security, political integrity, access to public services and environmental and macroeconomic functionality – it must be highlighted that urbanisation strategies and city economies also add to and complement national development strategies. This explains why national governments must cooperate with cities to ensure their existence, development and appeal.

The Global Urban Agenda outlines perspectives and aspirations related to themes of urban development on an international level. UCLG plays a fundamental role in managing the platform from which local and regional governments are able to articulate with the global agenda. A process begun in 2013 to have been consolidated by the intermediary cities' working group, has seen various associations and partners working towards establishing their own agenda that founds and outlines intermediary cities' priorities while opening up spaces key to visualisation on an international level.

Since its creation, the working group has sought to increase awareness of this new dimension of the urban landscape and the value of intermediary cities on an international scale, by collecting and communicating information and playing

a significant role in the identification and divulging of good practices. It has also worked alongside other organisations in order to obtain the technical or economic resources needed to implement cooperation programmes among intermediary cities.

Development actors and international bodies must take an international view of intermediary cities in order to facilitate an exchange of good practices and information. In this context, decentralised cooperation among cities may serve as an effective framework for promoting initiatives and later instigating monitoring processes. In line with this approach, **UCLG has developed an intermediary cities working group which articulates with the learning agenda so that local and regional governments can communicate with international bodies with a unified voice.** Specific cooperation strategies for intermediary cities allow them to create and promote new mechanisms designed for the exchange of information and experiences. It also serves as the basis for the development of a network of actors key to development. Actors involved in development and international bodies such as the ILO have given the initiative their full support, as previous experiences derived from the same strategy are featured.

It is important that development partners and supra-regional governments focus their attention on rural development strategies with an integral agenda, instead of developing unarticulated policies.

New indicators are required that consider differences in order to define priorities for planning and funding. National planning and funding for urban development must pave the way for indicators beyond size and economic performance. The concept of intermediary cities implies replacing the static – and remarkably hierarchical- of the urban system.

Economic features

Local authorities and regional governments

Local and social economic development in intermediary cities must be covered by an integral programme adapted to the realities of the land, with such a programme including the following characteristics:

- Capacity to diagnose the land: economic agents and their potential for economic development.
- Establishment of short, mid and long-term targets.
- Local and regional focus: to strengthen links between the city and the surrounding rural areas and to ensure consistency among the various levels of planning.
- Capacity for integration between economic and strategic planning and land planning.

In order to strengthen the local economies in intermediary cities, local and regional authorities must take various factors into account, particularly:

- Support for the creation of quality jobs that guarantee decent work, promotion of the creation of businesses and cooperatives and support for PYMEs in order to attract investors. Development of the "green economy" and "green jobs".
- Fostering of the formation of systems, preventing superimposition and competition between neighbouring cities over the same function or investments.
- Administration of the informal economy and efforts towards including vulnerable sectors of the population with an entrepreneurial spirit.
- Efficient provision of high-quality services, particularly housing, health, education and public transport, guaranteeing that public services affect the population in a positive and direct way, including young people and senior citizens, taking into account the importance of also meeting the needs of the less immediate rural territory. This contributes to the fight against social exclusion, while expanding social protection, serving to drive local economic and social development.
- Consideration of the public and private sectors, members of unions and groups pertaining to civil society that may work together to promote investment in high-quality public services.
- Foster innovation, taking universities and cultural managers as agents.
- Adoption of a global vision of the local economy, finding a balance between the rural economy and the urban economy. Finding a balance between endogenous and exogenous development, empowering autochthonous resources in an open economy.
- Identify elements that make the city more dynamic and balanced and foster identity on a local level (specialisation is one option, however it does not necessarily adapt to all territories), gaining visibility.

National governments must ensure that the municipalities of intermediary cities and the land make progress, encouraging them to build on their assets. The support offered by national governments may be aimed at increasing management capacities. National and regional governments continue to develop policies in favour of distribution across the land, which may be beneficial for intermediary cities in problematic situations in terms of their capacities for regeneration (whether suffering due to a lack of connections, population declines or the loss of certain industries, etc.).

Several bodies such as the International Labour Organisation (ILO) pay particular attention to the focuses of many parties interested in local economic and social development. The UN Development Programme (UNDP) and bodies such as the OECD and UN-Habitat must also play a key role in the promotion of local development by means of strategic planning.

Social and cultural features

In line with Agenda 21 for Culture (2004) and its Culture 21 Actions practical guide, intermediary cities must have cultural policies based on the pillars of diversity, heritage and creativity, exploring the synergies between cultural policies and other facets of sustainable development on a local level. Therefore, taking into account these cities' specific spatial characteristics, mechanisms for land planning must be adopted to ensure an efficient distribution of cultural elements among neighbouring cities, where applicable, as well as mechanisms ensuring coordination between these cities.

Some local governments of intermediary cities use mechanisms for receiving contributions and ideas from civil society. Citizen participation may take place by means of the creation of integral urban budgets and plans that are easy to understand, taking into account the allocation of resources for this particular task. Long-term spaces for dialogue may also be implemented in order to promote joint responsibility, the agreeing of priorities and shared governance models, as well as local cultural councils featuring both local governments and civil society. Citizens' contributions and recommendations must be shared with the highest levels of government in order to be transformed into concrete project proposals. It is also the responsibility of municipal leaders to facilitate effective monitoring of the interested parties.

It is important that local governments consider social inclusion in their development strategies, particularly in recognition of the role of women, children and young people as key actors in the processes of integration. Participation implies a more active concept of citizenship, both for citizens and local government. Social society organisations may articulate and actively participate in planning processes, from the identification and confirmation of problems and priorities to the monitoring of initiatives.

Local authorities must promote ongoing social dialogue and include all actors that articulate relations in an informal and formal way, in order to:

- Strengthen citizen monitoring across the various levels.
- Recognise the role of local associations (such as workers and companies) as well as that of children, women and young people as key actors in the processes of social integration.
- Work in close collaboration with universities.
- Identify the cultural agents (historians, artists, activists, social networks) through the key role they play in articulating the relationship between time (past-present-future) and space (place – globalisation).

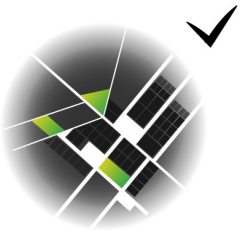
As has been mentioned throughout the document, intermediary cities have individual strengths based on multiple points of reference. Examples of these are historic monuments or characteristics of the natural heritage which may serve as tourist attractions and drive the economy. The management of public spaces along with civil society actors also provides an effective opportunity for social and cultural policies.

A central strategy for social inclusion is employment. If legal frameworks and competencies do not oblige local governments to "create jobs", then citizens will expect their leaders to create sustainable jobs and equal access to services. Employment regulations must be developed in order to fully guarantee employment rights. The expansion of social protection and social dialogue may also respond to specific needs. To successfully **employ the Decent Work Programme, all economic and social objectives must be coherently aligned in order to ensure they support each other.**

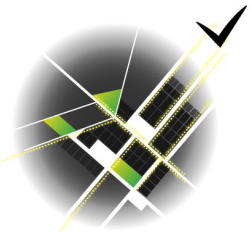
National governments are expected to play a key role by paying closer attention and offering more support to rural areas, as well by diversifying their economic development strategies to encourage young people to take up training courses and remain in intermediary cities. Decentralisation of services, particularly education and health, must also be promoted from a national level.

The population involved in informal employment also requires more flexible and open legalisation in access to public services and spaces.

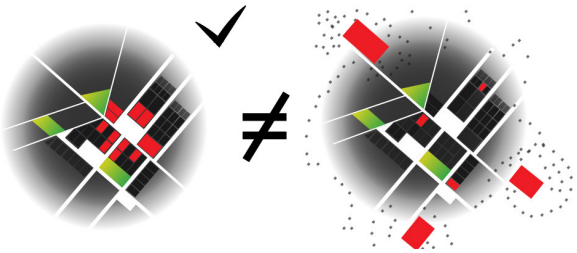
Rehabilitate city centres and improve the inhabitants' quality of life



Create networks of pedestrianised public spaces, parks and green areas



Lighting in streets and public spaces for use by all ages



Retail in the city centre

Do not encourage bulky shopping malls in suburbs

Finally, an increasingly relevant challenge facing intermediary cities involves the inclusion of migrants, with support for social or family networks allowing the new population to be integrated more effectively. With a floating, changing population, the concept of co-development is gaining importance in terms of urban-rural migration as well as in migration and international development.

Development and funding services

Local governments must obtain funding opportunities. One way of accessing these opportunities is by means of international cooperation, although funding from the national government must not be forgotten. Funding urban development by means of instruments for managing the land and urbanisation policies may be adapted to different scales.

National governments must recognise the importance of intermediary cities, which drive economic growth in a balanced country through the decentralisation of power and resources. It is therefore recommended that the budget for managing such cities must not be less than 10% of the country's public expenses. This percentage may be considered as the minimum required to meet the urban challenges faced by any city regardless of its level of development.

The private sector must consider the scale and capacity for absorption in any intermediary city set to receive substantial investments, such as real estate or public-private partnerships. The local capital must also participate in so far as is possible. Important lessons must be learnt from the risks and subsequent failures, simultaneously fostering the model for the division of the land.

In this sense, public-private partnerships serve as an important factor that may be negotiated under the South-South Cooperation and triangular framework. The concept of intelligent cities has gained popularity and acceptance, and may be worked on efficiently by intermediary cities, where it can be easily implemented.
Private investors must cooperate with national, regional and local visions and policies, and must be more open and flexible in their collaboration with the different levels of government.

There are also examples and models on how people can participate in the reduction of costs by means of different funding models (cooperatives). Along with their positive outcomes, these models promote wide participation, rendering them sustainable.

05

Proposals

Intermediary cities represent an alternative development system to that guided by centralised economic policies. The shaping of a joint agenda based on evidence is vital to helping close the gap between international agendas for development and the various local realities. Cities' experiences must influence the learning agenda, as practice may foster and guide theory. It is upon local knowledge that we wish to build a body of knowledge that unites us with a single voice. This is why we must create a specific global agenda for local governments. The present frame document is the first step towards the construction of a specific agenda, gathering intermediary cities' opportunities and challenges identified by means of bottom-up consultation methodology. Proposals emerging from encounters and collaboration between members and partners are then outlined, as well as those from UCLG and its associated networks.

Features of definition and recognition

Analysing and strengthening the distinctive characteristics, strengths, weaknesses and opportunities compared with metropolitan cities or capitals and urban areas of a larger scale and comparing minimum indicators against smaller-scale areas (towns and villages). UCLG is working on identifying these differences by means of the Global Observatory on Local Democracy and Decentralisation (GOLD) IV.

Analysing and improving functions and uses in intermediary city networks that have their own identity or brand, strengthening relationships among intermediary cities and other cities and municipalities of different sizes. The working group will continue to reinforce the network by means of the Habitat III global summit, in which intermediary cities are a recurring theme.

Spatial and environmental features

Essential proximity is created by analysing new trends and priorities for urban growth and how intermediary cities are affected by these, seeking to establish new planning methods, as has been done in metropolitan areas, including the methodology and tools used in basic planning with a synthesis between urban and strategic plans for intermediary cities and scales. **Along with the CIMES network, the UCLG working group will continue to promote the base plan as articulation methodology for territorial development.**

Promoting initiatives for adapting to climate change in order to discover the trend towards green development, including existing legal instruments for planning sustainable development: What is the level and what are the advantages of resilience? Along with other networks, the working group will begin articulation in specific countries, such as Morocco.

In terms of climate change, intermediary cities play a very important role in adaptation, particularly in terms of reducing the effects of climate change and its risks to large regions and cities. This explains why intermediary cities must be offered the knowledge they require in terms of technology and funding.

Institutional features

Methodology and observatories (GOLD): the level of decentralisation in intermediary cities in their respective contexts, and research into the forms in which the various levels of government collaborate.

Attracting municipal and regional associations to participate in reflections with intermediary cities and the international community on national policies and the development of capacities, within the framework of the urban agenda.

Establishing partnerships between local governments for cooperation with international networks (such as UCLG, regional and local associations, the Cities Alliance, etc.) and establishing a lobby group and/or a more effective **platform for promoting intermediary cities, including tools that must be given to local governments for negotiating with national governments and international institutions.**

Formulas for mediating between the various levels of government are one of the ongoing challenges characterising national policies in favour of intermediary cities. The construction of new and innovative urban-rural alliances as well as a new style of governance and leadership must be of priority in the planning of future agendas for intermediary cities. **The concept of intermediary cities does not factor in the urban and rural as separate dynamics.**

In this sense, intermediary cities' ability to mediate in order to improve governance (performance, strategies, etc.) must be applauded and supported, driving methodologies for learning and inter-municipal cooperation in order to provide the local government with an innovative management style that mobilises intermediary cities' potential. Is mediation a priority for local political leaders?

Economic features

Mobilising knowledge and data systems, analysing GDP, as well as the economic potential and profile of intermediary cities compared with large cities in the urban system within the UCLG agenda, for example, in the forum of local economic development, indicating the main sectors of economic activity and of employment and the role of the private sector.
Establishing planning's role in economic development and the resources for funding growth and sustainable development, with particular attention paid to the limitations of intermediary cities in terms of employment diversity and economic sectors versus metropolitan areas.

Intermediary cities' links with the land are changing. **The urban economy is a key factor in the survival of a local rural economy that opens up opportunities for rural residents, small-scale producers and life in the countryside by means of access to services in the city.** As well as the connectivity mentioned, future workplaces may not be so dependent on the place of work, while consumption chains may be developed to favour short distances, for example.

Social features

Uniting efforts with social inclusion observatories and the International Observatory on Participatory Democracy (OIDP) in order to identify whether intermediary cities' inclusion policies are more diverse or homogenous than those for large cities. What is the level of social dialogue in intermediary cities compared with that in large cities?

Cultural features

Explicitly assuming the cultural challenges faced by intermediary cities in line with Agenda 21 for Culture (2004), promoted by UCLG, and the Culture 21 Actions practical guide. Cities' own cultural identities and regional or national influences are key factors in their development. Preserving the local historic identity and that being formed by the future population and migrants. Promoting strategies based on their cultural and social potential for interaction among communities, genders and groups.

Funding

Network collaboration on knowledge management on existing financial instruments in order to support intermediary cities, their development and community services. How can we provide and finance sustainable and efficient public services with local resources?

Fostering learning and exchanges on practices involving financial resources available to intermediary cities other than taxation. How can we plan in order to guarantee economic development that is sustainable, integrated and flexible for the various territories? Attracting private investment, valuing local resources, managing the land value and spatial growth.

Bibliography

United Nations Development Programme -PNUD. *Estimating sub-national human development indices in the presence of limited information: The case of Bhutan*. Colombo , 2009.

Aring, Jürgen, and Iris Reuther. *Regiopolen: Die kleinen Großstädte in Zeiten der Globalisierung*. Berlin: JOVIS-Verlag, 2008.

Barcelona, Área Metropolitana de. *Área Metropolitana de Barcelona*. Marzo 2016. http://www.amb.cat/es/web/area-metropolitana/municipis-metropolitans (accessed Marzo 02, 2016).

BBSR, and FH. *Nutzung städtlicher Freiflächen für erneuerbare Energien*. Bonn, 2009.

Bellet, Carme, and Josep M. Llop. *Ciudades Intermedias. Perfiles y Pautas*. Lleida: Ajuntament de Lleida, 2003.

Bellet, Carme, Josep M. Llop, Anthony Foy , and Sarah Gibson. *Ciudades Intermedias y urbanización mundial.* Lleida: Ajuntament de Lleida, UNESCO, UIA, Ministerio de Asuntos Exteriores, 1999.

BMVBS, and BBSR. *Renewable energies, energy efficiency and climate protection in the city of tomorrow*. Berlin, 2012.

Bolay, Jean-Claude, and Adriana Rabinovich. «Intermediate cities in Latin America risk and opportunities of coherent urban development.» (Elsevier) 21, no. 5 (2004).

Castelles, Manuel. «La Ciudad de la nueva economía.» (Papeles de Población; Universidad Autónoma de México) 2001.

Christiansen, Luc, Joachim De Weerdt, and Yasuyuki Todo. «Urbanization and Poverty Reduction. The Role of Rural Diversification and Secondary Towns.» (The World Bank) 2013.

Dematteis, Giuseppe. «Sistemi locali nucleari e sistemi a rete: un contributo geografico all'interpretazione delle dinamiche urbane.» (I sistemi urbani) 1 (1991).

Dijkstra, Lewis, and Hugo Poelman. Cities in Europe: *The new OECD-EC Definition*. European Commission, 2012.

ESPON. *Future Orientations for Cities* - FOCI. European Union, 2013.

ESPON. *Second Tier Cities and Territorial Development in Europe: Performance, Policies and Prospects.* European Union, 2013.

ESPON, and European Institute for Urban Affairs. «Second Tier Cities in Europe: In an age of austerity why invest beyond the Capitals?» (John Moores Univeristy) 2013.

Gault, Michel. *Villes intermédiaires pour l'Europe?* Syros, 1989.

Katz, Bruce, and Owen Washburn. «Small Town America Is Metropolitan America.» *Brookings*. 08 25, 2011. http://www.brookings.edu/blogs/the-avenue/posts/2011/08/25-metros-katz-washburn (accessed 04 14, 2016).

Kotkin, Joel. «Small Cities are Becoming a New Engine Of Economic Growth.» may 08, 2012. http://www.joelkotkin.com/content/00565-small-cities-are-becoming-new-engine-economic-growth (accessed 03 2016).

—. «The Real Winners of the Global Economy: the Material Boys.» *newgeography*. 06 03, 2013. http://www.newgeography.com/content/003545-the-real-winners-of-the-global-economy-the-material-boys?utm (accessed 04 14, 2016).

Llop, Josep M., and Carmen Bellet. «Miradas a otros espacios urbanos: las ciudades intermedias.» (Universidad de Barcelona) VIII, no. 165 (2004).

Lynelle, John. *Secondary cities in South Africa: The start of a conversation - the background report* . Braamfontein: South African Cities Network, 2012.

Nations, United. *High Level United Nations Conference*. 2009. http://southsouthconference.org/ (accessed 03 2016).

OECD. *Redefining urban: a new way to measure metropolitan areas*. OECD, 2012.

Renn, Aaron M. «The Great Reordering of the Urban Hierarchy.» *newgeography*. 03 26, 2012. http://www.newgeography.com/content/002745-the-great-reordering-urban-hierarchy (accessed 04 14, 2016).

Sieverts, Thomas. *Zwischenstadt: zwischen Ort und Welt, Raum und Zeit, Stadt und Land*. Berlin: Bauverlag Gütersloh, 2000.

Tardin, Raquel. *System of open Spaces: Concrete Project Strategies for Urban Territories*. New York: Springer, 2013.

UCLG. *Local Government Finance: The Challenges of the 21st Century*. Barcelona: UCLG, 2010.

—. *Policy Paper on Urban Strategic Planning: Local Leaders preparing for the future of our cities.* Barcelona: Cities Alliance, Norwegian Ministry of Foreign Affairs, 2010.

—. *The Power of I-Cities.* Barcelona: Cities Alliance, Norwegian Ministry of Foreign Affairs, 2013.

United Nations, Department of Economic and Social Affairs. *World Urbanization Prospect*. The 2014 Revision. New York: United Nations, 2014.

World Bank and the International Monetary Fund. «Global Monitoring Report 2013: Rural-Urban Dynamics and the Millenium Development Goals.» Washington, 2013.

This document is the result of team work

Principal Authors and Coordination:

Prof. Josep Maria Llop Torné - UNESCO Chair at UdL and Director of the Work Program UIA-CIMES

Sara Hoeflich de Duque – World Secretarial, United Cities and Local Governments

Edition:

Lina Gast - World Secretarial, United Cities and Local Governments

Firdaous Oussidhoum – UCLG Working Group on Intermediary Cities

With the support of:
Full UCLG World Secretariat Team and interns:

Isabelle Colas

Alessa Bennaton

Ewa Szymczyk

Venkat Aekbote

Collaborators:

City of Chefchaouen

City of Pasto

Region of Santa Fe

La Paeria- Lleida's City Council

Urban Strategic Planning Committee, UCLG

Committee on Culture, UCLG

Social Inclusion, Participative Democracy and Human Rights Committee, UCLG

Local Finance and Development Committee, UCLG

Municipal Institute of Learning, MILE - eThekwini

International Labour Organization, ILO

UN-Habitat, Urban Planning and Design Branch - Nairobi

South African Local Governments Association, SALGA

South African Cities Network, SACN

Frente Nacional de Prefeitos, FNP – Brasil

Global Fund for Cities Development, FMDV

Center of Mediterranean Culture and Urbanism, Bat Yam

GeoSoc Department, University of Lleida - Lleida

Department of Architectural Design, UPC - Barcelona

Lars Porsche, expert on Intermediary Cities for CIMES - Lleida

Prof Horacio Schwartz, Academic Center of Desing - Haifa

Prof Zimmermann, Department of Urban and Regional Planning, Technical University of Dortmund - Dortmund

Maria Encarnacao Beltrao Sposito,Rede de Pesquisadores Cidades Médias, ReCiMe

Maria Herrero, Diputació de Barcelona

Dr Rene Hohmann, Cities Alliance

Tsvetal Velinova, Peri-Urban Land Use Relationships, PLUREL

Document prepared in collaboration with:

European Commission

UCLG Committee on Urban Strategic Planning

UCLG Committee on Local Finance and Development

culture 21
Agenda 21 for culture

UCLG Committee on Social, Inclusion, Participatory Democracy and Human Rights
Member of United Cities and Local Governments

FMDV
Supporting local authorities to access funding

UN-HABITAT
FOR A BETTER URBAN FUTURE

Cities Alliance
Cities Without Slums