



# Our City!

An enduring urban development approach

## Civic Diagnosis and City Design

The story behind the 2023  
Max Lock Centre Exhibition & Symposium  
*22 July 2023*

**25 years of the collective experience of the Max Lock Centre**

Based on the principles of '*Planning with People and Place*' established by the work of the Pioneer Architect-Planner Mr Max Lock (1908-1998) in UK and world-wide as followed by the researchers, practitioners, and students at the School of Architecture and Cities, University of Westminster

Note: this July 2023 book can be downloaded in PDF format from  
[www.westminster.ac.uk/maxlockcentre/publications](http://www.westminster.ac.uk/maxlockcentre/publications)

Background Story and Notes prepared by Michael Mutter, Tony Lloyd-Jones and Giulio Verdini of The Max Lock Centre, School of Architecture and Cities, University of Westminster, London; with acknowledged assistance of Aruna Venkatesa Selvan, Dylan Rodrigues, and Namrata Menon; together with inputs by Krystallia Kamvasinou, Ripin Kalra, and Federico Redin.

Original text for the 1996 Exhibition Panels and Catalogue written and produced by Dr Mike Theis, Michael Mutter and Leonard Coulthard with graphic layout by Jeremy Brook and Ming-Wai Cheng, under the direction of Dr Peter Newman of the University of Westminster.

#### **Our City!**

Publication produced at the Max Lock Centre (Publications),  
University of Westminster

**July 2023**



**Michael Mutter** OBE MRTPI RIBA  
*Former Visiting Professor in  
International Planning and*



**Tony Lloyd-Jones** MAUD MRTPI  
*Reader in International Planning  
and Sustainable Development*



Aruna Venkatesa Selvan, Dylan Rodrigues, Namrata Menon, Ripin Kalra and Tony Lloyd-Jones processing the archive at the **Max Lock Centre Archive**. In the University of Westminster

**Max Lock Centre**  
University of Westminster

# Our City!

*A book describing the background accompanying the 2023 Max Lock Centre Exhibition at  
The University of Westminster*

## **Civic Diagnosis and City Design**

**Celebrating 25 years of the collective experience of the Max Lock Centre**

Based on the principles of 'Planning with People and Place' established by the work of  
the Pioneer Architect-Planner Mr Max Lock (1908-1998) in UK and world-wide

as followed by the researchers, practitioners and students at the

School of Architecture and Cities, University of Westminster

Together with a celebration of 15 years of the School's

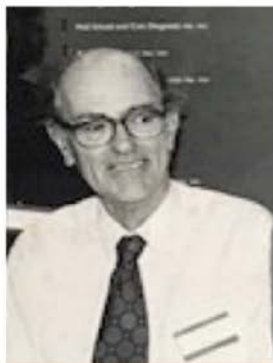
**Masters Course in International Planning and Sustainable Development**

The idea of the **Our City!** Theme is an acknowledgement of the contributions made by ordinary citizens in the collection of prime data and its portrayal in easily understood maps and diagrams as part of the processes required for the preparation of realistic planned developments of cities and their component parts. This recognition of the professionally-led teams required for such an approach of realism has been very much central to the work of the Max Lock Centre and its contribution to the learning processes at the School of Architecture and Cities. Trailblazers include the University's Dr Mike Theis who has left an undeniable impact on the students, practitioners, and government officials that he met and helped realise their dreams of better City Planning to be implemented world-wide. His major contribution is shown in the obituary overleaf.



## Background: Some personal reflections on the life and work of Dr Mike Theis 1927 – 2022

*It can be said that Mike Theis was the principal promoter of **Civic Diagnosis** throughout his 70-year international career; he fundamentally understood its important unique dynamics.*



The indefatigable Mike Theis at the December 1996 exhibition marking the opening of the Max Lock Centre, at the University of Westminster



The 1967 Survey and Plan for Kaduna was published world-wide by Faber and Faber, London.

**Dr Michael Theis** died 31<sup>st</sup> July 2022 (aged 95) at his home in Battle, East Sussex, after a short illness. Mike was born 31<sup>st</sup> March 1927 – the only son of Otto and Louise Theis, a journalist with the News Chronicle. Mike was married to Jill Theis (nee Julia Mason) in 1956 and the couple stayed together until Jill's death at home in March 2020.

Mike was educated at Dauntsey's School in Wiltshire after which he joined as a junior in the practice of architect-planner Max Lock in 1944 to work on the innovative and inclusive Middlesbrough Survey and Plan, earnestly following Max's doctrine of 'Civic Diagnosis', drawing on the precepts of Sir Patrick Geddes, sometimes called 'the Father of Modern Town Planning' and his central themes of 'Planning by People', community participation and ecologically-informed sustainable development.

The Middlesbrough survey and plan involved the community at every stage, from data collection to gathering feedback at public meetings. Mike went on as a member of the Max Lock Group to work on the practice's civic diagnosis-informed studies for Portsmouth, the Hartlepoons, Bedford, Salisbury and Brentford Riverfront among others.

In 1965, following Nigeria's independence five years earlier, Mike became Max's Co-Director of the UK Government's commission to prepare a *Civic Diagnostic* 'Survey and Plan for the Kaduna Capital Territory for the Government of Northern Nigeria'. This pioneering study for an overseas capital led to Mike and Max forming the Max Lock Group Nigeria as a partnership, and later, on Max's retirement, with Michael Mutter, Leonard Coulthard and Bolaji Arogbonlo in 1976 as a fully Nigerian company known as 'Max Lock Group Nigeria Ltd'.

Mike and the MLGN Team worked as resident urban and regional planners across ten of the northern states of Nigeria, to the acclaim of the respective Governors of every state, establishing the name of Max Lock that resonates in the country until the present day, with many of those who worked with and trained by the practice contributing to the professional cadre of the country.

On returning to UK in 1995 Mike worked with Michael Mutter as the town planning adviser to Lewis and Hickey in London, researching the new retail opportunities for Marks and Spencer throughout the UK. Following on Max Lock's untimely death in 1988, Mike and Michael Mutter retrieved the original documents that Max left behind and organised them as the Max Lock Archive at the University of Westminster, London.

In 1996 Mike was instrumental in helping set up the Max Lock Centre as a research centre at the University's campus in Marylebone and mounting a public exhibition of the 'Life and Work of Max Lock'. In 1997 Mike was awarded an Honorary Doctorate at the University, recognising his life's work and significant contribution to the practise of Town and Country Planning world-wide.

Generous and full of practical wisdom, Mike was an ardent impartor of knowledge. He trained everyone in the Max Lock-inspired research and practice in the spirit of working directly with communities on-the-ground. This was his philosophy in the research carried out with his partners in Nigeria and India leading to setting up associated Max Lock consultancies both in Kaduna and New Delhi, India in the new century. All those who worked with and knew him, could not fail but to be impressed with his absolute sincerity and dedication to keeping people as the focus of the project in hand.

Mike continued to work closely with the later Max Lock Consultancy Nigeria Limited, led by his colleagues from earlier MLGN days, Sa'adu Dahiru and the late Sam Adenekan and their team, returning to Kaduna in 2008 to work with local partners, and international associates directed by his close friend and colleague at the Max Lock Centre in Westminster, Tony Lloyd-Jones, on an update of the 1967 Master Plan. This green, now statutory, plan for a growing metropolis fully illustrates the Geddesian origins of the Max Lock approach that Mike Theis so optimistically and unwaveringly dedicated his life to for the almost eighty years since his early involvement in the pioneering Middlesbrough study.

In Kaduna, Mike directed an extensive and ground-breaking survey of this city that had grown to well over a million people, with dozens of young people from a new generation trained in the workings of civic diagnosis in the process. Fully embracing the advantages that digital technology had brought to their approach to urban and regional planning, Mike continued to work with the Max Lock Centre team at Westminster almost until the present day. He contributed to Centre's urban and 'smart city' capacity building in eastern India in 2019 and provided inputs to the UK Foreign and Commonwealth Office sponsored 'Future Cities Nigeria' programme study in Abeokuta, Ogun State, Nigeria with Adam Smith International, in 2021. Indeed, his was a very full working life to the very end.

Mike is survived by four children: artists Martha, with whom he shared the family residence, and Tooza, based in southern France, High Court judge, Lucy Firrell, and his son Patrick, who with his wife Soraya Khan, runs the successful firm, Theis & Khan, Architects.

Mike and Jill's other son, Senden, died tragically in Maiduguri, Nigeria 1974 whilst Mike was working on the master plan for the city, which held a special place in his heart thereafter. In 2015, at the age of 88, Mike ventured a cross country visit to Maiduguri across conflict-ridden north-east Nigeria in the midst of the Boko Haram insurrection to catch up with the friends he had gathered in Maiduguri as across Nigeria in his many years of dedicated planning practice in the country.

*Michael Mutter, Tony Lloyd-Jones and Peter Lever  
August 2022*



# Contents

**The 2023 Exhibition** at the University follows the same format set up for the 1996 Exhibition also held at the University, itself marking the establishment of the Max Lock Centre in 1998.

This book is arranged as background supporting the Exhibition Panels in three parts as follows:

**A. An introduction to the 'People and Planning' philosophy and the development of large professionally-led Local Teams for an analytical approach to Urban Planning resulting in an understanding of the local density / housing typology and construction requirements for Sustainable Development – T. Lloyd-Jones / G. Verdini**

**B. The Max Lock Centre, 25 years of Projects and Research**

- 'Community Asset Management' (CAM) for DFID Research
- 'Knowledge Transfer for Urban Poverty Reduction'
- 'Guide to Good Practice in Urban Core Areas' as at the Karet Tengsin neighbourhood, Jakarta, Indonesia
- 'Localising the Habitat Agenda - MDGs for Urban Poverty'
- 'Making a Living on the Streets'
- 'Longitudinal Study of Sabon Gari/Tudun Wada, Kaduna
- Support for **Nigeria Infrastructure Advisory Facility** DFID
- Support for the 'Future Cities Nigeria' programme
- Support for **UN-HABITAT Slum Upgrading Facility**
- **KADUNA Master Plan 2010** for Kaduna State Government

**Max Lock Centre Website - UPMI**  
Urban Planning and Management Capacity Building  
Programme for DFID India

**Stocktaking Housing in Nigeria** – World Bank  
**Green Cities Uganda** for Cities Alliance  
**Post Disaster Reconstruction Guide** for RICS

**The CIVIC DIAGNOSIS Approach**  
Max Lock Centre support for applying an Asset Mapping  
Programme for the KADUNA Capital Territory Authority  
(KCTA) resulting in the  
City Exhibition and Conference , December 2022

**C. The original 1996 Exhibition celebrating the Life and Work of Max Lock 1908–1998 – A Public Exhibition**

**Introduction – How to read this exhibition**

- Max Lock's Overall 'Civic Diagnosis' Philosophy
- The **Max Lock Archive** at the University Archive
- Financial Supporters of the 1996 Exhibition:

**The Royal Town Planning Institute - RTPI**  
**RIBA** Modern Architecture and Town Planning Trust  
Andrew Martin Associates  
Lewis and Hickey Town Planning

**Original 1996 Exhibition Panels – a story**

- 1: Diversity and Integration 1909-39
- 2: The Hull School and Civic Diagnosis 1940-43
- 3: Applying Diagnosis at Middlesbrough
- 4: Plans as Tools for Administration 1946-49
- 5: Contesting Plans (Bedford, Salisbury and Brentford)
- 6: Planning Overseas (Um Qasr, Margill and Basra, Iraq)
- 7: Best of Both Worlds – KADUNA, Nigeria
- 8: Protagonist and Antagonist (Dunstable, Hackney)
- 9: Planning for rapid growth – Nigeria Planning Work
- 10: A hidden legacy of 'Planning Insight' – Achievements

## FRONTISPIECE

Kaduna State Governor inspects the original 'Lugard' Plans for the city of Kaduna – made available by the Max Lock Centre/Archive Team in Kaduna



*Event tweeted by Governor Kaduna 26 October 2016*

## 100 Years of Town Planning in KADUNA



## ‘A Celebration Event’

“The maps were made available from the Max Lock Archive through the UK Government’s Department for International Development (DFID) and their Nigeria Infrastructure Advisory Facility programme NIAF. The Max Lock Archive is based at the University of Westminster, London, and works together with the current town-planning firm, Max Lock Consultancy (Nigeria) Ltd., based in Metropolitan Kaduna.

“Max Lock and Partners were responsible for the first Kaduna Master Plan prepared in 1967, funded by the then UK Overseas Development Ministry and The British Council, some 50 years after its official founding by Lord Lugard in 1917. In 2009, the Max Lock Consultancy (Nigeria) Ltd was contracted by the Kaduna State Government to prepare the update of the 1967 Master Plan. This detailed research-based revised plan will ensure that Metropolitan Kaduna can look forward to a further 50 years of unprecedented development through to the second half of this century.

“The event marks 100 years of modern urban planning practice in Nigeria”

*Government House, Kaduna State Government*





## **School of Architecture and Cities: International Urban Dialogues**

Shaping an open and inclusive Global Hub for Research, Knowledge Exchange and Teaching

***An approach to issues concerning urbanisation by Tony Lloyd-Jones and Giulio Verdini***

### ***Concept Note***

The Emerging Territories Research Group and the Max Lock Centre will hold a one-day symposium on ***'International Urban Dialogues: Shaping an open and inclusive Global Hub of Research, Knowledge Exchange, and Teaching'*** with the aim to reflect on current international experiences of ET members. It will build on the previous symposium, held in May 2022, and called 'Emerging Territories: London Lab/Global Hub'.

The aim is to critically position our research in the wider debate of open, collaborative, non-extractive, and de-colonial forms of knowledge production resulting from on-going international collaborations primarily in the context of Asia, Africa, and Latin America.

The symposium will serve the purpose to link our emerging international research agenda with the legacy of the Max Lock Centre reviving its original idea of 'Planning by people' and its constitutive concepts of civic diagnosis and community participation. Moreover, it will be an occasion to celebrate 15<sup>th</sup> years of the Master Degree in International Planning and Sustainable Development originated from the MLC.

Academic scholarship working at the interface between urban planning and international development, has been confronted, in recent years, with an increasingly uneasy globalization of urban practices, based on abstract models and discourses of sustainable urbanization, generally promoted by international organizations, large private consultancies, and global centres of knowledge production. These practices have been often unsuitable to interpret the diversity and variety of local contexts, and therefore they have often generated extractive and unsustainable local solutions. They have perpetuated, in some cases, patterns of colonial dependency, imposing Western epistemologies over the rest of the world.

On the side of these mainstream global practices, however, reflective scholars and practitioners have been involved in advocacy and the co-design of alternative forms of urbanism, focused on communities and their vulnerabilities, establishing genuine dialogues between different world views and cultures. These international experiences have the potential to challenge existing power relationships, nurturing a more equal collaboration between Global North and Global South scholars. It is under these premises that the symposium has the ambition to define new forms of international urban dialogues, bringing together ideas and concrete proposals to generate an open and inclusive global hub of research, Knowledge Exchange, and Teaching at the School of Architecture and Cities of the University of Westminster.

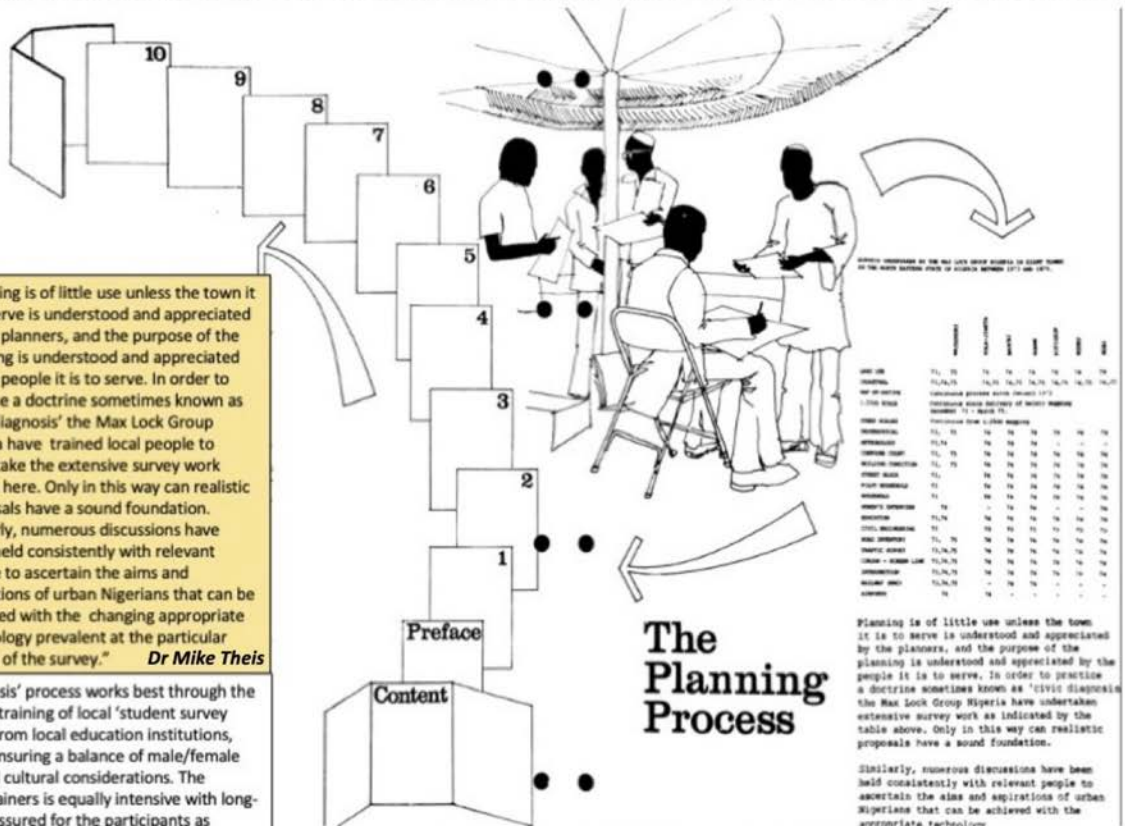
- as developed by Max Lock under the British Government's 1967 commissioned work for KADUNA as the Capital Territory of Northern Nigeria and refined by the Max Lock Group throughout Nigeria up to the present day in 2022

The Margaret Hardiman Archive forms part of the Max Lock Archive at the University of Westminster

"Planning is of little use unless the town it is to serve is understood and appreciated by the planners, and the purpose of the planning is understood and appreciated by the people it is to serve. In order to practise a doctrine sometimes known as 'civic diagnosis' the Max Lock Group Nigeria have trained local people to undertake the extensive survey work shown here. Only in this way can realistic proposals have a sound foundation. Similarly, numerous discussions have been held consistently with relevant people to ascertain the aims and aspirations of urban Nigerians that can be achieved with the changing appropriate technology prevalent at the particular period of the survey."

**Dr Mike Theis**

The 'Civic Diagnosis' process works best through the recruitment and training of local 'student survey staff' – typically from local education institutions, but also others ensuring a balance of male/female and diversity and cultural considerations. The training of the trainers is equally intensive with long-term prospects assured for the participants as future town planning staff, many of whom were subsequently recruited by the state government authorities, thus ensuring a sustainable continuity of understanding of the process for the long term.



Planning is of little use unless the town:  
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by the planners, and the purpose of the  
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Similarly, numerous discussions have been held consistently with relevant people to ascertain the aims and aspirations of urban Nigerians that can be achieved with the appropriate technology.



See a fuller account of the Civic Diagnosis methodology in  
 "Pioneers of Civic Diagnosis" by Michael Mutter  
 Max Lock Centre, University of Westminster /  
 CHCC - [www.chccinternational.org](http://www.chccinternational.org)

# Part I Preface

## 1 Basic Issues

The Preface, being a reference to all the other parts, will be published as the last item of the presentation.

The present plan contains principles and issues involved in determining the town's growth and prosperity. It is made up of two parts: (1) a general statement of planning and (2) a statement of planning the planning.

Part Two contains a consultation of the plan and the plan. It is made up of two parts: (1) a general statement of planning and (2) a statement of planning the planning.

## 2 Structure Plan

Historical Plans covering the town's history and submitted by the New Town Group of the Planning Commission, dated 1971, are as follows:

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 3 District Plans

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 4 Area Plans

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 5 Subject Plans

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 6 Administration

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 7 Social Surveys

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 8 Economics

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:

## 9 Transportation

Area Plan: Plans have been prepared and submitted by the Planning Commission, dated 1971, are as follows:



## The Social Surveys

- the process essential to the **Civic Diagnosis** concept initiated by Patrick Geddes and Max Lock and continued from the work of the Max Lock Group in Hull and Middlesbrough that included Ruth Glass and Jessica Albery in 1944, and continued by **Margaret Hardiman** as Social Director of the Max Lock Group in Nigeria 1974-78

## Margaret Hardiman

**'Teacher of social policy and planning in developing countries'**

Daleep Mukarji

*The Guardian*, Tuesday 21 June 2011

## The Margaret Hardiman Papers and Books have been left to the Max Lock Centre/Archive University of Westminster

The Max Lock Centre is grateful in respect of this to David Hardiman ([d.hardiman@warwick.ac.uk](mailto:d.hardiman@warwick.ac.uk))

Margaret's Obituary published in *The Guardian* 21<sup>st</sup> June 2011 is given as an introduction to the contents of this catalogue, which covers the period of her pioneering academic and practical social science work and research during the latter half of the 20<sup>th</sup> century in developing countries, particularly Africa and the Indian sub-continent.



*Margaret Hardiman being instructed in local farming techniques in Konkonuru, Ghana, in 1971. Photograph: David Hardiman – with thanks*

"Margaret Hardiman, who has died aged 92, was instrumental in expanding the teaching of social planning for administrators in developing countries at the London School of Economics from 1964 to the mid-1980s. During this era, many newly independent states were grappling with issues of development. Their often-rigid implementation of theories on economic development commonly floundered when confronted with social realities on the ground. In the alternative "social planning" approach, development was recognised as more than economic growth, and included looking at societies as a whole so that policies could be applied that would improve the quality of life in the community.

"Margaret's knowledge of conditions in developing countries was particularly relevant to such teaching. The course that she oversaw at LSE was interdisciplinary and interdepartmental, and dealt with social policy issues such as health, education, welfare, social justice and community development. Its main aim was to train public administrators from developing countries, or people who intended to carry out developmental work. Initially a postgraduate diploma course, it became a master's course from 1974 onwards, and it flourishes to this day.

"Its students were exposed to debates about development. They were encouraged to apply social science methods in their analysis of their own societies. Margaret took a keen interest in each of her students. She put much effort into keeping in close touch with them after they had returned to their own countries. Many became close friends."



# Max Lock Centre spearheads research into current housing sector in Africa

**World Bank Group. 2015.**

**"Stocktaking of the Housing Sector in Sub-Saharan Africa: Challenges and Opportunities"** Washington, DC. with AHI - Affordable Housing Institute (Boston) <http://hdl.handle.net/10986/23358>

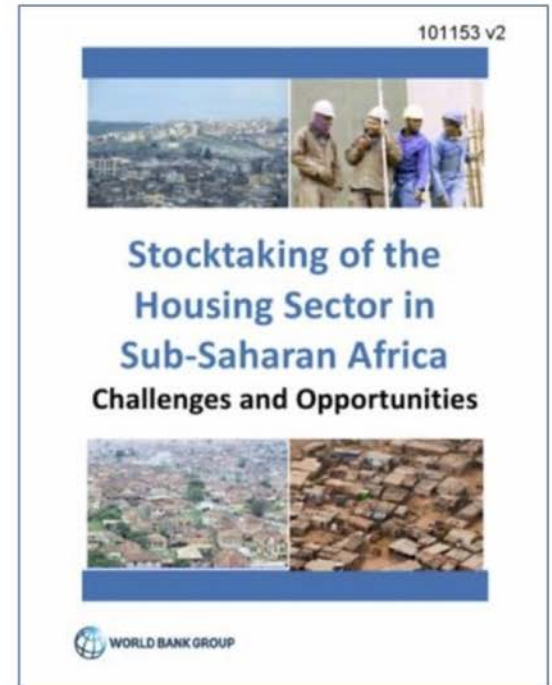
We would like to extend our thanks to the Governments of Nigeria, Cameroun and Ethiopia for the excellent collaboration during the course of developing the country study case studies. The case studies were carried out by a team of international and local experts, including **Michael Mutter, Tony Lloyd-Jones, Simon Gusah, (MLC) Michael Majale, Benoit Mougoué, Graham Tipple and Elias Yitbarek Alemayehu.**

## *Abstract*

Africa is rapidly urbanizing and will lead the world's urban growth in the coming decades. Currently, Africa is the least-urbanized continent, accommodating 11.3 percent of the world's urban population, and the Sub-Saharan region is the continent's least-urbanized area. However, the region's cities are expanding rapidly, by 2050; Africa's urban population is projected to reach 1.2 billion, with an urbanization rate of 58 percent (UN-HABITAT 2014). With this rate of growth, Africa will overtake Asia as the world's most rapidly urbanizing region by 2025 (UN 2014). Although the nature and pace of urbanization varies among countries, with over a quarter of the world's fastest growing cities, Africa is undergoing a massive urban transition. Globally, cities are major drivers of economic growth, and the quality and location of housing has long-term consequences for inclusive growth.

However, in Sub-Saharan Africa, urbanization is not accompanied by the level of per-capita economic growth or housing investment that is observed elsewhere in global trends. Incomes in Sub-Saharan Africa (SSA) have not kept pace with urbanization, which, in many African countries, has not necessarily been accompanied by industrial growth and the structural transformation as has occurred in other regions. Housing stocks, along with investment and employment in related construction and finance industries, constitute a major component of national economic wealth.

The key challenge for African cities, however, has been the comparatively low growth in per-capita income, which limits the resources that households have to consume or invest in housing. At the same time across the region, the formal channels through which quality housing is produced and financed face major constraints that limit access to a large share of urban households. Hence, the formal housing sector is only a small part of the economy because the construction and finance services have very little effective demand, evidenced by the lack of formal investment in housing across the region. Recent studies have found that in Africa, formal housing investment (in national current accounts data) lags behind urbanization by nine years (Dasgupta et al. 2014). Furthermore, the capital investment in infrastructure needed to handle rapid urbanization typically happens (if at all) after housing has already been built, often in informal settlements.



**Sub-Saharan Africa is experiencing rapid urbanization as well as a growing slum population.**

**1.2 billion** urban residents by 2050

**4.5 million** new residents in informal settlements each year

**Many households cannot afford basic formal housing or access mortgage loans.**

**\$1,699 5% of adults** took a mortgage loan GNI per capita from a formal bank in the past year

**Obtaining formal housing is often costly, with cumbersome regulatory requirements and a backlog of basic infrastructure.**

**162.2 days** to obtain a **50 years** to reach full costs **8.3%** of the value construction permit, on infrastructure coverage average

**Yet a well-functioning housing market can be a vital economic sector and a potential source of job creation.** Housing investments **5 jobs** represent **6% of GDP** per house built

**Countries can expand access to adequate housing and improve the quality of existing stock by promoting incremental upgrading, extending basic infrastructure, addressing constraints for housing suppliers, and improving access to housing finance.**



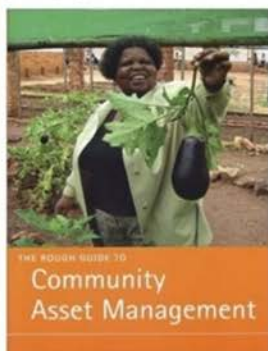
# B. 25 years of Continuity of the Max Lock Centre as a Research Projects preparation Centre at the University of Westminster

## An introduction to the range of 'Action Research' projects for the new UK Department for International Development (DFID)

### Community Asset Management - CAM

Community Asset Management started originally in India with Roger Bonner and the DFID India programme for community schools and health centres, promoting Low-Carbon construction techniques with P K Das, Ripin Kalra and Romi Khosla. The collaboration between DFID India and the British Council in India as implementation partner emphasised the need for more considered community involvement in the long-term maintenance of the community's assets.

A further DFID Research programme brought in the Max Lock Centre to conduct experimental pilot projects in both India and African countries.



Rough Guide to Community Asset Management  
by Michael Theis / MLC Press, Max Lock Centre,  
University of Westminster

**The rough guide to community asset management** Theis, Michael, Brown, Robert and Kalra, Ripin (2005). MLC Press, Max Lock Centre, University of Westminster, London, UK. ISBN 1905632002.

### Building capacity for community asset management in India: Final report

Erickson, Bill, Theis, Michael, Sarin, G and Kalra, Ripin and Sagoo, Inderjit (2003). Project Report. Human Settlements Management Institute, Housing and Urban Development Corporation, India and Max Lock Centre, University of Westminster, London, UK.

### Knowledge Transfer for Urban Poverty reduction

Theis, Michael, Erickson, Bill, Kalra, Ripin, Lloyd-Jones, Tony, Gandelsonas, Catalina, Gholam, Khiabany, Vallejo, Luis and Poverty, Mark (2000) Improving research knowledge transfer: Final report. Project Report. Max Lock Centre, University of Westminster, London, UK

### Localising the Habitat Agenda and MDGs 2001-5 with UN-Habitat

The Habitat Agenda provides a key tool for urban poverty reduction through local development. This DFID-funded research was conducted in partnership with researchers in Brazil, India, Kenya, Spain, Tanzania and Pakistan. Alongside 6 country case studies on national implementation of the Habitat Agenda, the research explored 12 case studies of local good practice in development for urban poverty reduction.

Lloyd-Jones, Tony, Theis, Michael, Gandelsonas, Catalina, Mulyawan, Budhi, Ali, Mansoor and Smith, Nigel (2005) **Localising the Habitat Agenda for urban poverty reduction**, DFID Research Project R-7963, final report volume 5: inception phase report and literature reviews. Project Report. Max Lock Centre, University of Westminster, London, UK

The research was largely commissioned by the **UK Department for International Development (DFID)** under their '**EngKARs**' Programme and assisted in informing the DFID programmes and country offices in the application of their work on the ground.

### Guide to Good Practice in Core Areas

DFID-funded research exploring how low-income communities could live close to the source of their livelihoods in integrated urban redevelopment projects in the core areas of rapidly growing cities in the developing world. Conducted in partnership with researchers in India, Indonesia, Egypt and Brazil, it produced a number of outputs and tools. These included a Guide to Good Practice - A participatory approach to core area development. The videos below show a visit to the Motia Khan slum settlement in Delhi, and a later visit to Rohini, the new home of the Motia Khan slum dwellers

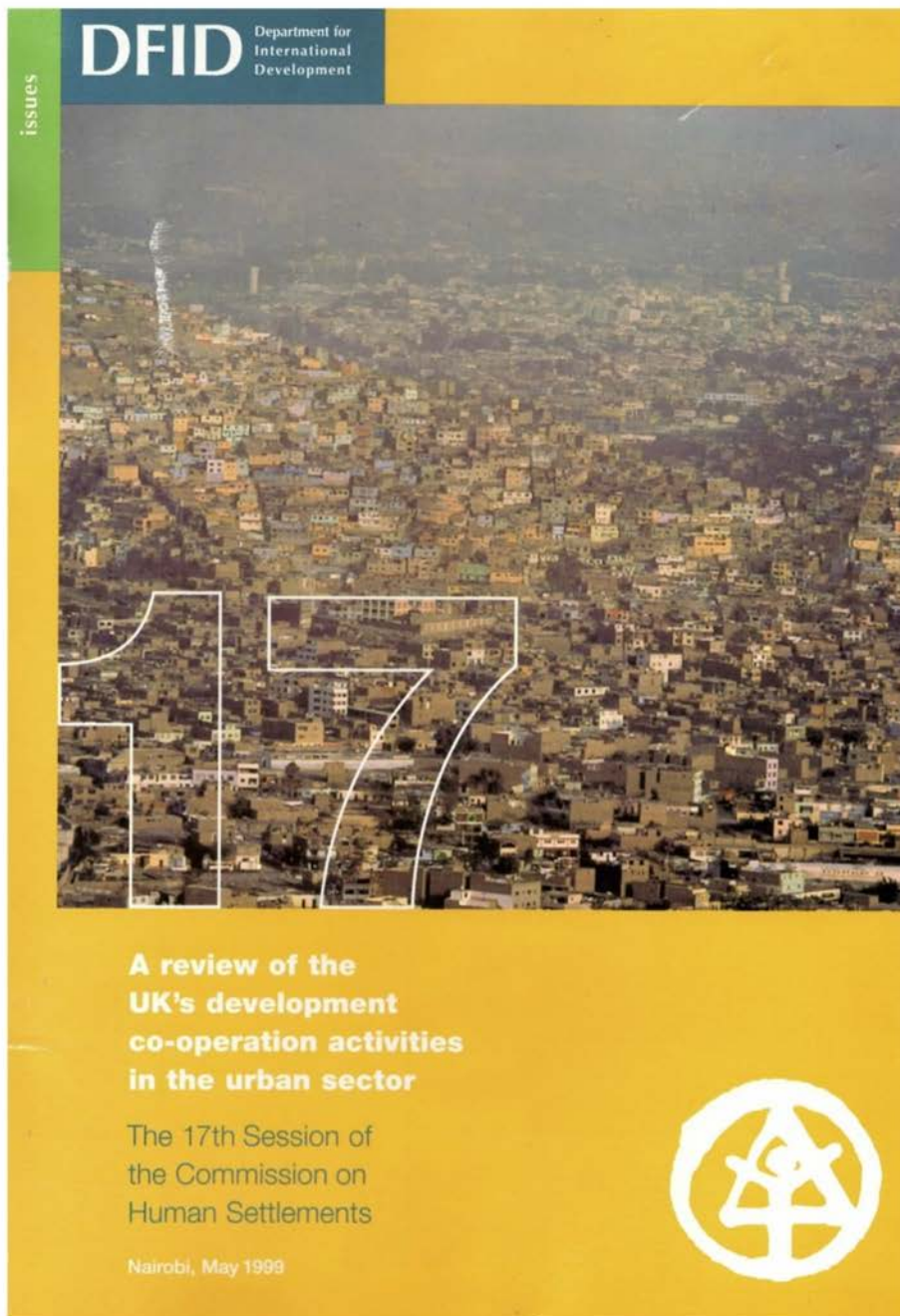
Lloyd-Jones, Tony and Carmona, Sarah (2002) **Good practice in core area development: combating poverty through a participatory approach**. In: Romaya, Sam and Rakodi, Carole, (eds.) **Building sustainable urban settlements: approaches and case studies in the developing world**. Urban management series, ITDG Publishing, London, UK, pp. 190-208. ISBN 1853395412

### Kaduna – Sabon Gari revisited 2001

A 'Longitudinal Study' revisiting the same street blocks in Kaduna after 30 years with original field notes, to measure change in the living environment. Mike Theis and Samuel Adenekan presented findings to Comparative Workshop conducted by DPU / DFID in London



# Support to the United Nations Commission on Human Settlements 17<sup>th</sup> Session, May 1999, Nairobi



In 1997 the newly established UK Department for International Development (DFID) took over the UK's responsibility for representing the UK government views at the UN Commission for Human Settlements that meets in Nairobi every two years.

The UK Foreign Secretary appointed Michael Mutter of the DFID Infrastructure and Urban Development Department (IUDD) to be his formal representative at the Commission.

For the 1999 Session DFID asked a team that included the Max Lock Centre to prepare a "Review of the UK's development co-operation activities in the urban sector".

The Review highlighted the UK's adoption of the Habitat Agenda, the outcome of the 1996 Global Summit on Human Settlements held at Istanbul. This showed the lead global role that the UK had adopted since the appointment of Clare Short as the Secretary of State for International Development in May 1997, particularly in Urban Issues.

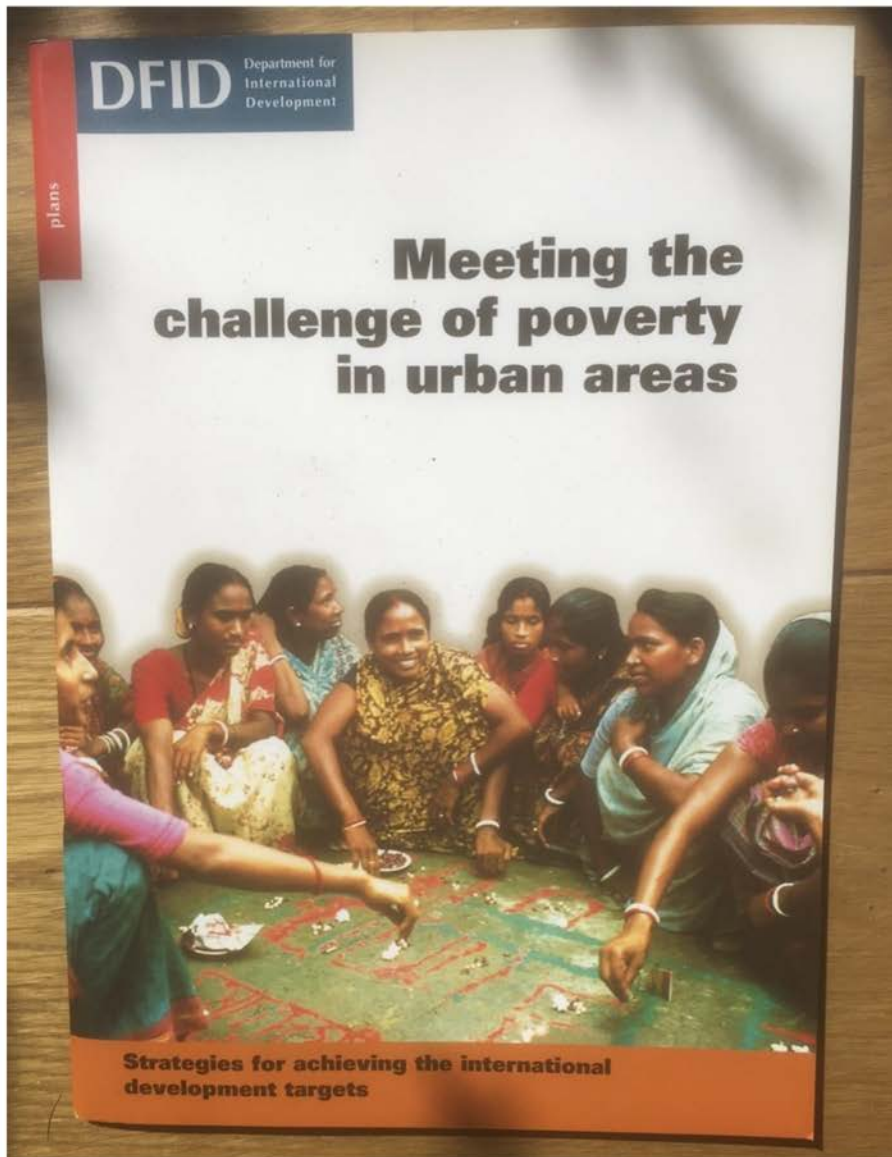


*Photo: Suzi Mutter*

Anna Tibaijuka, Executive Director, UN-HABITAT from 1999 with Inga Björk-Klevby, her Deputy



## MLC Support to DFID's first International Urban Development Policy Paper 1999-2001: *"Meeting the challenge of poverty in urban areas"*



In May 1997 **Clare Short** was appointed the first Secretary of State for International Development and she created DFID. She agreed that DFID should take over UK responsibility for the UN Commission on Human Settlements, UN-HABITAT



Clare Short - website

In October 2000 the full UN General Assembly agreed the Millennium Development Goals (MDGs). For the UK contribution to the Summit, DFID prepared a suite of 'Target Strategy Papers' for each of agreed objectives of the United Nations' MDGs.

For Urban Development, DFID adopted the recently formed Cities Alliance goal of 'Addressing the needs of 100 million slum dwellers by 2020'

DFID had been instrumental in the setting up of Cities Alliance at the World Bank with UN-HABITAT and support from 11 member states. Michael Mutter headed the UK DG contribution, and Clare Short has remained its Chair of the Cities Alliance Oversight Committee since her retirement from DFID.

The Urban Policy Paper also recognises the contribution made by the Commonwealth Consultative Group on Human Settlements (CCGHS) and their adopted Target for all Commonwealth countries (see overleaf)



# MLC support for the preparation of the CHEC/BEPIC Commonwealth Development Framework on Human Settlements



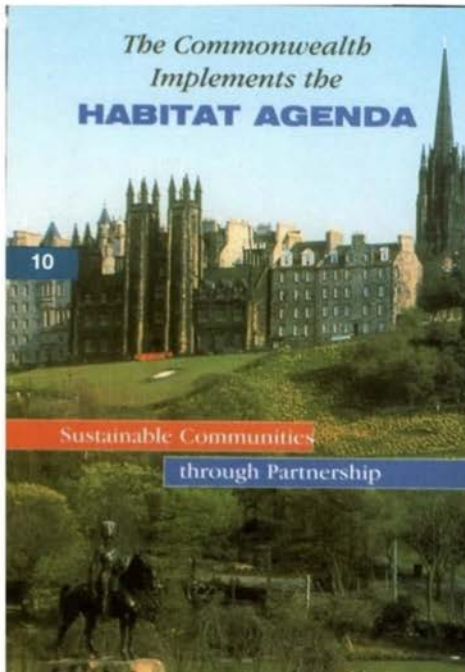
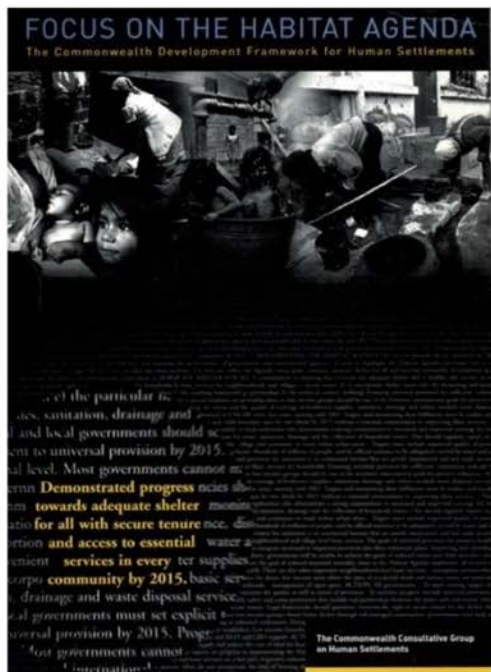
**CHEC – The Commonwealth Human Ecology Council** was founded by Dame Zena Daysh, a New Zealander, in 1954; CHEC has recognition with ECOSOC at the UN General Assembly where it holds responsibility for Human Settlements amongst the International NGO community and member states.

At their meeting at the 18<sup>th</sup> Session of the Commission on Human Settlements formally adopted the Target and agreed to put this forward at the forthcoming UN Millennium Summit at the UN in New York – scheduled for September 2000. They also agree to put the detailed aspects of this their Commonwealth Development Framework to their respective national governments to steer their own development priorities.

The subsequent Commonwealth Heads of Government Meetings (CHOGMs) formally recognised the work of CCGHS in promoting the need for cities throughout the Commonwealth. This enabled particular attention to the ways in which communities can form core aspects of their development agendas. This is an important step towards recognising and understanding the Civic Diagnosis principles being carried forward.

In 1997 the UK hosted the Commonwealth Heads of Government Meeting (CHOGM) at Edinburgh. The Max Lock Centre assisted a new UK group – the Built Environment Professionals in the Commonwealth (BEPIC) in the preparation of their agreed 'Focus on the Habitat Agenda' with a Target to provide **“Demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015”**, as adopted by the inter-governmental Commonwealth Consultative Group on Human Settlements (CCGHS) in Nairobi in 1999.

The subsequent outcome of this approach can be seen in the later “Urban Challenges: Scoping the State of the Commonwealth's Cities” prepared by **ComHabitat\***.



\*ComHabitat was established as the Secretariat for CCGHS operated by the Commonwealth Human Ecology Council



## Max Lock Centre team support DFID's Infrastructure and Urban Development Team in the Development of Urban Environmental Policy for the Paris based multi-lateral OECD-DAC Development Assistance Committee Environment Group

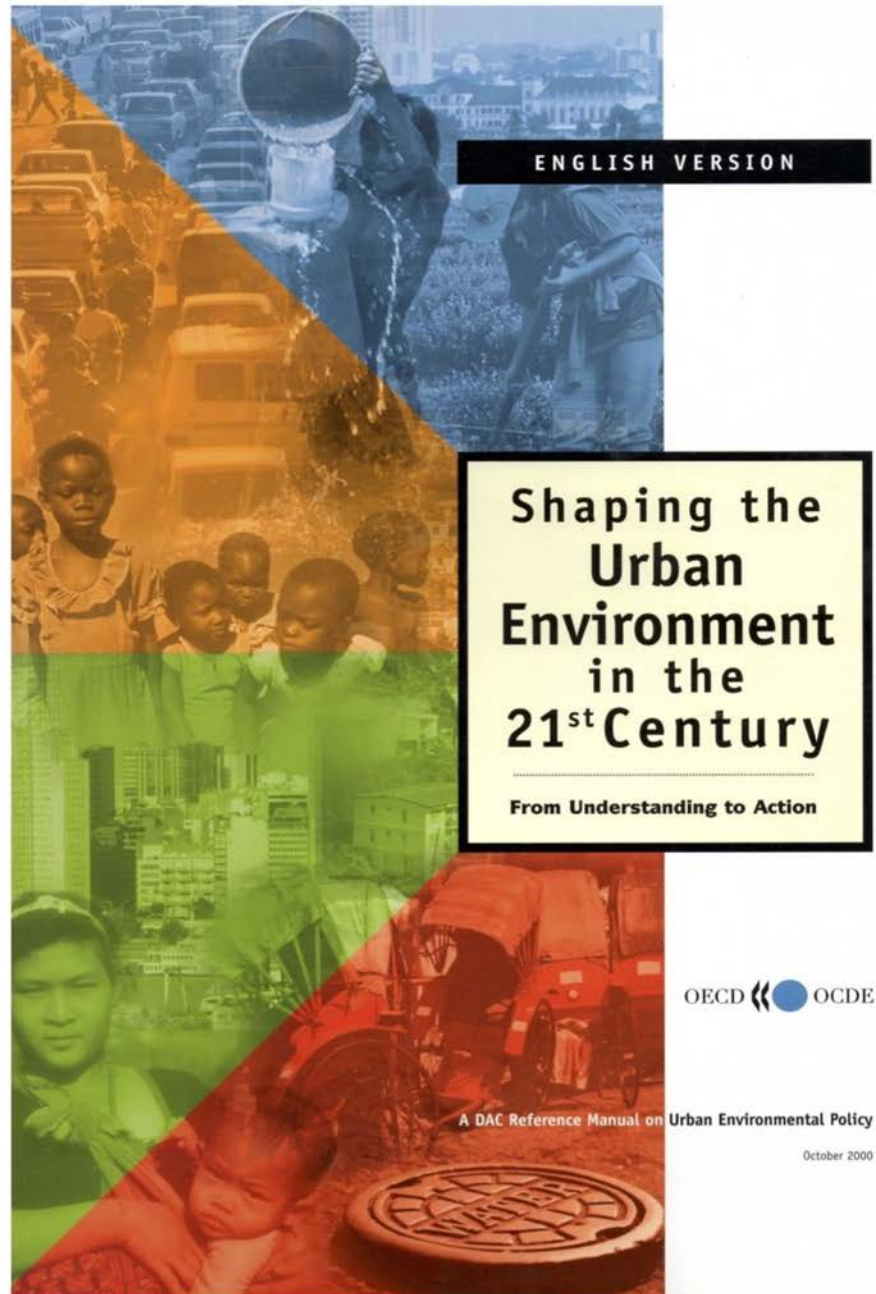
The OECD-DAC Environment Group invited DFID to prepare the basis for this Urban Environment Policy Paper and lead a sub-committee of member states in its production. The research team and coordination was led by DFID's Senior Urban Adviser Michael Mutter, together with David Satterthwaite of IIED and Ian Roberts of Environ Trust. The Policy was adopted by a full DAC meeting in Paris in October 2000. ([www.oecd/dac/urbenv/](http://www.oecd/dac/urbenv/))

The inter-dependant factors of *Economic Well-being*, *Social Development*, and *Environmental Sustainability* in the fast expanding cities and urban areas of the world, as explored and recognised in this project, has been the very basis of the further development of the "**Resilient Cities Movement**" world-wide, now hosted by the UNDRR and ICLEI and centred on Bonn, Germany.

The Max Lock Centre continues in this policy area together with the MSc course on **International Planning and Sustainable Development** at the School of Architecture and Cities, University of Westminster.

The OECD-DAC Research Project showed the importance of recognising the immense value built up with the decade of remarkable Global Thematic Conferences facilitated by the United Nations; many have continued such as with the 'Istanbul+5' UNGASS held at the UN in 2001, and the World Urban Forum 'Vancouver+30' held in 2006; and at Quito in 2016.

Similarly, Agenda 21 for the global environment and climate change has become the UNFCCC Conferences



# Max Lock Centre develops 'Guidance for Improving Knowledge Transfer' amongst professionals and communities

## Improving Knowledge Transfer

These guides are an output of the DFID-funded Urbanisation Knowledge and Research project: Improving Research Knowledge Technical Transfer (R7171)

### Guides in this series

- 1 Identifying the users of development knowledge
- 2 Improving communication between potential partners in urban development
- 3 Understanding how the urban poor learn and communicate
- 4 Intermediaries in knowledge transfer and exchange
- 5 Identifying the appropriate media for communication
- 6 Strategies for communication and knowledge exchange: the role of researchers in developing countries
- 7 Strategies for communication and knowledge exchange: the role of donors
- 8 Strategies for communication and knowledge exchange: the role of local intermediaries

### Purpose of the Guides

There is growing awareness that researchers in developed countries need to be more active and imaginative in the dissemination of the development knowledge they produce.

Technological innovation in communication is giving knowledge producers and communicators an increasing array of media to get their message across to a variety of audiences within a shorter time scale. At the same time, greater ease of communication on a global scale, particularly through the electronic media, is making networking an increasingly large component of research and development practice.

All this implies a greater potential capacity on the part of researchers, and pressure on them to respond to demand and to ensure the more rapid dissemination of research knowledge. However, researchers often have limited resources and they may be unfamiliar with the wide range of methods for knowledge transfer or lack the necessary skills and understanding required for good communication.

This set of guides provides a simplified framework for research in urban development for developing countries. They will aid the design of effective strategies for communication so that the new knowledge from their research is relevant, easily accessible and understood by their target audience. These guides will also help researchers to assess the resource implications of putting such strategies into practice.

Communication is a multi-way process. Researchers must be capable of responding to both need and demand as

presented to them, as well as pursuing their interests within an academic or institutional context.

The guides set out a series of strategies for research communication between the rest of the principle interest groups in the urban process. **There is an emphasis on underserved poor in urban areas learn and communicate.**

The guides are also aimed at improving technical communication and knowledge transfer to interest groups to create active partnerships making for sustainable local urban development.

Thus community-based organisations and the other intermediaries representing the interests of the urban poor, can ensure that the knowledge produced and communicated can better reach the more informed the poor, the more are able, to initiate and negotiate development communities that reflect their real needs.

### Using the Guides

These guides are designed to be read as read on a stand-alone basis. The main part of each guide are summarised on the front page. Inside pages, which allows them to be used

### Feedback

If you have any comments about the content presentation and on how it may be improved simply wish to join our mailing list, please

Improving Knowledge Transfer in Urban Development  
**Max Lock Centre**  
School of the Built Environment  
University of Westminster  
35 Marylebone Road  
London NW1 5LS  
United Kingdom

[maxlockc@wmin.ac.uk](mailto:maxlockc@wmin.ac.uk)  
Tel: +44 20 7911 5000 ext 3120  
Fax: +44 20 7911 5171  
[www.wmin.ac.uk/builtenv/maxlock/](http://www.wmin.ac.uk/builtenv/maxlock/)

**Max Lock Centre Research Team**  
William Erickson, Catalina Gandelonas, I  
Gholam Khiabany, Tony Lloyd-Jones, Mari  
Michael Theis, Luisa Vallejo



### Guides in this series

This set of guides is designed to be used both by researchers and by the various interest groups in urban development who may initiate, stimulate and benefit from the research knowledge that they generate.

- 1 **Identifying the users of development knowledge**  
Outlines who the main interest groups are in local development that is intended to benefit the urban poor, and how these interest groups should be targeted.
- 2 **Improving communication between potential partners in urban development**  
Describes in simplified terms the roles of each of these groups in the development process and how communication channels can be improved, trust established and knowledge better shared to promote development partnerships.
- 3 **Understanding how the urban poor learn and communicate**  
Sets out in broad terms the learning and communication context of the urban poor and the strategies available to them through representative organisations and intermediaries to improve their access to development knowledge.
- 4 **Intermediaries in knowledge transfer and exchange**  
Sets out the specific communication roles of intermediaries in the knowledge transfer and exchange process and how they can be useful and applicable to all interest groups.
- 5 **Identifying the appropriate media for communication**  
Deals with the appropriate choice of media for communication by each of the interest groups.
- 6 **Strategies for communication and knowledge sharing: the role of researchers**  
Sets out strategies for improving research communication from the point of view of researchers.
- 7 **Strategies for communication and knowledge sharing: the role of donors**  
Sets out strategies for improving research communication from the point of view of donor organisations.
- 8 **Strategies for communication and knowledge sharing: the role of local intermediaries**  
Sets out strategies for improving research communication from the point of view of local intermediaries.

These guides, the working papers and the Report on the Knowledge Transfer Research Project are available for downloading on the Max Lock Centre web site: [www.wmin.ac.uk/builtenv/maxlock/](http://www.wmin.ac.uk/builtenv/maxlock/)

A CD-ROM with the same information is available on request from:  
**Max Lock Centre**  
School of the Built Environment  
University of Westminster  
35 Marylebone Road  
London W1M 4UW  
or by email: [maxlockc@wmin.ac.uk](mailto:maxlockc@wmin.ac.uk)



# Max Lock Centre supports DFID in preparation of two programmes: City-Community Challenge Fund (3-3) and Community Asset Management



## The DFID / UK Local Government International Bureau / CHEC / LSE / IIED / CARE International "City-Community Challenge Fund – C3"

The concept came out of a long-term goal for sustainable development by bringing in varied international players who could venture into 'shared partial funding' guaranteed by the central fund. Experimental schemes were initiated in with the Uganda Local Government Association (ULGA) and with CARE International in Zambia. Jo Beall of LSE undertook the independent assessment – citing positive results.

**Community Asset Management** built on the success of communities directly engaged in their own school building projects and maintenance. DFID had long been supporting the construction of village based primary schools as the essential element to further the reach of primary education in villages where teachers were otherwise reluctant to relocate.

## CAM Research Programme

### 3 Society for the Promotion of Area Resource Centres (SPARC), Mumbai, India

SPARC is an NGO working with the most vulnerable groups in Mumbai (Bombay) in the field of housing and community development. Their main concern centres on ensuring community ownership of projects at all levels, as well as the continuous process of horizontal learning between communities locally, nationally and internationally. SPARC works with federations of pavement dwellers, slum dwellers and street children in areas such as shelter, sanitation, and basic savings and credit systems.



For example the Rajiv Indira Co-operative Society has successfully worked with Mumbai's Municipality and the Slum Rehabilitation Authority to redevelop a slum area in Dharavi with financing from Citibank. Technical support has been provided by SPARC and financial guarantees by a UK housing charity through Homeless International. This approach is being replicated by other co-operatives in the same slum and is being treated as a flagship project by the Maharashtra State authorities.

The lesson drawn from these initiatives is that communities can substantially contribute to the provision of infrastructure, provided that they are actively involved as partners in urban development, and that community ownership of infrastructure services can ensure its sustainability.

partnerships



### DFID Support to a City-Community Challenge Fund



Assisting poor urban communities in developing countries, and their representative local authorities, in devising sustainable poverty eradication initiatives with the support of established international civil society, local government and private sector networks.



#### Key words:

- Community initiated
- City based
- Capacity focused

### Community Asset Management

DFID R7034

#### Final Report and Appendices

March 2003



DFID

UNIVERSITY OF WESTMINSTER

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The Max Lock Centre

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#### Appendices

The contents of each appendix is shown on individual appendix covers at the rear of Main Report

Appendix - A	Key workshop reports
Appendix - B	Data from fieldwork in India
Appendix - C	The on-site demonstration programme
Appendix - D	Institutional Context analysis
Appendix - E	Profiles of participating agencies
Appendix - F	UK study report
Appendix - G	Training tool-kits for policy makers
Appendix - H	Training tool-kits for engineers
Appendix - I	Primaan : The film
Appendix - J	Communities manage their assets: The booklet
Appendix - K	Working with Communities: A handbook

DFID Department for International Development

94 Victoria Street, London SW1E 5JL

More details of the C3 Challenge can be obtained from Infrastructure & Urban Development Department DFID.

Fax: 0171 917 0072.  
e-mail: m-mutter@dfid.gov.uk



# Max Lock Centre conducts research programme on **CAM** - Community Asset Management in India and three countries in Africa

## What is Community Asset Management?

Community Asset Management' or CAM is the management of physical assets in collective use by rural or urban communities. In the broadest sense, such assets enable members of communities to pursue their economic, social, cultural, spiritual and psychological well-being. In the scenario where the people are poor, the immediate interest is in livelihood assets, those that ensure basic economic needs can be met. Community Asset Management envisages improved capacity of low-income communities for the management, life-cycle planning, regular care and construction work for new and existing community buildings.

**Management and maintenance of existing community assets needs no less attention than building new ones.**

Huge resources of both effort and money have gone into ensuring universal local access to basic services in new infrastructure throughout the world. This drive for more and better-suited buildings has tended to overlook the existing stock of buildings. The problem of lack of maintenance and consequent under-use has cancelled out many of the apparent infrastructural gains that have been made in recent years. Lack of timely investment on maintenance has endangered the utility and life of community buildings.

**Users can manage and maintain community assets in an efficient and cost-effective way.**

So what is the best way to provide, manage and maintain new and existing physical assets for the foreseeable future? The present external aid, national and grant sponsored system, whereby the government takes full responsibility, has, in too many cases, failed. It is much more likely that a community asset will serve its purpose for its full designed life when users take responsibility for the management, life-time planning, construction and physical maintenance of a community building on their own or in partnership where appropriate, with local government, local businesses, NGOs, state and national government.

**Local inventories of community assets and their condition need to be established.**

People in each settlement are served by a unique set of community buildings and infrastructure. Making local inventories of the community assets and observing their condition regularly is essential. Community assets can imply a multitude of buildings and infrastructure provided through a variety of agencies, government, non-government and community based. An inventory of such facilities will vary from place to place and their users or stakeholders are likely to vary as well. Local observation will also show the current involvement of users in the management and maintenance of community assets.



The poor condition of buildings results from bad design and workmanship as well as the lack of resources and planning to detect problems and make repairs in time.

For poor communities, once assets become unusable, they can only be replaced with great difficulty.

**Preparing local inventories of community assets and their condition is the first step towards community asset management.**

## Preparing Community Asset management plans

Co-ordinated and integrated plans developed by all stakeholders each following a 10-step guide

1. **Knowing what you have already**  
The asset register- common authoritative lists acknowledging relationship between owners and users.
2. **Knowing what condition it is in**  
Condition asset management record. Use record with requirements for resource allocation
3. **Knowing how long it will last**  
Life-cycle assessments related to maintenance cycle management
4. **Knowing the demand for new assets**  
Realistic assessments for what is needed
5. **Articulating the requirements**  
Planning for the future  
Assessing the quantity and matching the possibility with expectation
6. **Mapping resources**  
Assessing the capacity of local inputs - skills, materials, traditions of buildings. Converging financial resources
7. **Knowing the building skills**  
Assessing professional capacity of supervising engineers, site architects, artisans and contractors
8. **Knowing the standard required**  
Assessing the level of quality required bearing in mind cost of maintenance
9. **Programming the processes**  
Bedding-in approach and practice with all stakeholders. Development of the resource allocation plan.
10. **Monitoring progress**  
Programming the monitoring process

Source: Adopted from an original concept by M.Mutter & S.Mukherjee



*All illustrations by  
Ripin Kalra, Max Lock Centre*





Abstracts from **"The Rough Guide to Community Asset Management"** published by the Max Lock Centre Press with examples of research undertaken by the Max Lock Centre Team led by Dr Mike Theis in India, Malawi, Kenya and South Africa to show how the concept can be embedded in differing local organisations, governments and cultures.



## Communities manage their assets

## Communities manage their assets

lessons learnt from experience

### Acknowledgements

The notes compiled in this publication have come out of field studies in India, discussions with India and UK based resource persons and discussions among the CAM research team.

Interviewees in the three cities of **Hyderabad, Bhubaneswar and Ranchi** contributed their time and effort to the research.

L N Barik, Consultant, DFID  
Michael Mutter, DFID  
Sudipto Mukherjee, DFID  
Hilary Byrne, LSE

**Max Lock Centre India, Delhi, India**  
P K Das  
Inderjit Sagoo

**Human Settlements Management Institute, Delhi, India**  
Dr. Kulwant Singh  
Dr. S K Gupta  
Gayatri Ratnam Rajesh  
Nitin Verma

**Housing and Urban Development Corporation, India**  
V Suresh,  
Malay Chatterjee  
Shukanya Ghosh  
Rahimuddin

**Max Lock Centre, London, UK**  
Bob Brown  
Bill Erickson  
Dr. Michael Theis  
Ripin Kalra  
Luisa Vallejo

**Field research assistants**  
Hemalatha, Hyderabad  
Sabita Subudhi, Bhubaneswar  
Srikant Saran, Ranchi  
Sandeep Jha, Ranchi

### Building Capacity for Community Asset Management

This research project aims to reduce urban poverty through promoting community-based management of shared assets. The project is funded by the UK Department for International Development (DFID) and being undertaken with a number of international partners.

Strategies for good practice in enabling local communities to develop, maintain and manage their buildings and infrastructure

Promoting better community-based management by providing buildings and infrastructure that will last and are appropriate to local conditions.

This research draws on community-based development projects as well as field research, mostly in India.

The project is now expanding to include experience in Africa

Research funded by UK Department for International Development

**DFID**

### Max Lock Centre

The Max Lock Centre is a multi-disciplinary research and consultancy group based in the School of Architecture and the Built Environment at the University of Westminster, London. Based on the ideals of Civic Diagnosis, Community Participation and Urban Design the Centre continues the tradition of multi-disciplinary grass-roots planning, developed over the last 50 years by the Max Lock Group both in the UK and overseas.

### Feedback

Any comments and enquiries on this publication are welcome. Please contact:

**The Max Lock Centre**  
School of Architecture and the Built Environment  
University of Westminster  
35 Marylebone Road  
London NW1 5LS  
United Kingdom

**Tel:** 44 (0)20 7911 5000  
**Fax:** 44 (0)20 7911 5171  
**Email:** maxlockcam@wmin.ac.uk  
**Web-site:** www.wmin.ac.uk/builtenv/maxlock



## Implementing 'Our City!' approach

Mapping assets and their condition is an essential first task which can be carried out by the community as discussed on pages 92-93. See also pictures pages 18-19. Local inventories of community assets will help to develop realistic development targets.

The Max Lock Centre

Produced September 2002

Cover Design: Bill Erickson  
Line drawings, photographs and layout: Ripin Kalra



# Max Lock Centre supports the joint DFID/Sweden/Norway-funded Slum Upgrading Facility (SUF) managed by UN-HABITAT from the UN Headquarters in Nairobi



The UN-Habitat Slum Upgrading Facility (SUF) provides global assistance for the design and implementation of locally produced 'bankable housing projects' so that groups of low income residents and their local authorities can attract domestic commercial finance as a significant part of the funding of their sustainable neighbourhood slum upgrading and low income housing projects on a community-led repayment scheme basis.



**SUF** aims to assist Municipalities and communities of the urban poor in raising finance from domestic capital markets for their slum upgrading and very low income housing (VLIH) projects in the cities and towns of developing countries.

**SUF** will assist the representatives of community groups municipalities and community based organizations understand the kind of information that financiers require. We call this the SUF Action Planning Methodology. The attached Diagram shows the inter-relationship of the various pieces of information that are required in order to make a financially viable development proposal. Only when there is an assessment of each and all of these component parts will financiers be able to make their own assessment of credit risk, and a project's financial viability and attractiveness from a return on capital or lending perspective.

The challenge for the global government donors would be to explore how far the UN would be a suitable vehicle for their ambitious local community-led but 'guaranteed' commercial bank-loan financed upgrading projects could succeed

In 2004 the governments of the UK (DFID), Sweden (Sida), and Norway agreed to fund a new exploratory programme to be based at the UN-HABITAT global headquarters at Nairobi, Kenya. It was agreed that Michael Mutter be appointed the Senior Adviser to lead the Design Phase of this new "Slum Upgrading Facility", and test the prospect for such a Facility in 10 potential countries – Bangladesh, Cambodia, Ghana, Indonesia, Kenya, Senegal, Sri Lanka, Tanzania, Uganda and Zambia. A Design Phase Team worked with each of the countries' governments, banks and local communities to identify their suitability.

After just 12 months the Team reported to the joint Governing Board and agreed to prioritize four countries for a further four year experimental Implementation Phase – Indonesia, Sri Lanka, Ghana, and Tanzania.

The interim results were discussed at the Vancouver World Urban Forum ('Habitat+30') with documentation manuals as illustrated here.

*The 2005 World Summit Outcome Document (GA 60/1 Paragraph 56M) summarized earlier resolutions by the United Nations General Assembly mandates for UN-HABITAT*

"In pursuance of our commitment to achieve sustainable development, we [the Heads of State and Government] further resolve...to achieve significant improvement in the lives of at least 100 million slum-dwellers by 2020, recognizing the urgent need for the provision of increased resources for affordable housing and housing-related infrastructure, prioritizing slum prevention and slum upgrading, and to encourage support for the United Nations Habitat and Human Settlements Foundation and its Slum Upgrading Facility;"

The UN-HABITAT Slum Upgrading Facility (SUF) can be contacted at the following address:

## The SUF Programme Manager

Slum Upgrading Facility  
UN-HABITAT  
P.O. Box 30030  
NAIROBI 00100 Kenya  
Telephone: +254-20-7623214  
Fax: +254-20-7625227

E-mail address: [suf@unhabitat.org](mailto:suf@unhabitat.org)  
[www.unhabitat.org/SUF](http://www.unhabitat.org/SUF)



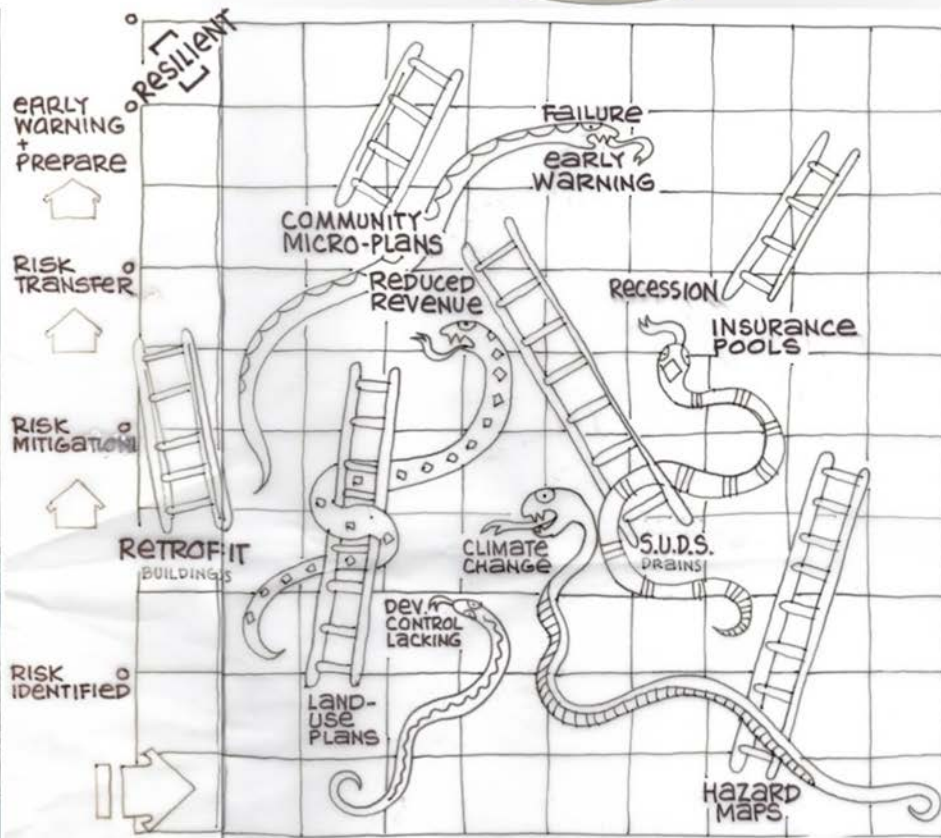
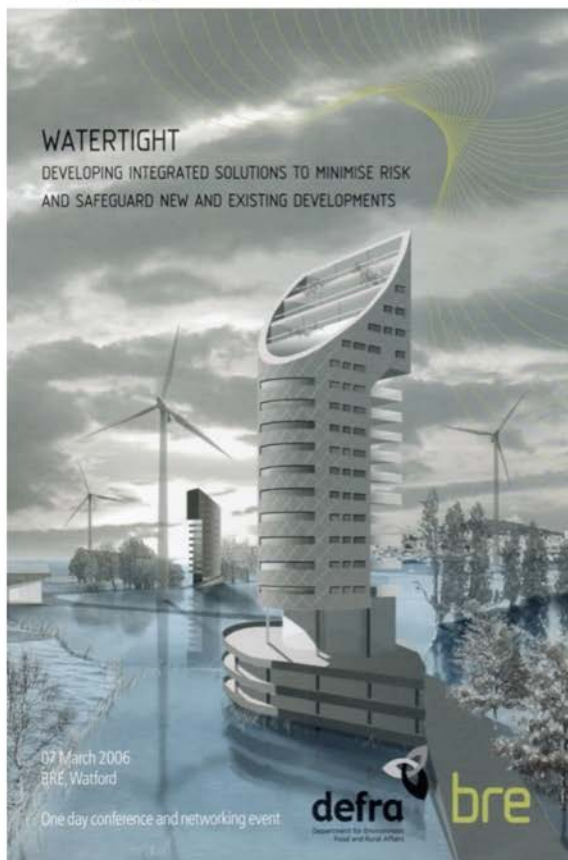




# Max Lock Centre develops a new course on 'City Resilience' for city managers - based on the concept of 'Community Managed Development Initiatives'

The initial course was developed for officials of the Balochistan Provincial Government, Pakistan, in August 2007. The 'risks' game was devised in order to promote officials working with the local communities in understanding the issues that required collective attention. The course is also introduced as part of the School of Architecture and Cities curriculum on 'Resilience'.

The requirements for 'City Resilience' – minimising flooding risk and safeguarding new and existing developments – was also prepared by the Max Lock Centre team in conjunction with BRE for the UK Department for Environment, Food and Rural Affairs (DEFRA)





## Max Lock Centre Team assists UN-HABITAT Slum Upgrading Facility 2004-9

**SUF programme in Indonesia facilitated by Mayor of Solo – Jokowi – later becoming the President of Indonesia**

MLC helped develop the programme of Core Area developments for pro-poor private sector investments with targeted slum-dwellers' bank loans. Ruth McLeod (right) headed the team with UN-HABITAT SUF's Angela Mwai in establishing the innovative community-led Local Finance Facilities in Indonesia, Sri Lanka, Ghana and Tanzania.



**MLC Indonesia** Budhi Mulyawan assists Ruth McLeod, Liz Case and Dodo Juliman in establishing the innovative Local Finance Facilities



# Max Lock Centre provides support for the 2008-2010 Revisions to the Master Plan for **KADUNA** the Capital City of the Kaduna State, commissioned by the State Government

## Max Lock Consultancy Nigeria and Max Lock Centre, UK.

### Core study team:

**Kaduna:**  
Dr Mike Theis (Project Director, Kaduna)  
Tpl. Samuel Adenekan, (Director of Planning, MLGN)  
Sa'adu Dahiru (Director, MLGN)  
Pat Nalson (Director, MLGN)  
Bill Gregory (Data Manager, MLGN)

### London:

Tony Lloyd-Jones (Project Director, London)  
Malcolm Moor (Urban Design)  
Peter Lever (Economic Development)  
Dominic Gush (GIS and mapping)  
Budhi Mulyawan (GIS and graphic design)  
Marty Clark (Planning)  
Alexandre Seixas, (Transport Planning)  
Darshana Chauhan, (Urban Design)

### With specialist advice from:

Prof Peter White (Public Transport Planning)  
Dr Sharon McEldowney (Water Science)

### Permanent Staff

### Mapping/GIS/Cadastral

**Team Leaders**  
Adebola Adenekan  
Haruna Otayokhe  
Kenny Idowu  
Omotola Bankole  
Aliyu Fari

### Land Use Team

### Leaders

Johnson Mkpset  
Leke Michael  
Michael Azua  
Adrian Bala  
Paul Gever  
Timothy Amos  
Innocent Oma  
Aluta Gaiyas  
Late Ananias Nuhu

### Data Entry Team

### Leaders

Aido Monday  
Segun Olumoko  
Titus Victor  
Lanre Ayeni  
Kemi Odessami

### Websites survey and inventory:

Ismaila Abubakar  
Hakeem Abdulkareem  
Massad Abdullahi  
Bello Muhtar Yabo

### Fieldwork supervision:

Hajija Rufaa Bawa  
Tpl. Nasir Benna  
Arc. Abubakar M Wali

### Temporary Staff

**Mapping /GIS/Cadastral**  
Alfred Dauda  
Yakwe Peter

### Land Use Survey

Isaac Onoride  
Friday Zock  
Napoleon Akor  
Bishara Bako  
Tivdey Joel

### Temporary Staff

### Household Interviewers

Gerald Wongyezen  
Fatima Tijani  
Abba George  
Dangwa Aisha  
Okewole Toyin  
Bello Abdulfatai  
Musa Ilyasu  
Dickson Rose  
Ibrahim Biya Abel  
John Emmanuel  
Ali Ahmed  
Adamu Hassana  
Austin John  
Daniadi Blessing  
Musa Jamila  
Adeoti Shakirat  
Bello-Osagie Noyoze  
Hassana Husseni  
Isah Yunusa  
Musa Roseline  
Kwasu Rachel  
Orukpe Henry  
Aido Friday  
Al Hassan Precious  
Ayuba Shelah  
John Bishen  
Peter Patrick  
Saiki Mary  
Ishaya Moses  
Nwigwe Angela  
Caino A. Pascal  
Shekula Buhan  
Egama Hope Yetu  
Isihola Bose  
Peter Paul  
Yusuf Shittu  
Alhassan Rose  
Matthew Paschal  
Bello Ibrahim  
Atteh Micheal  
Ishaya Jemima  
James Grace  
Titus Pius  
Nda'amadu Shuaibu  
Danboyi Amos  
Othman Grace  
Olumoko Segun  
James Joy  
Ufedo Samuel Victoria

### User Veronica

Itodo Priolia  
Usman Muhammed  
Adekule Rueben  
John Bialat Babe  
Damina Rosemary  
Likita Enoch  
James Ene  
Yassa Madhi  
Okewole Tokulope  
Abdulrasheed Nasir  
Shongwan Isaac  
James Sarah  
Sambo Sanchez  
Kumbur Judith  
Drambi Esther  
Soetan Olaniyi  
Yahaya Gideon  
Habla Elisha  
Orshio Catherine  
John Baba Judith  
Adeniyi Samson  
Kurah Sim  
Peter Charles  
John Rahab  
Maidawa Afiniki  
Laiki Batholomew  
Usman Sanni  
Parry Jonathan  
John Gabriel  
Orshio James  
Austin Momodu  
Fred Rose  
Yayock Judith

### Temporary Staff

### Traffic Survey Team

Abdulrasheed Nasir  
Austin Momodu  
Paul Peter  
Bashir Buhari  
Rose Fred  
Ene James  
Shuaibu N.  
Nda'amadu  
Abel Ibrahim Biya  
Daniadi Blessing  
Kumbur Judith  
Isihola Bose  
Ibrahim Bello  
Iliya Grace  
Abraham Grace O.  
Armstrong Malachy  
Mohammed Sharif  
Jide Adeneye  
Agnes Gabriel  
Liman Usman  
Paschal Mathew  
Tijani Fatima  
Sheila Ayuba  
James S. Grace

### Nwigwe Angela

Elisha Habla  
Mohammed Usman  
Huseini Hasana  
John Rahab  
User Veronica  
Okewole Toyin  
Chukwu E. Joshua  
Okafor Clifford  
Abubakar Idris  
Julius Paul  
Blessing Ishaya  
Moses Ishaya Audu  
Egamana HopeYetu  
Peter Patrick  
Ilyasu Musa  
Charles Peter  
Ufedo Samuel Victoria  
Kwasu Rachel  
Yayock Judith  
James S. Sarah  
Ishaya Jemimah  
John M. Enya  
Edeth Assumpta  
Farouk Suleiman  
Anelia Gaiya  
Shakirat Adeoti  
Drambi Esther  
Yohanna Vendi Ngarah  
Priscilla Itodo James  
Jude Daniel  
Juliana Ignatius  
Gospel Okoronkwo  
Shiamang Dominic  
Dickson Rose  
Jonathan Parry  
James Orshio  
Dangana Joseph  
Batholomew Laiki  
Saiki Mary  
Alhassan Rose  
Dangwa Aisha  
Roseline Musa  
Orshio Cathrine  
Bethsheba Yusuf  
Kabir Mohammed  
John Bisen  
Agada Monday  
Adejo Batholomew  
Bialat John Bade  
Kalifa Mohammed  
James Joy  
John Judith Bade  
Hassan Adamu

### Benna Associates:

### Report writing and proof reading

Prof. U. G. Benna  
Dr. S.B. Garba  
Dr. Indo I. Benna  
Data analysis and interpretation  
Prof. U. G. Benna  
Prof. F. N. Aihangi  
Dr. S. B. Garba  
Tpl. Ismail Abubakar  
Dr. Indo I. Benna

### Women and youth enumerators:

Hajera S. Abubakar  
Rukayya Bawa  
Ruth Gurmawesh  
Ibrahim Usman  
Mikailu Muhammad  
Aliyu Abdulaziz  
Ahmad Kabir

### Water Surveys (UK) Ltd:

Robin Temple-Hazell  
Dotun Adikile  
David Wendover



Director Tpl.  
Sam Adenekan



Dr Bill Gregory  
and Director  
Sa'adu Dahiru

**KADUNA**

1967 2010 2050

**The MASTER PLAN Revised 2010**

**for the Kaduna State Government**

**Ministry of Land, Survey and Country Planning**

**FINAL REPORT May 2015**

Max Lock Consultancy Nigeria Limited  
in a Consortium with Benna Associates and Triad Associates  
and in association with the Max Lock Centre,  
University of Westminster, London

'In order to undertake a full **Civic Diagnosis** of a city as shown, here is the scale of team required – usually considered to be beyond the resources of donor-funded operations. However, it is considered essential by the Nigerian city authorities – that the value of this kind of data represents the level of community involvement in the data gathering processes and as such gives their citizens a profound sense of engagement in the process, and the overall value that this kind of resource represents for the future planning of their city' *Dr Mike Theis*



**Max Lock Centre Research Team** commissioned by Urban Research Nigeria for DFID to chart how the **City of Kaduna** has changed between the Max Lock Plans of **1965 and 2010** led by Tony Lloyd-Jones  
(Research Report published by URN February 2016)

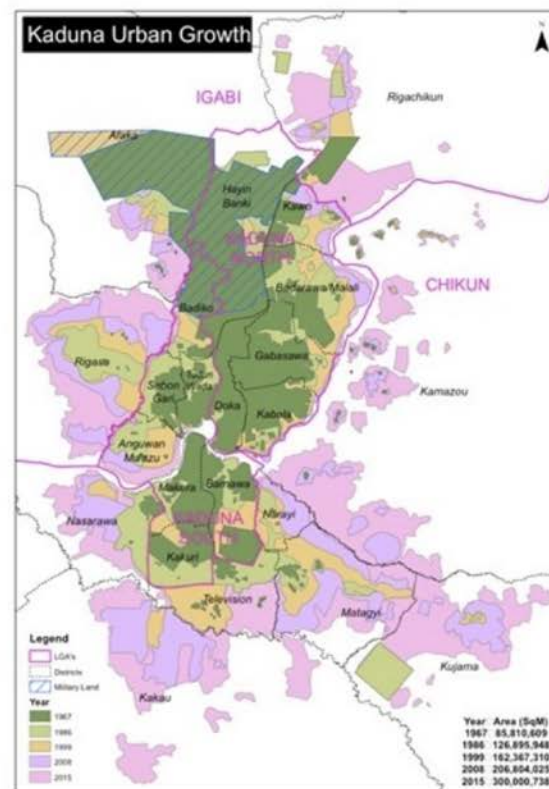


## RESEARCH REPORT

# URBAN CHANGE IN A NORTHERN NIGERIA CITY: KADUNA 1965-2015 FEBRUARY 2016

**MAX LOCK CENTRE**  
University of Westminster

The dramatic expansion of cities such as Kaduna can be seen through research based on the Max Lock Master Plans between the 1965 as published above and the 2010 Max Lock Master Plan 45 years later



# MLC works with private sector/community partnership for regeneration of the Port Harcourt Waterfront Area, Rivers State, Nigeria

## Port Harcourt Waterfront Urban Regeneration Scoping Study



Port Harcourt Waterfront looking north over Aggrey Estate towards the State Secretariat

December 2009



### Proposed land use typologies and tenure arrangements:

The aim of this proposal is to integrate higher value commercial development to help offset the cost of and try to replicate the existing low cost rental market in the new development that would re-house a substantial part of the population displaced from the Waterfront areas by urban renewal.

An indicative layout of the four basic proposed complementary land use typologies is given in Figure 6.3. These typologies would be explored in greater depth in the Main Study and set within the broader framework of the Port Harcourt Masterplan. The four typologies are:

- Commercial, mixed use development;
- Educational and community uses
- Medium density residential development;
- High density, mixed use development

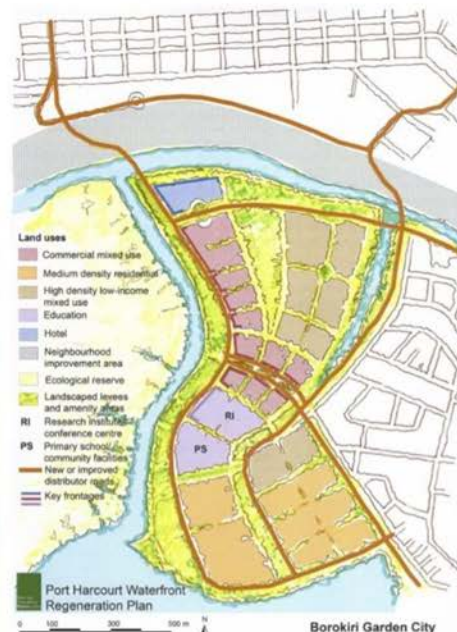


Figure 6.3. Land use proposal of Borokiri Garden City



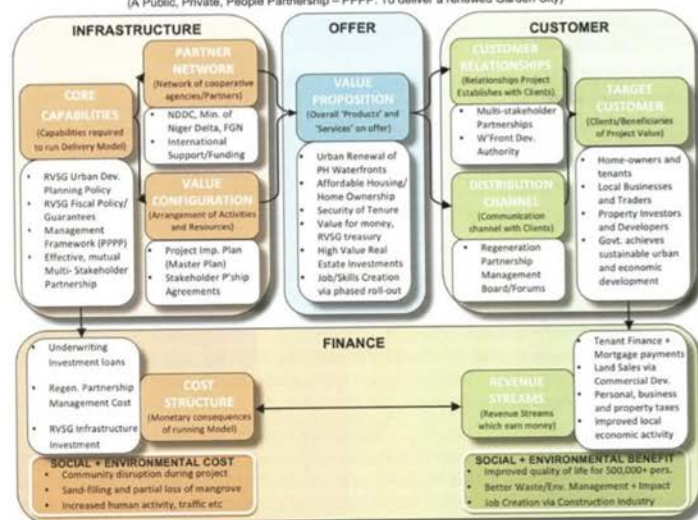
Legend  
Area Type from Study (Sept. 2009)

- A
- B
- C
- 50% A, 50% B
- 60% A, 40% B

0 0.5 1 2 Km

Port Harcourt Waterfront Regeneration Waterfront Areas

### PH Waterfront Regeneration Partnership - Draft Business Model (A Public, Private, People Partnership – PPPP: To deliver a renewed Garden City)





# Max Lock Centre collaboration with the private sector in Port Harcourt, Nigeria

## The Model International Market – An urban design approach and detailed design

The detailed implementation of new road and other infrastructure proposed in Greater Port Harcourt Development Plan is closely linked to the development of PHMIM. The full transportation linkages are vital for the proper integration of the market as a modal interchange within the city's roads hierarchy. As part of the implementation of these various elements of the GPHC Development Plan, a new District Boulevard needs to link the Shopping Mall and Hotel on the northern edge of the main site to the proposed new Arterial Edge Road to the west. This road will be aligned to bring the development closer to the centre of the proposed Regional Node. The District Boulevard could form the 'Eastern Gateway' to the site



Report 2009

The Team:  
Dr Mike Theis  
Tony Lloyd-Jones  
Samuel Adenekan  
Simon Gusah  
Malcolm Moor  
Budhi Mulyawan  
Dominic Gusah

Source: Brunel Engineering  
with Max Lock Centre, London,  
working with  
Max Lock Consultants Nigeria Ltd

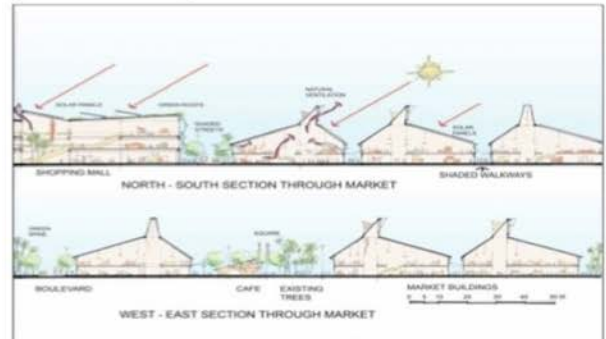


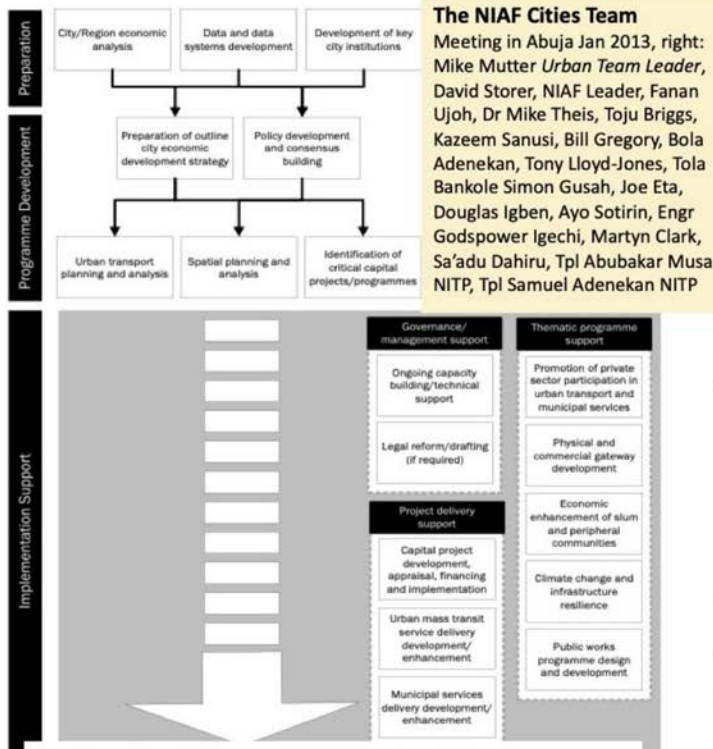
Figure 21: Cross section through market and shopping mall showing natural ventilation  
(Source: Max Lock Centre)



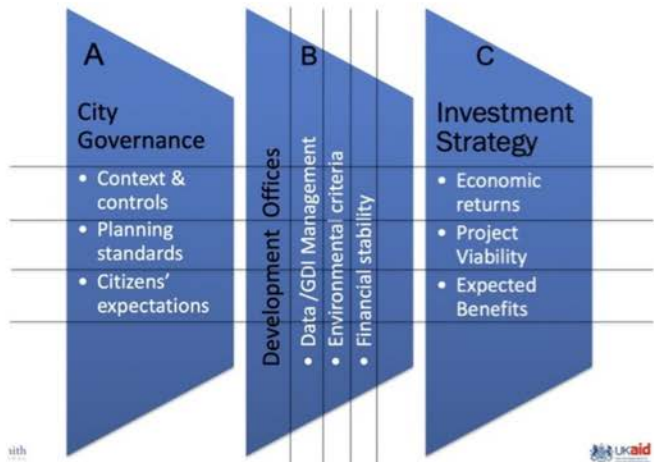
Figure 20: Aerial view of market  
(Source: Max Lock Centre)

# Max Lock Centre supports the Nigeria Infrastructure Advisory Facility (NIAF) for DFID-Nigeria 2012-2016

## NIAF Effective Cities - Operations



Operationalising the NIAF Effective Cities Approach into State Government Urban and Mass Transit Investment Projects



Operationalising the NIAF Effective Cities Approach into State Government Urban & Mass Transit Investment Projects



The NIAF Effective Cities approach saw this new emphasis on 'Citizens and Community Expectations' established as the starting point for understanding how 'sustainability' of investment in urban development can only be effective when the citizens themselves are engaged in the data production process – the full Civic Diagnosis methodology carefully integrated into the UK support process.



# Max Lock Centre support to Nigeria Infrastructure Advisory Facility

## NIAF: Urban Interventions for an Integrated National Development Strategy

### National Policy Context

NIAF working with National Councils on Transportation / Lands, Housing and Urban Development for National Policy Direction

**NIAF Log-frame Outcome 5:**  
NIAF interim  
City Infrastructure Quality Index  
(CIQI)

Joint World Bank/DFID/Cities Alliance:  
Urbanization Diagnostic Review together with  
NIAF-UD analysis for Connecting Cities in Urban  
Economic Regions

### NIAF supporting City Policies, Institutions and Processes

City planning/economic policy  
coordination/capacity building

City Development Offices  
(CDO) / Transport  
Authorities

Urban infrastructure/land use  
audit; city mapping database

Economics and infrastructure for  
City Development Strategies

NIAF developed City Resilience Projects providing evidence for national outcomes from range of NIAF Log-frame selected cities

## EFFECTIVE CITIES SECTOR:

PRO-POOR LOW CARBON TRANSPORT SOLUTIONS

+ URBAN ECONOMIC RESILIENCE AND NEW CITY  
MANAGEMENT

### 6.1

NIAF Roadmap for  
Urban Mass Transit

Transport  
policy and  
institutional  
development

Transport  
master plans  
for low carbon  
solutions

Legislation  
and legal  
instruments  
for transport  
regulation and  
management

### 6.2

Increased Bus Mass  
Transit passengers

Data gathering  
and planning for  
Bus Mass Transit  
urban corridors

Project  
development:  
procurement of  
private sector  
transport service  
providers

Project delivery:  
implementation of  
plans for Transit-  
Oriented  
Development

### 6.3

Increased serviced land for  
urban economic growth

Data gathering for  
additional employment in  
urban transport and urban  
economic corridors

Project development:  
Enterprise Zones for urban  
TOD/Freight-led PPP  
private sector investors in  
employment generation

Project delivery: PPP/  
implementation of plans  
for Enterprise Zones and  
TOD - Transit Oriented  
Development projects

### 6.4

Improving urban management  
and National Approach

Development of a model City  
development Authority (CDA)  
concepts explored in national  
workshops

Model CDA for Kaduna as  
State Capital City of  
Metropolitan Kaduna with  
Legal basis for model CDA  
developed as State Law

Establishment of National  
Resilient Cities Network at  
ABU, Zaria, on accepted  
international criteria,  
adapted for specific Nigeria  
conditions

CLIMATE RESILIENT  
PRO-POOR MUNICIPAL  
SERVICES IN THE NORTH

Other NIAF LFIs  
Improving development of  
cities in Northern Nigeria

**4.2 Municipal  
Services / + city  
development plans  
for climate resilience**

– AfDB upgrading  
program: power, roads,  
sanitation, water  
supply/drainage:  
Investment / Resilience

Municipal solid waste  
management projects -  
demonstration in 3  
cities / implementation

LGA-led and State PPPs  
for Pro-poor Municipal  
Services for model  
SWM delivery projects

# Max Lock Centre works with Westminster City Council on Sustainability

## Retrofitting Soho

### Improving the Sustainability of Historic Core Areas



#### Executive Summary from a report on a pilot study

sponsored by Westminster City Council, the Soho Community Environment Fund, The Crown Estate, English Heritage and Shaftesbury PLC

December 2008

#### The Max Lock Centre

University of Westminster  
35, Marylebone Road  
London NW1 5LS



#### A step by step approach to retrofitting buildings

The technical solutions to retrofitting buildings in the report can be divided into a number of levels depending on the resources and commitment required:

**Level 1: 'quick wins'** – low-cost, non-disruptive measures such as draught-proofing, secondary double glazing, loft insulation and replacing non energy-efficient lamps that can be applied in the short-term.

**Level 2: 'easy life cycle hits'** – may be applied even in listed buildings without raising conservation concerns but which may require a larger initial outlay. May not be cost effective unless part of the natural replacement or building cycle refurbishment process. Includes replacement and upgrading of boilers, appliances, fittings, controls and internal services systems.

**Level 3: major refurbishment** necessary to meet the standards of the Building Regulations, part L, includes the insulation of the building envelope (walls, roofs and floors), upgrading of windows and the installation of suitable controls. In Conservation areas meeting Building Regulation standards may not be possible in many cases.

**Level 4: innovative retrofitting measures to the outsides of buildings**, particularly at roof level. Includes solar thermal and photovoltaic panels, green roofs, rainwater harvesting and light tubes, roof-lights and atria to introduce natural lighting and ventilation to the interior of deep plan buildings. For some historic buildings, and parts of others, this may not be appropriate.

**Level 5: shared or communal solutions** – synergies can be achieved through adjoining property owners working together, for example, in sharing a heating or air conditioning system. Groups of property owners coming together to install a shared Combined Heat and Power (CHP) system or ground source heat or cooling pump, or carry out a linked refurbishment scheme.

#### Carbon emissions in Westminster and Soho

- Existing non-residential buildings nationally, account for up to 20% of all carbon emissions.
- In Westminster, which produced 2.8 million tonnes of CO<sub>2</sub> in 2003, non-domestic uses accounted for 72% of all emissions. In Soho, 83% of carbon emissions result from non-domestic building uses (72% of this from electricity use and most of the rest from gas for heating), 10% from transport and 7% from residential buildings.
- In 2003, Soho produced just over 100,000 tonnes of CO<sub>2</sub> over its relatively small area at an intensity (per unit area) 68% greater than that of Westminster as a whole and nearly eight times that of Greater London.
- With 78% of its building stock in conservation areas and around 89% of its emissions coming from the use of buildings, Westminster (property owners, occupiers, residents, businesses, organisations and the local authority) needs to address the issue of adapting its historic commercial core areas in mixed use for improved energy performance if it is to make any significant headway in reducing its carbon emissions.

(Source: Max Lock Centre using data from London Energy and CO<sub>2</sub> Inventory 2003 (Greater London Authority, 2006, London's Carbon Emissions Inventory 2003 (LECI), Methodology Manual, London: Greater London Authority))

The study was led by Tony Lloyd-Jones at the Max Lock Centre, University of Westminster



# Max Lock Centre works with the Royal Institution of Surveyors on an international response to post-disaster reconstruction

## Mind the Gap! Post-disaster reconstruction and the transition from humanitarian relief

Summary report for RICS by the Max Lock Centre  
at the University of Westminster  
Principal author Tony Lloyd-Jones

June 2006



### Summary

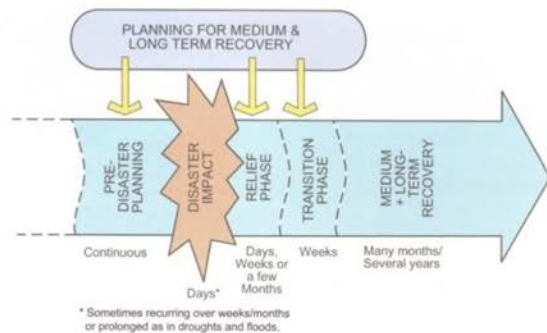
A gap exists between emergency relief and longer-term recovery

This report deals with issues of long-term recovery from natural disasters and the perceived gap between humanitarian relief, and efforts focused on reconstruction and the longer-term rehabilitation of affected households and communities.

It argues that the effectiveness of medium-term recovery and long-term reconstruction is constrained by the lack of planning, co-ordinated management and targeted funding of the response in the post-disaster recovery phase. Relief effort is focused on meeting the most immediate needs in terms of medical treatment,

food, shelter and basic services, and is inadequately concerned with longer-term recovery issues. Humanitarian relief is often very effective, but seldom leads smoothly to rapid, effective and productive medium-term recovery and long-term reconstruction.

Where planning for medium and long-term recovery can occur before and after a natural disaster.



The study helped in the establishment and recognition of the Post-disaster reconstruction Network



[www.rics.org](http://www.rics.org)

The Max Lock Centre research team provides basis of field experience for

# Uganda

2017: The Role of the Informal Economy in City Growth:  
*A Policy Brief for Decision Makers*

**Tony Lloyd-Jones and Federico Redin** for Cities Alliance, Brussels  
funded by DFID (UK Department for International Development)

For cities in Africa to become engines of growth the urban economic continuum as a whole must be strengthened, promoting a form of growth that is increasingly socially inclusive and economically resilient. Effective support requires integration of informal economy enterprises into the value chains currently dominated by formal enterprises so they can expand, become more productive and benefit from 'spill over effects.' Well-targeted policy at the local government level can help address many of the business challenges of those operating in the informal economy, especially in accessing affordable finance. As a consequence of the current dualistic approach, across sub-Saharan African cities, institutional and policy constraints are limiting the necessary progress. The hybrid economy should be regarded as potentially transformative.

*Reference also:*

## **Transformational Change in Sub-Saharan Cities:**

*The Role of Informality in the Hybrid Economy of Uganda*

Lloyd-Jones, T., Dasgupta, N., Miles, N., Koojo, C.A., Majale, M., Porter, G., Roberts, M., Nunez Ferrera, I. and Redin, F. - 2017.

Cities Alliance, Brussels, funded by DFID

Based on evidence from reviews of relevant literature, analysis of the secondary data from various official sources and primary research in the fieldwork in Uganda, the theoretical argument presented in this research monograph rests on the need to move from the dualistic concepts of the urban economy, to notions that present urban economic activities on a continuum. The study builds on the concept of the 'hybrid economy' (Chen, 2012) and the recent efforts of other researchers in challenging the dualistic concept of formal and informal sectors. The monograph provides an initial guide to this body of research, and identifies a number of key researchable issues.



# Max Lock Centre research team provides basis of field experience for Rwanda:

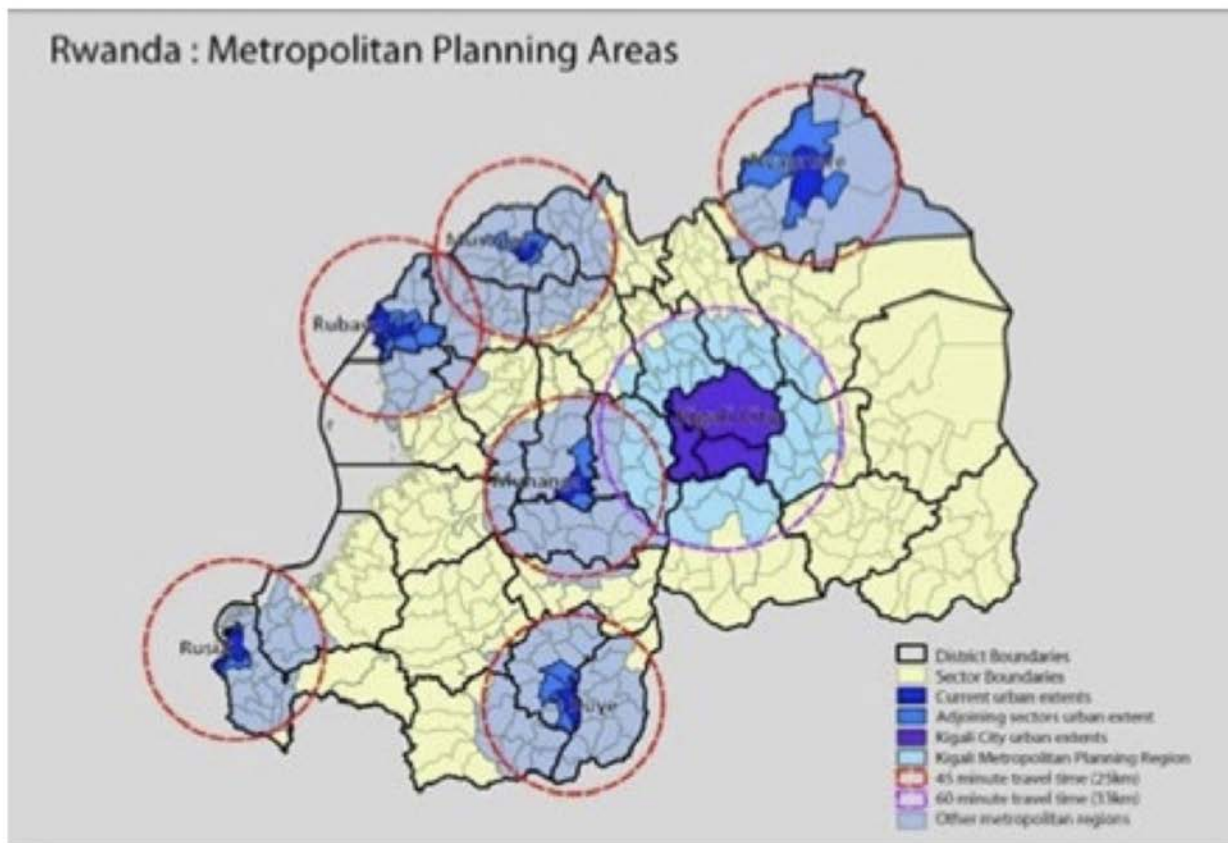
## Future Metropolitan Planning Area

Kigali will continue to be the central hub and, as the principal international gateway, will continue to attract the main interest of international

This means it is likely to maintain, or possibly slightly increase its proportion of the national urban population. The share of the urban population in the secondary cities themselves may increase but not as much as in the crossroads scenario. Instead, the proportionate share of the secondary city regions will increase as will the overall share of smaller urban centers in the urban population.

While overall growth may be slower, it will be more inclusive in character, with more rapid dispersal of economic benefits from the urban to the rural areas.

The secondary cities will be 'green growth poles' in the City Region scenario as in the Crossroads and Regional Hub scenario but the result will be a more rapid sharing of the benefit that accrue from investing in urban development. This spreading network of well-being will gradually encompass the whole country as wealth spreads outwards and other cities shift from tertiary to secondary and become regional growth poles.



# ABEOKUTA MASTER PLAN AND GUIDELINES FOR URBAN RENEWAL:

## SITUATION REPORT Urban and Regional Context

For: UK-FCDO

AUTHORS:

**MAX LOCK CORE TEAM:** TONY LLOYD-JONES, FEDERICO REDIN,  
BILL ERICKSON, RIPIN KALRA, NANDINI DASGUPTA,  
(WITH INPUTS FROM A WIDER TEAM OF NIGERIAN AND INTERNATIONAL EXPERTS)

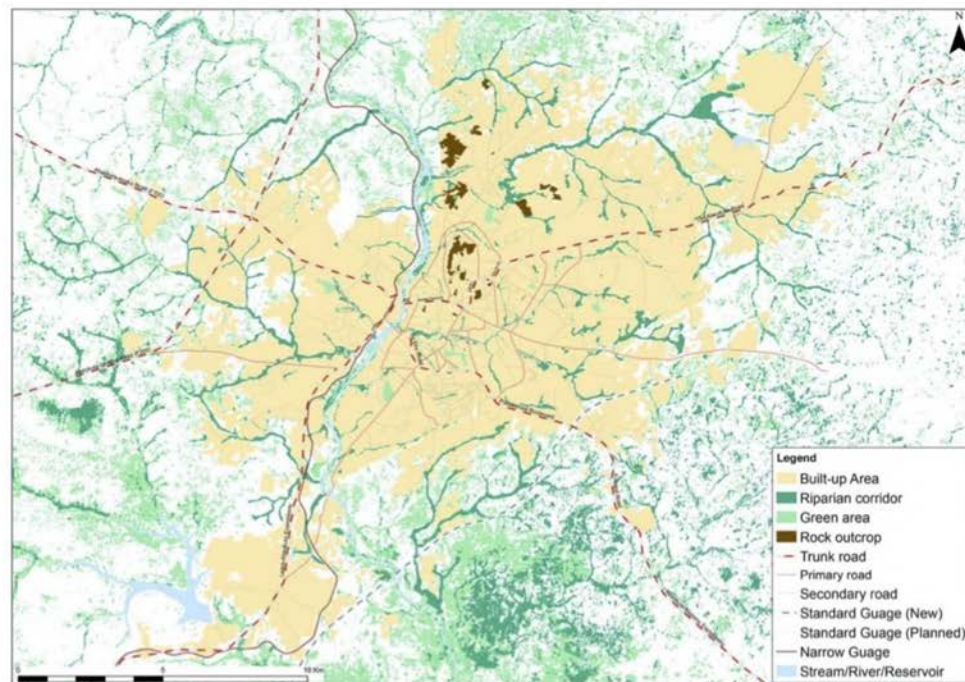
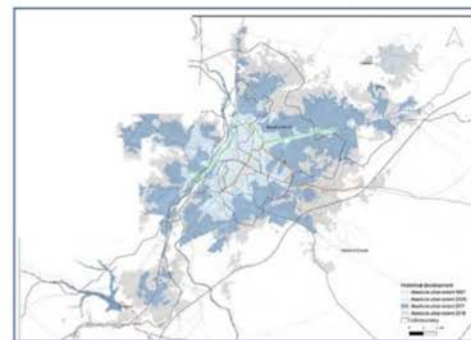
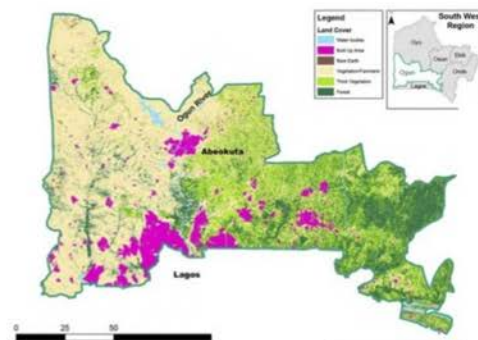
The study is part of Future Cities Nigeria (FCN), a project in the UK Government's Global Future Cities Programme targeting interventions to encourage sustainable development, increase prosperity and alleviate urban poverty with four interventions in Lagos and Ogun States. The programme is led by Adam Smith International through the Foreign and Commonwealth Development Office with the Max Lock Centre at the University of Westminster as one of the implementing partners. The study was carried out between January and September 2020.

### Brief description of work:

This study was carried out by a team led by the Max Lock Centre exploring the baseline conditions in the city of Abeokuta ("Refuge among Rocks"), the capital of Ogun State, 80 km north of Lagos. The state capital is experiencing rapid expansion and is well known for its unique, rocky landscape. It is an important cultural centre, with a historical core of run-down dwellings in a unique Afro-Brazilian style of architecture.

The Abeokuta Urban Master Plan is a dynamic long-term planning tool to guide future development and growth of the city, through planned city extensions and regeneration with a long-term time horizon of 15 years, whilst providing short term action planning.

This study explored baseline conditions in the city's metropolitan area. The Max Lock team designed and led the implementation of a series of GIS spatial analysis and mapping exercises, online documentary reviews and field surveys exploring a range of socio-economic, political, cultural and environmental sustainability-related urban planning and design concerns some of which are illustrated here, including the increasing frequency of flooding related to climate change.





# Max Lock Centre consolidate their urban planning field experience for new guidance for capacity building for urban management organisations

## Guidelines based on evidence from 'field-of-use' in practice:

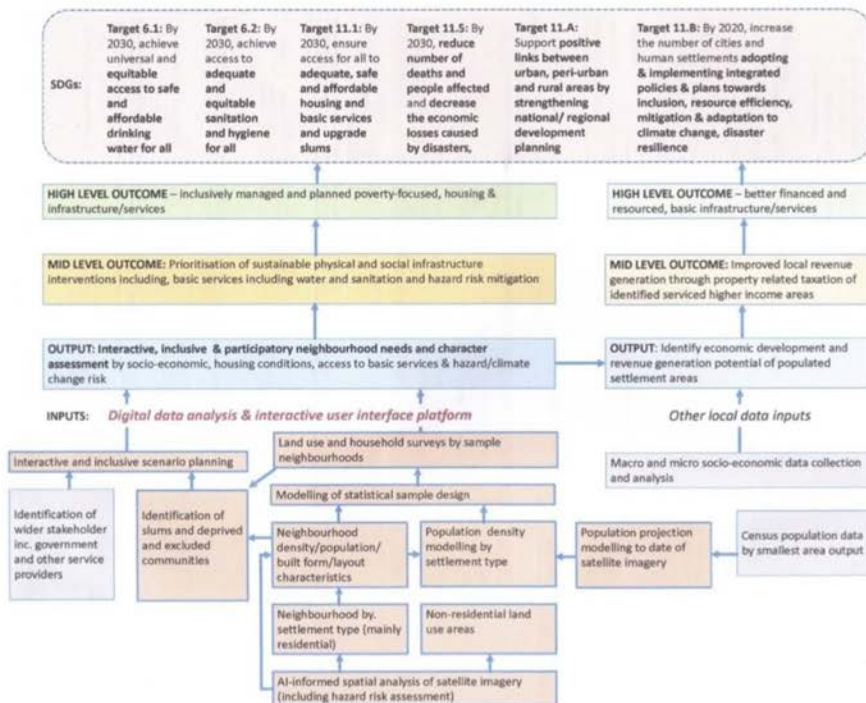
The Max Lock Centre Team, coordinating with 'Coplug' (as above), have produced the following Civic Diagnosis Data methodology approach for use in specific agreed cities and applications

Reference the work of Tony Lloyd-Jones\* (MLC) and Darshana Gothi Chauhan\*\* and Paul Mullins\*\*\* (Coplug)

The Max Lock Centre has developed a Digital Framework as a City-level Morphological Analysis Methodology, a further development of the Geo-spatial Data Infrastructure (GDI) by Dr Mike Theis

Coplug's core offering is its Service and Infrastructure Demand Management digital platform (SidM Systems) – for example, "using machine learning techniques, it helps governments and service providers plan for future healthcare, education, leisure utilities and housing needs."

## Diagram to show the Outcomes of the MLC Methodology



Max Lock Centre, University of Westminster: Urban Planning and Management Insight (UPMI) Guidelines for Urban Planning policy experience and Urban Sustainable Development Best Practice

## Guidelines for Building Capacity for Improved Urban Planning and Management in India (UPMI)

### Website organisation

MAX LOCK CENTRE University of Westminster website – primary link to independent UPMI web platform - the MLC web site will form part of the Westminster Sustainable Cities and Urban Environment web presence under construction.  
[www.westminster.ac.uk/maxlockcentre/projects/paulmullins/india](http://www.westminster.ac.uk/maxlockcentre/projects/paulmullins/india)

## The UPMI Guidelines Website

The following table shows the organisation of the Draft UPMI Guidelines on its 'stand-alone' web-based platform/portal accessed in the first place by a link from the University of Westminster Website.

The UPMI Guidelines Website can be adopted by any of the partner institutions in the DFID India SmUDI Programme with acknowledgement to its origin and development under the DFID India JUPMI Project that has been supported by the UK Government.

The Website is arranged in three major sections:

1. About the INSIGHT Guidelines – the origin of their development
2. How to use the Guidelines – a brief synopsis of each section is provided, as follows:
  - a. Context analysis – Assessing urban development and management needs of the city / state
  - b. Stakeholder and institutional analysis – identifying the broader range of interest groups and target organisations for capacity building
  - c. Urban planners and managers – outlining roles and responsibilities
  - d. Capacity needs assessment – Assessing current capabilities, resource gaps and capacity strengthening needs
  - e. Developing an academic framework – potential course content and curricula
  - f. Developing a training plan and programme – including course structure and delivery options
  - g. Institutional framework – organisational hub, potential providers, networks and partners
  - h. Business planning – Determining the feasibility of the programme
3. Potential course content
  - a. Content for National Government policies - Current national urban policies for cities
  - b. Content for agreed international policy – Outlining obligations at national and city levels
  - c. Content for international funds – A range of international funding opportunities for cities
  - d. Practical course – Suggestions for building capacity at the city level
  - e. Processes for capacity building programmes

Max Lock Centre International Research Group-Guidelines website layout-10 May 2019-rev 5

1

\* Tony Lloyd-Jones BSc BArch MRTPI is Director of the Max Lock Centre and Reader in International Planning and Sustainable Development at the University of Westminster, London.

\*\* Darshana Chauhan MA International Planning (Westminster) is a smart city expert, architect and urban designer with experience of city planning in local and central government.

\*\*\* Paul Mullins is Head of Research and Innovation at 'Coplug' – PhD at the Bartlett Centre for Advanced Spatial Analysis at University College London.

Max Lock Centre Team assist DFID Nigeria in their joint programme with Federal Government of Nigeria and Kaduna State Government in a new approach to City Administration and the potential of new networking capabilities at Ahmadu Bello University (ABU), Zaria



NIAF  
Knowledge

## Establishing the Nigeria Resilient Cities Network (NRCN)

### Executive Summary

NIAF has assisted in the establishment of the national Nigeria Resilient Cities Network (NRCN) based at the Centre for Spatial Information Sciences (CSIS) at Ahmadu Bello University (ABU), Zaria, Kaduna State.

Cities in Nigeria have no specific, dedicated administration – there are no ‘Mayors’ for any city; there was thus a need for innovation in this space.

The Network aims to assist state and local governments in developing improved urban governance, management and service delivery, and resilience strategies to underpin economic development in their cities.

NIAF supported the Vice Chancellor, Ahmadu Bello University in the creation of the Network, with the ABU Director for University Advancement taking a lead role.

The objective measurement of the success of this project has been in the form of two national Stakeholder Workshops, the first culminating in the “Zaria Declaration on Resilient Cities in Nigeria”, the second garnering the support of the Rockefeller Foundation’s global 100 Resilient Cities programme for its future.





# Max Lock Centre provide support to the joint FGN / DFID-Nigeria Nigeria Infrastructure Advisory Facility (NIAF) – ‘Effective Cities’ Team



**The NIAF Effective Cities / Max Lock Centre Team Meeting in Abuja Jan 2013, above:**

Mike Mutter *Urban Team Leader*,  
David Storer, NIAF Leader, Fanan Ujoh, Dr Mike Theis,  
Toju Briggs, Kazeem Sanusi, Bill Gregory, Bola Adenekan,  
Tony Lloyd-Jones, Tola Bankole Simon Gusah, Joe Eta,  
Douglas Igben, Ayo Sotirin, Engr Godspower Igechi, Martyn  
Clark, Sa'adu Dahiru,  
Tpl Abubakar Musa NITP, Tpl Samuel Adenekan NITP



Mike Mutter  
Effective Cities Technical Sector Lead  
Michael.Mutter@niafng.org

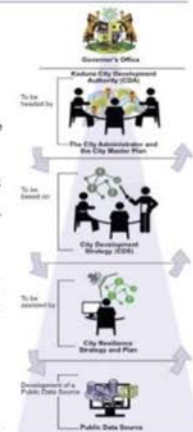


Simon Gusah  
Sector Consultant on Resilient Cities  
Simon.Gusah@niafng.org

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Proposed makeup of the City Development administration for NRCN Member Cities

### The Challenges

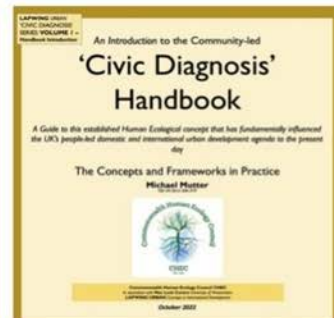
- Cities are the responsibility of State Governments who have no dedicated city-specific management – the role falls instead under the

**The Kaduna Capital Territory Authority** subsequently commissioned the resident Max Lock Kaduna Team to produce new Community Asset Mapping (CAM) in 2022. The resultant MAPS of the City are illustrated in the new **BOOK** produced by the Max Lock Centre as shown below:



The NIAF Effective Cities / Max Lock Centre team approach saw this new emphasis on **‘Citizens and Community Expectations’** established as the starting point for understanding how ‘sustainability’ of investment in urban development can only be effective when the citizens themselves are engaged in the data production process – the full **Civic Diagnosis** methodology as delivered to the Vice Chancellor, Ahmadu Bello University (above) for the continuity of the **Nigeria Resilient Cities Network** there.

Implementing the  
**“Our City!”**  
approach to urban  
development



# Max Lock Centre provides support in 2022 to KCTA



KDS/KCTA/DBCS/EXB/22/VOL1/3



**Michael Mutter OBE,**  
**Max Lock Centre,**  
**University of Westminster,**  
**35 Marylebone Road, London, UK.**

## **INVITATION TO ATTEND THE STATE OF THE CITY ADDRESS AND CITY EXHIBITION HOSTED BY THE KADUNA CAPITAL TERRITORY AUTHORITY**

As you may be aware, the Kaduna State Government established three (3) Metropolitan Authorities in Kaduna, Kafanchan and Zaria as administrative entities to manage the three cities.

0This is in response to the rapid urbanization taking the form of fragmented peripheral urban growth, largely devoid of essential services.

2. In 2020, the United Nations Population Fund (UNPF) projected that more than half of the world's population will live in towns and cities by 2030. These 5 billion urbanites could trigger an unprecedented public infrastructure deficit, particularly in Africa. In cities like ours, urbanization is already happening faster than our existing infrastructure can handle, typified by poor public transportation systems and disorganized informal settlements.

3. Therefore, the Kaduna Capital Territory Authority is organizing a one-day State of the City Address and City Exhibition to discuss practical solutions to address these critical hindrances to sustainable urban development. Additionally, the event will showcase our plans for building resilient cities and solicit the buy-in of critical stakeholders.

4. The event, themed **Reshaping Kaduna City Towards Resilience**, will feature a keynote speech from His Excellency Malam Nasir Ahmad El-Rufai (CON), a debate on financing public infrastructure, sustainability and building resilience cities, and a showcase of our accomplishments in the last year.

5. To this end, I am pleased to invite you to the maiden edition of the State of the City Address and City Exhibition, scheduled for **Wednesday, 7th of December 2022**, at 9:00 AM in Umaru Musa Yar'adua Conference Hall, Murtala Mohammed Square, Kaduna.

6. To confirm your availability, email the Director of Business and Commercial Services at [aaron.john@kdsg.gov.ng](mailto:aaron.john@kdsg.gov.ng), call the helpdesk at +234 708 839 0718, or scan the QR code below.

7. Please accept the assurances of my esteemed regards as I look forward to receiving you in our city, Kaduna.

**Muhammad Hafiz Bayero**

Administrator and Honorable Commissioner Kaduna Capital Territory Authority

15th November, 2022

## **OBJECTIVE**

As with most cities in developing countries, urban development is happening faster than their existing systems can handle due to political, financing, economic and social reasons. The SOTC Address and City Exhibition aims to foster the discovery of original and practical ideas to solve critical hindrances of sustainable urban development, support grassroots initiatives through public debates, showcase the KCTA's development plans, and solicit stakeholders' buy-in of its policies.

**The State of the City Address and City Exhibition will be an annual event to position Kaduna city as a forerunner in pioneering urban development ideas through knowledge sharing.**

## **SCOPE OF THE MAIDEN EDITION**

The program will explore ideas from experts globally. For the maiden edition, it is crucial to present the recommendations of the Kaduna Master Plan. Thus, Max Lock International, represented by Tony Lloyd Jones, Mark Wadsworth, and Mike Mutter, will present the recommendations of the master plan and insights towards its implementation.

The SOTC team has contacted other indigenous and global professionals, innovators, and public servants in the field of climate, city development, and financing to participate in the event. The event will showcase KCTA's development plans in the following key areas:

- 1. The preservation of human life and promotion of the well-being of all residents:** This includes work on waste management, construction of recreational parks and sports centres, establishment of a conservation centre, tree planting, redesign of roads to incorporate pedestrian walkways, bike lanes and accessibility considerations for persons with disability, and hazard control measures.
- 2. Preservation of History and Heritage:** This is in collaboration with the District Heads within the Territory to establish a History and Heritage Centre.
- 3. Promotion of Economic activities:** This includes the Authority's work on the improvement of transport infrastructure, the proposal of a waterfront economy, the provision of an efficient public transportation system, the repurposing of its fallen industries, the creation of industrial clusters, regulation of markets, the establishment of open community markets, street naming and house numbering, rehabilitation of roads, provision of directional signs, and land use reforms, among others.
- 4. Control over future growth and expansion through an inward focus and vertical and inward focus developments:** Programs on this include the proposal for more mixed-use developments, collaboration with outer regions of the city to encourage migration out of the city while encouraging the return of the best minds of the city has lost in the last two decades.



# Max Lock Centre support the new Kaduna Capital Development Authority Community Asset Management (CAM) and the role of Asset Mapping

In early 2022 the Kaduna Capital Territory Authority (KCTA\*) commissioned a civic design diagnosis research programme to prepare Community Asset Mapping and Management from the Max Lock and partners student team resident in Kaduna, continuing the Civic Diagnosis principles as set up by Max Lock in his preparation of the 1967 Survey and Plan for the Kaduna Capital Territory, as originally supported by the UK Government's then Ministry of Overseas Development under Minister Barbara Castle, and the British Council. The student research team were familiar with the Territory having been part of the comprehensive 2010 Kaduna Master Plan Review by the resident Max Lock Consultancy Nigeria. The resulting Asset Mapping results are shown here as an example of this comprehensive process – **Civic Diagnosis in Practice**.

\*KCTA – the **Kaduna Capital Territory Authority** had been set up in 2021 as Nigeria's first Metropolitan City Administration an independent City Authority, still under the Kaduna State Government, but with its own Administrator – The Mayor.



## Kaduna Administration and Urban Typology

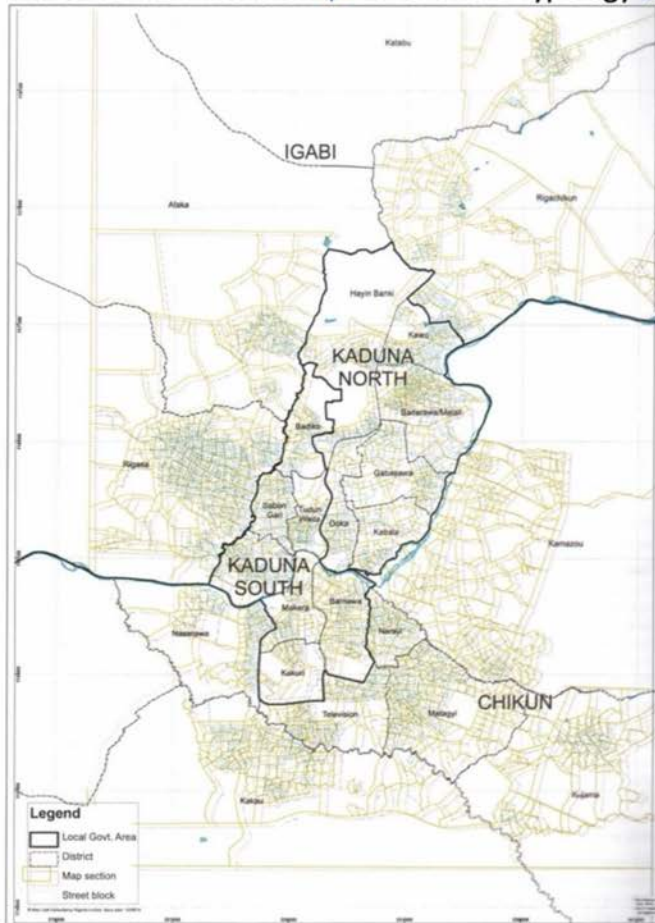
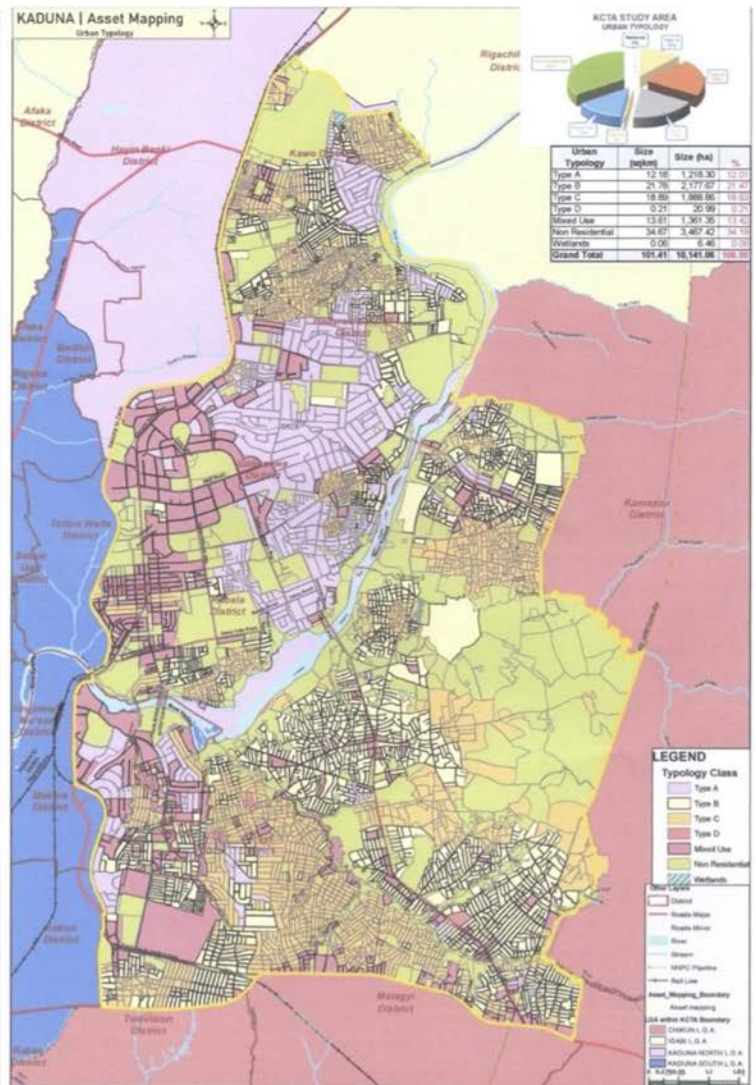


Figure 6.4: Administrative and Land Use Survey areas

**KADUNA Master Plan 2010 defines LGA Survey areas**  
LGA: Local Government Areas used for the 2022 Asset Mapping Research Programme



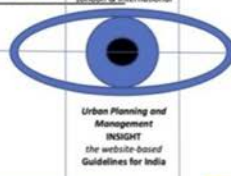
# Max Lock Centre consolidate their urban planning field experience for new guidance for capacity building for urban management organisations

Max Lock Centre, University of Westminster: Urban Planning and Management Insight (UPMI)  
Guidelines for Urban Planning policy experience and Urban Sustainable Development Best Practice

Max Lock Centre  
University of Westminster  
London & International

## Guidelines for Building Capacity for Improved Urban Planning and Management in India (UPMI)

### Website organisation



**MAX LOCK CENTRE** University of Westminster website – primary link to independent UPMI web platform - the MLC web site will form part of the Westminster Sustainable Cities and Urban Environment web presence under construction.

[www.westminster.ac.uk/maxlockcentre/projects/guidelines/india](http://www.westminster.ac.uk/maxlockcentre/projects/guidelines/india)

### The UPMI Guidelines Website

The following table shows the organisation of the **Draft UPMI Guidelines** on its 'stand-alone' web-based platform/portal accessed in the first place by a link from the University of Westminster Website.

The **UPMI Guidelines Website** can be adopted by any of the partner institutions in the DFID India SmUDI Programme with acknowledgement to its origin and development under the **DFID India JUPMI Project** that has been supported by the **UK Government**.

The Website is arranged in three major sections:

1. **About the INSIGHT Guidelines – the origin of their development**
2. **How to use the Guidelines** – a brief synopsis of each section is provided, as follows:
  - a. **Context analysis** – Assessing urban development and management needs of the city / state
  - b. **Stakeholder and institutional analysis** – identifying the broader range of interest groups and target organisations for capacity building
  - c. **Urban planners and managers** – outlining roles and responsibilities
  - d. **Capacity needs assessment** – Assessing current capabilities, resource gaps and capacity strengthening needs.
  - e. **Developing an academic framework** – potential course content and curricula
  - f. **Developing a training plan and programme** – including course structure and delivery options
  - g. **Institutional framework** – organisational hub, potential providers, networks and partners
  - h. **Business planning** – Determining the feasibility of the programme
3. **Potential course content**
  - a. **Content for National Government policies** - Current national urban policies for cities
  - b. **Content for agreed international policy** – Outlining obligations at national and city levels
  - c. **Content for international funds** – A range of international funding opportunities for cities
  - d. **Practical course** – Suggestions for building capacity at the city level
  - e. **Processes for capacity building programmes**

The web-based practical guide to the “**Our City!**” approach to urban development, highlighting the capacity building requirements required for its successful implementation

Website production team led by Federico Redin, Michael Mutter and Tony Lloyd-Jones at the Max Lock Centre, University of Westminster, June 1999



# Max Lock Centre in the University of Westminster maps its future

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## MAX LOCK CENTRE

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The Max Lock Centre is an international development research and consultancy group based in the Faculty of Architecture and the Built Environment at the University of Westminster.

We focus on international sustainable development in all parts of the world, including: public policy and professional practice in urban and regional planning, poverty reduction, management and governance in the built environment, community empowerment and building resilience and the creation of sustainable livelihoods at neighbourhood, city and regional levels.

The Max Lock Centre is committed to the principle of *'Planning by People'*. Drawing on the concepts of civic diagnosis, community participation and sustainable development, the Centre continues the tradition of multi-disciplinary grassroots planning, developed over the last 50 years by the Max Lock Group both in the UK and overseas.

The University of Westminster holds the archive of papers, letters, notebooks and publications of Max Lock and the Max Lock Group, and the papers of John F. C. Turner



### OUR APPROACH

The inspiration and tradition behind our work.



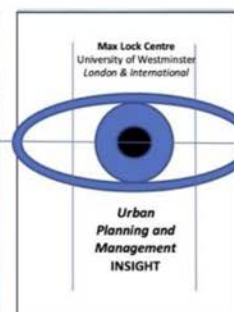
### PEOPLE

Find out more about the staff contributing to the Max Lock Centre.



### The archive

Our archive of papers, letters, notebooks and publications of Max Lock, the Max Lock Group and John F.C. Turner.



### Contact

Get in touch with the Max Lock Centre.

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309 Regent Street, London W1B 2HW  
General enquiries: +44 (0)20 7911 5000

## Origins of the 1996 Public Exhibition held at the University



Royal Institute of British Architects

Head Office

66 Portland Place, London W1N 4AD  
Telephone: 071-580 5533

X4245

Director-General: The Rt. Hon. William Rodgers

M N Mutter Esq  
Chartered Architect  
Lewis & Hickey Architects  
120 Baker Street  
London W1M 2HL

LONDON		Director-General: The Rt. Hon. William P	
LM		SI	
RJ		AMM	
RAO		MM	
MD		DT	
LC		C-SW	
CH		KA	
AM		STW/CH/RA[29](1992)V1396	
YW		PI	
10 AUG 1992		3 August 1992	
FILE REF:			

Dear Mr Mutter

RIBA RESEARCH AWARDS 1992  
 Modern Architecture & Town Planning Trust

I am pleased to be able to inform you that your application for a RIBA Trust Research Award to assist in the establishment of an archival record and exhibition of the work of the late Max Lock under the title of "Civic Diagnosis" as a method of understanding the working of cities has been considered. It was noted that the total cost of the project was not stated but that you were investigating other sources of financial assistance and that you were seeking a contribution from the Modern Architecture in Town Planning Trust in respect of dedicated staff and office space. The award will be made on financial and administrative support amounting to four thousand nine hundred and eighty pounds only.

The Assessors wish to encourage you in your enquiries into other possible sources of funding and subject to your being able to demonstrate that substantial support is available from other sources, we are pleased to offer you a grant of the amount requested, - four thousand, nine hundred and eighty pounds only (£4,980.00p).

We note that the programmed date for completion of the work is June 1993. We further note that the supervisor for the work is Dr Peter Newman. We attach considerable importance to the role of the supervisor, both as to ensuring that the researcher maintains his objectives, keeps to time scale, and in ensuring that high quality is achieved. We shall be advising Dr Newman of this in due course.

I enclose two Forms, A and B.

Form A details the conditions under which the Award is offered. Form B relates to the arrangements for the payment of the Award.

If you wish to accept the Award I shall be grateful if you will complete and return to me one copy of each form, dated and signed, noting that the research project is to be completed within two years of 31 July 1992. It is a condition of the Award that two bound copies of a typewritten report outlining the research work undertaken and describing the scope of the facility which will be publicly available at the University of Westminster is presented for final acceptance and placing in the British Architectural Library for open reference.

I look forward to hearing from you in due course.

M J Veal  
Secretary  
Research Steering Group

UNIVERSITY OF WESTMINSTER



**lewis &  
hickey**  
town  
planning



**Royal Institute of British Architects**

# The Max Lock Archive

## Planning for People

An Exhibition of the work of  
Max Lock (1909 - 1988):

Max Lock, who died in April 1988, was one of the key influences on post-war planning and architecture in Britain and overseas. He originated ideas about planning for people by involving people in planning. He saw people's needs and requirements as a basis for working plans and planning procedures. These have become important contemporary ideas in the growing concerns about the future of our cities. Max Lock provides a source of inspiration for developing concepts of "planning for people".

## The Archive

Max Lock's personal and professional papers concerning his extensive UK and overseas work have been given a permanent home at the School of Urban Development and Planning at the University of Westminster. The usefulness of such an archive will only be reaped if the messages it contains are publicised.

The University of Westminster, together with Lewis & Hickey Town Planning, have set out a programme for cataloguing the archives and promoting an exhibition. The Royal Institute of British Architects (RIBA) Modern Architecture and Town Planning Trust has provided initial sponsorship of the programme together with a grant from Lewis & Hickey Town Planning.

The University of Westminster has contributed dedicated space for the archive at the Marylebone Road building, but the cataloguing work, publication and the exhibition require financial support.

## The Exhibition

The exhibition is seen as a visual chronicle of Max Lock's life and work related to the development of town planning thought in Britain in the immediate post war period.

Preliminary cataloguing has been completed. Further analysis will culminate in a published synopsis and the sponsored exhibition in autumn 1994, initially to be mounted at the University of Westminster Faculty of the Environment, in Marylebone Road, and available for wider showing and use thereafter.

Further active sponsorship is sought from institutions, private practices and companies involved in the development of the built environment for the community at large. The programme is being organised by Dr Peter Newman at the School of Urban Development and Planning and Michael Mutter (Max Lock Group member) of Lewis and Hickey Town Planning. He can be contacted at Pitt House, 120 Baker Street, London W1 (071-935 2948).

School of Urban Development and Planning Head Alan Jago BA MPhil MRTPI  
Faculty of the Environment 35 Marylebone Road London NW1 5LS Telephone 071 911 5000 ext 3256/3122 Fax 071 911 5171  
Telex 25064 Telegrams University Westminster W1 A charity and a company limited by guarantee. Registration number 977818 England Registered office 309 Regent Street London W1



# Max Lock

## 1909-1988

### People and Planning

An exhibition of his life and work



## Max Lock Exhibition Background

### The Background to the Archive

Max Lock was a compulsive note taker and letter writer. Although he worked mostly from where he was living rather than from his office, his papers and files were kept by the office. It had long been his intention to set up an archive of his papers. When the John Street office was having a clear out in the late 60s all his earlier archived files were taken to his Victoria Square house and stored in the basement.

Max's own method of keeping his papers and his form of note taking reflects his own original and lateral way of thinking. The profound and the mundane, the personal and the material are often lumped together in a seeming jumble but the links are there to be found. His attention to detail in design, report writing, music, itineraries, relationships and daily life was intensive and integral. He was described by a leading barrister acting on his behalf at a Public Inquiry 'as the most intellectual person I have ever met'.

An important part of his plans for the conversion of the Mill at Addicraft, when he finally moved there from Victoria Square on his retirement, included rooms to be used as a study and library where all his papers could be brought together to form an archive which he could work on. Although the rooms were completed, the sorting and bringing together of papers was perpetually postponed to another day when there would be more time.

After his sudden and unexpected death in April 1988 at the Mill while writing letters, his twin brother Donald allowed all Max's papers and books to be collected from the Mill and Victoria Square. A preliminary sorting and listing was made before packing everything into tin trunks for safe keeping.

### The University of Westminster

In 1994 the School of Urban Development and Planning at the University of Westminster dedicated a room to house the archive where it could be properly catalogued and made accessible to students and researchers.

The RIBA Town Planning Trust funded this research project which has prepared a more detailed item by item listing and analysis which has provided the basis of this exhibition. A general note of file, folder and box contents has been made on to the computer programme used by the School's Project Support Centre. A general word search facility is thus already available.

The individual letters and contents of the files, notebooks, drawings, photographs, books, reports and papers are yet to be fully assessed and catalogued although they have been drawn on for this exhibition. Most of the earlier papers are still in the original file storage cases into which they were packed at the John Street office.

There is here a mine of information. Max played an integral part in the development of the UK planning movement yet he was, in many ways, outside it. Throughout most of his career he was casting both light and criticism on it. Here lies the intrinsic value of the archive which has yet to be tapped.

### Exhibition Archive Sponsors

University of Westminster  
Royal Institute of British Architects  
Royal Town Planning Institute  
Lewis & Hickey Town Planning  
Andrew Martin Associates

### Where do we go from here?

The Archive has become the basis of the Max Lock Centre, a development planning group with the objective of providing a consultancy service in conjunction with other disciplines and departments in the University of Westminster. The Archive has proved to be a rich source of information concerning the period and an insight to the formation of the UK nationwide planning system.

We believe that the exhibition provides a framework for contributions from others that would form the basis of a book on these aspects of the era. The research team at the Max Lock Centre will form an editorial board for this future work. Funding will be sought for this research and its dissemination.

We are seeking sponsorship for further research into the archive and welcome researchers and research students to use the archive and develop some of the themes highlighted in this exhibition.

The archive shows the formative role of Max Lock and the Max Lock Group in modern town planning and in particular the blending of the physical, social and participatory aspects vital to make planning a reality. These are themes to take planning into the next millennium.

### Max Lock Centre Exhibition Research Group

Jeremy Brook  
Ming-Wai Cheng  
Leonard Coulthard  
Tony Lloyd-Jones  
Michael Mutter  
Peter Newman  
Mike Theis



Royal Institute of  
British Architects  
Modern Architecture and  
Town Planning Trust



The Royal  
Town Planning  
Institute



town  
planning



ANDREW MARTIN  
ASSOCIATES

# The 1996 Exhibition Panels

## Exhibition Panel 1: Diversity and Integration 1909-39

### **Max, the young architect – ‘a miller’s heritage’**

Max Lock started a practice in the Watford area within a couple of years of leaving the AA in 1931. The main work undertaken by the practice was housing, mostly for private clients.

A study trip to Scandinavia and Finland in 1937 introduced him to the possibilities of timber construction, prefabrication and new models for housing finance and refurbishment. The trip was for the institute of social studies, a perspective that, combined with his enthusiasm for housing, started 30 years of effort by Max to influence social housing policy. He was an eager member of the Housing Centre Trust. Max gained publicity for these ideas by extensive writing in the professional journals and directly in his role as a councillor in Watford.

### **Scandinavian influences – a house in timber**

Late in 1937 he received a Commission from Muriel Welsford, later a patron of the Hull Regional Survey, to prepare designs for a timber house. Using his recent research, he designed a mono pitched roof with deep overhangs, shaped rafters and boarded finish. Like his brick houses it has style and balance derived from the materials but its expression, use of light and the spatial forms are notably original, much to the delight of his client and the interest of the *RIBA Journal* who printed a feature on it in March 1939.

**Family Background** – Cecil Max Lock was born in Watford in 1909 with his twin brother, Donald. Their father, Cecil, was a founding partner in the Watford estate agency of Stimson, Lock and Vince. He died in 1936 and Donald who had passed his RICS, took on his father’s role in the firm.

Max was free to go his own way. He had already taken the first step by attending the Architectural Association school in London from 1926; graduating in 1931. He travelled throughout Scandinavia writing up his experiences in the *AA Journal* and the *RIBA Journal*. The human and rational welfare state policies being practised there convinced Max that there was an alternative to the state of Britain in the 1930s. In 1935 Max stood for election to the Watford Council.

He appealed for votes as an architect who longed to see ‘our town planned with efficiency and imagination, laid-out with beauty. Following his successful election Max pursued the causes of better and more appropriate housing design, advocating rent subsidies for pensioners, large families and those on low incomes.

From 1937 to the end of 1939, he was a Unit Master at the AA where he aligned himself more closely with the students than almost any of his contemporaries. He remained a practising architect but was influenced by the writings on town planning by Patrick Geddes and started to sit for his external town planning qualifications, succeeding soon afterwards as a Member of the Town Planning Institute as well as the RIBA.

Max contributed articles to the professional journals, served on the executive committee of the Housing Centre Trust and was an active member of MARS (Modern Architecture Research) group. He had a lifelong passion for music which he shared with the friends he made in these groups. He continued to maintain these professional links and friendships when he left London for Hull in late 1939. The love of argument, original thought and his convictions about social objectives steadily led Max into areas of social policy and planning while architecture was temporarily put on hold.



## Panel I continued: The Planning Begins

### Ocean Street Study, 1939

The **ocean street studies** started as a project set by Max for his students at the AA. this involved the then unheard-of practise of finding out (with the help of John Madge of *Mass Observation*) what those affected by an official Slum Clearance Scheme would actually like to get from a housing improvement programme.

The London County Council was committed under the Housing Act 1936 to a compulsory purchase order of the 729 houses displacing 4,400 residents; To build 15 5-storey blocks of 856 dwellings and housing 4,110 people at a cost of £765,0000. The students first listened to the official LCC approach, and then went to ask the residents what they wanted. There was little correlation between what the residents wanted and what the LCC were going to provide.

The students then tried to design for the residents' overall preference for the 'houses' within the legal and financial constraints. That solution was to place flats over 2-storey homes within three storey blocks with some 4-storey blocks of mixed flat sizes. The houses in this arrangement then qualified as flats for funding. Gardens, allotments and a community centre were set out with daylight considered for all units. Lifts, another tenant request, were included in all blocks.

*Photos by Dr Mike Theis showing the original Max Lock Archive office at 510b at the University of Westminster Marylebone Campus*



The existing conditions were photographed, a model of the proposals was built, a film centred on the residence was made with a prepared script and the newspapers was summoned to a press conference. The projects exposure of the official local and central government lack of method in housing provision, the antiquated funding formula and the residents' views, all fuelled furious headlines and gained an astounding number of column inches in the national dailies but attracted little establishment recognition and no government support.

The project was pivotal for Max. It led him into areas of policy and planning which demanded an accepted argument and debate, secured a wide audience, were designed to find out and then fit the requirements of the ultimate users, and aimed to write official misconceptions about the governed. From then on planning captured his concerns and all his energy.



## Exhibition Panel 2: Hull School and Civic Diagnosis 1940-43

### The Scalby Project – 'War to Peace the students' view

Scalby was an early project run by Max and Head of the Hull School of Architecture. It was a platform for his campaign to express his ideas. Like the ocean street study at the AA, it was a live project rooted in the local community. Early in the war, students were evacuated from Hull to the seaside resort at Scarborough. The lack of preparation for this move and the unsuitability of their accommodation stimulated them into a search for a solution to this problem. They decided it could be solved by creating a recreation centre of special design that could have long term community use after the war. Scalby, a village outside Scarborough, was selected after a careful study of a number of locations.

The project was used to scrutinise current legislation, to question establishment tenets and allow a view of post war Britain to be considered in its future permanent use. The scheme, originally designed for timber construction, went through a series of revisions as the proposed materials became increasingly scarce. Max knew the value of publicity and a public exhibition of the student scheme was held, local papers published, and it was featured in the *Architects Journal* in August 1940. Max's introduction of this innovative scheme with its wide issues, his enthusiasm and the way he publicised the scheme cemented his relationship with the students who began to see him as a worthy ally.

### Wartime Hull and the The School of Architecture

Max's time in Hull was stimulating and productive, but far from easy. He was an independent thinking Quaker and a conscientious objector who had been excused military service. Although he was free to continue his work as a teacher, architect, researcher and town planner, information, the lifeblood and essential basis of Max's approach, was restricted – "careless talk costs lives". Max's position as head of the school of architecture at Hull College of Art was only provisional. In the eyes of the education authority all students were school children and not, as they were in the eyes of Max, responsible young adults with personal and intellectual ambitions. Tensions grew, inquiries were instituted, and the College Principal felt that he could not recommend his permanent appointment. At the same time the council was passing resolutions about not appointing conscientious objectors until the war was over and returning servicemen had been given first chance. So, after more than a year in the job, Max was not officially appointed.

### Hull Regional Survey 1942 –

#### Civic Diagnosis: measure, analyse, diagnose

Max paid little heed to the attitude of the officials of the whole school probably because he was too immersed in his ideas for research, teaching and practical planning based on geographical based data, called in his words, 'Civic Diagnosis'. Max's starting point was the pre-war work of Howard, Burns and Geddes. He particularly admired the work and principles of Geddes, a Scotsman, whose best work Max later went to see in India. he shared Geddes' 'defamatory view of 'vistamongers', and the engineer planners that Geddes labelled 'sanitarians' (!).

His only resource is with the staff and students at Hull. His political skills drew in the mayor of Hull, the Leverhulme Trust (with a first ever grant to a town planning project), the Housing Centre Trust and the Ministry of Town and Country Planning. He also called on voluntary local societies and secondary schools in the huge task of data collection. The most notable element of the approach was the geographical plotting and its diagrammatic expression. The teams used overlay techniques with map bases showing housing condition, shopping locations, leisure facilities, imports and exports by trade, accident statistics and pollution. The town and its people were the focus rather than the fields around its edge, survey was the basis of its facts, analysis the foundation of the conclusions.

### A Civic Diagnosis is recognised

"The Hull Regional Survey: A Civic Diagnosis", was completely new in its presentation, with maps, photographs, graphs and diagrams to make the factual and written content, visual, striking and understandable to the ordinary citizen of Hull. It's achieved immediate acclaim with an exhibition at the Housing Centre in 1943 opened by the Minister of Town and Country Planning. There was a special issue of the *Architects Journal* devoted to it, and it was widely reported in the national press as the basis for a programme of post-war reconstruction. As a result, the Middlesbrough corporation invited Max to draw up a master plan within one year - Max's first real Planning Commission.



# Exhibition Panel 3: Applying Diagnosis in Middlesbrough

## Middlesbrough – ‘Planning for the Planned

### The 1944 Act and redevelopment

Middlesbrough's rapid growth between 1840 and 1870 consisted of poor quality, high density terraced housing, much of it built to minimum by-law standards and located tight under the shadow of the iron works and the railways which serves them. It was not bomb damage, but appalling housing and lack of supporting infrastructure, that needed a redevelopment plan.

The recently passed 1944 town and country planning act gave the corporation, for the first time, *‘new and positive powers for redevelopment and modernisation of towns and cities*. As Max explained in his address to the council in May 1945 when presenting the finished Survey and Plan, *“this means that your responsibility under the act is to secure the best use of land in the public interest. Previous acts have been concerned with new development. This one is the first to tackle the problem of redevelopment.”* The Council accepted the Plan in broad principle.

### Public Participation

Over 10,000 people saw the exhibition in one week. Articles in the *Picture Post* stimulated a documentary film made by Jill Craigie which showed the Group at work and was shown in cinemas all over the country. Since his earlier experiences at Hull and Stepney, Max was increasingly keen on getting local people involved, particularly the young, in the survey and plan process. Schools undertook much of the data collection work in atmospheric pollution analysis and traffic counts. Local clubs, societies and trade organisations were met and consulted as well as Corporation and Ministry officials. Finally, models were built at the replanned areas giving the public a real feel for the redevelopment proposals.

### The Penny Pamphlets

Pamphlets like these were produced for each of the 10 main subject headings of the plan. They were sold widely throughout the town at a penny each. They complemented the public exhibition of the Survey and Plan in the town hall and, with many public meetings, were the culmination of a year's activity in publicity and public participation.

### Co-operative Living

Max moved to Middlesbrough to start the Survey and Plan in early 1944. Moor Close, a large detached suburban house on the edge of town, was the unlikely setting for the Group's communal household. Many specialist professionals and helpers passed through this household sharing their ideas as well as their war-time food rations. This mixed collection of single women, married women with children and men who were either exempt from military service or on leave, was not entirely understood by the suburban neighbours. Max and Carrie (the housekeeper who had come with Max from Hull) were the constant anchors.

### The Open Office

The office at 83 Grange Road in the town centre was open to all, an unheard-of practice in restricted and secretive war-time Britain. Max travelled widely, lecturing and publicising the Group's work, and keeping in contact with official planning bureaucracy in Whitehall and Newcastle, the regional centre – little was supposed to be done without their approval. The town planning survey techniques being pioneered by the Group were under close study for use in the emerging planning system which was being codified, regulated and formulated by government.

### Report Preparation

By mid 1945 the field work was complete and the individual topic reports were being written for final presentation to the Council by means of a large public exhibition in the Town Hall. Open, ‘non-secretive’ planning was the only proper way forward – it was believed by the Group that *‘plans without consultation were bound to fail’*. However, a civil service imbued with war-time regulation and control was at the same time designing a government planning system backed by rigid legislation. It did not pay heed to the open consultation theme Max was putting forth. On reflection, it can be said that he was far too far ahead of his time.

# Public participation and 'Civic Diagnosis' in the preparation of the Middlesbrough Plan, included the remarkable film "Picture Paper"

## The Middlesbrough Report

The street-by-street household surveys by the Max Lock Group social team was complemented by full 'Asset Surveys' of the Land Use, geography, all provision of schools, health centres, and waste collection with very detailed data; schoolchildren prepared air pollution surveys by measuring soot deposits; the large scaled models and public exhibition, together with the explanatory 'penny pamphlets' brought the entire town together to view their actual conditions and the proposals that the City Corporation would be able to implement. In this way the entire population were invited to be involved in the Civic Diagnosis of their town and what holds for the future. Max gives full credence to his mentor Sir Patrick Geddes for the methodology.

## AUTHOR'S NOTE

Max Lock assembled a remarkable team of professionals to pave the way for better social data in Middlesbrough. They included **Ruth Glass** (see below), Griselda Rowntree, Jessica Albery, Justin Blanco-White, Katherine Scott, and Nora Nicoll



Sociologist and urban planner **Ruth Glass** was a sociologist, urban planner and founder of UCL's Centre for Urban Studies.

"When no-one is consulted plans are failed. When many are consulted they succeed."—Proverbs 15, 22.—(Moffatt's translation.)

This book is for those who would search beneath the surface of our towns. Too long have we treated urban problems as if they were merely skin deep, forgetting that the aesthetic superstructure of fine building can only grow upon sound economic and social foundations.

The regeneration of our obsolete and blighted towns, industrially overdeveloped, culturally stilted, requires a penetrating diagnosis of all aspects of town life. This can only be achieved by team work among the planners and the eager co-operation of the citizens—their clients.

In a democracy, paper plans merely bought from specialists seldom materialize: for the only plans that people labour to achieve are the plans they help to make themselves. Planning is chiefly a matter of urban diplomacy. For this reason my colleagues and I come to Middlesbrough and meet and consult thousands of citizens. From all sources a wealth of valuable information was placed at our disposal, sifted down and presented in the form of maps, diagrams, tables and detailed reports. Each map and diagram is self-explanatory, showing the methods we have used and the progressive steps that have led to the formulation of the Masterplan—a plan which is the product of corporate action and the synthesis of many plans—a plan for industry, for transport, for housing and neighbourhood life, a plan for open space and recreation, for health services and retail trade—in fact, a plan or policy for every aspect of town life.

Citizen participation, important though it is in the making of the plan, is even more so in the difficult stages of implementation. A city is not like a ship and cannot be laid up in dry dock but must be repaired while the mechanism is in full motion. How are we to accomplish this?

Firstly by survey and diagnosis which, once begun, becomes a continuous process. For this we need continuous teamwork between specialists, officials and civic leaders.

Secondly, by imaginative action. In a changing age we are finding that problems of reconstruction call for a quality of urban statesmanship and initiative that was seldom exercised in the years before the war. This calls for a new, comprehensive planning set-up. The immediate future demands a local planning agency which, instead of acting merely as adjudicator of deposited plans, becomes a dynamic initiator and reconciler of conflicting interests in all their detail and complexity—financial, legal, and personal.

Thirdly, by good publicity. The redevelopment of town environment is essentially "personal" and requires to be made known and understood not only by means of the Press, brochures, lectures, films, but by a strong public relations organisation through which industrial, trade, cultural, and citizen groups can at all times contribute their own special knowledge to the rebuilding of their city. Without these positive means we cannot hope to create the impetus that will translate paper plans to reality.

By the time this book appears it is expected the Government's policy on Control of Land Use will be known, and it is hoped a detailed programme for implementation will be possible in all towns which, like Middlesbrough, have prepared and accepted schemes for their reconstruction. But any plan, though accepted by the Corporation, is only a beginning. This book is offered as a contribution to Middlesbrough's future wellbeing and also to the advancement of the science and art of survey and town planning. In presenting it to you I am keenly aware that one scheme rebuilt is worth a thousand schemes on paper.

MAX LOCK.

## Picture Paper

In 1946, a further discourse on the Civic Diagnosis methodology was made famous and public by the extraordinary British film made by Jill Craigie for the Horizon Film Unit, Merton Studios (see British Film Institute catalogue number BSI-

"Picture Paper" followed the young Max Lock (he was just 35 at the time) and his multi-disciplinary team of geographers, sociologists (notably **Ruth Glass** and Griselda Rowntree), architects and town planners, around Middlesbrough as they sought interviews with the local residents.

The whole town models produced by the 17-year old Mike Theis were later shown at a Public Exhibition at the Housing Centre in London opened by the Minister of Town and Country Planning.

(See also special edition of the *Architect's Journal* 1946)



### THE PEOPLE'S PART IN THE PLAN

1. HOUSEWORKS (Photo: Helen Price)
2. TEEN CONSERVANCY COMMISSIONERS (Photo: Helen Price)
3. SHOPKEEPERS (Photo: Helen Price)
4. STAFF MAP MEETING (Photo: Helen Price)
5. RECONSTRUCTION COMMITTEE MEETING (Photo: Helen Price)
6. MODEL MAKING (Photo: Helen Price)
7. PUBLIC TOWN HALL EXHIBITION (Photo: Helen Price)





# Exhibition Panel 4: Plans as Tools for Administration

## 1946-49

### The Hartlepoons – A Pilot for ‘Development Plans’

Max and the Group were appointed by the joint planning committee covering the borough of Hartlepool the county borough of West Hartlepool and seven rural parishes of County Durham. Here was the opportunity for Max to look at both town and hinterland as one to fulfil the new statutory obligations. The huge postwar legislative programme of reform in local government, housing, education, health, and above all, planning was being enacted. Max and his team and the local authority councillors and officers were determined that these new emerging obligations should be met in the Plan so that the whole planning process could be carried forward both statutorily and socially. The *West Hartlepool Development Plan* was the first in the country to go through the hurdles of the 1947 planning act to become a Statutory Development Plan. The approved development plan was not the one drawn up by the group for the whole urban area and its hinterland covered by the Joint Planning Committee. This committee disappeared with the 1947 act and the county borough of West Hartlepool became a planning authority in his own right. It was their portion of the plan that was being approved. The irony of this was not lost on Max.

### Portsmouth – A Pilot ‘Regional Plan’

A conflict between two of the new planning authorities led the Minister advising the authorities ‘*to engage a consultant to review the problems of the whole area*’. The Max Lock planning group was appointed. The Portsmouth appointment was a logical extension of the Group’s work in the Hartlepoons where the task was to coordinate the needs of separate authorities within a single urban area, but it was an isolated area in a trap of poverty and the pressures where to halt what seemed an inevitable decline. Now the task was a subregion with prosperity and conflicts. The future of the Naval Base was, at that time, assured. It employed more than a quarter of the insured workers in the subregion and the area was becoming an increasingly attractive location for industry. In contrast comment the main urban centre of Portsmouth was restricted to an island with limited access ability. High density housing, the naval dockyards and original town centre all suffered from considerable or damage and were in desperate need of reconstruction. The city was bound to burst its boundaries.

The pressures for expanding towns and satellite settlements, was being seriously resisted by the rural hinterlands of remarkably unspoiled beauty. The two separate areas were now established planning authorities under the 1947 act. The Group had to concentrate on collecting and collating data over wide but tightly specified fields to inform and direct decisions concerning urgent post war investment in reconstruction. The Plan came out in favour of developing existing settlements rather than a new town.

### The Hartlepoons Offices

The team moved into Tunstall Grange, large, detached house in Grange Road. Some of the Team were from Middlesbrough and Hull and others, like Frank Layfield were new. The officers were in the Victorian Public Library and Municipal Buildings; and the Old Magistrates Court was used as a model making workshop and studio/exhibition hall. This prominent position in the town centre gave the team immediate access to the municipal officials and vice versa, and, as in Middlesbrough, it was open to all.

### Continuing the co-operative working and living scenario

The Co-operative principle of living and working together, started in Hull and Middlesbrough, continued with Carrie as housekeeper. In the preface to his Hartlepool’s book, Max wrote living and working as a group we have found that the cooperative principle has extended itself throughout the official departments and into the town itself. However, the long winter evenings found Max retreating from the card games and crossword puzzles and the Armed Services Mess atmosphere, to the quiet of his room to teach himself foreign languages – the start of a lifelong involvement with Italian and Spanish in particular.

### The immediate post-war years

The stigma of conscientious objection was now over and there was a real sense of optimism about post war reconstruction. In 1946 Max went on a fact-finding mission to the Netherlands with the Town Planning Institute. He wrote the official report which profoundly influenced his thinking on urban design. 1947 was one of the worst winters on record – the Hartlepoons had been cut off from the rest of the country by snowdrifts for more than a week – but the survey, public meetings and models were completed on time, and the publication of the report put in hand.

### Portsmouth, Gosport and Hampshire

The team moved to Hampshire, an altogether different climate, far from the bleak windswept North-East. A large house facing directly onto Southampton water was made available for them to live in. The entrance hall had a wide, open staircase well and a ‘*Fourcauld*’ pendulum was set up so that the team could get a sense of proportion, watching the world move under their feet as they sat round in the summer evenings discussing the day’s work. The office, in contrast, was a Georgian High Street terrace building in the centre of Fareham, open of course to all.



## Exhibition Panel No. 5 – Contesting Plans

### Bedford by the River – A Town Planning Report 1952

The County Council had said: "Now we're going to plan you, Bedford," and they said, "what do you mean by that?" They said: "You're only small fry – 1886 or something you were created; we were created in 1223! You can't plan us." So Max was called in secretly (he was just applying for the job of Chief Architect for the LCC and was on the short list of two). "And that very day this urgent telegram and phone came and said: 'Please come to Bedford at once'. So, I left – I didn't even go to the meeting – and went to Bedford instead because that was my field – this town planning." From a talk by Max on BBC Afternoon Southwest, November 1987, just four months before his death.

The Bedford report was produced to high graphic standards. Photographs were used extensively to elaborate ideas. Bedford featured on the cover of the Ministry's own Bulletin No.3 on Town Centre Redevelopment. But 12 years later, Max criticised '*... a curious municipal insensibility that never once sought fit consult the planner on the plan he had engendered!*'. The role of the consultant seemed to be 'to just leave the baby on the doorstep'.

### Salisbury – the Redevelopment of the City Centre 1963

Max thought the conflicts of the city centre plan could only be resolved by the '*gentlest of civic surgery*'. The developer proposed a large new central shopping precinct near the cathedral close. This would tend to concentrate retail turnover in the new development, take it away from established retail premises, deprive them of an economic base and put their future as listed historic buildings in jeopardy. The County Council advisory commission thus became an independent, fully researched City Centre Plan for the City Council, backed by the traders and preservationists. Max's rational approach was accepted by the later Public Inquiry, which concluded proper economic retail surveys should be an integral part of future town centre redevelopment proposals.

### Brentford's Riverfront – the 100 golden acre site 1965

The power of Brentford and Chiswick was to be absorbed into the London borough of Hounslow with the creation of the Greater London council. The borough wanted a plan for their riverfront which would put their views firmly on the table before they disappeared. The release of over 100 acres for redevelopment presented unique opportunities for this Magnificent Mile of riverfront on the north Bank of the Thames facing Kew Gardens. However, the vision had no promoter, Max had gone to Kaduna with his team and the old authority which set it up had gone. Without the necessary nurturing of the '*opportunities*' rapidly dissipated.

### Victoria Square, London SW1

Wanting to be closer to the new Whitehall machinery of the emerging Statutory Planning, Max secured a long lease and moved into No.7 Victoria Square in 1965. All his arrangements at that time were in a state of flux. Co-operative working and living arrangements of the previous eight years had broken up and the Group had wound down following the completion of the Portsmouth Report. Although Max was committed to Bedford, the timescale of this study was short. A locally recruited team had been built up and was working from the old Mayor's Parlour. Bedford by the River was a much more graphic and design-oriented report than anything previously produced. And so the Architectural Practice of Max Lock and Associates was formed by Max with three new architectural recruits and based in Victoria Square and Bedford to execute the increasingly mainly architectural workload. However, the informal office arrangement at No.7 was finally outgrown and the practice moved to several floors over a bookshop in Great Russel Street and then on to John Street where it still was at the time of the Exhibition.

### MAX LOCK GROUP: A new kind of Planning Consultancy

Max was elected to various Town Planning Institute committees but became increasingly frustrated. Plans by the new statutory Planning Offices were not yet sufficiently advanced to create the wave of objections that did arise when they were eventually made public at the statutory Planning Inquiries. There was a need for disinterested professional planning advice. Many Boroughs, like Bedford, were not Planning Authorities in their own right, and felt imposed upon by the Counties. Two planning commissions were indicative of those that were to follow: Sevenoaks, as a town concerned for the future of their town centre under plans prepared by Kent County Council, and Aberdare, where the 17,000 local residents were incensed that the County Council had declared their homes a clearance and redevelopment area. Max was called in to resolve these conflicts. Other significant schemes undertaken by Max at this time were the redevelopment plan for the centre of Salisbury and Brentford's Riverfront. The planning team Max brought together for this work became the nucleus which would later come together again for the Kaduna Report.



# Exhibition Panel No.7: Best of Both Worlds

## KADUNA – a pioneer planning study in Africa

### Max goes to Nigeria

In 1964 Max was invited by then UK Ministry of Overseas Development together with the Government of Northern Nigeria to the isolated city of Kaduna, the capital of the Northern Region, to draw up a programme for a master plan of the city. A programme of one year was agreed and in March 1965 he went to Nigeria to set up the Max Lock and Partners Kaduna office.

### The Kaduna Office

The Group was based in a large complex of buildings in Kaduna South set up by the colonial government when they moved to Kaduna in 1915-1916. A new open plan office surrounded by a veranda was built was specially built to accommodate the incoming team from the UK. Max set up a whole range of interviews with senior politicians and civil servants to hear their concerns about the rate of Kaduna's growth. He made regular trips back to London to arrange the visits of other consultants who would come out in the summer between commitments in the UK. The government supplied all kinds of backup for the team including a fully qualified secretary, who turned out to be a textbook author, songwriter and lead guitarist in the North's premier pop group *The Soul Supremes*. There was also equipment, mapping, printing, communications, aerial photography, vehicles and accommodation. Max was preoccupied with a constant round of interviews, using all his political skills of persuasion to get changes made in the law and administration of land, the capital territory, local government, the rural hinterland and, above all town planning. The field work continued all summer, interviewing households, plotting development, helping the specialist traffic and other engineers with their task of data collection, and starting the preliminary analysis of the sample survey – all by hand.

### A city that had become a magnet for migrants

Kaduna was a magnet for migrants and a population profile was essential. A sample survey showed that over one fifth of the people living in Kaduna had come from outside the North of the country, and over 90% of adults had not even been born in Kaduna.

### The Dual Mandate

The city was a physical representation of colonial policies based on Lord Lugard's '*Dual Mandate*' philosophy, rigidly defining the class of each sector. It was segregation on a grand scale – European from Nigerian (separate living and working), and Nigerian from Nigerian (indigenes from non-indigenes). Much time was given to devising an administrative structure that might work in this complex web of traditional vested interests. Land was a prized asset in the pursuit of political power and its patronage thrived on a lack of law and on anarchic administration. Law and land were, in Max's philosophy, inseparable in proper planning.

### Housing and layout

The social survey allowed rational analysis of family size, shared accommodation, ability to pay rent, overcrowding and sanitation. Designs and layouts were made for many types of sites and density, the basic principle being flexibility within a controlled infrastructure. A long-term plan applied to a broad spectrum – not just the rich – was proposed. The idea of low cost, build-it-yourself, houses and a sanitary core within the housing block were pioneered.

### Methodology ahead of its time

The social survey by Max and the traffic analysis by Peter Hills were pioneering studies in Africa. Major desire volumes were predicted for 1985 and a road hierarchy plan evolved to resolve the conflicts between accessibility and environment, by rationalising the town into networks of environmental areas. A major innovation was the use of 'cost-benefit' analysis. The concepts were ahead of their time in a Nigerian context where the prevailing mood was '*planning should be on tap not on top*'.

### Planning against the odds

Max returned in mid 1966 with a draught proposal for time planning legislation but, despite local support, lack of planning law and control resulted in indiscriminate development. The proposed Civic Centre was to be the traffic free feature at the southern end of the existing treelined main spine road. A Federal and International loan-financed '*improvement*' chopped down all the trees and widened it to a dual carriage way, splitting the commercial, social and high-density residential centre into two and burying much of the Plan's philosophy at one fell swoop.

## Exhibition Panel No.8: Protagonist and Antagonist 1968-72

### **Dunstable 1969-70 – a five-year plan to fill a gap**

The Borough of Dunstable was under considerable pressure from investments in car production, a Greater London Council town project at Houghton Regis one mile north, the new town of Milton Keynes 10 miles up the new M1 motorway to the east and the favoured site for London's third airport less than 50 miles to the west. There was a labour shortage, high population mobility and no passenger rail link – the car was king. The borough was the Highway Authority but not the Planning Authority – it had to do something but was severely limited by statutory responsibilities. Despite a five-year time-limit there was a wide brief to carry out a range of detailed surveys covering the physical fabric of the town, its infrastructure, economy, valuation, traffic environment. The planning team set up an office in the town centre. Their analysis and conclusions had long term strategic implications.

### **Hackney – South Shoreditch 1971 – Diversity or 'clean sweep'?**

By the late 1960s the responsibilities of the New London boroughs we're becoming clearer Max was invited to join Leonard Mannaseh and the Borough of Hackney to assess their survey material and prepare a local development plan. At the same time there was a large-scale proposal for a clean sweep comprehensive redevelopment of the whole of South Shoreditch as offices, industry and housing. It was a time within a town that would have made the Barbican looked like a village. Max was approached with a brief to study the whole area and to recommend a redevelopment policy within six months.

The Survey showed South Shoreditch to be a complex employment with 20,000 in 800 firms of all types and sizes which played an essential role in the economy of central London and was a source of income to Hackney. The Group concluded that the 'clean sweep approach' would severely jeopardise the future of South Shoreditch as a source of varied employment and recommended a positive policy of individual building improvements and redevelopment, as well as local environmental and traffic measures to relieve planning blight. The many 'For Sale' notices and 'To Let' signs were not necessarily signs of weakness but one of change, variety, adaptability, vitality and growth. This is still true today – (at the time of the exhibition).

### **Linthorpe Road, Middlesbrough 1967-69 – an established shopping street to be 'eliminated'!**

Linthorpe Road was a popular route into the town centre and had developed shopping on both sides. In 1967 there was a Public Inquiry into the refusal of planning permission for a large cinema opposite the Co-op. Planning was refused on the grounds that it was against the long-term plans for the area. The 'Teesplan' proposals were in the public domain for the first time. The Linthorpe Road Traders Association were horrified to learn that the official plan proposed the elimination of most of their shops and called on Max, as author of the original Middlesbrough Survey and Plan, to help them fight their case. A report was drawn up with maps, diagrams and analysis which made it clear that the assumptions of the Teesplan were far from safe. There was no economic sense in a quarter of existing town centre shopping eliminated by planning policy to make the redevelopment of another part of the centre pay.

### **Max nurtures his plans**

Max worked continuously during the last half of the 1960s, maintaining the pressure on planning schemes he had been working on before going to Kaduna. He made regular visits to Salisbury, Oldham, Woodley and Brentford, and Chiswick. In Salisbury the County Council was drawing up an official Town Map which the County Council and Max wanted to see as truly representing their agreed views on the future development of the City Centre. In Oldham, the Ministry was working closely and backing Max's architectural partners on an experimental prefabricated housing and district heating scheme for the worst central slum clearance in the town. In Woodley, and Brentford and Chiswick, local residents were pressing their interests at a time of basic decision making over the routing of the M4 motorway around Reading. Max was also holding discussions to establish a truly multi-disciplinary planning group including valuation and property agents which he felt were an essential part of the planning and development process. Finally, the UDAG (Urban Development Advice Group) was formed with 'Knight Frank and Rutley' and others. In 1969-70 they took on the task of drawing up a report on the future planned development of Dunstable.



## Exhibition Panel No.8 continued – Max Lock's philosophy travels

### 'For' and 'against' the official planners

Other planning work was coming in. Besides Linthorpe Road Traders Association, the ancient city centre of Beverley was being threatened by particularly insensitive County Council inner ring road proposals. The London Borough of Hackney with an under-staffed planning department was feeling overwhelmed firstly by the GLC and its Greater London Development Plan proposals, and secondly by comprehensive 'clean sweep' proposals for South Shoreditch, the Borough's traditional centre of employment opportunities. Throughout this period Max regularly attended professional meetings at the Town Planning Institute, the RIBA, the Housing Centre Trust and a planning advisory panel run by the chairman of Town & City Properties.

### Max Lock's Reports are published world-wide

**The Kaduna Report** had impact being published in London by *Faber and Faber* for global distribution. The report on "*KADUNA: Surveys and Plans for the Capital Territory of Northern Nigeria*" had a striking cover design by Max using traditional motifs based on the crocodile, Kaduna being the Hausa word for crocodiles which infested the river running through the city.

### Max Lock travels and lectures world-wide

Max made two trips to the West Indies giving planning advice to those governments, and subsequent tours of Canada, the USA, Brazil and Salvador, giving lecture courses at the Universities of McGill, Harvard and Rio de Janeiro. Max also had many meetings with successive Ministers at the newly established Ministry of Overseas Development. This resulted in regular visits to Nigeria to put pressure on senior civil servants to reform the city management and planning administrations inherited from Britain at the country's Independence in 1960. Foremost in his mind was the City of Kaduna, declared in 1911 as the Capital City for the Northern Territory of Nigeria, by far the largest geographic area of the country, stretching mainly northwards from the two main rivers – the River Niger, and the River Benue, across the vast *Savannah* lands, traditionally occupied and run by the elitist Hausa and Kanuri Tribes from their traditional cities – Kaduna had been established by the then Governor General Lord Lugard, precisely because it could be situated away from these warring traditional power bases, but still be convenient for administering this vast landscape with all its problems of drought, meagre traditional farming existences, but very proud, ancient populations.

### Town Planner and pianist

The team was lodged in the newly built Hamdala Hotel in the main administrative centre of Kaduna North. Max had brought his 'dumb piano' with him which totally mystified the staff. He was profoundly upset that a magnificent new concert-grand piano had pride of place in the lounge bar and was never used except for leaning against. He eventually persuaded the management to move the piano to the unused mezzanine level where he gave a full public concert on the eve of the January 1966 army coup. By spring 1966 the team was back in London writing and designing the final Kaduna Report, published as a large-format book by Faber and Faber, with wide distribution around the world.

# Exhibition Panel No.9: Planning for rapid growth

## Max Lock Group Nigeria – “Putting ideas into practice”

### Establishing a baseline

Eight years, a civil war and a military government later, ‘master plan’ commissions for the state capital Maiduguri and the six provincial headquarter towns of Mubi, Yola, Gombe, Bauchi, Potiskum, and Nguru in the newly established vast, remote North-Eastern State, brought Max’s maxim *‘land, law and money as the basis of proper planning’* to a head. The Group found that planning was peripheral to land survey and the ‘cadastral’ registration of land solely concerned with elite allocations. An archaic administration was map-plotting and processing mostly rubbish applications and Local Authorities exercising their traditional rights for land allocation without reference to higher authority. Topographical information was lacking or out-of-date and there was a conflict between ‘imperial’ and the newer legally legislated ‘metric’ measurements. Compound counts and ‘by eye’ from mercifully recent aerial photography, map updating became top priority to establish a base from which numeric samples could be established, drawn and the resultant existing town structures thereby defined. Public and private land applications, often stimulated by the newly found oil wealth, needed to be properly vetted within the emerging Development Plan. A ‘Master Plan’ was outdated in principle in the rapidly changing pressures on the urban fabric. ‘Site Boards’ committees were finally accepted as an ‘ad hoc’ solution, with applicants arguing their real needs along with rational planning assessments by the professional Group.

Under the Nigerian Constitution (originally drafted by Lord Lugard, all Land was considered ‘publicly owned’ and to be under the care of the respective Governor, with every Nigerian individual entitled to one plot of land for his or her own use – these personal plots of land were then defined by a local government administered ‘Right of Occupancy’ – and under later legislation re-classified as ‘Certificates of Occupancy’ (CofOs) for a 99-year ‘lease’ under State Governments control; and institutional or commercial bodies were also entitled to ‘free’ land (only compensations was payable to existing or previous land occupiers, mainly the indigenous farmers) for 40-year Certificates of Occupancy ‘leases’.

Field observations from the Land-Use Surveys and analysis of preliminary aerial photography identified major constraints of topography. The evolving ‘Draft Structure Plan’ for discussion was produced at an early stage to emphasise opportunities and show constraints (mainly to do with natural perennial flooding). A hierarchical network of existing and possible new road reservations was plotted on grided sketch maps or at least on the most recent aerial photographs for all to see and comment upon. Land applications could then be judged against the emerging Draft Development Plan.

### Recruiting the Teams

Local recruiting for the Group was limited – only 43 Higher School Certificate leavers came from North-East State secondary schools in 1973. The best of these formed a mobile team and became the core of the Group’s field survey team for the next decade. Eight of the first small group of planning students from the new Post Graduate course at Ahmadu Bello University in Zaria came to Maiduguri and formed core teams to establish mapping and data baselines in each town. One of them, Bolaji Arogbonlo became a Director of Max Lock Group Nigeria Ltd with Nigerian responsibilities for the later projects in Kaduna and Niger States.

### Setting examples

The West African market is an essential and informal social and economic network often acting as a vital relief and support for those in need. Detailed survey and analysis was made of central markets, traditional housing, car parks and primary schools. In some cases the field survey teams became directly involved in supervising local community schemes and site works such as the Bula Bulin drainage improvements in Maiduguri, local government housing layouts in Katsina, and the building of a temporary market at Bida.



## Exhibition Panel No.9: Max Lock Group Nigeria continued

### Nigerian Planning work renewed

So, we see that in early 1972 Max had received the invitation from the new North-Eastern State government to visit the State Capital, Maiduguri and put forward proposals to prepare a Master Plan for Maiduguri and six other provincial towns in the state. Max made a preliminary tour of all the towns with Abdullahi Bashir, the only town planning officer in the whole state. After protracted negotiations, the State agreed to the Group's brief and allocated a site for the Group to build its state headquarters office on the edge of the traditional town, between the Central Market and the proposed new State Government Secretariat being funded by a Federal Government grant. However, the Permanent Secretary imposed the condition that he would only support the Group's registration as a business in Nigeria if Maiduguri became the Group's overall national headquarters.

Max shuttled between the UK and Nigeria over the following years recruiting professional specialist staff and supervising continuity at Beverly, Middlesbrough and Hackney. He took every opportunity to visit Kaduna, but the evidence of what was happening there left him deeply concerned over the future of the Kaduna Plan. He wrote to the newly appointed Military Governor in Kaduna asking why they had accepted the Plan in principle but were not carrying out any of its principles? Max thought his plea had its effect. However, when he was not there, inertia and 'practical politics' took over. His spirit was no longer fully in the Nigerian practice but on an overdue retirement and more music commitments at home, Mike Theis, his partner, formed the indigenous registered company of Max Lock Group Nigeria Limited under the recently adopted 'Indigenisation Decree' of 1979.



**Photo left** of Max Lock and his Max Lock Group Nigeria Team in front of the Maiduguri office in 1975

**Photo right:** Max Lock inside the Maiduguri office with Roger Withers MRTPI,

### A purpose-built headquarters office in Maiduguri

Max drew up plans for a simple single-storey design based on a traditional open plan with locally produced burnt brick columns supporting an all-round covered verandah. A local contractor built this modest office block in record time. Group members chose houses from the many being built speculatively for rent on small government layouts outside the walled town on the higher ancient sand ridge 'shore' of the pre-historic ice-age Lake Chad. This ridge was the highest ground, some 10 metres above an otherwise unrelieved plain stretching over fifty miles in all directions. Max's final reconnaissance tour of the six provincial towns covered some 1,000 miles on mostly laterite roads or single strips of tar. Ferries across the Benue River to access the southern-most towns were still an adventure on makeshift motorised rafts. Max returned with sketches of the provincial headquarters showing their structure and an analysis of their fundamental planning opportunities and expansion and constraints to development. This geological land-form also gave rise to the extraordinary ancient (perhaps Cambrian-era') artesian wells that supplied Maiduguri with its 'fossil-water' (the water was not replenished as such, but was deemed to be from these ancient times, but proved to be a lifeline to the continued existence of the town in the time we were there.



# Exhibition Panel No.10 – A hidden legacy of ‘Planning Insight’

## The thread of the idea – a clamour for change

Dr Mike Theis writes - Max loved ideas and argument, but the ideas he developed brought him little peace or renown, which is surprising when so much of his approach became the basis of physical planning in the UK. During the war years he had a clear view of a brighter future, a route which lay between the Bauhaus and the Beaux Arts – *‘they lacked the chemistry to change to a fourth dimension, from the inorganic to the organic, one that brings to today’s techniques and aesthetics a truly biological ‘symbiosis’ between man and his environment be it countryside, village, city or region’*. Guided by Patrick Geddes, *‘Civic Diagnosis’* became the mature anatomy of physical planning.

Those first ten years were truly fulfilling and enjoyable. He loved teamwork with its hint of utopia. There was an all-embracing philosophy to develop, use and proselytise. It was tested in a laboratory which surveyed thousands of urban and rural lives up and down the country. The public clamour for change, war damage, the *Blitz and Blight Act 1944*, the *Town and Country Planning Act 1947* and the 1951 Festival of Britain, all fuelled this national euphoria. It was the easy decade, with the feeling that change was always for the better.

In the fifties, public consciousness diminished, the new Counties and County Boroughs proved ineffectual as planning authorities, consultants were frozen out and developers found loopholes in the legislation. Max was objective – *‘this period was characterised by delays and often frustration for the individual, aggravated by the growing anonymity vis a vis the public of the newly established official Planners’*. But, deeply disappointed, he turned from a proponent to an opponent, a contesteer of plans trying to *‘retain the imagination of the planned’*. He blamed the 1947 Act which *‘had quite unintentionally cut in half the fair promise of planning simply because it created an organisation that turned out to work against its own purposes and sought to solve the problem in terms quite other than those of the problem faced.’* A gleam of optimism did return in 1969 when the *Skeffington Report* addressed some of his ideas on participation – however, its recommendations have never been implemented as citizen’s rights.

## Max as Tutor and Mentor – committed to the role of education

Max saw post war failures and delays as symptoms of educational failure to produce enough of the right kind of town planners. In 1943 town planning was a post-graduate subject and town planners were often ex-servicemen who had taken a three-month correspondence course. Its secondary status reflected the status in the Town Halls. But the new world needed new town planners with social, technical, legal and administrative knowledge, able to shoulder a wide responsibility. Max was also a committed teacher and life-long student, he saw the problem of education from both sides making him an excellent mentor.

Music and the Architect – harmony, rhythm, discord and movement.

Max had abandoned music to fully study architecture when he was eighteen, but he rediscovered it twenty years later with lessons under Grace McKnight Kauffer. His repertoire included Bach, Scarlatti, Beethoven and Prokofiev. He became interested in the harmony of music with architecture and developed his ideas into a lecture he took round the world, and schools of architecture – including to the students of the newly created School of Architecture at Bath University in fall 1968 – then housed in the magnificent Vanbrugh Mansion of Kings Weston, Bristol.

*‘The theme was the idea of harmony, rhythm, discord, and movement in both music and in design. Max accompanied slides with visual references drawn from diverse sources such as snow crystals, mollusc shells, Edward II’s tomb, Italian ‘pallazzos’ and the Shah Abbas Bridge at Isfahan. The comparisons were direct and steered the Van Schelling pretensions that architecture is frozen music....’ Architects Journal, 9 May 1957.*

This was the seminal moment when Max first became acquainted with Mike Mutter, Paul Stubbs, Leonard Coulthard, Tony Lloyd-Jones and Suzi Wolf, all then studying architecture at Kings Weston.



## Exhibition Panel No.10 – continued

### Max Lock's hidden legacy of 'Planning Insight'

#### What did Max Lock achieve?

- + Max turned the focus of planning from the edges of towns expansion where its gaze rested in the 1930s to the concept of viewing the whole town from its core to its hinterland.
- + He broadened and cross-fertilised notions of planning using an organic model to include and integrate with other disciplines and then refined their technical methods and presentation. He saw planning as *'the oldest of the arts and the newest of the sciences'*.
- + He developed the ideas of Patrick Geddes into a methodology of practical techniques blending the social with the physical into a 'Civic Diagnosis' of Survey and Plan. However, the 1947 Act codified the physical and administrative factors but ignored the social, and made no account for public participation. Max argued for *'the Missing Half of Planning'* for the rest of his life.
- + He was an excellent technician, knowing how and which tool to use. He benefitted from never having been formally taught town planning so it was from applied critical analysis within a loose pre-1947 planning framework, both unstructured and unregulated, that he devised much of the format for plan making still being developed today, in particular using social surveys, interviews, community involvement, analysis, map overlays, topic reports, photographs – people working with the 'press' to achieve a workable and acceptable Plan.
- + He pulled the public into the process, a position that has continued to improve although full consultation as a right had still not been reached in his time. He wrote plans to be read by all. Middlesbrough involved 3,000 interviews, the public exhibition at the end of the formal planning process attracted 22,000 people and over 10,000 'penny pamphlets' were printed and sold.
- + Max further pioneered regional planning, towns set within their hinterlands, the attention deserved by the best of the past in buildings and their settings, the value of cost-benefit as a planning approach, the comparative concepts of 'doing nothing' and of 'open-endedness', the plan and the planning report as only a part of an on-going process, a snapshot in time.
- + Above all he knew that planning was a matter of personal commitment to the place and its people. He lived in the towns he was commissioned to work on, among the communities, and with them got under the skin of officials, representatives and steering committees to expose the reality below.

#### The background to the Archive at the University of Westminster

Max Lock was a compulsive note-taker and letter writer. Although he worked mostly from where he was living rather than from his office, his papers and files were kept by the office. It had long been his intention to set up an archive of his papers. When the John Street office was having a clear-out in the late 1960s all his earlier archived files were taken to his Victoria Square house and stored in the basement.

Max's own method of keeping his papers and his form of note taking reflects his own original and lateral way of thinking. The profound and the mundane, the personal and the material are often lumped together in a seeming jumble, but the links are there to be found. His attention to detail in design, report writing, music, itineraries, relationships and daily life was intensive and integral. He was described by a leading barrister acting on his behalf at a Public Inquiry *'as the most intellectual person I have ever met'*.

An important part of his plans for the conversion of the Mill at Addicroft, Cornwall, when he finally moved there from Victoria Square on his retirement, included rooms to be used as a study and library where all his papers could be brought together to form an archive which he could work on. Although the rooms were completed, the sorting and the bringing together of papers was perpetually postponed to another day when there would be more time.

After his sudden and unexpected death in April 1988 at the Mill while writing letters, his twin brother Donald allowed all Max's papers and books to be collected by Michael Mutter and Mike Theis from Max's Addicroft Mill and from his house at No 7 Victoria Square. A preliminary sorting and listing were made before packing everything into tin trunks for safe keeping.

Max had continued a Concert Series, bringing renown world artists to perform at the Mill, attracting a wide audience from across Devon and Cornwall.

**This Public Exhibition was initially held at the then School of Urban Development and Planning, University of Westminster, April 1996. Later it was held at the RIBA, 66 Portland Place. It also toured UK cities such as Hartlepool and Middlesbrough, and also in India.**

# The 1996 Max Lock Exhibition

Team Photo at the Information Resource Centre,  
University of Westminster, 16<sup>th</sup> December 1996



**1996 Exhibition Team (above):**

Dr Peter Newman, Dr Mike Theis, Len Coulthard, Michael Mutter, Tony Lloyd-Jones, Ming-Wai Chen

The 1996 Max Lock Public Exhibition, as seen in the preceding 12 Panels, was first held at the University's Information Resource Centre, at the Marylebone Campus, with a reception attended by many of the contributors and sponsors (RTPI, RIBA, Lewis & Hickey Town Planning, and Andrew Martin Associates). The Exhibition was also held at the RIBA Headquarters and in many towns across the UK and India

This 2023 Background Story has explored the range of 25 years of Research and Field Projects undertaken by the Max Lock Centre personnel. The accompanying Exhibition also shows a selection of the Student Projects undertaken as part of the 15 years that the MSc Course on "International Planning and Sustainable Development" has been running at the University School of Architecture and Cities which together with the continuing Max Lock Centre has now established a recognised basis for its specialisation in urban development world-wide.