

Review Of Inclusive Planning

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Abstract: Development is a continuous process and planning is necessary for the managed development. Concept of urban planning was developed to address the needs of increasing urban population for a foreseeable future. Urban planning includes urban design and policies. Policies and theories have the significant impact on determining the direction and approach of planning. Various theories regarding urban planning and development emerged in different timeline. The conventional way of urban planning includes technocrats and governments making decisions on the urban planning and policy. Planning was not taken as a methodology, rather as the end product, till some decades ago. Inclusiveness has been introduced in the scope of urban planning recently. The concept of inclusive urban planning is derived from the integrated development approach for accessible, resilient, affordable and sustainable urban livelihood. Inclusive planning is practiced in many places in local, regional and national level. Inclusive planning is the autonomous way of practicing democracy and respecting the right to equality. The main objective of this paper is to review inclusive planning in global context and national context.

Keywords: Inclusive Planning, Participatory Approach, Policy Intervention, Sustainable Development

1. Introduction

Planning is the exercise that is carried out in the present, considering the past knowledge and experience, for a foreseeable future. Planning doesn't have a specific definition. It can be defined as the end product, or as a methodology or as a process of decision making. In order to have a sustainable development, various factors are needed to be considered among which inclusiveness is one of the major. Inclusive planning is a process of development that includes wide variety of people and activities. It includes various dimensions of urban and rural poverty such as income and social poverty, environmental poverty, health poverty and education poverty. These dimensions have direct or indirect impact on quality of urban life. An inclusive city has been defined by the UN-Habitat as the one that promotes growth with equity. It was defined as a place where everyone, regardless of their economic means, gender, race, ethnicity, or religion, is enabled and empowered to fully participate in the social, economic, and political opportunities that cities have to offer. Participatory planning and decision making are at the heart of the inclusive city (habitat, 2001) [1]. It is the development coupled with equal opportunities to all. The idea of inclusive development started after only before some decades ago. Inclusive development first appeared in publications of the Asian Development Bank, as a strategy towards equity and empowerment based on poverty reduction, human capital development (education, health care), social capital development (participatory decision-making and community-based steering), gender development (health, welfare and participation in societal development for women) and social protection (reducing risks and vulnerabilities associated with age, illness, disability, natural disasters, economic crises and civil conflict) (Kanbur, 2010) [2].

2. Historical development of theories

Urban planning grew in a rapid pace after the industrial revolution. Ideas about planning have changed so much in recent years that one is tempted to speak a genuine shift in paradigm. Specially, the changes were from the blue-print, armchair planning approach of planning model to a social learning approach. Technocratic hubris had fallen out of step with time. Instead of planning for people, planners now

talked about planning with them. Though practice may not always be in line with rhetoric, the intention was clear; people were beginning to take charge of their lives within their communities (John, 1981) [3]. During 1960s, the struggle had been over the poverty. Pricing policies, balance between agriculture and industries were focused investment on human capital was conceptualized. Human rights, democracy, GDP growth, monetary stability and human development indicators were prioritized till 1970s. The concept of environment and its consideration in planning began. The movement gave a indication of armchair planning being inappropriate. While the discovery of inappropriateness happened, there were no such theory and means due to which the arm chair blue-print practice could be replaced. Urban and regional planning followed the same blue print approach because of lack of the alternative found, that could replace the shortcomings of the blue print planning. The concept of sustainable development began from the 80's with endogenous growth strategy, foreign direct investment and market guided economical approach. Even though the concept of sustainable development was present in this period, there were no substantial planning and projects that aimed towards achieving sustainability in a long run. This was a period when post-modern concept of environmental preservation and conservation was started. With the goal of enhancing human development, capacity development, livelihoods and adoption of sustainable development in 1990s, social and human capital were enhanced and concept of good governance, stake holder participation, growth of neo-liberal agenda were promoted. The policy model was developed in bridging the various aspects of nation such as social, economic and political towards providing more priority to make a difference in economic sector of the nation by the private rather than public institutions. This introduced the minimization of gap between the individual and nation in policy and decision making. The end of communism opened up the ground for new ideologies in liberalism and free market capitalism. Taking general public as a stakeholder in development gave rise to participatory approach and enhanced strategies for maintaining good governance system. As the industrial revolution only focused on mass production and surplus rather than social development and environmental preservation, the rise of GDP occurred but the other

indicators of social development was rarely given any spotlights. So, realizing the necessity of these aspects for development, social and human capital was valued. Issues regarding gender equality and empowerment of women started after the 90s, in various levels of policy and decision making. Green policy emerged during the time in which policies, laws and regulation were made concerning the growing environmental issues (Nicky, 2015) [4]. Context specific development was conceptualized and efforts were made for the economic, social and environmental development during the beginning of this century. Introduction to inclusiveness in the development came only after the 90s, when the necessity of policy enforcing equitable growth for overall development was realized. Even if the production and service oriented development was present, overall access to these aspects of development was accessible to only certain people. Economic disparity was prevailing along with development. With the recognition of problems present in different parts the world; the United Nations introduced Millennium Development Goals (MDGs). It was introduced in collaboration with one hundred eighty nine countries. MDGs were introduced basically to improve the living of poor people and solve the major problems the world was facing during that period. There were eight basic goals of MDGs. The goals of MDGs were to eradicate extreme poverty and hunger, to achieve universal primary education, to promote gender equality and empower women, to reduce child mortality, to improve maternal health, to combat HIV/AIDS, malaria and to ensure environmental sustainability. All these goals of MDGs were aimed to equip the poor, marginalized with basic needs such as education, health facilities and human rights. These goals were included in every policies and plan of all the participating countries, which can be taken as the first step to globalize the theory of inclusion in development worldwide. These goals of inclusion of poor and backward communities were prioritized in every levels of policy formulation and its implementation, from the national, to the regional and local level of governments in all the nations. Specific country contextual targets were set and planning was done to achieve those targets at a certain interval of time, during the period of fifteen years. The goals were the cross cutting every aspects of development among which the strokes were seen in the field of urban planning as well. Idea of inclusive urban development came into reality through the cross cutting issues such as gender equality, improving maternal and child healthcare, eradicating communicable diseases and environmental consideration in urban planning and policy. MDGs did not focus basically on the human settlement, livelihood and sustainability. Sustainable development goals were agreed to in 2015, for a target of 15 years (till 2030), with 17 goals and 169 targets. The main theme of SDGs is leaving no one behind, which is the basic principle for the inclusive planning. It consists of goals such as zero hunger, no poverty, quality education, gender equality, clean water and sanitation, affordable energy, reduce all form of inequalities, sustainable cities and communities, climate action, life in water and land and global partnership in achieving these sustainable development goals. SDG 11 with sustainable cities and communities addresses urban areas, aiming to “make cities and human settlements inclusive, safe, resilient and sustainable.” Targets by 2030 includes ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums, provide access to safe,

affordable, and sustainable transport systems for all, improving road safety and expanding inclusive public transport, enhance inclusive and sustainable urbanization and capacity for participatory development, reduce the adverse per capita environmental impact of cities and provide universal access to safe, inclusive, accessible, and green public spaces. It is interlinked with other SDGs on: ending poverty, ending hunger, ensuring healthy lives, ensuring education opportunities, achieving gender equality, availing water and sanitation for all, ensuring inclusive and sustainable economic growth with decent work for all, building infrastructure for sustainable industrialization, ensuring sustainable consumption and production patterns, combating climate change, promoting peaceful and inclusive societies and strengthening the means of implementation. All the seventeen sustainable development goals encompass inclusiveness as a cross cutting issue, in planning, implementing and achieving those goals.

3. Features of Inclusive Planning

Inclusive urban planning tries to include the various dimension of urban poverty in the process of planning formulation and its implementation. These dimensions have great impacts on the livelihood of the people, especially the urban poor and socially disadvantaged one. The various dimensions of urban poverty can be classified as Income and social poverty, Education poverty, Environmental poverty and Health poverty. Issues such as employment insecurity, unskilled labor, lack of access to job market and opportunities, lack of access to governance and decision making, macroeconomics crisis, high cost of living, lack of safety nets and labor protection, lack of assets and personal insecurity comes under Income and social poverty. The education poverty that is prevailing in the urban and rural areas wrap the issues regarding constrained access to education, inability to afford the school expenses, lack of access to quality education to all, exposure to crime and violence as well as lack of reliable, affordable and good public transportation to urban mobility, that affects directly or indirectly towards the education, awareness and intellectual level of the people living in the area. Along with the development, urban areas today are facing the environmental poverty. Environmental poverty includes inadequate housing, tenure insecurity, precarious living condition of people, risk of disaster to settlements in hazard prone areas, inadequate access to water and sanitation, lack of access to solid waste facilities, exposure to hazardous industrial waste and exposure to air and water, land and noise pollution. Problems such as inadequate cash income for the acquiring of better food, food security crisis, malnutrition, health problems and inaccessibility of elderly and aging communities, overcrowding, unhealthy living conditions and exposure to pollutions comes under the health poverty that is prevailing in urban areas (Singru, 2002) [5]. These dimensions of urban poverty come along with the increase in urban sprawl and lack of inability to manage the urban growth, through the proper utilization of available resources. Most of these problems are found in the informal settlement where the population comprises of the urban poor, weak communities, socially, politically, economically and culturally excluded people. These people are more vulnerable to the negative impacts in social, economic, environmental and economic strata, which come into sight with the increased urbanization. “Cities have the capability

of providing something for everybody, only because, and only when, they are created by everybody.” There is no logic that can be superimposed in a city; people make it, and it is to them, not buildings, that we must fit our plans”.

- Jane Jacobs

Inclusive urban planning is an integrated approach of development that incorporates every dimension of urban fabrics and accommodates every individual in the development framework, especially the one which is helpless and unheard. Urban areas consist of people with large urban density as well as wide variety of people, from different social class, ethnic groups, economic background and cultural differences. While planning for these people, there are basically two terminologies that I think can distinguish between the inclusive urban planning from rest of the planning theories. Conventional planning theories regarded the urban city as a melting pot. The recognition of difference in group, culture, ethnicity, religion, income groups, social class are not considered in conventional ways of planning. It is basically the top down approach of the planning process and implementation of the plan. The grassroots of the communities is not studied, nor considered. There is a target that is the interest of the national plan or the regional plan and work is done based on the logical reasoning, mapping, table works and understanding of the technocrats and government authorities, where only their perspective is included. Even though the planning is carried out with the inclusion of community, it does not necessarily address all the people in the community. The marginalized, minority and poor are averaged out in the process of planning. Their concerns are not taken note of. In case of inclusive planning, the city is taken as a bowl of salad. Even though there are various income groups, ethnicity, cultures and income groups, diversity of each of these features are well-respected and their concerns on the planning objective and process are included. There is also a matter of identity and distinctiveness of characters of the community. Consultation is done with the community for whom the plan is intended. So, it is basically a bottom up approach of planning. Inclusive denotes accessible, affordable, resilient and sustainable. Accessibility is defined as the opportunities for safe, secure housing and reliable basic services for all individuals and communities structured within projects and programs that include credit and technical support required for their operation, maintenance, and expansion. Accessibility means enabling these opportunities within social structures and cultural norms that may constrain individual or collective access to a service. Affordability is viewed in its broadest sense to include not only the affordability of families to benefit from the shelter, services, and transport solutions offered to them, but also the affordability of local and national governments to benefit from and have the capacity to support the systematic delivery of shelter, services, and transport to their communities. Resilience is an integral part of urban investments. It is not a reactive notion that appears after disasters, but is a proactive approach to strengthen the ability to resist, absorb, recover from, and reorganize in response to natural hazards without jeopardizing sustained socioeconomic advancement and development. Resilience comes from the awareness of the context in which investments are to be made, of the affordability of the product provided, of the vulnerabilities based on historical record and projections of climate change,

and of the planning and project development innovations and technologies that support resilience. Sustainability is the capacity of the responsible entity, be it a family or a local or national government, to service debt, operate, maintain, renew and expand its shelter or service delivery system and pro-poor infrastructure. Sustainability also calls for access to the technical, financial, and human support required for shelter and service delivery through ongoing systems and programs (Bank A. D., 2017) [6]. An inclusive city creates a safe, livable environment with affordable and equitable access to urban services, social services, and livelihood opportunities for all the city residents and other city users to promote optimal development of its human capital and ensure the respect of human dignity and equality. There is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process (Arnstein, 1969) [7]. An inclusive city is built on joint strategic visions of all stakeholders through a participatory planning and decision-making process incorporating universal design, integrated urban planning, transparent accountability mechanisms, and the use of the city's inherent assets. It includes knowledge and information sharing, public participation and contribution as well as mechanisms, such as cross-subsidies, social protection, and gender balance, to ensure an adequate standard of living to the most economically disadvantaged and vulnerable population. Inclusive planning promotes geographical and social mobility, business environment and pro-poor financing services that attract capital investment and allow everybody the possibility to undertake economic activities, resilience to global environmental and socioeconomic shocks and threats as well as mechanisms to ensure the sustainable use of its resources (Bank A. D., 2017) [6]. Inclusive planning can be practiced through inclusive policies and urban design. The focus assets for inclusive planning are finance, social capital, basic infrastructures and shelter for all. To achieve these assets of inclusive planning, investments themes such as social protection, education, health, income, water and sanitation, solid waste management, energy, urban transportation, disaster risk management, land housing needs to be prioritized for the policies formulation, strategy development and implementation. Some of the indicative inclusive investment can be given preference on microfinance, community based organization, capacity building programs, gender and age friendly planning, basic infrastructures, education and health facilities, slum rehabilitation, affordable housing and urban renewal programs, in order to assure inclusiveness (Bank A. D., 2017) [6]. More than 50% of the world's population lives in cities, and this proportion will reach 70% by 2050. To make sure that tomorrow's cities provide opportunities for all, it is essential to understand that the concept of inclusive cities involves multiple spatial, social and economic factors. Inclusive cities can be enhanced through providing urban services broadly, including the population of the associated regions through sustainable transport networks, systematic integration of migrants into the urban economy, regulating access to outside entrepreneurs and investments, mainstreaming marginalized community and urban poor in policy interventions, environmental planning, provision of equal access to environmental service, sustainable production, consumption and utilization of the resources.

4. Inclusive Planning Practice in International Context

There are many countries that has adopted and implemented inclusive urban planning initiatives in macro level planning. Vietnam Urban Upgrading Project was implemented in low income areas in Ho Chi Minh and other secondary cities were often flooded with inadequate sanitation, causing serious health and environmental risks. The Vietnam Urban Upgrading Project helped improve the lives of 7.5 million urban poor with better water and sewerage connections, roads, lakes, canals and bridges. The project combined the provision of infrastructure with strong community engagement. The project introduced a new way of working with the poor--emphasizing in-situ upgrading over resettlement, and giving voice to the marginalized by involving them in the identification of upgrading options, on-site supervision and evaluation of the project's impact. The project also helped ensure that all households in the upgraded areas receive a certificate of tenure or land use certificates. A microcredit program, implemented by the local Women's Union, also supported low-income households in the bottom 40% of the cities with home improvement or income generation loans to alleviate the pressure due to lack of credit (Bank T. W.) [8]. Similarly, Cameroon Inclusive and Resilient Cities Development Project were approved in 2017 to address the urban poverty and vulnerability in seven cities across Cameroon. It is going to finance a mix of hard and soft interventions to improve access to infrastructure, services, and economic opportunities and strengthen citizen engagement for over 650,000 people living in poor urban neighborhoods. Provision of trunk infrastructure such as roads and bridges to improve spatial integration of targeted communities with the city is going to be complemented with demand-driven neighborhood improvement investments, identified through a participatory approach. The Project is also setting up a grant mechanism to support local initiatives focusing on the economic inclusion of the youth, particularly young women, strengthen neighborhood development committees, and pilot investments to improve pedestrian mobility. At the same time, technical assistance is also provided to municipalities and relevant ministries by the World Bank to enhance their capacity to develop and implement strategies and tools facilitating more inclusive and resilient urban development (Bank T. W.) [8]. Inclusive urban planning has also been practiced in Argentina in a macro scale. It is estimated that 18% of the Argentine population lives in informal settlements, known as "villas", where poverty levels can reach as high as 55%. The Metropolitan Buenos Aires Urban Transformation Project is supporting the improvement of living conditions for around 48,000 residents in disadvantaged neighborhoods in the Buenos Aires Metropolitan Area, integrating them into the wider urban fabric. Specifically, the project finances the improvement of housing and basic urban services and infrastructure. It is one of the largest informal settlements of the country, within walking distance from the busiest urban neighborhoods. This project is leading the way for housing and urban transformation throughout Argentina (Bank T. W.) [8]. These are the examples of large projects that are going on, in different parts of the world. Most of them are focused in urban renewal and upgrading the living condition of urban slums, in order to have inclusive cities and transform overall image of the city.

5. Inclusive Planning Practice in National Context

Presently, Nepal has been implementing sustainable development goals and made attempts to localize these goals. Urban Agenda for Nepal is expected to harness urban areas as a critical means to banish poverty, promote inclusive growth, and achieve sustainable development. Nepal has targeted to reduce multi-dimensional poverty to 11% in 2030 (from 44%). It also has set up target to rebuild and repair all the cultural heritages, private houses, settlements and infrastructure that were destroyed by earthquake and foster the resilient communities. Reducing consumption inequality from 0.328 to 0.16, increasing the social, economic and political index to 0.7 each, Increase access of micro-finance for farmer to 40%, increase the ratio of nominal wages to consumer price index from 1.6 to 2 and increasing the share of bottom 40 % of the population of national income from 12% to 18% are the targets that Nepal has in order to reduce inequalities within country and achieve inclusive development (Sustainable development goals, status and roadmap: 2016-2030, 2017) [9]. Nepal is performing well with gender inclusion, giving 33% reservation to females in every sector of government, as well as reservations for Madhesi, Dalit, Janajati and other marginalized society to bring all of the citizens together, in creating an inclusive system. Community based organizations, non- government organizations and local governments are working together in localizing the global goals of inclusion. Lumanti Support group for shelter is working to enhance the livelihood of urban poor by advocating for mainstreaming of poor and marginalized community in the the framework of national development. Community finance program for the promotion of community led finance in urban poor communities is conducted in various cities including Kathmandu, in order to strengthen the community economically. Lumanti is also working on disaster risk reduction, community resilience, relief and recovery of settlements among the low income groups in rural and urban affected areas. Moreover, it is also working on providing decent housing to the urban poor, giving financial and technical assistance. Major project of this organization in housing sector are Koshi Rehabilitation Project (Sunsari), CLIFF housing program (Kohalpur and Banke), ACCA program, reconstruction program (Rasuwa, Makwanpur, traditional settlement of Kathmandu valley), Bharatpur (31 families relocated from the informal settlement) and Kritipur housing projects, which is the first rehabilitation project in the valley (Lumanti Support group for shelter) [10]. Partnership is done with the government and UN Habitat, which has resulted in remarkable changes the areas of settlement upgrading through improved access to water sanitation facilities, housing, easy community based finance and linkage with local and national governments. Lumanti also works on building secured housing through the community led process and improving access of WASH in poor communities. Organization like Lumanti Support group for shelter is localizing the goals of inclusion of multi-dimensional urban poor into the development and casketing the policies in the local level. It is helping a lot to include them in the policy making, budget and projects for the betterment of their livelihood. All of these planning are carried out in a participatory approach, during the formulation and execution of the plan. Inclusive planning process is also seen in local and ward level, thus

mainstreaming the urban poor and marginalized in the policy and development dynamics. Urban planning comprises of urban design and policies. Analyzing the urban planning scenario of Nepal, urban planning has been originated as a top down approach or as a decision making process. Urban planning was kind of synoptic and rational planning in ancient days. After the restoration of democracy, communicative and integrated action plan is practiced. This type of initiatives is a way of practicing the democracy. But often, these types of plan for urban development that are prepared with participation of consultant from the central level, political leaders and some stakeholders, still there is not inclusion of concerns of every kind of urban dimensions. Taking an example of the urban roads, they are hardly pedestrian and disabled friendly. Bicyclers and two-wheelers are having a hard time travelling on road, given the defective road design as well as four-wheeler centric design of urban roads. Urban planning is also impacting a lot in environment due to construction of hard surface disabling water recharge and increasing urban flood, encroachment of open and green spaces for development and degrading the urban ecology. This can be seen prevailing even at the largest metropolitan city and some of other municipality. Due to the concentrated power system, development had been centralized in the capital city, until recently introduced federalism. High rate of inflow of people in the city resulted in unmanaged urbanization and inorganic urban growth. While Nepal has entered in the federal democratic system, much intervention has been made recently in the national plan and policy. The creation of local government and decentralization of power from the central to the local level is facilitating a certain level of inclusion and equal rights for every citizen. Through the amendment in constitution, people from every ethnicity, sex, religions, caste and community are given reservation for participation in the national assembly, constituents' assembly, state and local government service level. Nepal has successfully implemented inclusiveness in the political sector of the country. But still, analyzing the actual scenario, status of inclusiveness is seen in the political strata, while inclusiveness in the social and economic strata is not quite satisfactory. Economic aspects such as cost benefit analysis, rate of return of the project is given top most priority in any kind of infrastructure planning. The social, cultural and economic diversity are rarely considered by the government in the planning of urban as well as rural infrastructures. Equitable, equal access to these infrastructures and facilities is not given the top most priority while formulating policies and plans. There are significant number of informal settlements in the capital city and other emerging regional cities, which undoubtedly reflect the urban poverty and failure of policy makers in addressing inclusive economic, social and urban planning for those minorities. Nepal has also been proved to be weak on social security and health sector due to the constricted policies it has adopted.

6. Reflection

Various planning theories have emerged and developed in different timeline of our history. Inclusive planning has been introduced and exercised only some decades ago. It is practiced mostly at the micro level. There are various national and international mechanisms that are carried out with the underpinning of inclusion. Inclusive planning is important to make a foundation of impartial and judicious utilization to create economic and social opportunities for all,

especially the deprived ones. Evenhanded development becomes possible only when we enhance the distributive role of the major cities and their regional inter-linkage. Planning policies and regulation depends on mostly the political situation of a country. Nepal has been into federal democratic political system and ensures rights to every diversity in its political strata. But, policy and their regulation is yet a big challenge in case of Nepal. It has been a success in the political dimension of inclusion but social and economic aspects are still lagging. Regional disparity, social and economical variation is still prevailing in the urban and rural areas, which need to be solved through participation, advocacy and inclusive approach. These are the task that needs to be mainstreamed in every altitude of plans, policies, implementation and governance. It is practically evident that what social learning and inclusion actually means in theory. Inclusive planning is challenging to implement while coming into choices of means, strategies and outcomes of the plan. Inclusive planning can be criticized on the other hand because of its complexity in planning formulation process and the implementation in the real ground. Nevertheless, inclusiveness is the other way of institutionalizing democracy and respecting the rights to equality. In my opinion, urban planners must practice inclusive planning which enable them to understand the real field scenario and make social justice and inclusion through their profession. A planner needs to become a facilitator of the group-based practice, using the best of their knowledge and skills, for finding out the common solution to the problem. Stakeholders, marginalized groups and communities must not only given a platform for discussions, rather responsibility of planner is also to give guidance and align them, so that it will minimize the status difference occurring from the rule of different kind of knowledge, in order to come together for a harmony. In Inclusive planning, no individual should feel that they have been excluded from the development and infrastructure. Inclusive planning is one of the most autonomous and self-governing tool of planning. It embraces sustainability and respect the diversity. Inclusive planning can be taken as the way of practicing democracy and human rights and mainstreaming through planning interventions.

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