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ID 1458 | CONFORMANCE VS PERFORMANCE: ZONING OF THE URBAN AGRICULTURAL ZONES IN TAIWAN

Chen Yu-Wen[1]; Chao Tzu-Yuan[1]
[1]Department of Urban Planning, National Cheng Kung University
bb98120720@gmail.com ; tychao@mail.ncku.edu.tw

1 INTRODUCTION

1.1 TWO TYPES OF PLANNING

Urban planning is the result of political decision-making, but planning methods or tools cannot act as a panacea for problems in the city of globalisation and urbanisation. In general spatial planning theory, there is two type of planning, conformance-based planning, and performance-based planning. According to Umberto (2008), these two planning models relate to respective cultural assumptions and technical procedures finally producing, in virtue of their juridical effects, different operational consequences on spatial development and on territorial governance. In conforming planning, a normative prescription or standard will be established, end up generating project plans that focus on the adoption of the project. Although material effects of the plan easily to be evaluated, the initial plans may be misread or interpreted in unexpected ways and result in otherwise outcomes. In performing planning, the planner will propose a vision of future spatial development and make future open, then strategic plans produced in the dynamic negotiation of decision making. That make the objectives of the plans remain flexibility but the effects hard to be evaluated (Faludi, 2000; Umberto, 2008). The former was widespread in almost all European countries and the United States, and the latter can be seen in Dutch and United Kingdom, now being increasingly practised across Europe.

1.2 FROM TRADITIONAL ZONING TO PERFORMANCE ZONING

In planning practice, the conformance-based planning is usually implemented as traditional zoning to achieve the planned objectives. Traditional Euclidean zoning separates land uses in a hierarchy based on land use type, dividing residential, commercial, and industrial land uses in prescriptive zones. Under the traditional zoning tools, planners delineate the scope of different land type, establish the category of land

using, and control the intensity of development in an urban area. However, traditional zoning has been actively criticised for its inflexible, narrow focus and blunt approach to land use. After that, the reflection on the use of traditional zoning gradually led to the further development of the various types of land use controls, resulting in the need for zoning to develop in the direction of flexibility, diversity, and localisation.

Because of the rigidity of Euclidean zoning, an alternative to land use control arises from the perspectives of performance-based planning. Performance zoning, a flexible land development method, trying to improve decision making in land use control, building regulation, and natural resource management. In Douglas C., Neil G., and Brendan J.'s view (2006), performance-based approaches are composed of two components: first, criteria that describe the desired end result, and second, methods to define standards used to measure the acceptable limits of impact to ensure the desired end result. Since the early 1950s, performance standards have been employed in land use planning.

To control adverse impacts of industry, the United States adopted industrial zoning through the control of noise, vibration, air pollution, radioactive radiation, glare, humidity, fire, and explosive hazards. Performance standards based on carrying capacity, the threshold of safety, and environmental quality are proposed as a means to replace prescriptive (and permissive) zoning. Then, it has been employed in industrial standards, building codes, design standards, zoning, and entire planning systems (Douglas C. et al., 2006). Industrial performance standards tend to be commonplace in many zoning ordinances today, but the translation of performance-based approaches to other land uses less frequent. Hence, it is required to plan other types land likes the agriculture land in urban development through such practices.

The purpose of this paper is to discuss the phenomenon of the gap between the plan intents and the actual results. With this intention, we conduct a thorough literature study on conformance-based and performance-based planning theories first, present a tendency from traditional zoning to performance zoning. An attempt of conceptualization of the role and functions of the agricultural land in urban areas, useful to frame the discussion, will follow. The article will then focus on the current planning issues of urban agricultural zones in Tainan City, Taiwan. By proposing performance-based land-use control tools on urban farmlands, we believe it could avoid inappropriate land-use damaging the farmland and negative externalities. Finally, a concluding section will sum up the main findings of the article.

2 CONTEXT

2.1 THE URBAN LAND USE PLANNING SYSTEM IN TAIWAN

For the sake of effective land resource management and to pursue sustainable development, land use and development of all land in Taiwan are managed through a varied land use planning and control system (Lin, 2010). The framework of a planning system in Taiwan was first established by the Urban Planning Act of 1939 and its implementation byelaw. After the Amendment of Urban Planning Law in 1973, new regulation for the enforcement was introduced and published as the Regulation for Enforcement (of Urban Planning Law) for Taiwan Province in 1976 (Chen and Chih, 2010). From then on, Taiwan's land use planning system is indeed established (see Figure 1). According to the Urban Planning Law in Taiwan, land use in urban areas is controlled by zoning regulations. By law, any urban land can be planned for any of ten land use zones, which follow: residential zone, commercial zone, industrial zone, administrative zone, cultural and educational zone, landscape zone, reservation zone, conservation zone, agricultural zone, and others. The use zones can also be broken down into sub-zones on the basis of intensity.

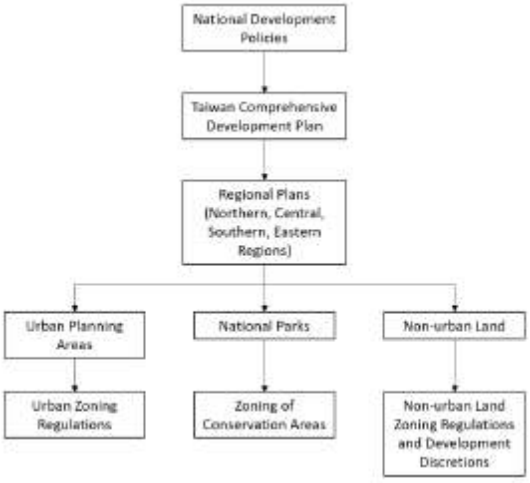


Figure 1 - The land use planning system in Taiwan Source: Lin, J. C.-Y. (2010). Planning and development of industrial land in Taiwan.)

However, there are many defects in implementations. First is the poor administration leads to the low land-use efficiency. Second, the strict and rigid regulations limit the flexibility and potential of future land development. Thirdly, the disregard of the environmental carrying capacity in the zoning plan.

2.2 THE IMPORTANCE OF URBAN AGRICULTURE

Urban agriculture (UA) is considered as an important source of food, fuel, and income in developing countries. The concept of urban agriculture arises from the strategy of sustaining Sub-Saharan African (SSA) cities, based on the pursuing of food security. In Smit, Ratta, and Bernstein's point of view (1996), UA refers to an industry that produces, processes and markets food and fuel, largely in response to the daily demand of consumers within a town, city or metropolis, on land and water dispersed throughout the urban and peri-urban area. As practised around the world, urban agricultural activities include horticulture, aquaculture, livestock production, and forestry.

It must be recognised that urban agriculture plays a significant role in the urban ecology system. A rapidly increasing urban population has implications for demand for food, potable water, shelter, transportation and health and recreation services, and will pose additional stress on natural and cultural resources (Quon, 1999). Therefore, in the process of urban planning to consider the principles and location of urban agriculture to ensure that the functions provided by the effectiveness.

The importance of urban agriculture is increasingly being recognised by international organisations like UN-Habitat, OECD (Organization for Economic Co-operation and Development), EU (European Union), and FAO (World Food and Agriculture Organization). According to a global partnership organisation RUAF Foundation (Resource Centres on Urban Agriculture and Food Security), there are several benefits of urban agriculture. The contribution of urban agriculture to food security and healthy nutrition is probably its most valuable asset, also complements rural agriculture and increases the efficiency of the national food system. Through economic impacts, urban agriculture may function as an important strategy for poverty alleviation and social integration. Not to mention the contributions to urban ecology, be a crucial part of the urban environmental management system. In the discussion about the multi-functionality of agricultural, the farm function can be said in three main dimensions. First are the food and economic function, second for the ecological and environmental functions, and third for the social and cultural functions (Lee et al., 2009).

2.3 URBAN AGRICULTURE DEVELOPMENT VS. URBAN AGRICULTURAL LAND DEVELOPMENT

Portugal may be known as an agricultural country, but the intense urbanisation process changed the focus on agriculture since the middle of the XX century. According to the results of the European Union (EU) Farm structure survey (FSS) 2010, the utilised agricultural area (UAA) represents 40 % of the Portuguese territory. From 2000 to 2010, the UAA decreased by 5 %. With the actual reduction of agricultural activity, most shantytowns already transformed in planned urban areas, being the work of the immigrants from former Portuguese-speaking countries in marginal areas.

In Portugal, urban agriculture is seen as green infrastructure. The Portuguese law ("Decreto Regulamentar" nº 11/2009, 29 of May), recognises agriculture as a compatible activity within the green infrastructure mentioning that "green spaces are areas with functions of ecological balance, open air recreation, leisure, sports and culture, agriculture or forestry" (Cancela, 2009).

Different from urban agricultural development in Portugal, the agricultural zone is delineated in urban planning areas in Taiwan. According to Urban Planning Law in Taiwan, urban planning areas can set agricultural zone and conservation zone, to limit their use of building, depending on the topography, using status, or the needs of military security. The meaning is that it does not regulate the necessity of painting the agricultural zone at urban planning area, and does not take into account the local demand for farmland. As shown in Figure 2, we make a thorough inquiry about the growth of Taiwan's urban agriculture zones. In the past sixteen years, the urban planning areas in Taiwan gradually increased, as for the urban agricultural zones continuously decreased then slightly climbed in nearly three years. The proportion of urban planning areas in Taiwan has fallen 21.73% to 20.89% by 0.84% from 2001 to 2016. This situation is known for that the demand and necessity of agricultural land recently reduced, but it still quite extensive in urban planning areas. In Figure 3, at the end of 2016, there were 435 urban planning areas in Taiwan, with a total area of 482,692 hectares, accounting for 13.33% of the total national lands. The urban planning area contains non-urban development areas and urban development areas, the agricultural zones are part of non-urban development areas, reached 100,780 hectares, account for one-fifth of the Taiwan urban planning area. It is crucial that the role and function of rural zones should be clearly defined when establishing the regulation of land use and the strategy of land development.

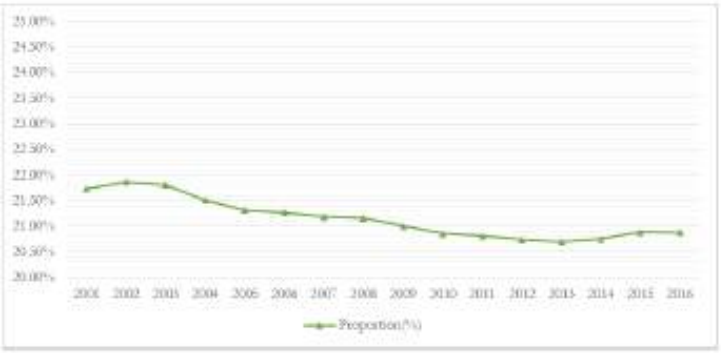


Figure 2 - The growth of Taiwan's urban agriculture zones
(Source: Construction and Planning Agency, Ministry of the Interior, Taiwan.)

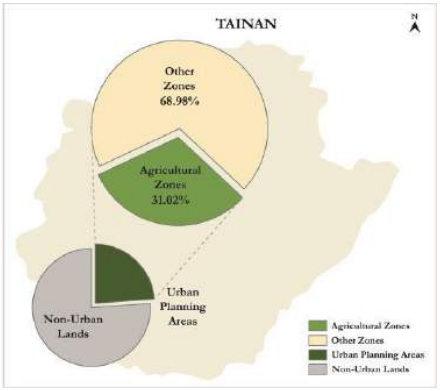


Figure 3 - The proportion of Taiwan's urban agriculture zones in 2016
(Source: Construction and Planning Agency, Ministry of the Interior, Taiwan.)

Owing to the general thinking on sustainable development, planning theory in Taiwan's national development goals have a conversion from economic growth to resource conservation. The National Land Planning Law in Taiwan published in 2016, involving the concept of growth management and emphasising the rehabilitation of land resources. Thus making Taiwan urban planning system has been a significant change towards the performance-based planning. However, nowadays land use control tend to squeeze natural resources areas because of the needs of urban development. This condition may arise many problems of the current land use, results in the gap between the plan intents and the actual results.

Agriculture zones are an important part of the land in Taiwan territory, but it seems that the urban planners have not fully take into consideration for that land use to develop in the past. In the urban context, due to the lack of real guidance of master plan and appropriate management, regulatory ineffectiveness, as a result, the actual use of farmlands usually deviate from the purpose of agriculture. From property market perspective, since the farmland has set to be as reserved land for future urban developments. The expected value of such under-used lands has been increasing. On the other hand, the violation of the zoning ordinance is the most frequent problem encountered that converted farmland into factories or housing illegally. As a result, the poor environmental quality is an inevitable consequence in addition to challenging the land-use regulations.

3 MATERIAL & METHODS

Tainan City is one of the municipalities located in the southern region of Taiwan. The study area of this article is the master plan of Tainan City, which contains the original Tainan City, as shown in Figure 4. After the administrative upgrade of the five cities in 2010, the original Tainan County merged into Tainan City. Since that, the role of original urban agricultural zones become fuzzy. Under the goal of food security and territory use sustainability, this study is to explore the problem of urban development and resource utilisation. It refers to the problem about how to protect the prime farmland and the significant agricultural resources through the location planning and overall development guidance program of the agricultural zone in Tainan's master plan, so as to make the best use of the land.

In the analysis data, this case study used the 2016 Tainan City Fifth Overall Review of Master Plan as the basis for zoning control, with the 2006 National Land-Use Inventory as the basis for the current use of land. In the process of analysis, we first review the history of urban planning and development in Tainan City, understand the position and function of the agricultural zone in Tainan City. Then the GIS overlay analysis is conducted to compare the Tainan City urban agricultural zone with the farmland in National Land-Use Inventory, to find out differences in the area and distribution of land use. Through the case study, the current issue of the agricultural zone in Tainan City urban planning area is discussed, also the lack of planning process. At last, this article is trying to clarify the role of agricultural zone relationship between urban planning and urban development.

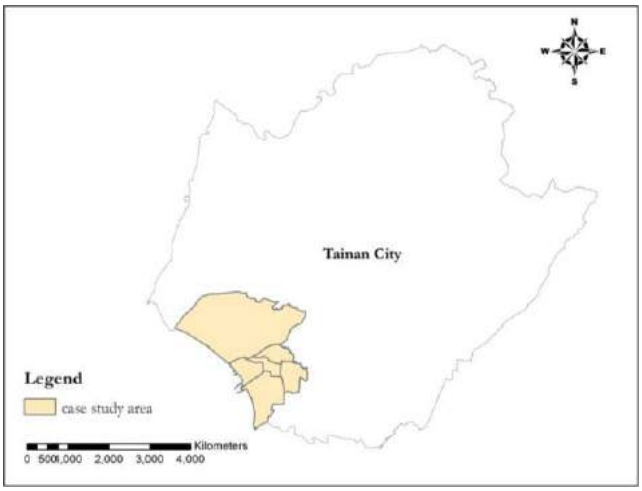


Figure 4 - The scope of study area

4 CASE STUDY

4.1 THE URBAN AGRICULTURAL ZONES IN TAINAN

In the past sixteen years, the percentage of urban agriculture zones in Tainan's urban planning areas gradually decreased, as shown in Figure 5. The trend of development is the same as Taiwan nowadays situation seems that the demand and necessity of agricultural land recently reduced. At the end of 2016, there are 16,285 hectares urban agricultural zones be delineated, accounting for 31.02% of the urban planning areas, as shown in Figure 6. In Tainan, primary industry is mainly distributed in the original Tainan County and the original Tainan City where this paper study for basically see the secondary and tertiary industry as the main function of positioning. By demand prediction for agricultural resources place planning, overall agricultural land needs in Tainan City will reduce in the next ten years. So the existing urban agricultural zones and the newly planned should be defined clear to make sure the farmland function is indeed played.

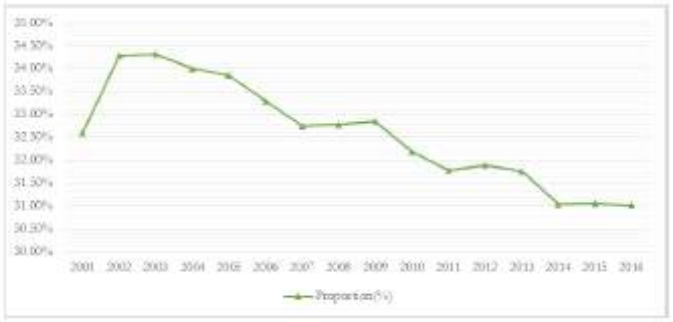


Figure 5 - The growth of Tainan's urban agriculture zones
(Source: Construction and Planning Agency, Ministry of the Interior, Taiwan.)

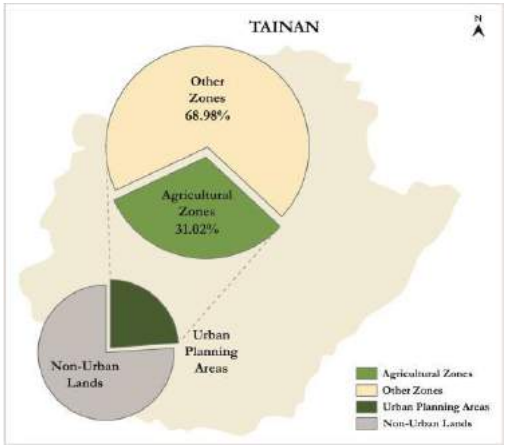


Figure 6 - The proportion of Tainan's urban agriculture zones in 2016
(Source: Construction and Planning Agency, Ministry of the Interior, Taiwan.)

4.2 ZONING IN MASTER PLAN OF TAINAN URBAN PLANNING

In Tainan City, the place for primary industry such as agricultural use mainly locates at the edge of urban areas. According to the 2003 Tainan City Fourth Overall Review of Master Plan, the agricultural zone and conservation zone can be altered after review, if there are needs for overall development in government major public works plan. Comply with this principle, the agricultural region gradually subject to aggression and marginalisation with Tainan city development needs.

According to the 2016 Tainan City Fifth Overall Review of Master Plan, the administrative area of land use project contains North District, Eastern District, Annan District, Southern District, West Central District and part of Anping District in Tainan City, 17,524.94 hectares. In concert with the planning period of Taiwan regional plan, regarding 2026 as the target year. The planned population is set at 1.1 million. After overall review, the land use project delimits 33 categories of zone, and the public facilities land project set 48 kinds of land. The subtotal area of former is 14,183.25 hectares, accounting for 80.93% of the total urban planning area; the latter is 3341.69 hectares, accounting for 19.07%. In Land use zoning map of Tainan (Figure 7) shows the distribution of each zone and the public facilities land. As shown in Table 1, in the urban planning area, Tainan City's zoning includes 4542.61 hectares of the residential zone, 439.34 hectares of commercial zone and 1037.46 hectares of the industrial zone. Among this, the area of the agricultural zone is 5212.92 hectares, accounting for 29.75% of the total planned area.

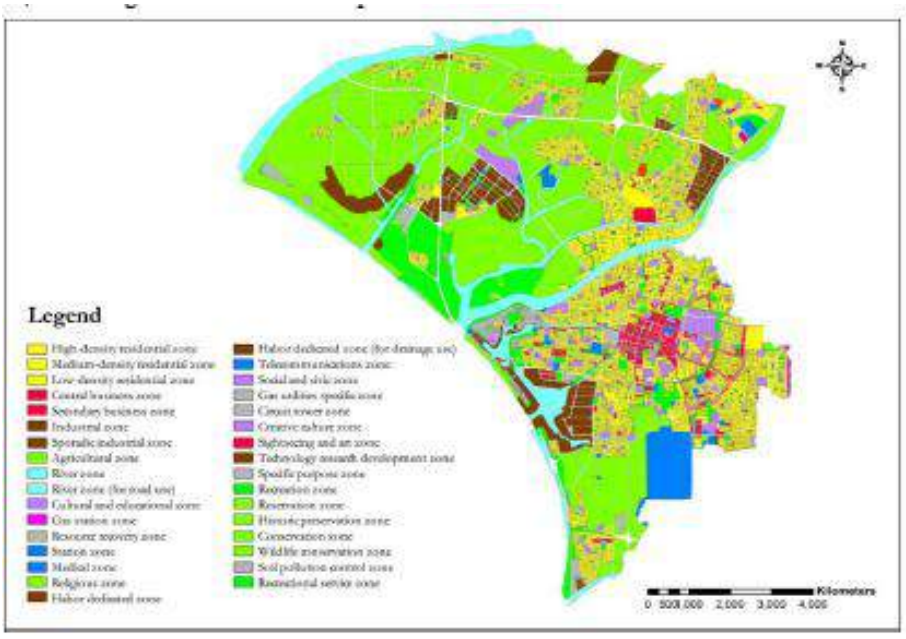


Figure 7 - Land use zoning map of Tainan
(Source: Tainan City major plan 2016)

Land use item	Area (ha)	Proportion (%)	Land use item	Area (ha)	Proportion (%)
High-density residential zone	128.25	0.904	Habor dedicated zone (for drainage use)	0.48	0.003
Medium-density residential zone	1526.29	10.761	Telecommunications zone	7.66	0.054
Low-density residential zone	2888.07	20.363	Social and civic zone	0.08	0.001
Central business zone	220.17	1.552	Gas utilities specific zone	2.32	0.016
Secondary business zone	219.17	1.545	Circuit tower zone	0.02	0.000
Industrial zone	1036.78	7.310	Creative culture zone	30.77	0.217
Sporadic industrial zone	0.68	0.005	Sightseeing and art zone	2.34	0.016
Agricultural zone	5212.92	36.754	Technology research development zone	2.78	0.020
River zone	1170.62	8.254	Specific purpose zone	10.74	0.076
River zone (for road use)	10.78	0.076	Recreation zone	486.00	3.427
Cultural and educational zone	95.54	0.674	Reservation zone	2.71	0.019
Gas station zone	6.12	0.043	Historic preservation zone	26.24	0.185
Resource recovery zone	0.48	0.003	Conservation zone	483.46	3.409
Station zone	3.58	0.025	Wildlife conservation zone	529.19	3.731
Medical zone	0.47	0.003	Soil pollution control zone	35.56	0.251
Religious zone	30.75	0.217	Recreational service zone	3.16	0.022
Habor dedicated zone	9.06	0.064	**Total of land use zoning**	**14183.25**	**100%**

Table 1 - The land use project in 2016 reviewed Tainan master plan
(Source: Tainan City major plan 2016)

Following the Regulation for Enforcement of Urban Planning Law for Tainan City, the agricultural zone delineated to maintain agricultural production. In addition to normative use purpose of food security, agricultural zone only applies for the following use:

- Farmhouse building
- Agricultural output and marketing necessary facilities
- Leisure agricultural facilities
- Rural revitalization related public facilities

However, if the Tainan city government censor approved, may have the following facilities:

- Utility infrastructure
- Earthwork stacking treatment
- Wasted resources recovery
- Storage site
- Parking for motor transportation
- Passenger and cargo terminal and subsidiary facilities
- Car driving training ground
- Social welfare facilities
- Kindergarten
- Gas station
- Outdoor stadiums and sports training facilities with an area under 0.3 hectares
- Temporary facilities for government major public works plan

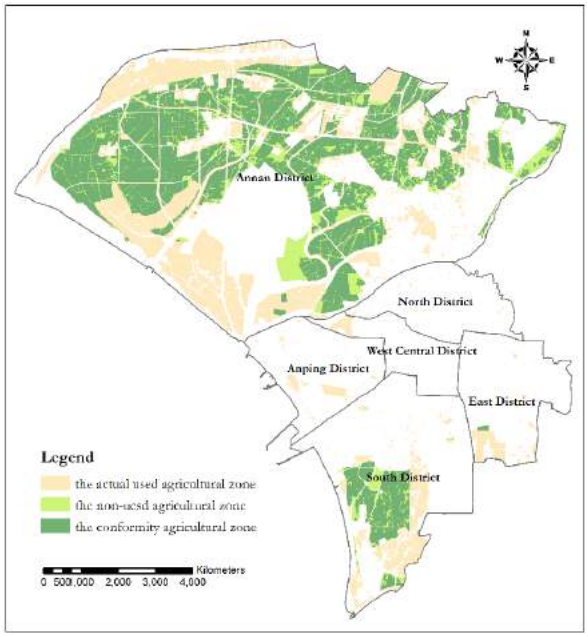
Moreover, before urban plan published, where the land in the agricultural zone is scheduled to be the construction land or has been built for residential use in a legal building base, the building and usage could continue under the relevant regulation.

4.3 EVALUATION THE OUTCOMES OF AGRICULTURAL ZONE IN TAINAN MASTER PLAN

After the merger and administrative upgrade in 2010, the original Tainan Country and Tainan City border facing land consolidation. Initially, the boundary agriculture zones are often used as the isolation areas with other zones and retained as the hinterland of urban development and expansion. However, the principles and objectives of nowadays agricultural zones are not clear enough to make the land resources ineffective.

According to the overlay analysis above the land use zoning control of Tainan master plan and the current use of National Land-Use Inventory, there is a difference between the exact area and the location distribution, as shown in Figure 8. In urban agricultural zones of Tainan City major plan, the current use of agricultural lands is 4058.55 hectares, account 79.02% of the total urban agricultural zones; the current use of non-agricultural lands is 1077.42 hectares, accounting for 20.98% of the total urban agricultural zones. On the other hand, the region not in urban agricultural zones but for farmland use with an area of 2861.56 hectares

To further explore the agricultural location and spatial planning issues, the compliance of urban agricultural zone in Tainan can involve two conditions. One is the plan guide urban agricultural zones through



regular overall review of master plan3 that propose the developmental principle. In this condition, former agricultural zones may transfer into another zone legally. Moreover, the continuous agricultural zones should use for the contained item to achieve conformity. The other is urban agricultural zones that do not be transferred but become non-agricultural lands or the current use of farmland not located in urban agricultural zones. That means modern farming using have a violation or illegal phenomenon, indicating that the planned agricultural zones do not meet the needs of the actual use of agriculture land.

Figure 8 - The conformity of urban agricultural zone in Tainan

According to the Urban Planning Law in Taiwan; the government should overall review the urban plan at least once in three or five years.

By evaluating the conformity of the urban agricultural zone, several questions results from the plan intents and the real results do not meet being noted here. First of all, urban expansion erodes the production function of the agricultural area. When major public works were developing and traffic transportation constructing, the accessibility of outside agricultural area, therefore, be improved. Then originate the needs for contained using item and functional transformation. Second, the contained using item under the Regulation for Enforcement of Urban Planning Law tend to departure from the intent of agricultural purposes. Take Tainan City, for example; the existing contained using items are so loose that do not match agricultural purposes. There is no guidance to improve the necessary, location and size control of land use, leading to the status of agricultural using become fragmented and scattered. The third is the trend of illegal use of farmland to illegal factories. To avoid the violation of land use, department of urban planning should strengthen the statute and strictly banned.

In summary, the phenomenon of current use in urban planning agricultural zones do not meet the original plan will have an adverse impact on the agricultural production environment, green landscape, and living environment also be severely damaged.

5 CONCLUSION

Facing the change of planning thinking in Taiwan, the setting of whole development guiding principles and the proposal of urban plan vision should be taken into consideration seriously. From then till now, Taiwan's urban development and land use control are all conformance-based planning, arise many problems of the current land use, which result in the gap between the plan intents and the actual results.

Given the nowadays urban agricultural zone, take Tainan master plan for a case study, it seems that urban planners in the past have regarded the urban agricultural zone as a preparatory land for urban development. At that point, the performance of urban planning areas tends to violate or alter the ground use due to the weak contained using item. Therefore, in the future urban planning, the role and multi-functionality of urban agricultural should be redefined to maintain the quality of urban living space. The urgent priority is to confirm the value and necessity of existing urban agricultural zone, make sure to protect the vital and sustainable agricultural land resources. Through taking a look at the origin of urban agricultural zone delineating, we wonder that why and where that zone exists in current land use system. The debate tries to seek for the plan intents in the regulation of zoning, as formerly discussed. All of the urban agricultural zones should correspond with the needs and position in future urban agricultural development.

In response to environmental and socioeconomic conditions change, the substantive urban development does not need such amount of agricultural zone that existed. What urban planner can do is to manage the land resource effectively through kinds of control tools. Essentially, performance zoning mechanisms should be established to ensure the multi-functionality of urban agricultural in the development of land use control tools. At the meanwhile, the coordinated sets of measures should be purposed in planning and management of urban agricultural zone to provide government reference.

From the perspective of sustainable development, taking agricultural land resources as green infrastructure, the reduction of energy consumption in urban could be accomplished by a low carbon approach to urban planning. The valuable but not needed agricultural zones in urban planning areas can be used as green space to promote the sustainable use of land resources in Taiwan.

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ID 1464 | ANTHROPOPHAGY IN PLANNING: BUILDING A THEORY FROM THE SOUTH THROUGH | AN ASSOCIATION OF ACTOR- NETWORK THEORY AND HISTORICAL MATERIALISM

Lorena Melgaço[1]; Ana Paula Baltazar[2]
[1]University of Birmingham; [2]Universidade Federal de Minas Gerais
melgaco.lorena@gmail.com ; baltazar.ana@gmail.com

1 INTRODUCTION

The tacit understanding of a singular path to development still permeates the practice of urban planning in both Global South and North, ignoring “the world epistemological diversity [and] the conflictual plurality of the knowledges that inform social practices” (Santos et al., 2004, p. 19). Even when the interest to situate the local within a globalised world is identified, there is little research that investigates local networks, reflecting what Souza (2011) describes as ‘knocking on the doors, but not entering the houses’, as researchers do not delve into the everyday. Even still, when research does investigate the everyday, the natural step is to appropriate EuroAmerican (that is, central) theoretical frameworks to deal with peripheries, disregarding particular socio-spatial features of local practices. So, the tooling is usually inadequate and out of context reflecting a hegemonic ‘central’ process that packs places full of singularities in the category ‘the periphery’.