

URBAN MANAGEMENT PROGRAMME:**Scope, Activities and Opportunities**

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1. General Approach and Overview of Activities

The UNCHS (Habitat)/World Bank/UNDP Urban Management Programme (UMP) is a long term global technical assistance programme (initially funded for the ten-year period 1986-1996), designed to strengthen the contribution that cities and towns in developing countries make toward human development, including economic growth, social development, and the reduction of poverty. The UMP is a major undertaking of the international community and involves a partnership of many actors in developing countries at the regional, national, municipal, NGO and community levels. This paper describes the UMP approach, its operational activities and successes in achieving its objectives to date (with selected programme activity examples in boxes), its operational constraints and future prospects.

UMP Phase 1 (1986-1992) focused on the development of "generic" policy framework papers, discussion papers and tools with global validity and applicability. UMP Phase 2 (1992-1996) is translating the results of this synthesis of experiences into operational support for policy action planning and programming at national, provincial and city levels. This phase of the programme is characterised by three key operational principles:)

- it is **demand driven;**
- it is **operationally decentralised,** and
- it **brings together the creative efforts and experience of the international assistance community in urban management.**

The UMP has built up its operational momentum through the participation in the programme by 15 multi- and bi-lateral external support agencies (ESAs - see Annex 1 for details), and as such it is the largest global multi-agency technical assistance programme in urban development in the world. Operating through its regional offices, the UMP promotes coherent urban policies, strengthens urban management and enhances the provision of municipal services by harnessing the skills and strategies of regional networks of experts, communities and private sector organizations. The UMP Phase 2 thematically covers the following five substantive areas:

- **municipal finance and administration;**
- **urban infrastructure management;**
- **urban land management;**
- **urban environmental management; and**
- **urban poverty alleviation.**

The programme relies on two mutually supportive processes to facilitate capacity building in these theme areas:

- a) **City and Country Consultations,** which bring together national and local

authorities, the private sector, community representatives, and other stakeholders within a country to discuss specific problems within the above UMP theme areas and to propose reasoned solutions. In doing so, UMP thematic policy framework papers, discussion papers and technical tools, as applicable, are used as starting points for the discussion. Consultations are held at the request of a country or city and are intended to provide a forum for discussion of a cross-section of issues, generally resulting in a concrete action plan for policy programme change. As noted above, the UMP in Phase 2, as a matter of principle, responds to articulated demand for support, rather than proffering its potential for assistance.

- b) The development of **Regional Networks of Experts** in each of the five UMP theme areas for the purpose of providing technical advice and cooperation to ensure a sustained capability to support consultations and follow-up thereafter. This follow up i.a. includes facilitating the implementation of action plans and the mobilization of resources required for that. Typically these regional experts become the foundation of the human resource base in the programme after having participated in supporting several country or city consultations in their specific area of competence.

Through its core teams in Nairobi (UNCHS) and Washington (World Bank) the UMP supports the regional programmes and networks by synthesizing lessons learned; identifying best practices; conducting ongoing state-of-the-art research; and disseminating programme-related materials. In principle, this covers all the five UMP themes noted above.

The core teams have todate developed framework and tool papers in the areas of urban land management, municipal finance and administration, urban infrastructure management and urban environmental planning and management. A framework paper on policy guidelines for urban poverty alleviation at the local (i.e municipal level) is presently under preparation, as are several framework papers on aspects of infrastructure development, such as participatory strategies towards improved urban infrastructure services, informal sector solid waste management options, and public-private partnership in urban services delivery. A guidebook on urban environmental planning and development practices will be prepared during 1994/1995, drawing on the emerging experiences in a number of cities in the four programme regions.

Programme activities are started by the development and approval of an Initiating Brief (IB). IBs may be developed by any party in the programme, but require approval from the UNCHS-based UMP Programme Coordinator and the World Bank UMP Team Leader prior to implementation of the activities described in the IBs. As of 15 April 1994, 170 of such IBs had been developed since the UMP Phase 2 inception in July 1992, of which 72 are currently under implementation, 47 activities have been completed, 10 have been deferred for various reasons, 12 have been cancelled and 29 were under review prior to approval.

2. UMP Activities in the Four Programme Regions

Selected UNCHS Core Team Activities

The Urban EPM Demonstration in Dar Es Salaam: this activity is ongoing with UNDP-IPF funding (approx. US\$1.2 million). The conclusions of the city consultation (August 1992), are being implemented through working groups on six key issues, with preparations of issue specific strategies and sectoral action plans (serving urban land, solid waste management, surface water and liquid waste, upgrading unplanned settlements, air pollution and transportation, open space/urban agriculture). Three more working groups are being formed (urban expansion, public open space/petty trading and coastal zone management). The coordinating working group ensures coordination among linked project activities such as the World Bank Urban Sector Engineering Project, LIFE, IDRC and the ILO/UNCHS/UNDP/UNV "Hanna Nassif" initiative on improving living conditions and expanding employment opportunity in urban low income communities. The Sustainable Dar Es Salaam Project has become a framework for otherwise isolated topic-focused project initiatives in sectors of waste management (incl. waste as a resource), city expansion, upgrading unplanned settlements and open space/urban agriculture; - so far approximately US\$ 15 million has been pledged to those additional technical cooperation activities by various multi- and bilateral funding agencies (e.g WB, AfDB, EU, IDRC and private foundations).

A major policy framework paper on infrastructure **"Strategic Options for Urban Infrastructure Management"** was finalised for publication in the UMP's formal publication series. The paper advocates an infrastructure service delivery policy which focuses on users and services and emphasises affordability and appropriate standards; pricing for cost recovery and demand management; targeting of subsidies and other appropriate equity concerns; involvement of the private sector through competition to achieve greater reliability and efficiency; and the effects on future generations of present infrastructure investments decisions. A critical objective is to achieve sustainable infrastructure services in response to effective demand. This also implies a sharper focus on building human and institutional capacity to maintain and efficiently and effectively operate facilities and to allocate required resources to O&M.

Urban poverty alleviation guidelines development: A major initiative was launched to develop operational policy guidelines for a UMP urban poverty alleviation strategy, focusing on the "meso" (municipal) level, which will form the basis for ongoing dialogue with the UMP regional coordinators, with the key actors in the different countries and with other bilateral and multilateral agencies. In this process it is intended to carry out policy programme dialogue on urban poverty alleviation with 3-4 selected municipalities (preferably one in each UMP continent) to test the policy guidelines and to formulate concrete action programmes. The activity will also identify gaps in knowledge, and where necessary encourage local agencies and institutions to prioritise research in these areas.

As noted above, regional decentralisation of programme operations is one of the main operational planks of the UMP in Phase 2. UMP activities in the regions are being developed and supported through the UMP regional offices in Accra, Ghana for Sub-Saharan Africa; Cairo, Egypt, for the Arab States; Quito, Ecuador for Latin America and the Caribbean; and Kuala Lumpur, Malaysia for the Asia and Pacific regions respectively.

To date, 52 UMP supported city and country consultations/demonstrations have been undertaken, are currently planned or presently underway. Additionally, the programme has supported 44 seminars and workshops, mostly regional or sub-regional in nature. The programme has furthermore sponsored some 60 supporting studies (of which 54 under the headquarters teams auspices) at local, national, regional and global levels, of which 26 are on-going.

Selected Examples of World Bank core team support to regional programmes:

An important part of the nucleus team 1993 activities has been to transfer existing work to the appropriate regional programs and to support the development of new regional activities. In Africa, the Bank transferred activities such as the Côte d'Ivoire land and urban environment consultations and the Senegal consultation on decentralization to the regional office. Special support was provided to the regional programs for the West Africa dissemination workshop and the Dakar rapid urban environmental assessment.

In the Arab States, assistance was provided to develop several activities, including a gender training workshop, regional and in-country solid waste management, and an information dissemination strategy. Bank staff directly participated in support of a residential land study in Jordan and the evaluation of urban development projects in Morocco.

In Asia and the Pacific, transferred activities included an urban strategy consultation for the Philippines, a national consultation on urban environmental strategies for India, and a municipal services upgrading consultation for Bangladesh. Special staff support was provided for developing a municipal management and environmental sanitation consultation in three Pacific island countries and for preparing a workshop on land management tools in China.

In Latin America/the Caribbean, management of several activities was transferred or jointly shared, including a country consultation on urban environment and infrastructure for Brazil and a consultation on decentralization in Venezuela. Bank staff directly supported the identification of UMP activities in Cuba, the urban services and environmental improvement workshop in Mexico, and the regional seminar on urban violence in Cali, Colombia.

Activities are fairly evenly spread across the five programme theme areas, with 23 IBs in the area of urban land management, 29 in the area of urban infrastructure management, 29 in the area of municipal finance and administration, a high of 44 activities in the area of urban environmental management and a low of only 19 activities in the area of urban poverty alleviation - UMPs most recently initiated theme area - with the balance being 26 multi-component activities.

In urban land management, areas of particular focus are land registration and titling, land use regulations, public land utilization disposal procedures and public land pricing, and removing impediments to the efficient and equitable functioning of urban land markets.

In infrastructure, UMP areas of focus are to support capacity building for and to promote an urban infrastructure delivery approach that provides and maintains adequate infrastructure, responding to effective demand, emphasizing affordability, appropriate standards and partnerships between the public, private and community sectors in demand identification and service delivery.

As far as municipal finance and administration is concerned, the UMP focuses on promoting the implementation of municipal finance and administration policies and practices that facilitate the efficient and equitable provision of urban services. This has the following major dimensions:

- (i) mobilizing resources: i.e. augmenting municipalities' own resources, enhancing

- the effectiveness of intergovernmental transfers of resources to municipalities, and rationalising local government borrowing;
- (ii) improving the effectiveness of local government current and capital expenditures;
 - (iii) increasing the efficiency of intergovernmental institutional arrangements and procedures, and similar internal institutional arrangements in municipal institutions to ensure efficient delivery of urban services.

An additional focus in this theme area is to initiate and facilitate processes of capacity building at local level to ensure sustainable improvements in the above areas.

The main focus in the UMP environmental management theme area is to support capacity building for urban environmental planning and management processes at city, country and regional levels. UMP's environmental support programme, the Sustainable Cities Programme (SCP), has developed an operational framework for urban environmental management, primarily through developing pilot experiences of consultative and participatory processes in environmental planning and management in cities around the world, and synthesizing these experiences.

In urban poverty alleviation the UMP aims at increasing the capacity of urban managers (primarily in municipalities) to address urban poverty issues. The broad areas of operation comprise:

- (i) the municipal regulatory framework, where actions will generally include revisions to the framework to make it more responsive to the requirements of the poor, whether in the areas of housing-, building- and infrastructure standards, land tenure regularisation or operating licences for hawkers, street vendors, pedicab drivers and other low-income employment areas;
- (ii) basic services delivery, particularly primary health care and primary education, micro-infrastructure in low-income neighbourhoods, water supply, solid waste management and sanitation; and
- (iii) direct employment creation strategies e.g. through public works programmes and vocational education.

UMP also focuses on specific vulnerable groups (scavengers, street children - particularly in Africa - and the informal sector) to disseminate successful practices and/or build networks at municipal/urban level. In order to better cope with the growing urban violence and to provide access to justice for the urban poor, UMP has undertaken several initiatives in this area in the Latin America/Caribbean and Africa Regions, as well as through the headquarters team at UNCHS, which is supporting an overview on this topic, covering all regions.

The UMP has a clear brokerage function in Sub-Saharan Africa, not only in initiating country and city consultations (particularly in the theme areas of land, infrastructure and environmental management), but also in its communication strategy and in its relation with (bilateral) donors for support of downstream activities. The regional team has also started cooperation with the African Development Bank to help it develop its own urban development support agenda.

In the Arab States, the UMP structure for capacity building is different from that in

An Example of Africa Regional Activities: The Regional Municipal Finance and Administration Workshop, Accra, Ghana, May 1994

The workshop, which had as participants a number of carefully selected regional experts in this subject area, essentially served two purposes:

- a) to identify major issues of importance in the area of municipal finance and administration, which the UMP should positively respond to in the region;
- b) to discuss the way the UMP could respond to such issues through the mobilization of its regional panel members

The major areas of interest covered were the financial, institutional and manpower development implications of decentralisation. Within these major areas of concern, the balance of these issues differed between West-Africa and East and Southern Africa, very largely determined by the differences in colonial settlement patterns and administration.

The workshop also discussed the role of the regional panel members in the development of the regional UMP support network, essentially identifying three major areas of action for regional panel (or network) members:

- identifying demand for UMP services;
- participate/facilitate in country/city consultations;
- participate in regional exchanges on good practice on municipal finance and administration.

The practicalities and modalities of this support were discussed at some length in the workshop, so as to make the regional panel members understand fully what they can (and cannot) expect from UMP.

An example of in-country activities in the Arab States - Morocco: A workshop was held in Rabat in November 1993 to enhance the sensitivity of policy makers in the field of urban development on evaluation techniques. Organised with l'Institut National d' Aménagement et d'Urbanisme in Rabat and the Montreal Institute for Urbanism, the Agence Nationale de la Lutte contre l'Habitat Insalubre, the Societe Nationale d'Equipements et de Construction , USAID - Rabat Office and the "Cities in Development" Association, based in Montreal. The workshop agreed on a set of priority actions designed to facilitate project evaluation. These include a critical appraisal of different evaluation schemes currently being applied; a review of limitations in data gathering methodologies; and the development of rapid evaluation protocols that are simple to implement. The importance of ensuring consonance between programme objectives and evaluation techniques was understood. Finally, flexibility in developing evaluation approaches and methodologies was recommended to facilitate transferability, allow for a wider scope of application, and provide an operational framework for comparative analysis.

other regions: country coordinators and panels have been selected in specific countries rather than formed at the regional level. In addition, the programme has identified urban heritage protection, micro-enterprise development and gender awareness as regional rallying points to be able to better address the major areas of UMP focus. Besides country- and city-level activities, regional initiatives have been implemented on gender awareness in urban management and on exchanging experiences on municipal solid waste management. In the Asia-Pacific region, the UMP is focusing on capacity building for local authorities, non-land based sources of municipal revenues and access of the poor to housing finance, with activities currently going on in twelve countries. As an alternative to the country panel structure, a network of urban management experts in Asia (URBNET-Asia) has been created, which is fostering the development of country-level networks. The regional team has started cooperation with the Asian Development Bank in two country activities, and expects that this cooperation will

expand significantly during 1994/95. The UMP regional communications strategy includes development and dissemination of an occasional papers series, production of a regional newsletter and creation of partnerships with other publications.

Selected UMP-Asia/Pacific in-country activities:

Bangladesh: Two missions to Dhaka were undertaken at the request of the government in June and September 1993 in connection with the Human Settlements Sector Review sponsored by UNDP and carried out by UNCHS. The June mission reviewed the draft Urban and Shelter Sector Review and discussed with relevant authorities the process for preparing the Urban and Shelter Policy and Programme Framework and the role of the UMP in the process. This led to the policy workshop hosted by the government in September as the first stage in the policy formulation process. One of the workshop's main proposals was the establishment of a national Housing and Urban Policy Council, the inter-agency body to oversee the formulation of the policy. Immediate follow-up activities to be supported by UMP-Asia in 1994 include meetings with local governments to establish priorities in the human settlements programme, particularly on urban poverty alleviation and a workshop among donor agencies to coordinate external support to the areas identified in the Urban and Shelter Sector Review.

Philippines: As a result of the country consultations held in Manila in February 1993, a number of follow-up activities have been initiated by the government as well as by UNDP Manila and some practising professionals. One of these is the formulation of a national urban development policy spearheaded by the National Economic and Development Authority (NEDA) and the Housing and Urban Development Council (HUDCC) which have jointly started the policy formulation process with an internally-funded policy framework. A request form UMP/UNDP support has been submitted to UNDP-Manila for subsequent stages of the process. Another is the technical assistance for the re-structuring of metropolitan management in Manila, in which UMP-Asia is collaborating with the World Bank. The World Bank is contributing \$300,00 to cover the costs of consultant services.

In the Latin America/Caribbean Region the UMP focuses on several strategic themes: as the programme cannot cover all municipal clients in the region, there must be strategic selectivity; this is i.a achieved by focusing on central-local government relationships. Additionally, working with associations of municipalities and regional exchanges of experiences are seen as key elements in the programme. A regional exchange of experience in solid waste management has been very successful in stimulating the adoption of good practices, and the regional team intends to use this approach also for other programme areas. Another approach used is the sequencing of country events on the same theme, in order to make more efficient use of regional panel members; an example of this is the sequence of national workshops on decentralisation held in Peru, Bolivia and Ecuador in March 1994.

In several of the regions the broad theme of decentralisation has been found to be a logical rallying point for UMP activities. Although this was not foreseen, this may form the umbrella for many of the UMP activities in the regions in the years to come, and will necessitate the development of policy framework papers on that topic (at present only one such paper exists on the decentralising the provision of municipal services, prepared by the World Bank headquarters team).

Selected In-country Activities of UMP-Latin America/Caribbean:

Bolivia: A formal request to support the organization of a country consultation on the role of municipalities in the process of decentralization was submitted by the Minister of Planning and Coordination to the UMP-LAC office in May 1993. The UMP-LAC provided input on the presentation of the evaluation of decentralization processes in five LAC countries during the country consultation. The result of the consultation has been a contribution towards the formulation of a national policy of decentralization. Along with this assistance to the Bolivian government, a panel of experts on decentralization policy and programmes was formed. A request has been made to the UMP to support follow-up activities on the implementation of the new legislation.

Mexico: at the request of the government, support was provided to a country consultation on the "100 City Programme" covering all five UMP components. The event consisted of five meetings with mayors, high ranking officials at the municipal and state levels, NGO's, and the private sector. The programme covered specific urban management topics which were presented by UMP-LAC and the nucleus team staff. The UMP-LAC co-sponsored the meeting which was held from July to September 1993.

3. Medium Term Prospects

As noted above, UMP has become operational during its present Phase 2. Regional offices have been established to facilitate this, as has been the development of operational procedures. The volume of in-country activities has rapidly increased and regional networks of experts are being developed. It is realistic to expect that by the end of Phase 2 in 1996 a fully functioning global operational programme delivery structure will be in place, capable of dealing with current levels of assistance requests largely through the network of regional experts in each region: i.e. **by that time the programme will have delivered an operational South-south technical assistance network dealing with critical urban management issues in a constructive and practical way, supported by a major collaborative effort of the international donor community.**

To ensure the continuity and sustainability of the programme's support activities, the following will still require to be implemented by the completion of Phase 2:

- **Complete the process of anchoring the regional assistance networks institutionally.** While this is already underway in Phase 2, it is an inherently time-consuming process requiring placement of experts in programme activities, capability and interest assessments of probable lead institutions in each region to support each UMP component, and securing structural long-term funding (i.e. from the programme clients rather than from the donor community) for the support functions to be carried out by these institutions. This is likely to require a period of several additional years, and may be a major reason for embarking on a 3rd phase of the programme.

Additionally, the following directions might also be considered in that timeframe:

- **Increase the effectiveness of the networks further by linking them interregionally.** Ad-hoc cooperation between the regional offices is already taking place in Phase

2; for the most part, however, it is not a structured linkage. There is obvious room for more structured learning between the regions, mechanisms for which should be developed during a prospective Phase 3.

- **Enhance and possibly restructure the thematic orientation of the programme, taking cues from trends as they emerge in the regional programmes. This could include, for example, focusing on decentralisation as a major theme area and introducing the urban economy as a separate component rather than as a sub-set of urban poverty alleviation.**
- **Complete UMP coverage of the developing world. The UMP currently does not have a regional programme that involves the countries of Eastern Europe (EE) or the Former Soviet Union (FSU). No other programme is addressing questions of urban management across the UMP components in that region and the UMP is receiving requests to be active in cities within the EE/FSU area. Thus, now that the four regional offices are established, it is timely to reconsider the question of whether the UMP should be active in the EE/FSU region in a similar way.**

In addition to these tasks, there is a growing demand for core support to activities as they are presently carried out in the regions, particularly the country and city level consultations and the communication strategies.

Finally, in the future, it may make sense to provide the Programme with enhanced resources to enable it to directly support consultation follow-up activities, such as support for the implementation of agreed action plans). Currently, the Programme must seek such support through separate donor assistance on a project-by-project basis.

PRINCIPAL BILATERAL DONORS:

Canada: Partial funding of the workshop on Urban Governance and Policy Choice held in 1992 (US\$ 20,000 equivalent).

Denmark: Staff support (Senior Environmental Advisor) and support to country level activities in Africa and Asia over 5.5 years 1992-97 (US\$ 4.1 million equivalent).

France: Funding of global research on Regularization of Irregular Settlements in Cities of the Developing World. (US\$ 135,000 equivalent).

Germany: Funding of four GTZ regional advisors including their travel costs (two German advisors and two national advisors from the regions) in the regional offices in Accra and Quito together with substantial funding for the offices themselves. (approx. US\$ 1.6 million equivalent).

Italy: Cost-sharing of US\$ 300,000 equivalent for 1994; funding for one Junior Professional Officer (JPO) in Arab States Regional Office.

Netherlands: Cost-sharing over three years towards the basic UMP budget and additional funding of the urban environment and urban poverty components (US\$ 2,328,000). Additional contribution of US\$ 50,000 to activities on Solid Waste Management in Yemen. Funding for one JPO in the UNCHS headquarters team.

Sweden: Cost-sharing over two years towards the regionalization of the UMP and support to World Bank research activities (US\$ 1,030,000). Agreement on funding of one and possibly two JPOs for regional offices for Africa and/or Latin America/Caribbean.

Switzerland: Cost-sharing over four years with particular reference to the UMP in Asia (US\$ 1,032,000). Continuing in kind support to work on community participation in the provision of infrastructure services (US\$ 80,000 equivalent).

United Kingdom: Support over two years (1992-93) to the regional launch workshops and other UMP activities in the regions (US\$ 320,000 equivalent). Continuing support from Phase 1 to research activities on municipal resource management, utility mapping and record-keeping for infrastructure, and municipal management. Activities to be covered by an additional ODA input of US \$ 75,000 per annum during 1994 and 1995 are currently being identified. The first agreed activity is the preparation of an Environmental Planning and Development Guidebook.

FOUNDATION SUPPORT:

Ford Foundation: US\$ 260,000 towards a research competition on urban poverty in Eastern and Southern Africa over two years (1993-94). Negotiations under way regarding support for the Urban Poverty Research Programme, Stage II (Southern and Eastern Africa 1994-1996).

Lincoln Institute of Land Policy: US\$ 200,000 for support to land management issues in Latin America.

INPUTS BY THE PRIMARY PARTNERS:

UNDP	US\$ 5,561,000
UNCHS	US\$ 4,980,000 (equivalent and in-kind)
World Bank	US\$ 4,900,000 (equivalent and in-kind)