

Joint Work Programme for Equitable Economic Growth in Cities

Cities Alliance
Cities Without Slums

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Synthesis Report

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Acronyms

AFDB	African Development Bank
CA	Cities Alliance
CCB	Campaign City Brief
CLGF	Commonwealth Local Government Forum
CLP	City Level Partnership
CSR	Corporate Social Responsibility
DFID	Department for International Development
DLBs	District Land Boards
EA	equitable Access
EEG	Equitable Economic Growth
GHG	greenhouse gas
HCEs	healthcare establishments
IB	Issue Brief
ICT	Information and Communications Technology
ICT4D	Information and Communications Technologies for Development
IEER	Institutional Enabling Environment Report
IFDF	Inter-Governmental Fiscal Decentralization Framework
ILO	International Labour Organisation
JWP	Joint Work Programme
LAR	Local Assessment Report
LED	local economic development
LEAP	Local Economic Acceleration through Partnerships
MMDAs	Metropolitan, Municipal and District Assemblies
MWM	medical waste management
NCC	Narayanganj City Corporation
NGO	Non-Governmental Organisations
OECD	Organisation for Economic Co-operation and Development
OSR	own source revenues
POPs	persistent organic pollutants
SCC	Sylhet City Corporation
SDGs	Sustainable Development Goals
SPC	Statutory Planning Committee
PPP	Public-Private Partnership
ToC	Theory of Change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
VSLAs	Village Savings and Loan Associations
WASA	Water Supply and Sewerage Authority
WASH	Water, Sanitation and Hygiene
WEF	World Economic Forum
WUF	World Urban Forum

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Foreword

We are witnessing the convergence of two global trends: as the proportion of the world's population living in urban areas increases, so too does inequality within and between cities. This has profound implications for cities in the Global South, which are already experiencing changes in patterns of production and consumption, as well as adapting to the impacts of climate change.

The urgent need to address these systemic challenges was highlighted in the commitments of the Sustainable Development Goals for 2030, the Paris Agreement on Climate Change, and through the New Urban Agenda. The growth in inequality has a particularly urban dimension, as this is where the stark differences in well-being are most evident, and the most impactful solutions will be found. Although urbanisation has brought many benefits in the Global South, linkages to economic growth have not been consistent, and have generally been unevenly distributed. International experience demonstrates that strengthening local-level management is an essential pre-condition for the benefits of urban growth to be harnessed and distributed more equitably.

Seeking to address this challenge, the UK Department for International Development (DFID) and the Cities Alliance collaborated through the establishment of the Joint Work Programme on Equitable Economic Growth. Since the programme's inception, it has operationalised an approach which places universal access to public goods and services at the heart of achieving equitable economic growth. That approach has generated debates about how best to deliver public goods and services, with contributions from governments, local authorities, NGOs, private sector entities, multilateral organisations and academia. By drawing on a range of expertise, the programme has deepened our understanding of equitable economic growth, and delivered effective work in a range of cities in Africa and Asia, in partnership with local partners and experts.

This report synthesises the knowledge gained and lessons learnt from the four years of the programme. As such, the report constitutes a key part of the legacy of the programme and we hope that it will inspire and inform future initiatives aimed at fostering equitable economic growth. We would like to thank Cities Alliance members and partners for their active participation and support, and reiterate our commitment to this collaboration.



Richard Teuten, OBE
Head of Growth and Resilience
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Director, Cities Alliance



Executive Summary

In 2016, Cities Alliance (CA) established a four-year Joint Work Programme (JWP) focused on fostering equitable economic growth (EEG) in cities. The programme had two key objectives; (i) to understand the links between the provision of public goods and services,¹ and EEG trajectories in secondary cities in the Global South, and (ii) to recommend ways whereby public goods and services can be provided in a manner that maximises EEG.

The primary purpose of this report is to synthesise the knowledge gained and lessons learnt from the four years of the programme. As such, the report can be used by governments, international organisations or any other organisations that are seeking to design and implement initiatives aimed at fostering EEG.

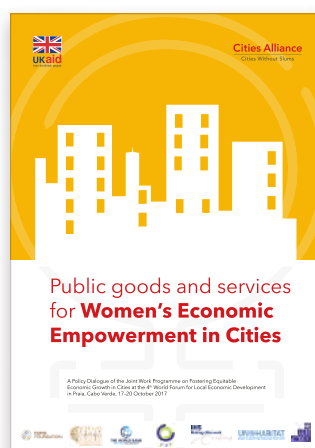
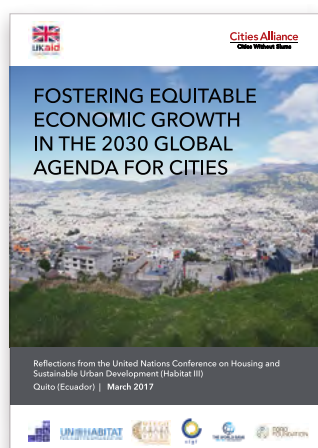
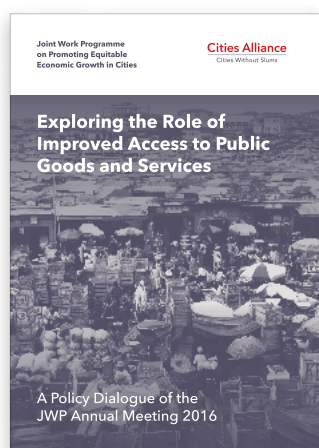
Global concerns about inequitable growth

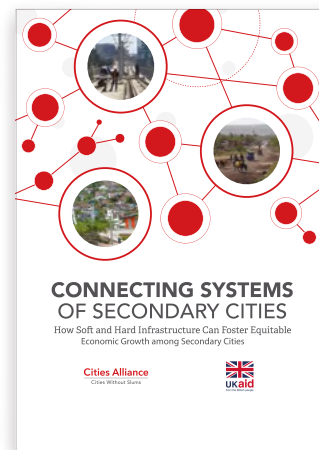
The Importance of promoting EEG for successful and sustainable urban development was highlighted by Cities Alliance in two discussion papers, prior to the establishment of the JWP. Both papers demonstrated that sustained economic growth is correlated with urbanisation, but that urban economic growth in the majority of cases is far from equitable. It was posited that economic growth and equality are complementary, given that wealth inequality reduces aggregate demand and takes the steam out of economic expansion. It was also shown that inequality frequently leads to political and economic instability, which reduces investment and can hinder human and social capital formation, and undercut social consensus required to build resilience in the face of shocks.

Once the importance of EEG was established, the research that underpinned the JWP-EEG identified a hypothesised pathway to achieve EEG. It was suggested that one of the most immediate and viable options is to develop the informal economy. This requires the removal of relevant binding constraints, in particular the inadequate access to public goods and services. If workers in the informal economy cannot effectively access, and profitably use, public goods and services, then their ability to build and sustain a livelihood is severely compromised.

Adopting this approach included focusing on measures to improve equitable access to public goods and services in a manner most likely to lead to the integration of informal activities into priority value chains (those with the greatest potential for growth in both or either domestic or export markets), thus underpinning productivity gains in the informal economy.

In addition, the research indicated that in order to achieve EEG it is preferable to integrate the focus on public goods and services with, first, a 'jobs perspective' (i.e. a focus on generating employment opportunities) and, second, a 'political economy perspective' (i.e. optimising the institutional determinants of a city economy). Incorporating these perspectives simultaneously would provide the best opportunity to support the structural transformation of urban economies and improve the economic well-being of those working in the informal economy and the urban poor.





The JWP-EEG

The JWP-EEG was a four-year programme designed to deliver a series of programmatic outputs to respond to our hypothesised pathways to EEG.

The JWP-EEG was funded and chaired by the United Kingdom's Department for International Development (DFID), and implemented by the Cities Alliance Secretariat.

The programme was driven by a results chain which showed the hypothesised links between measures to improve access to public goods and services, and EEG. The programme was comprised of three components: Global Policy Dialogues; Global Knowledge Products; and The Campaign Cities Initiative.



The three component initiatives catalysed debate on approaches to EEG and delivered policy recommendations at global, national and local levels. The recommendations were complementary and mutually reinforcing. Knowledge generated at the global level informed action at the national and local levels, and the evaluation of outcomes at national and local levels helped refine policy recommendations and focus the knowledge products.

Global Policy Dialogues

Five global policy dialogues were facilitated. The first two dialogues served a valuable purpose in confirming the strategic direction of the JWP-EEG, as well as heightening global awareness of the need to improve access to public goods and services to achieve EEG in cities. The next three dialogues addressed key thematic focus areas, including the role of gender empowerment, the provision and management of public spaces and the role of local partnerships in accelerating local economic development.

The dialogues proved to be an excellent platform to gather high-level participants and share knowledge on approaches to the EEG challenge, as well as highlight areas for further investigation. The dialogues laid the groundwork for the global knowledge products and the Campaign Cities initiatives, and built on and disseminated the learnings of the JWP.

Global Knowledge Products

CA worked with local governments, city stakeholders and development partners to produce global knowledge, facilitate policy dialogues, support city-level diagnostics, and deliver policy recommendations. Seven global knowledge products were published, exploring different thematic areas under the umbrella of enhancing public services to achieve EEG.

Table ES-1: Overview of the challenges to EEG explored in the Global Knowledge Products

The challenges	Recommended approaches
Gendered barriers to access basic services and gender-blind planning	Urban governments can foster a gender-responsive urban environment through the appropriate provision of public goods and services, and by promoting local accountability, setting up platforms for engagement with gender-based organisations and by fostering institutional change to address unequal power relations
Understanding the value of public space as a productive asset	Access to public space should be regulated to sustain the livelihoods of urban informal workers. Excessive restrictions on informal workers and their displacement to urban peripheries can impede city economies.
Inadequate management of ecosystem goods and services	Local policy tools include setting regulatory standards, conservation of threatened land and water, market-based instruments to provide incentives for sustainable use, assigning property rights to protect land or ecosystem services and advocating for behavioural changes, such as through certification schemes.
Pricing of municipal services that disadvantages the poor	Urban administrations should develop approaches to pricing that make economic, financial, and social sense in their own communities. Municipal pricing must be based on updated information on willingness-to-pay, dynamic and flexible mechanisms to ration supply, transparency, and pricing in externalities.
Secondary cities suffer a number of competitive disadvantages, including a lack of infrastructure and services	Collaboration between secondary cities can compensate for their competitive disadvantages. Governments should foster 'hard and soft infrastructure' to improve connectivity within systems of cities. E.g. Take advantage of shared resources, knowledge, and freight capacity to create value-adding activities, specialisation and reduce dependence on larger cities.
Little knowledge on smart cities trend exists in cities of the Global South	Ensure that smart cities initiatives are enriched by an international development lens and focus on simple technical solutions that are affordable and appropriable to the local context. Ensure that implementation is demand-driven to address to actual needs of the poorest.

The key challenges and policy issues and possible responses explored in the knowledge products were wide ranging, and included (i) investigating measures to overcome gendered barriers to basic services which hindered the promotion of EEG; (ii) using public space as a productive asset to support EEG; (iii) managing ecosystem goods and services, such as water and green spaces, in a way that underpins EEG; (iv) devising pricing schemes for municipal services that promote EEG; (v) ways to implement EEG smart city initiatives; and (vi) how collaboration between secondary cities can compensate for their competitive disadvantages and thus promote EEG (see Table ES-1) .

The Campaign Cities initiative

The Campaign Cities initiative represented the key means through which the JWP promoted EEG 'on the ground'. The programmatic work was carried out in two secondary cities of four countries: Bangladesh, Ghana, Uganda and Kenya.

In each country, the initiative involved creating a city-level partnership to produce a diagnostic assessment of bottlenecks and constraints to EEG, resulting in the selection of a particular public good or service in their city that should be prioritised. The prioritised public goods and services varied greatly, including management

of medical waste, female economic empowerment, agro-processing industries, tourism development, integrating infrastructure development and markets, local economic development and public space and land management. For each public good prioritised, a policy and recommendations brief was produced to instruct how to create enhanced access to that good for the urban poor and therefore foster EEG.

Although the Campaign Cities initiatives varied greatly in scope, there were four cross-cutting themes that helped explain the cause of poor urban EEG performance; (i) many local governments were encumbered by incomplete decentralisation, whereby the transfer of powers functions and resources from central to local governments did not allow for effective local service delivery; (ii) the functional mandates of local urban governments were often fragmented, meaning that services were delivered by a mix of agencies with weak capacities and limited resources, (iii) and related to the first two, dependence on national government funds was found to impede local government financial management and planning. Many city governments did not have sufficient own source revenues, and there were evident shortfalls between the pledged and actual amounts transferred from central governments; and (iv) there was an absence

Table ES-2: Lessons from implementation

JWP-EEG components	Key lessons from implementation
Global Policy Dialogues	<ul style="list-style-type: none"> → Strong partnership platforms. Build effective partnerships within the city, and engage a broad range of stakeholders → Effective enabling policy and investment environments. National and state governments need to provide a supportive enabling policy and investment environment. Cities need to be empowered, characterised by strong institutions, endowed with sufficient resources, and operating within supportive national legislation and with clearly defined mandates.
Global Knowledge Products	<ul style="list-style-type: none"> → Improved data and evidence. Required to support EEG policies and programming. Needed for urban local governments and stakeholders to fully understand the opportunities and challenges they face as they endeavour to promote EEG → Value local stakeholders. Their capacity to analyse key problems and establish causal links is often overlooked.
Campaign Cities Initiative	<ul style="list-style-type: none"> → Use the convening power of Cities Alliance. The Campaign Cities initiatives acted as a platform which effectively brought together the different actors in the urban sector and assisted them to work as a coherent unit focused on achieving EEG. → Pro-active partner engagement 'works'. Pro-actively engaging partners has been critical to ensuring the success of many JWP-EEG initiatives. → Strengthen skill competencies and the human resource capacity of city administrations. This is required to effectively identify how public goods and services can be deployed to promote EEG.

of planning and effective regulatory systems for urban land management. Some municipal councils did not have clear mandates over land jurisdiction, leading to unauthorised developments and informality.

Synthesis of findings

A key overall finding of the JWP-EEG is that measures to improve equitable access to public goods and services can and do have a direct and positive impact on EEG. We now have a better understanding of what levers need to be pulled in order to promote EEG.

Future urban development initiatives can more effectively focus on ways to provide

and manage public goods and services that directly relate to two of the most important development challenges of our day, namely equality and sustainability. Strengthening equitable access to public goods and services in a way which improves the employment opportunities and life chances of the working poor and those operating in the informal economy, can ultimately support the structural transformation of city and national economies. There were also a number of vital lessons for implementation learned from the programme. These are summarised in Table ES-2.

Future programming

Since its inception, the JWP-EEG has evolved as challenges were addressed, knowledge gaps identified, and solutions sought.

The JWP-EEG has unearthed many pathways to EEG, which have been summarised as the 'people's pathway' (focusing on actions to improve the life chances of target social groups), the 'economy pathway' (focusing on building strong, productive city economies driven by EGG), and the 'governance pathway' (focusing on ways to ensure that city administrations can effectively identify and implement public good and service investments that drive EEG).

These pathways are expressed in a theory of change which can guide future EEG programmes, and will enable the JWP-EEG results chain to be tailored to any specific city context (see Figure ES-1).



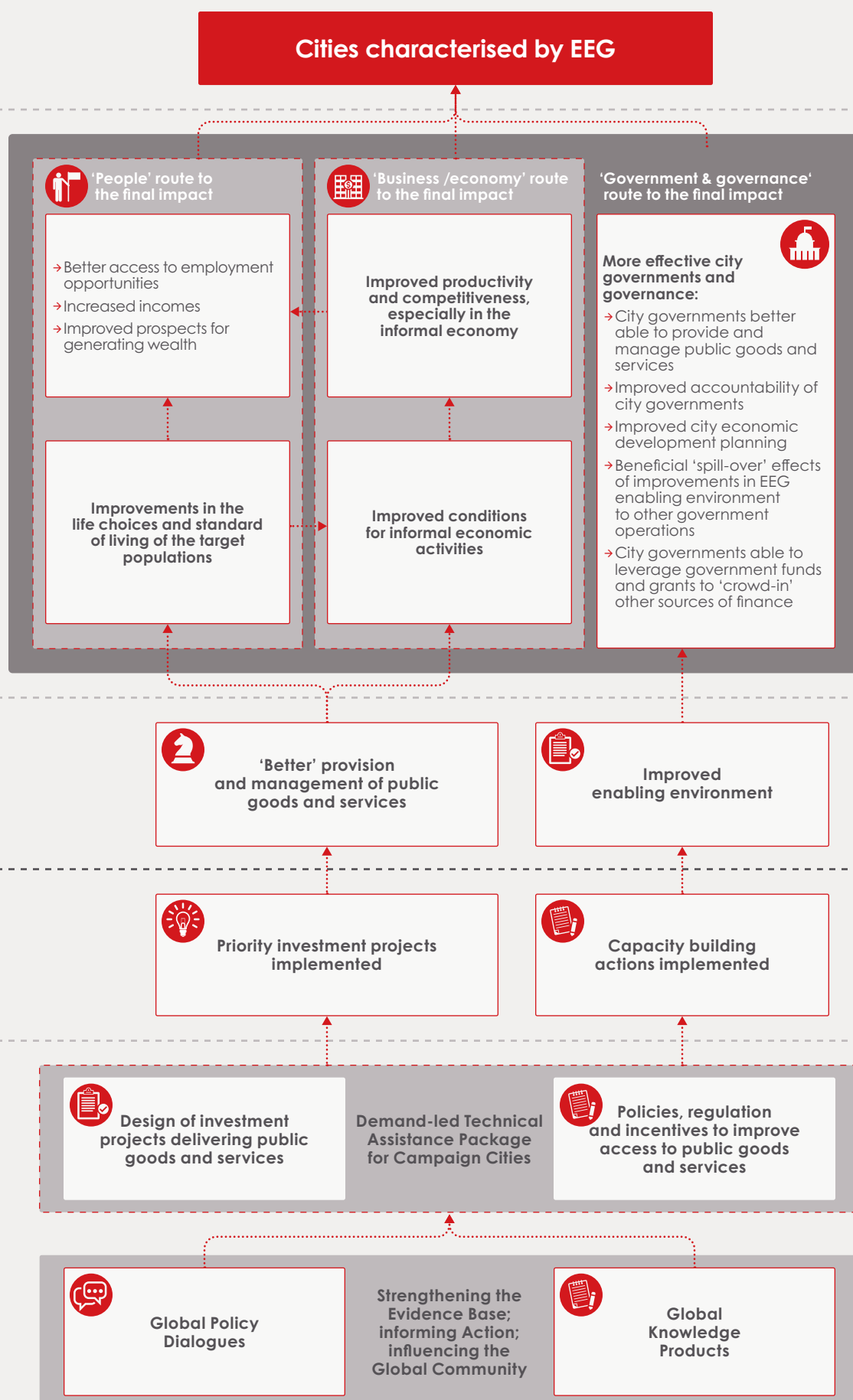


Figure ES-1: EEG Theory of Change



1. Introduction

1.1 Purpose of the report

In 2016, Cities Alliance (CA) established a four-year Joint Work Programme (JWP) focused on fostering equitable economic growth (EEG) in cities. A key objective of the JWP-EEG was to understand the links between the provision of public goods and services, and EEG trajectories in secondary cities, and subsequently recommend ways whereby public goods and services can be provided in a manner that maximises EEG.

Through the JWP-EEG, CA worked with local governments, city stakeholders and development partners to produce global knowledge, facilitate policy dialogues, support city-level diagnostics, and help frame policy recommendations to respond to the challenges of inequitable economic growth in cities.

The JWP-EEG programme was funded and chaired by the United Kingdom's Department for International Development (DFID), and implemented by the Cities Alliance Secretariat.

The primary purpose of this report is **to synthesise the knowledge gained and lessons learnt from the four years of the programme**. This report is part of the legacy of the programme and can be used to inform future EEG initiatives.

Key objectives of the report are:

- To **review and summarise the JWP-EEG body of work** in order to provide an overview of the findings and recommendations generated.
- To conduct an **analysis of the JWP-EEG's approach** and highlight the key lessons for future programmatic work aimed at fostering EEG.

The primary target audiences for the report include:

- **National and local governments:** National and sub-national policy-makers and officials, and other stakeholders such as service providers, civil society actors and activists involved in shaping the enabling policy environment necessary to foster EEG in cities.
- **Members of the JWP:**² Members will use the outputs in support of their own development interventions to foster EEG in cities.
- **Strategic Partners:** All CA current and future partners interested in joining endeavours for a better understanding of how EEG in cities can be fostered, e.g. the wider media and development community, and academia, among others.



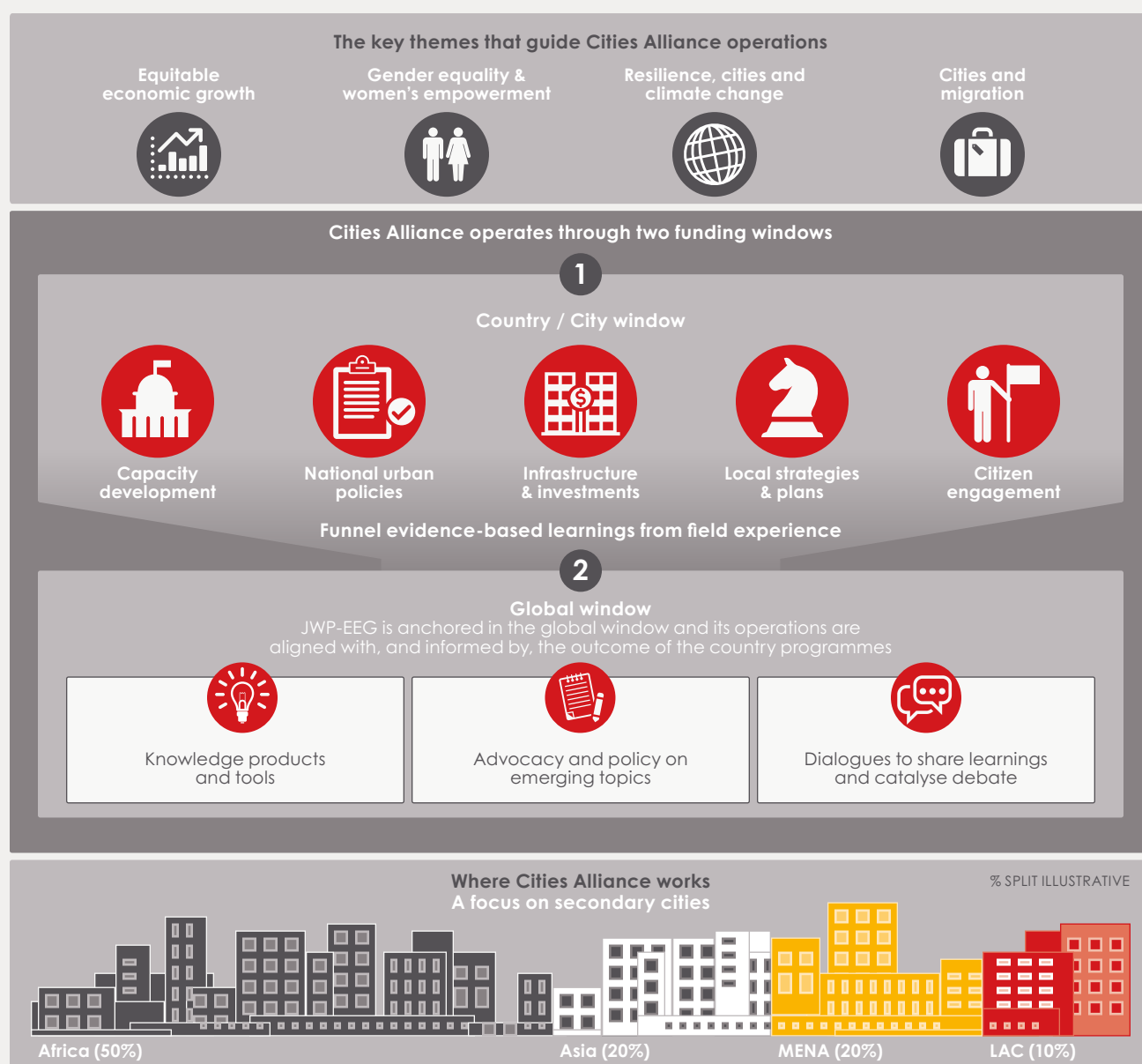


Figure 1-1: The operational focus of Cities Alliance
Source: Cities Alliance 2018-2021 Strategic Plan.

1.2 Global concerns about inequitable growth

The urgent need to promote EEG was highlighted by the adoption of a range of global commitments, including the Sustainable Development Goals (SDGs) for 2030 and the Paris Agreement of 2016.³ At the city level, Habitat III and the adoption of the New Urban Agenda⁴ underscored the crucial role that can be played by cities in achieving these global commitments.

There is consensus within the international community that cities are engines of economic growth, knowledge generation and innovation. More specifically, and due to their role in the provision of public goods and services, cities can spearhead efforts to meet SDG targets

and promote EEG.⁵ Further, city governments are crucial EEG stakeholders as they deal directly with the very localised consequences of inequality, poverty, environmental degradation and the adverse impacts of climate change.

However, urbanisation does not always lead to increases in productivity or economic growth, and even in cases where it has, not all in cities have benefited. International experience demonstrates that an important pre-condition for urbanisation benefits to be captured is the presence of strong city and local-level management.⁶ Effective and efficient city administrations are required in order to provide public goods and services in a manner that can directly lead to the promotion of equitable economic growth.

1.3 The JWP-EEG programme

The need and demand for the JWP-EEG programme was highlighted in the CA's Medium-Term Strategy (2014–17), which focused on how CA could respond to the EEG challenge in cities. More specifically, the JWP-EEG focuses on supporting equitable access (EA) to public goods and services by all citizens and businesses in secondary cities in order to promote EEG. Special attention was devoted to improving the EA of the poor, the marginalised, and those working in the informal economy.

The JWP-EEG programme is part of a broader suite of JWP initiatives, which serve as a coordination platform, knowledge hub and think tank for advocating new thinking on key urban themes. They are anchored in the global window funding facility of CA and aligned as much as possible to the country operations of CA. Figure 1-1 provides a diagrammatic summary of the operational focus of the CA.

The JWP-EEG programme has also built on a number of successful previous CA initiatives, for example, City Development Strategies (2002–11), CA's thematic Catalytic Fund Calls (2011–14), the Future Cities Africa programme (2014–16), and the CA's country programmes in Ghana and Uganda, which have all demonstrated the possibility of transformative change in cities.



1.4 Structure of the report

There are five further chapters following this introduction:

- **Chapter 2: The Equitable Economic Growth Challenge.** This chapter starts with a presentation of the EEG context and its importance. A description is then presented of the conceptual underpinnings of the JWP-EEG initiative, including the hypothesised pathways leading from policy initiatives to strengthened EEG that have been adopted by the JWP-EEG programme.
- **Chapter 3: The JWP-EEG Programme: Findings and Insights.** A summary is presented of the three JWP-EEG programme components: (i) global policy dialogues; (ii) global knowledge products; (iii) the Campaign City initiatives. Practical measures to improve access to public goods in order to foster EEG given in the JWP-EEG documentation, notably in the Campaign Cities outputs, are highlighted in this chapter. The emphasis is on practical actions that can be taken by city governments in order to foster EEG.
- **Chapter 4: Building on Success and Addressing Challenges.** This chapter begins with a description of key successful aspects of the JWP-EEG. The most important challenges and knowledge 'gaps' that were identified through the JWP-EEG's years of operation are then outlined. Suggestions are offered as to how some of the challenges can be addressed and key knowledge gaps filled. The chapter concludes with actions that can be taken to help urban governments in the Global South create an enabling environment for EEG.
- **Chapter 5: Future Programming to Foster EEG.** The chapter introduces a re-calibrated JWP-EEG results chain which can be used as a basis for designing future programmes. Various options are presented for future EEG promotion initiatives based on the re-calibrated results chain.
- **Chapter 6: Conclusions.** The conclusion ties together the key overall findings with respect to EEG and the ways these can be applied to the pathway to achieving EEG in cities.



2. The Equitable Economic Growth Challenge

2.1 EEG, prosperity and sustainable development

The importance of promoting equitable economic growth (EEG)

The importance of promoting EEG for sustainable and resilient urban development was highlighted by Cities Alliance in the discussion document entitled *'Conceptualisation Equitable Economic Growth in Cities'*,⁷ and subsequently in the report *'Equitable Economic Growth in African Cities'*.⁸ Both texts summarised research demonstrating that although economic growth is directly correlated with urbanisation, the economic development of the vast majority of urban areas in the Global South is far from being equitable. It was posited in the latter report that economic growth and equality are complementary, and inequalities often significantly suppress growth.⁹

This argument was made on the basis that income and wealth inequality reduces aggregate demand which often takes the steam out of economic expansion. Inequality frequently leads to investment reducing economic and political instability which limits an economy and corrodes the ability to build resilience in the face of shocks. Marked inequality is bad for the economy, and bad for business; "equality is better for everyone".¹⁰

Perfect equality, however, can also be a constraint on growth as the motivation to better oneself, one's family and one's business is often significantly diminished.¹¹ A vibrant, inclusive and resilient society will nearly always be characterised by a degree of inequality; the issue is the extent and depth of inequality that is to be accepted and which may be necessary to promote a dynamic, prosperous and resilient society.

Nevertheless, at present the weight of evidence indicates that inequality across the globe has reached levels which are extremely debilitating, and are continuing to increase. Aggregate demand necessary for pre-2008 global recession growth rates is lacking and economies are increasingly characterised by winner take all markets and pervasive rents.¹² The ability to extract value and make money through the use of asymmetric knowledge and political power, and through rent seeking behaviour seems to be increasing in many countries.



This is the context in which EEG initiatives are being formulated and implemented. Without EEG initiatives it may be difficult to secure structural change and the transformation of national economies of the Global South, and particularly in Africa, before many towns and cities are overwhelmed by rapid population increases, the steady rise of agglomeration diseconomies, and growing social discontent. On the African continent there is, perhaps, a time-bound window of opportunity for establishing equitable, inclusive, prosperous and resilient urban economies.

The challenge of promoting EEG in the continent urbanising the fastest: Africa

The context in which EEG initiatives must be implemented is daunting. Current trends indicate that development in most developing economies, especially those in Africa, is unlikely to generate sufficient decent and productive jobs to accommodate the expected significant population increases.

African economies are just not creating enough jobs. Economic growth on the African continent has not led to a structural change and transformation of national economies enabling the absorption into labour markets of those unemployed and under-employed, and all those expected to enter the labour force in the future.

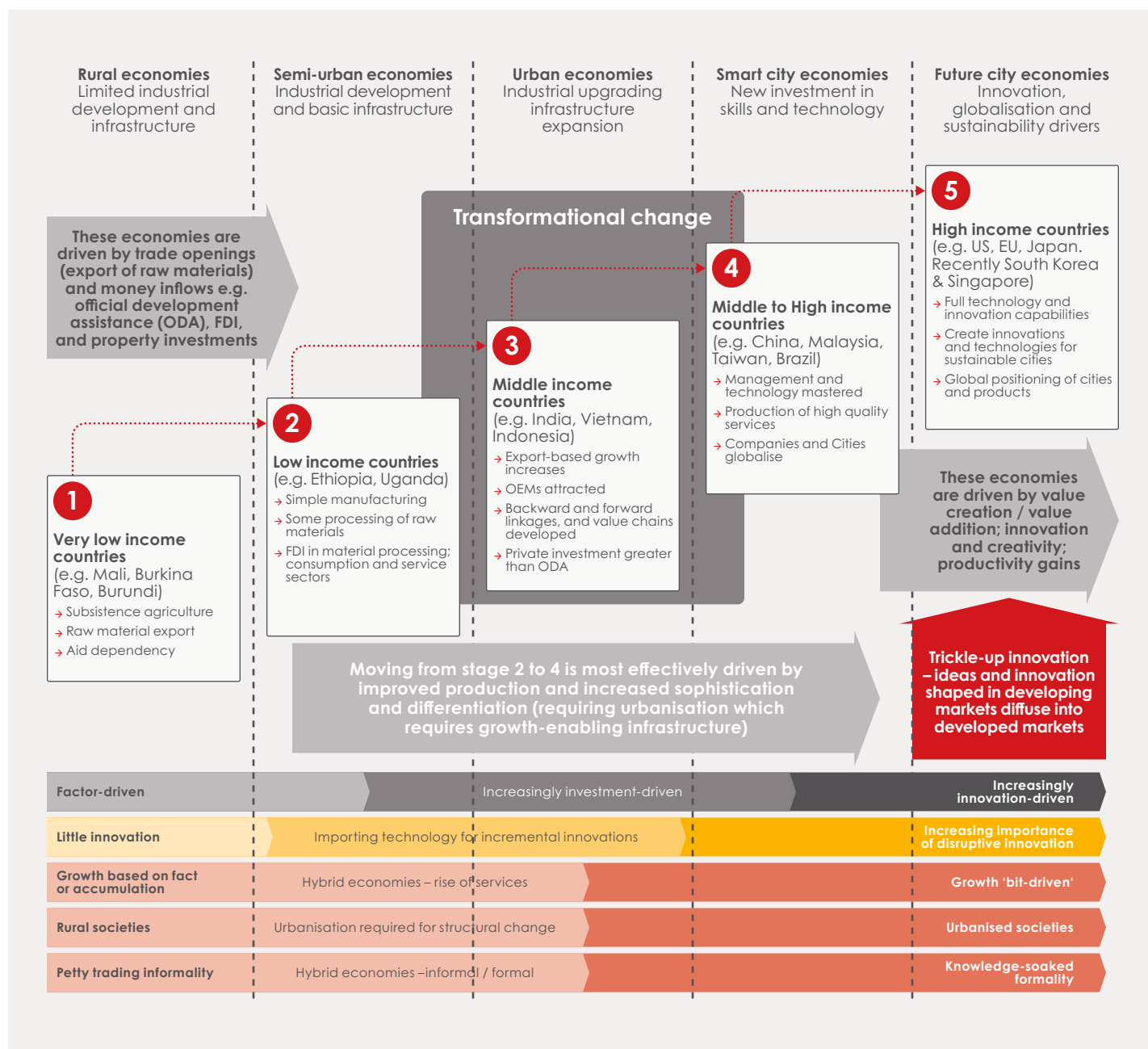


Figure 2-1: Stylised stages of development and transformational change

Source: Cities Alliance. 2016. Equitable Economic Growth in African Cities: Final Report, IPE Triple Line, Unpublished.

According to the African Development Bank (AFDB), for nearly all African economies, growth more often than not is associated with the expansion of low productivity, low return, low income activities in the informal sector.¹³

A re-formulation of the traditional stages of growth perspective on development may be necessary.¹⁴ This perspective posits that countries pass through successive phases commencing with agriculture and raw materials, progressing through industrialisation, and finally expanding via knowledge-based services (see Figure 2-1). African cities, however, are not making the transition from stages 1 and 2 to stages 3 and 4 (i.e. low productivity and value-add activities, to higher) fast enough. The informal service sector

in Africa experiences unusually high levels of employment and growth relative to its stage of development.¹⁵

Research by McMillan and Rodrik¹⁶ and Rodrik¹⁷ indicate that since 1990, structural change has resulted in labour moving from low to high-productivity sectors in Asia, but mainly in the opposite direction in Latin America and sub-Saharan Africa. They note that although agriculture, mining and more recently manufacturing are important, the majority of jobs are being provided by non-tradable informal service activities.

Because the private sector remains relatively under-developed in Africa, governments need



to become more aware of the employment intensity of different types of economic activity and adopt a more prominent role in mobilising investment into job-rich sectors.¹⁸ It is common for profits and remittances to flow into property, rather than value-adding through employment-creating businesses.

In many economies of the Global South with a comparative advantage in natural resources, and inheriting an economic dependence on commodity exports since colonial times, the positive contribution of structural change associated with globalisation and participation in international markets has been limited.

Commodity export dependence and over-valued currencies, combined with economic liberalisation, have, according to the United Nations Conference on Trade and Development (UNCTAD), led to *“import competition causing many industries to contract and release labour to less-productive activities, such as agriculture and the informal sector.”* This is akin to the ‘premature de-industrialisation’ thesis discussed in relation to sub-Saharan Africa by Rodrik¹⁹ and others.

Miles and Clark²⁰ maintained that the implications for devising routes to EEG raise two important questions, particularly for Africa:

- How can the productivity of the informal sector be increased? and
- Should the development of a hybrid economy, one in which the informal and formal are more closely integrated than they are today, be promoted as an important pathway to achieving EEG?

Job creation, the informal sector, and the promotion of EEG

The argument presented in the JWP-EEG report *Conceptualising Equitable Economic Growth in Cities*,²¹ is that in order to promote EEG effectively, an emphasis on employment creation must be central. Indeed, experience clearly demonstrates that getting a job is the fastest way out of poverty, and by association through to EEG.

Further, it is argued in the report that EEG must permeate all layers of society without harming economic performance. The authors state that the capacity to benefit from an economic activity is contingent upon the capacity to participate in income-generating activities. Accordingly, EEG should directly refer to the creation of new employment opportunities, especially for those at present unable to access those opportunities. EEG must involve facilitating widespread access to employment opportunities, and these opportunities must lead



to productive and decent employment, not the low-wage, low return, vulnerable employment undertaken in adverse and polluted environmental conditions often associated with the informal economy.

The report concludes that EEG initiatives should aim to create: “decent productive employment opportunities in both the formal and informal sectors as well as the gradual formalisation of informal activities via institutional reform” and that these opportunities should be “accessed by all of society regardless of economic status, gender or ethnicity thus enabling all of society to both benefit directly from, and participate in, economic activity and future growth”.²²

The issue is how job creation for the poorest sections of society can be measurably and significantly enhanced. Recent debates in growth theory and the implications of the work of Rodrik and Stiglitz indicate that the promotion of EEG through job creation is unlikely to be straightforward. Jobs are not being generated fast enough and the vast majority are concentrated in the low productivity informal economy.

It is, however, argued in the report *Equitable Economic Growth in African Cities*, that one of the most immediate and viable options to simultaneously promote structural transformation, create employment for the poorest sections of society, and to secure EEG is to develop the

informal sector; to create conditions for much needed productivity gains in the sector.²³

This can be achieved by facilitating the integration of informal activities into priority value chains, those with the greatest potential for expansion in both domestic and export markets. These value chains are often associated with agro-industrial processing, light manufacturing, Information and Communications Technology (ICT) and business services, and tourism, as found in and promoted through, for example, Uganda’s 2040 Vision and Kenya’s 2030 Vision. Strengthening these value chains and associated sectors will involve both individual firm upgrading and improvements in supply chain governance.

In this manner a hybrid economy is likely to evolve, one in which informal sector businesses become increasingly productive, commercially stronger, and able to expand as they benefit from spill-over effects associated with working with the formal sector. The rise of the hybrid economy could contribute to putting manufacturing and industrialisation, and subsequently, structural change, in Africa ‘back on track’. This would enable cities to realise their potential as engines of inclusive and sustainable growth.

The development of the informal sector in a manner that leads to the promotion of EEG requires the removal of binding constraints, particularly those related to inadequate access

to infrastructure and services.²⁴ Indeed, in all four countries investigated through the JWP-EEG Campaign City process (i.e., Ghana, Uganda, Kenya and Bangladesh), infrastructure and service deficiencies were especially severe for the poor, and those in informal activities and settlements. Evidence assembled through the Campaign City process indicates that these deficiencies adversely affected the lives of many, and were often directly associated with incidences of unemployment, limited employment opportunities, pollution, public health risks, disease, and lower wages.

The poor state of, and limited access to infrastructure and services, adversely affected the EEG prospects of these cities. For EEG to be effectively promoted in cities and towns, focus must be on strengthening access to public goods and specifically on ensuring equitable access to urban infrastructure and services.

2.2 The public goods and services pathway to EEG

As indicated in the JWP-EEG foundational analysis, it is essential to adopt both a 'jobs perspective' and a 'public goods and services perspective' when devising pathways to EEG.

The *Equitable Economic Growth in African Cities* report,²⁵ recognised the utmost importance of jobs, but accorded primacy to a public goods and services perspective as the provision of infrastructure and services often underpins the creation of employment opportunities and jobs for the poorest members of society. The authors of the report highlighted evidence demonstrating that life-chances and economic well-being are directly related to the ability to access and profitably use public goods and services.

The adopted proposition was that EEG is promoted when the infrastructure and services in a town or city are delivered and maintained in a manner that ensures and builds upon at least basic levels of access to public goods and services for all citizens and businesses, and especially the poor, the working poor and those working in the informal economy of that town or city.

A public goods perspective on EEG involves ensuring that:

- The citizens of a town or city, regardless of economic status, ethnicity, gender or residential location, have access to and can effectively use infrastructure and service public goods, which are (i) required to improve their social and economic well-being, and (ii) can facilitate their attainment of decent and productive employment.



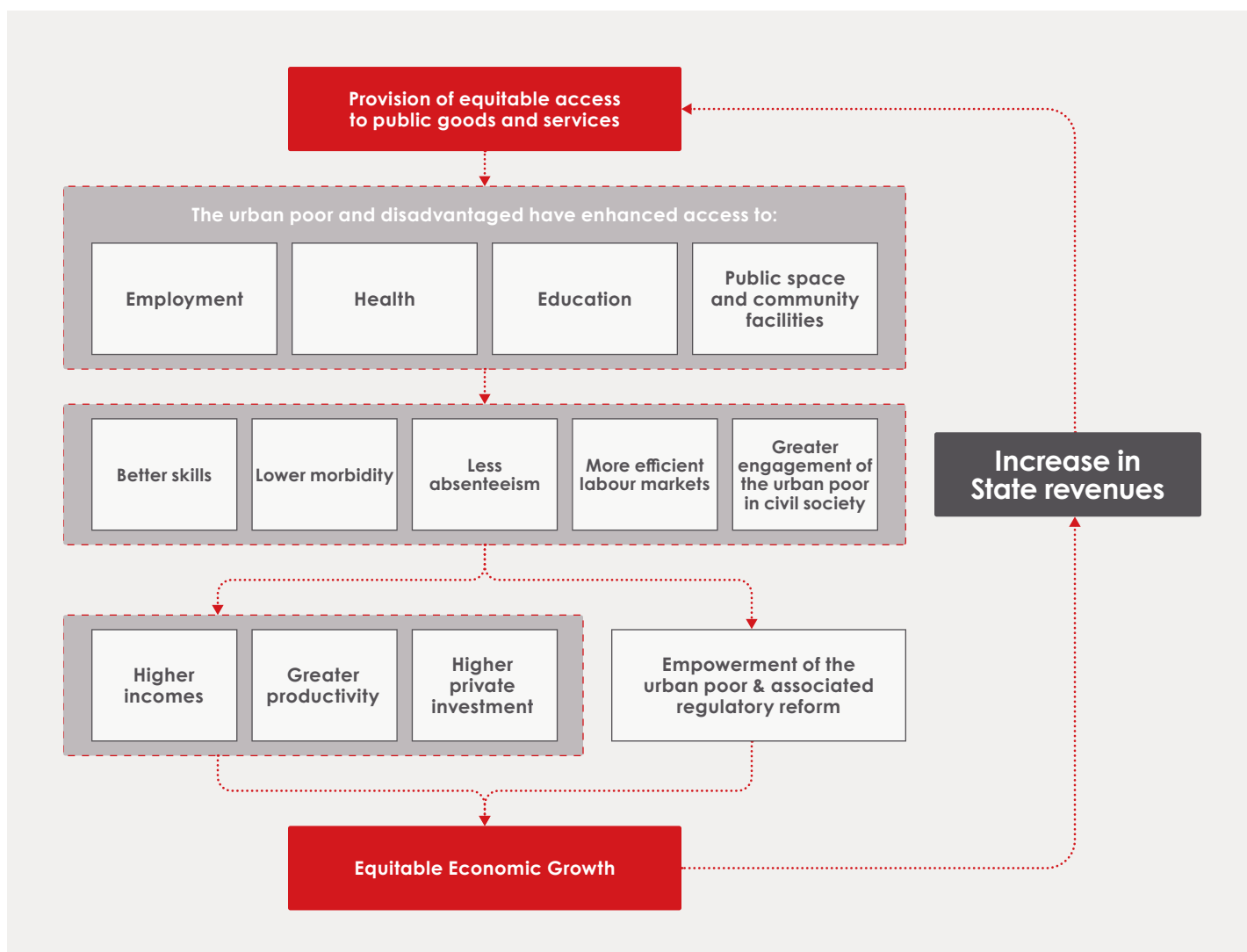


Figure 2-2: Pathway to EEG through EA to public goods and services

Source: Joshua Drake, JWP-EEG Programme Manager, Cities Alliance, 2020.

- The private sector of a town or city, especially businesses in the informal economy, has access to public goods and services required to improve productivity, enhance competitiveness and increase aggregate economic output and employment opportunities. Experience has demonstrated that a successful private sector enabling environment is heavily dependent on access to infrastructure and services delivered effectively, efficiently, and at affordable prices.

Without effective access to public goods and services cities are unlikely to be able to take advantage of agglomeration economies, network effects and the inventiveness of people placed in close proximity, all required for economic growth and development.

Better access to public goods and services directly leads to improved life chances and living standards, and underpins the development of individual capacities, capabilities and competencies. For example, better access to schools and hospitals leads to healthy, educated

and skilled citizens that are more employable and productive, and often more entrepreneurial (Figure 2-2).

Pathways to operationalising EEG should take account of both the need to ensure access to basic public goods and services, and the need to generate productive employment for target groups.

Political economy determinants of EEG

The report *Equitable Economic Growth in African Cities* found that one of the most effective ways to systematically strengthen EEG was by the constructive disruption of the prevailing political economy of a city.²⁶

The report presents evidence on the importance of institutional determinants of the city economy, and argues that how institutions work, whether effectively or in a dysfunctional manner, is rooted in the prevailing political economy of the country (and city) in which the institutions operate.

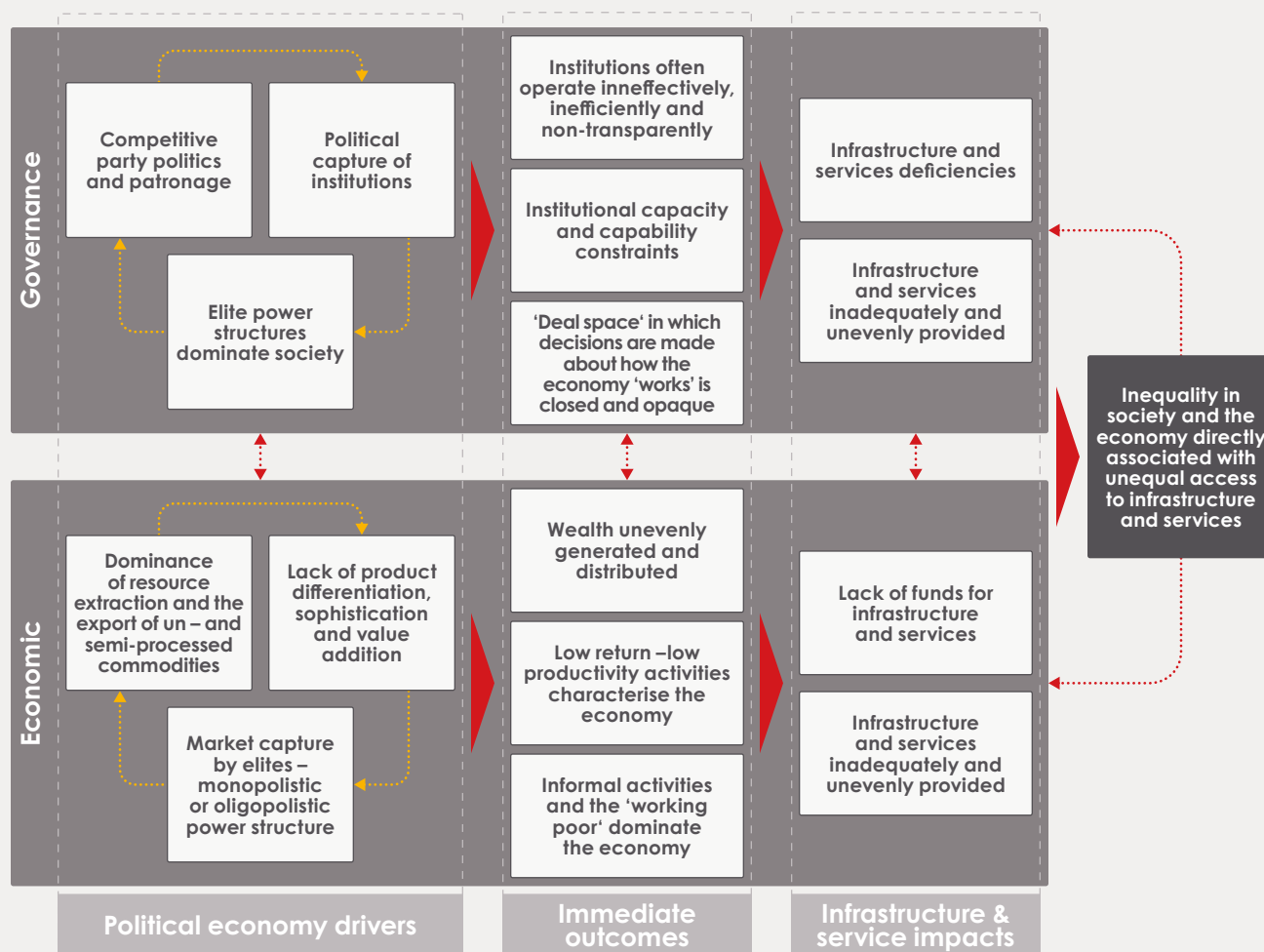


Figure 2-3: Key political economy drivers of inequality

Source: Cities Alliance. 2016. Equitable Economic Growth in African Cities: Final Report, IPE Triple Line, Unpublished.

Before devising infrastructure and service interventions, therefore, it is necessary to understand how the institutional environment is most likely to affect and determine the provision, use and impact of the infrastructure and services, and how the prevailing political economy impels that institutional environment to affect provision, use and impact in the particular manner empirically witnessed.

From this analysis pathways of change should be investigated and related interventions should accompany public goods, infrastructure, and service development programmes (see Figure 2-3). Nevertheless, there is a direct relationship

between infrastructure and services, and EEG, and a relationship over which a town or city authority has a relatively high degree of control. It is clear that the actions of urban local governments have a significant impact upon the prospects of EEG in the city in question.

Thus, to conclude this Chapter, it is considered that an optimal pathway to EEG is to focus on the provision of equitable access to public goods and services, in a manner that emphasises the creation of jobs, particularly in the informal sector, and which takes action to address the political economy determinants of EEG.



3. The JWP-EEG: Findings and Insights

The JWP was a four-year programme designed to deliver a series of programmatic outputs to respond to the hypothesised pathways to EEG outlined in Chapter 2. This chapter summarises the three JWP-EEG programme components: (i) global policy dialogues; (ii) global knowledge products; (iii) the Campaign Cities. The emphasis is on what concrete actions can be taken by city local governments.

3.1 The JWP-EEG response

The establishment of the JWP-EEG was timely. Efforts by governments and donors to promote EEG in cities in the past had been limited. Urban development strategies were often dominated by short-term economic needs and driven by political imperatives, which jeopardised achieving long-term equitable, inclusive and sustainable growth.²⁷ Indeed, CA was well positioned to assume a leading role in investigations concerning how the challenge of EEG can be addressed.

The first Annual Meeting of the JWP-EEG in early 2016 set out to commence with a ground-breaking global policy dialogue exploring the role of improved access to public goods and services. Global knowledge products and the Campaign Cities initiative commenced soon thereafter, as shown in the timeline Figure 3-1.

The JWP brought together a variety of partners that reflect the types of collaboration needed to promote EEG, including governments, local authorities, NGOs, private sector entities, multi-lateral organisations and academia.

The JWP's engagement was structured at global, national and local levels. At the **global level**, the programme was driven by a number of CA Members forming the JWP Group. Through this group, annual global policy dialogues were organised to inform intergovernmental processes, such as the Habitat III conference in Quito in 2016. The JWP's engagement at the global level allowed it to create strategic partnerships on the EEG topic, such as with the World Economic Forum (WEF) and the Organisation for Economic Co-operation and Development's (OECD's) Inclusive Growth in Cities Initiative. The JWP Group also served as a dissemination and validation platform for all JWP publications, leveraging the expertise of each of

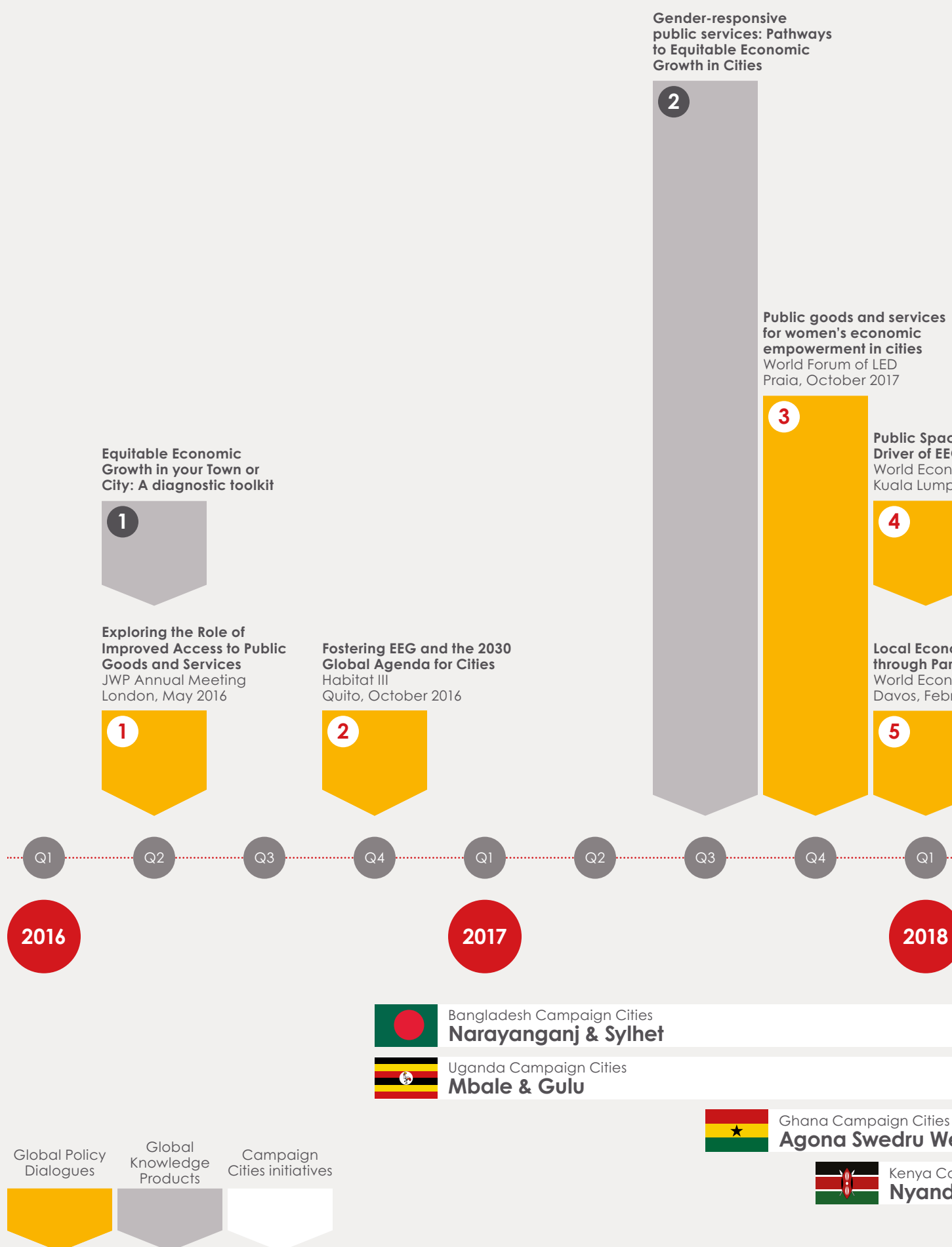
the members and the constituencies that they represent.

At the **national level**, the JWP established national sounding boards to accompany the Campaign Cities initiative. These were facilitated through CA members, such as the Ministry of Local Government and Rural Development in Ghana, and the United Nations Capital Development Fund (UNCDF) in Uganda. The sounding boards provided for effective dissemination of diagnostic work, as well as synergies between already existing cities activities.

At the **local level**, the JWP utilised existing multi-stakeholder platforms, such as municipal development fora, to present, validate and disseminate the findings of the Campaign Cities. In many cases, the JWP encouraged the inclusion of local Chambers of Commerce and informal vendor representatives to those fora to ensure the representation of small businesses. All products produced by the Campaign Cities were validated and endorsed by an assigned 'City Focal Point' in each city.



Figure 3-1: JWP-EEG timeline



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G in Cities
omic Forum (WUF)
ur, February 2018

omic Acceleration
tnerships (LEAP)
omic Forum (WUF)
bruary 2018

Inclusive Public Spaces
for Informal Livelihoods:
A Discussion Paper for Urban
Planners and Policy Makers

Connecting Systems
of Secondary Cities

Managing Ecosystem
Goods to Foster Equitable
Economic Growth in Cities

Pricing Municipal Services
in the Global South

Smart Technologies for More
Equitable City Economies

JWP-EEG
Synthesis Report

Q2 Q3 Q4 Q1 Q2 Q3 Q4 Q1

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The JWP-EEG programme components

In order to deliver the target programme outcomes three JWP-EEG components were devised:

- **Component 1: Global Policy Dialogues.** This component comprised structured global policy dialogues which addressed the role of local public goods and services in stimulating growth and reducing inequalities in cities. The dialogues resulted in the preparation of issues papers, including a foundation report on how EEG in cities is to be conceptualised, and discussion briefs concerning women's empowerment and EEG, and the use of public spaces and EEG.
- **Component 2: Global Knowledge Products.** Through this component the JWP-EEG sought to identify and address knowledge gaps by producing peer-reviewed, global knowledge products to inform practitioners and policy-makers at the global, national and local levels. This involved the development and review of diagnostic toolkits, approaches, good practices, knowledge and learning systems on a variety of themes to address EEG in cities. The knowledge products informed (i) the policy dialogues, and (ii) local stakeholders and practitioners in the Campaign Cities.
- **Component 3: The Campaign Cities Initiative.** Through Component 3 the JWP-EEG built on local partnerships in select cities in CA partner countries and sought to promote equitable access to public goods and services through focus areas adapted to the city's specific needs and context. The Ugandan cities of Gulu and Mbale were the first to join the initiative in December 2016. Narayanganj and Sylhet in Bangladesh followed in January 2017 and then later in the year the cities of Gulu and Mbale in Uganda and Kajiado and Nyandarua in Kenya. Each Campaign City produced an Institutional Enabling Environment Report (IEER), a Local Assessment Report (LAR), and detailed city-level Policy Briefs and Recommendations.

3.2 The Policy Dialogues

The JWP-EEG's Policy Dialogues catalysed discussion amongst high-level participants and validated the programme's approaches to EEG.²⁸

Policy Dialogue 1: The role of improved access to public goods and services in cities



The first Annual Meeting of the JWP-EEG in 2016 set out to kick-start a global dialogue concerning the programme's central proposition, namely that improved access to public goods and services is a fundamental condition for EEG in cities.

Almost 50 participants from 35 institutions (Cities Alliance members and various development partners, including representatives of informal vendors, practitioners and city decision-makers) assembled in London to provide answers to three questions:

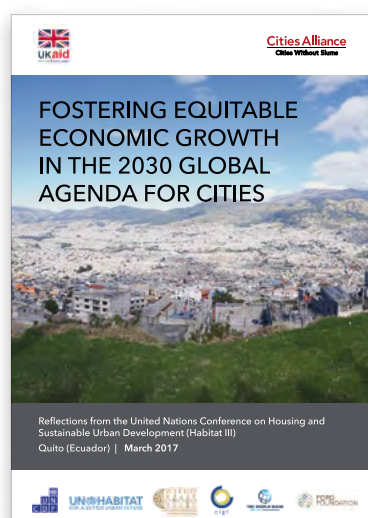
- What role does equitable access to public goods and services play in fostering EEG in the city?
- What global knowledge and tools are available and needed in order to promote EEG in cities?
- How can the global awareness of successful local solutions to EEG in cities be raised?

The policy dialogue confirmed the thematic direction of the JWP-EEG. Participants underscored the importance and relevance of EEG to cities, but also highlighted the fact that the pathways to EEG were poorly understood, and thus so were strategies and policies which could promote EEG in cities.²⁹

Specific discussions focused on how knowledge gaps could be addressed concerning the

relationship of EEG to the informal economy, women's empowerment, and alternative public service delivery models. These discussions led to the production of Global Knowledge Products addressing the three issues (Section 3.3 discusses these knowledge products in more detail).

Policy Dialogue 2: Fostering EEG and the 2030 Global Agenda for cities



In late 2016, the JWP organised a policy dialogue at the Habitat III in Quito, jointly with the Commonwealth Local Government Forum (CLGF).

With a new global agenda for cities in place, the key aim of the dialogue was to better understand how a supportive enabling institutional environment for EEG in cities can be fostered.³⁰

What emerged from this policy dialogue is a set of themes representing a diverse spectrum of views, interests and voices:

- All panellists, partners and experts agreed on the fundamental importance of highlighting and supporting the role of cities – those who live in, work and govern them – to enhance EEG. It was also agreed that the effective, inclusive and equitable provision of public goods and services lies at the very heart of that quest.
- The second theme captures this conviction in the light of the range of newly adopted global commitments. As cities are increasingly

set to be the grounds in which population, economic and development trends play out, local governments and city stakeholders must be at the centre.

- The third, and broadest, theme outlines spheres of action required to foster EEG, at local and national levels.
- The focus on action and implementation is sustained in the fourth theme, moving to the international level and the role of the Cities Alliance.

It was concluded at the policy dialogue that partnership platforms are required to ensure that efforts taken to promote EEG are co-ordinated across levels of government and amongst city stakeholders.

It was further concluded that at a global level there remains important knowledge gaps to address including how to manage cities so that they are a productive force for prosperity and development; how the private sector can be involved in the task of promoting EEG; and what other actors that not yet recognised as EEG change agents can be identified and involved.



Policy Dialogue 3: Public goods and services for women's economic empowerment in cities



The policy dialogue at the 4th World Forum for Local Economic Development (LED) held in Praia, Cabo Verde, in 2017, provided an important opportunity for the JWP-EEG to highlight the links between LED, women's economic empowerment, and EEG in cities.

Building on the findings from the *Gender Responsive Public Services: Pathways to Equitable Economic Growth in Cities* discussion paper,³¹ the JWP organised an interactive panel that brought together voices key to the debate on how to support women's economic

empowerment in cities through gender responsive provision of basic goods and services.

The session gathered a range of public, private and civil society actors, both on the panel and in the audience. The keynote address presented the main approach and findings of the discussion paper, followed by a panel discussion and interaction with the audience.³²

Discussions were organised around three main questions:

- What kind of basic goods and services are necessary to support the economic empowerment of women in cities?
- How can the provision of basic goods and services be made gender responsive?
- What basic services are required, and how can they be configured, to effect different levels of change – ranging from empowerment to structural transformation (See Box 3-1)?

The policy dialogue highlighted that many cities, particularly secondary cities, in low-income countries, struggle to become engines of growth. Large infrastructure and service deficits, low productivity, high unemployment rates, and increasing urban inequalities hamper sustainable and inclusive development and structural transformation.

Box 3-1: Crucial basic services are required to ensure women's empowerment and equitable economic growth in cities

The provision of child care services enables women to engage in paid work and therefore, to improve their access to decent employment and livelihoods.

Direct services and employment schemes, accompanied by strategic training and education services help improve women's qualifications. Additionally, those services increase their opportunities to access employment under the same conditions as men.

Fostering equal power distribution in domestic and work spaces is also a priority. Public communication campaigns may contribute to increasing awareness on continued discrimination against women and thereby promoting respect of their basic rights.

It is essential to set up mechanisms safeguarding women's rights and guaranteeing the functioning of institutional channels to report aggressions and violence.

Source: Cities Alliance. Public Goods and Services for Women's Economic Empowerment in Cities. A Policy Dialogue at the 4th World Forum for Local Economic Development in Praia, Cabo Verde, 17–20 October 2017.

However, it is frequently the case that secondary cities can also provide for the basic needs of their citizenship more efficiently than metropolitan areas. Hence, these cities play a crucial role in the achievement of “inclusive, safe and resilient” cities (Goal 11 of the SDGs). Equitable and gender responsive access to public goods and services, was identified as pivotal to guarantee adequate standards of living as well as equal opportunities for women and men, girls and boys, to study, work, be healthy and prosper.

Additionally, it was pointed out that in the absence of more equitable, gender responsive, public goods and services, cities are unlikely to support the economic empowerment of women necessary to foster equitable local economic development.³³ Having greater access to local public services will enable increased human capital and support a healthy, skilled and productive workforce that will positively impact employment for citizens and productivity of formal and informal businesses.

Policy Dialogue 4: Public space as a driver of EEG in cities



At the World Urban Forum (WUF) in Kuala Lumpur in 2018, under the theme ‘Cities 2030, Cities for All: Implementing the New Urban Agenda,’ the JWP organised a policy dialogue focused on how public space can be a driver of EEG.

Box 3-2: Public space definitions

- The main forms of public spaces include: (i) Streets & Sidewalks; (ii) Boulevards & Promenades/Arcades; (iii) Parks & Beaches; and (iv) Public Buildings, including government buildings, offices, and museums.
- The key functions of public space include: (i) Leisure & Sports: space to rest and enjoy leisure time or to engage in sports; (ii) Political: space to meet and hold political meetings or rallies; (iii) Culture & History: spaces and buildings that are cultural and historic; (iv) Consumption: space for shopping; and (v) Traffic & Transport: space for pedestrian and bicycle traffic, not only vehicular traffic.

Source: Chen, M. et. Al. 2018. Inclusive Public Spaces for Informal Livelihoods: A Discussion Paper for Urban Planners and Policy Makers. Prepared by WIEGO for the Cities Alliance Joint Work Programme for Equitable Economic Growth in Cities. Manchester, UK: WIEGO.

The dialogue sought, first to demonstrate the importance of public space assets to EEG, and second, to identify strategies and policy approaches available to cities wishing to use public space as an EEG enabler.

In so doing the event contributed to the operationalisation of the New Urban Agenda's commitment to promote “safe, inclusive, accessible, green and quality public spaces as drivers of social and economic development, in order to sustainably leverage their potential.”³⁴

It was pointed out that it is essential to acknowledge the important role played by the informal sector in local economic development and the fact that many informal operations are located in ‘public spaces’, such as transportation and communication nodes, sidewalks, road medians, and open green spaces. Facilitating space allocation to street vendors, for example, and regulating their access to public spaces through local policies and licenses can be effective ways to encourage EEG.



The dialogue generated two key messages and related recommendations:

- **A change in mindsets is required:** City authorities do not always recognise the links between public space and EEG. Therefore, panellists and participants at the policy dialogue agreed that efforts need to be taken to persuade decision makers that public spaces have significant economic and social value, and can be used to directly promote EEG.³⁵ Once the potential of public open space is fully recognised, innovative ways for its use to promote EEG needs to be investigated. In particular, policy makers should be more creative regarding the distribution and use of public spaces, and involve community groups and those working in the informal economy in discussions.
- **The importance of information on the use of public spaces.** Data is required so that city authorities can demonstrate: (i) the importance of Informal workers located in public space providing key services that are essential for well-functioning cities, for example, the provision of affordable food and transportation, (ii) that improved regulation of public spaces contributes to economic productivity, and (iii) destroying or limiting services to informal workers and forcing evictions negatively impact the local economy.

The dialogue concluded that local government investment in public spaces can generate important social and economic benefits, as they contribute to the attractiveness and competitiveness of urban areas.

Policy Dialogue 5: Local economic acceleration through partnerships (LEAP)

A Joint Venture project of the World Economic Forum (WEF) and the JWP-EEG in the period 2018-20, Local Economic Acceleration through Partnerships (LEAP) aimed to support secondary cities in Africa and Southeast Asia in addressing the obstacles to investment.

A key output of the initiative was a public-private policy dialogue on EEG in cities that took place in Davos in 2018. This dialogue capitalised on the convening power of the WEF's Future of Urban Development and Services Initiative Steering and Advisory Board at the global level to create a joint agenda on equitable economic growth in cities.

Specifically, this policy dialogue sought to identify conditions that promote successful partnerships between local authorities and the private sector to address infrastructure and service gaps in rapidly urbanising cities.

The outcomes of the session informed the Joint Venture between the WEF and the JWP-EEG

to foster LEAP in secondary cities. The LEAP initiative aimed in its first phase at addressing the obstacles to investment in rapidly growing cities in Uganda and Ghana by creating avenues for public-private dialogue and cooperation, and connecting members and partners with industry leaders in selected countries.

The key achievements of the LEAP initiative include:

- Formation of partnerships that foster better understanding and effective action towards promoting equitable access to city-level public goods and urban infrastructure (e.g. roads, transport, health, education and open spaces) and positively impact the growth trajectory for the city: reducing inequalities, enabling job creation and sustainably increasing productivity; and
- Raised awareness, shared knowledge and improved quality of policy advice and dialogue on how to enable widespread access to public goods, services, and urban infrastructure for EEG in cities.

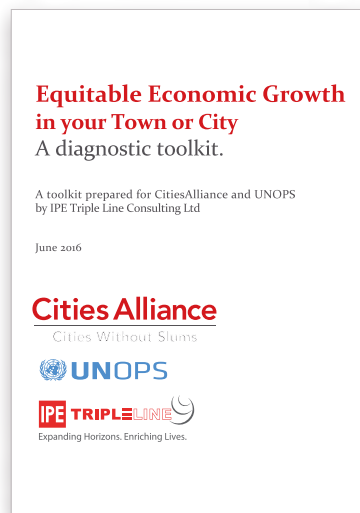
3.3 The Global Knowledge Products

In support of the JWP policy dialogues at the global level and to inform local practitioners in the Campaign Cities, the JWP-EEG identified key knowledge gaps, and addressed them through the production of peer-reviewed global knowledge products.

Eight global knowledge products were produced (including this report), covering the following key themes:

- Assessing and promoting EEG in cities;
- Gender and economic empowerment;
- Informal livelihoods and public space;
- Connecting systems of secondary cities;
- Pricing municipal services;
- Ecosystem services and goods; and
- Smart technologies for more equitable city economies.

Global Knowledge Product 1: Toolkit to assess and promote EEG in cities



In 2016, the JWP-EEG commissioned the preparation of a diagnostic toolkit that could be used to assess and subsequently promote EEG in cities.³⁶ The toolkit consisted of:

- **A series of workbooks** that a city administration can use in order to collect data and information required to highlight how EEG is related to the provision of and access to public goods and services; and
- **A toolkit manual** which accompanies the workbooks and provides guidance concerning the type of data that is required and how the data can be collected and analysed. This enables a city administration, and its community and business stakeholders, to devise and implement policies and projects that can promote EEG by improving the access to public goods and services.

Challenges for policy-makers

Urban local governments have a responsibility to ensure that their city is not overwhelmed by growth that generates and perpetuates inequalities. If this challenge is not addressed, urban areas are likely to witness increasing unemployment and social distress, and reduced rates of economic growth and social development, as described in detail in Chapter 2.

Only a few very large urban administrations can change the way their national economy 'works'.

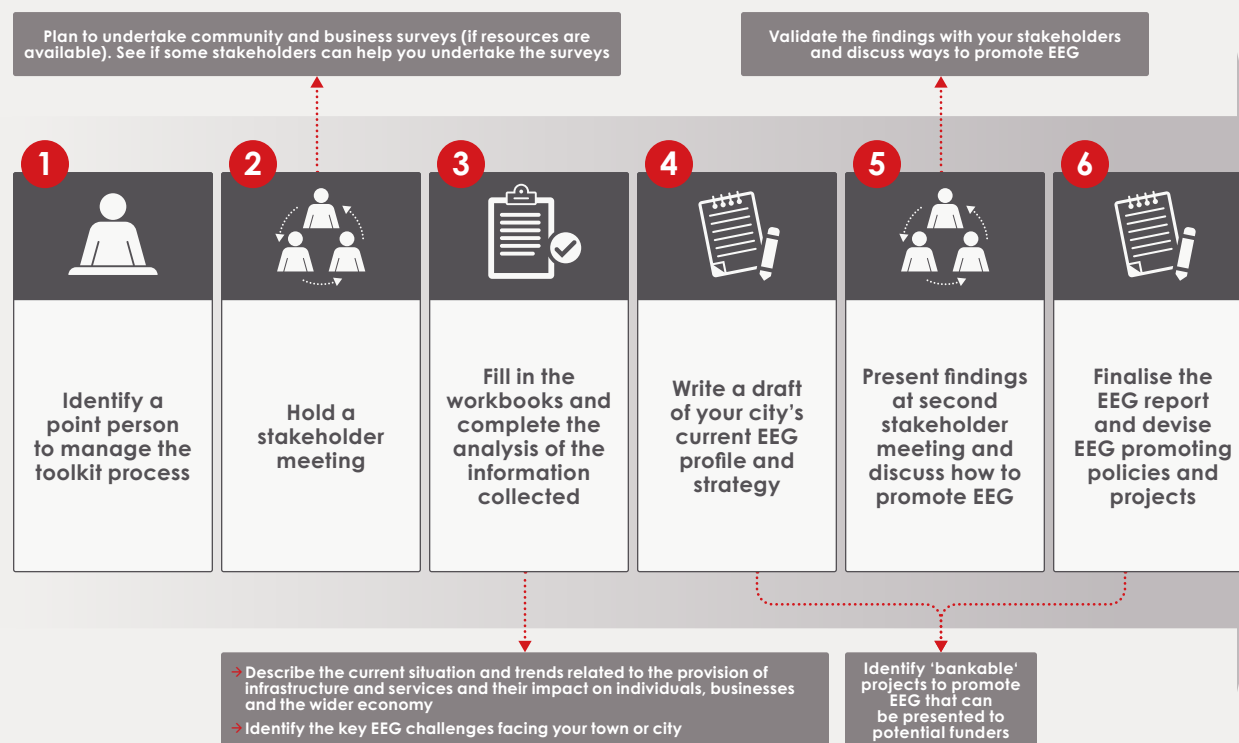


Figure 3-2: The toolkit process

Source: Cities Alliance. 2016. *Equitable Economic Growth in your Town or City. A Diagnostic Toolkit*. A Toolkit prepared for Cities Alliance and UNOPS by IPE Triple Line.

Fortunately, as pointed out in the *Equitable Economic Growth in your Town or City. A Diagnostic Toolkit* report, more direct action can be taken by most cities to promote EEG.

To varying degrees, urban administrations have the power to enhance access to infrastructure and service assets that are used by individuals to improve their lives, by government organisations to improve their efficiency, and by the private sector to strengthen productivity and competitiveness.

For the development of the toolkit, data was collected on three main dimensions of access: coverage of a service or public good, reliability, and affordability. The toolkit was piloted in four cities in Africa: Tema in Ghana; Dori in Burkina Faso; Mbale in Uganda; and Nampula in Mozambique.

The process of using the toolkit is illustrated in Figure 3-2 and an example of a section from the Water, Sanitation and Hygiene (WASH) workbook is given in Figure 3-3.

Recommended approaches

Key findings from the piloting of diagnostic toolkit are:

- **Access to public goods and services is multifaceted:** A single indicator is often inadequate to capture this multi-dimensionality. The EEG toolkit allows the various dimensions of access to be explored and triangulated, and thus, a more complete and more robust picture of access is obtained.
- **The value of using the toolkit must be obvious to local stakeholders:** City users must clearly and quickly see the value of using the toolkit. If the importance of focusing on EEG is not readily apparent it is unlikely that the necessary effort required to complete and use the workbooks will be forthcoming.
- **The value of an 'economy–business' survey should be made clear:** In order for the EEG toolkit to be most effective a city administration should undertake a survey of businesses in their city or town. This survey should highlight the constraints on the productive sector (both formal and informal) and the ways whereby these constraints can be overcome in a manner that directly promotes EEG.

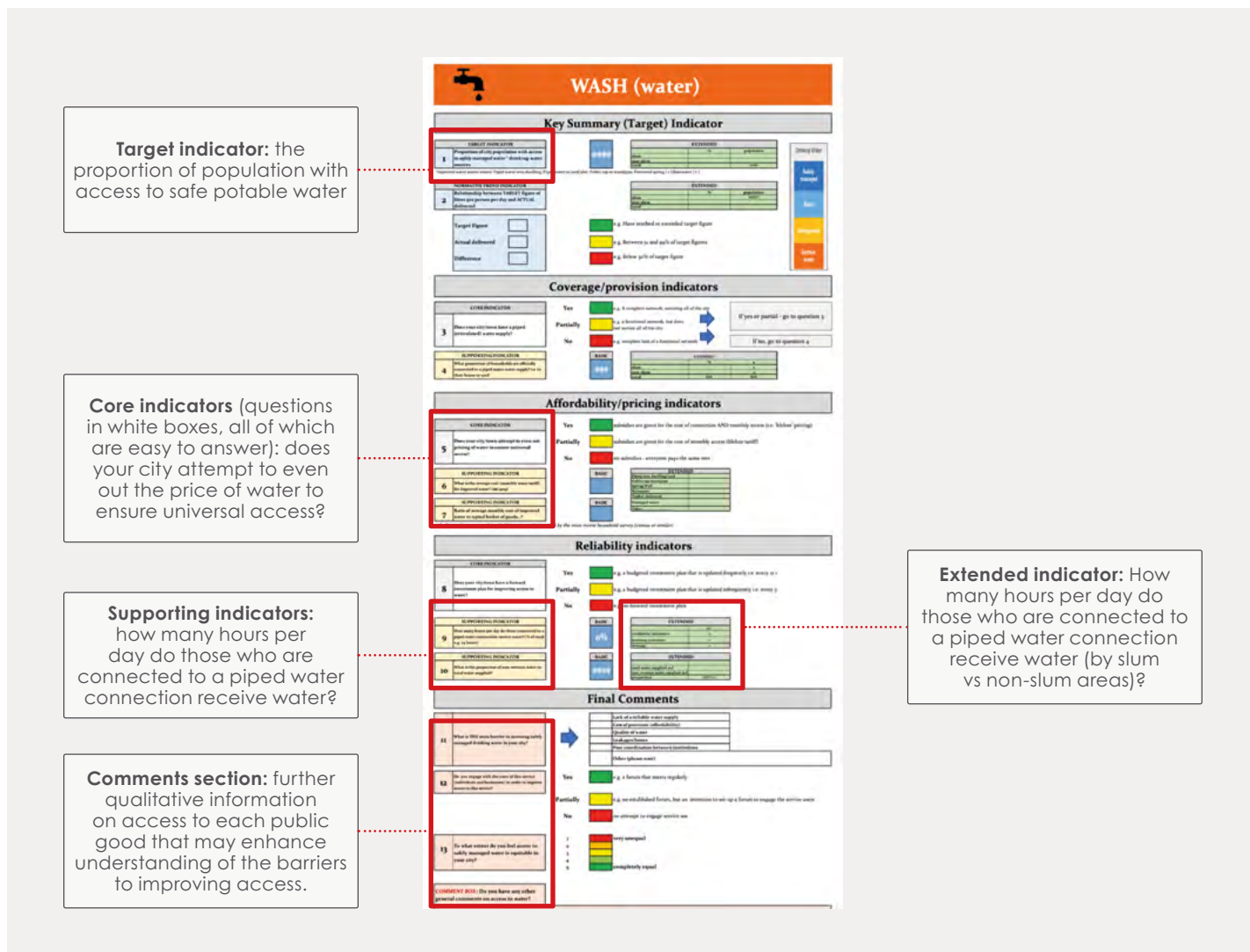
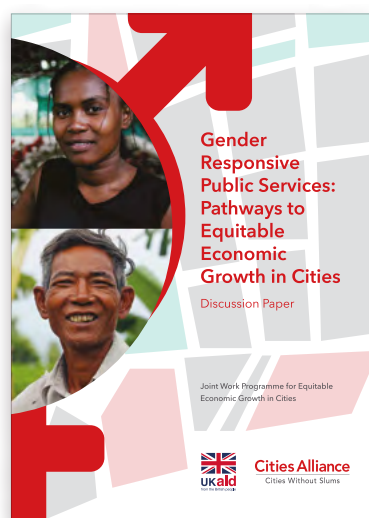


Figure 3-3: Toolkit workbook

Source: Cities Alliance. 2016. Equitable Economic Growth in your Town or City. A Diagnostic Toolkit. A Toolkit prepared for Cities Alliance and UNOPS by IPE Triple Line.

Global Knowledge Product 2: Gender and economic empowerment



The JWP global knowledge product *Gender Responsive Public Services: Pathways to Equitable Economic Growth in Cities* points to the fact that gendered barriers to access basic

services restricts not only the opportunities available to women and gender minorities, but they also undermine the function of cities as drivers of EEG.³⁷

Challenges for policy-makers

Gender norms, roles and inequalities have a significant impact on the way urban residents access basic services. The resulting inequities constrain access and leave many women, men, girls and boys unable to participate in and benefit from the opportunities of city life.

Women are frequently excluded from entering traditionally male-dominated sectors of the labour market, such as construction and manufacturing. In the absence of more equitable and gender-responsive delivery of basic goods and services, cities are unlikely to support the inclusion, empowerment and productivity of individual women, men, girls and boys, and ultimately to foster EEG.³⁸

Recommended approaches

For cities to contribute to gender equality and, in turn, promote EEG, they need to create a gender responsive urban environment. This should involve the following:

- Ensuring gender responsiveness in the provision of both public and private essential services;
- Rethinking the layout of cities so that they are more responsive to the needs of women and girls; and,
- Promoting local accountability to achieve gender equality.

Through the provision of public goods and services, urban governments can be agents for gender-based change. Investment in public goods and services and the setting up of platforms for engagement with organizations of the urban poor and vulnerable around issues such as housing and work can go a long way to addressing inequities and promoting equitable economic growth (see Figure 3-4).

Global Knowledge Product 3: Informal livelihoods and public space



The *Inclusive Public Spaces for Informal Livelihoods: A Discussion Paper for Urban Planners and Policy Makers* report investigated the role that land, and more specifically public spaces, have as key economic development assets. Cities that develop quality public

BOX 3-3: Case studies on the negative impact when city governments decide to restrict street vendors from using public space

- **Bogota, Colombia:** Street vendors were moved from the city centre to government-built markets in less central locations. While the vendors experienced improved working conditions, their income levels declined and many returned to vending in the central business district (Donovan, 2008).
- **Cusco, Peru:** Around 3,500 informal traders were relocated from city-centre streets to new off-centre markets. The new markets excluded the poorest traders and “unplanned” alternative city-centre locations for informal trade emerged (Bromley and Mackie, 2009).
- **Turkey:** The relocation and reorganisation of periodic bazaars during the 2000s resulted in the bazaar operators facing both economic and social exclusion (Öz and Eder, 2012).
- **Mexico City:** The programme to remove traders from the historic centre (the Programa de Rescate) displaced already marginalised individuals and pushed them into more difficult circumstances (Crossa, 2009).

Source: Cities Alliance. 2018. Public Space as a Driver of Equitable Economic Growth: Policy and Practice to Leverage a Key Asset for Vibrant City Economies. A Policy Dialogue of the Joint Work Programme on Fostering Equitable Economic Growth in Cities at the 9th Session of the World Urban Forum in Kuala Lumpur, Malaysia, 7-13. February 2018.

spaces are more able to support economic development and trade by attracting people and activities into the area.³⁹

Public space is a productive asset for the livelihoods of many urban informal workers, notably, but not only, street vendors, as pointed out in the report.⁴⁰ For this reason, regulated access to public space was recognized by the International Labour Organization (ILO) as a key dimension of formalisation of the informal economy.⁴¹

Yet, many cities do not typically recognise the need – much less the right – of urban informal

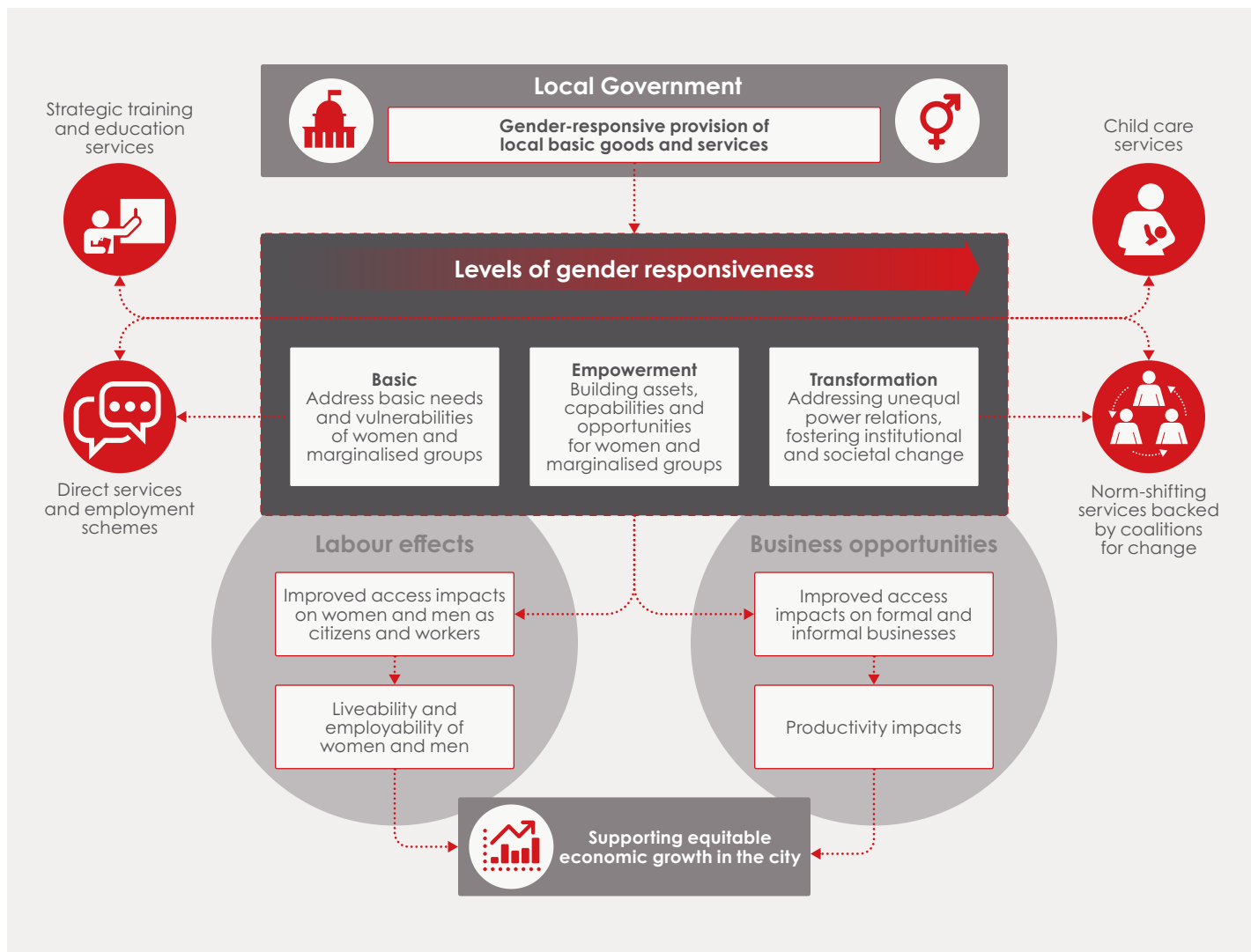


Figure 3-4: Gender-responsive provision of local basic goods and services

Source: Cities Alliance. 2017. Public goods and services for Women's Economic Empowerment in Cities. A Policy Dialogue of the Joint Work Programme on Fostering Equitable Economic Growth in Cities at the 4th World Forum for Local Economic Development in Praia, Cabo Verde, 17–20 October 2017.

workers to use public space in order to pursue their livelihoods.⁴²

Facilitating space allocation to street vendors, and regulating their access to public spaces through local policies and licenses are important ways to encourage local economic development. Integrating informal activities into the formal economy is a priority in a number of countries, but experience indicates that for the transition to be successful it must be inclusive and participatory.⁴³

Challenges for policy-makers

Despite being an uncontested responsibility and asset of most local governments, the value of public space and its potential to influence EEG in cities is often overlooked. Finding the right balance between regulation and deregulation of various uses, by different constituencies and users within a city, such as communities, private sector and informal workers, touches upon the

various roles that local governments assume in relation to urban land and public spaces in the city. These include the roles of investor, regulator, implementer and funder.

Managing public space is no easy task. Urban local governments have to balance the needs of multiple users (e.g., pedestrians, cyclists, motor vehicle drivers, formal retailers, informal retailers) together with pressures from different political interests. The urban informal workforce is large and heterogeneous, representing more than half of the urban workforce in most countries in the global South. Most urban self-employed work in public spaces or private homes, often in informal settlements on public land.

Recommended approaches

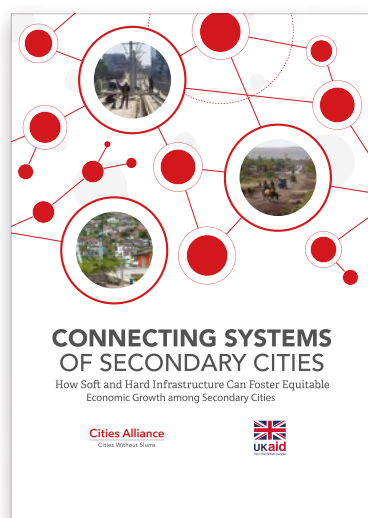
Helping urban informal workers secure access to public spaces is important as it strengthens their ability to generate income and improve their life chances. Improved access to public space

for urban informal workers will also contribute to the urban economy as a whole as the informal economy generates goods, services and economic opportunities for others, including firms and workers in the formal economy.⁴⁴

As pointed out in the *Inclusive Public Spaces for Informal Livelihoods: A Discussion Paper for Urban Planners and Policy Makers* report, urban policies and practices that drive the working poor to the periphery of cities tend to displace their lives, their livelihoods, their social networks and their business networks. The report presented case studies from around the world that illustrate the negative impact when city governments decide to restrict street vendors from using public space, or to shift informal workers and their livelihoods to the periphery of cities (see evidence Box 3-3).

It was recommended that city governments take a more inclusive approach to the urban informal workforce, including granting regulated access to public space for informal livelihood activities.

Global Knowledge Product 4: *Connecting systems of secondary cities*



The potential of systems of secondary cities and their hinterlands to act as engines of growth and to contribute to national and subnational regional development is often overlooked (see Figure 3-5). The importance of secondary cities, however, is increasingly recognised, as pointed out in the *Connecting Systems of Secondary Cities* report.

Secondary cities play a pivotal role in the function and operations of national supply chains, value-adding processes, logistics, and government systems of countries and sub-national regions.

The report explains in detail the scale, scope, efficiency and effectiveness of linkages and flows within systems of secondary cities, and why they are crucial to fostering economic growth and development, and to reducing inequities within systems of cities.⁴⁵

Challenges for policy-makers

Secondary cities, however, face many disadvantages and challenges, including lack of infrastructure and services, weak institutional enabling environments, problematic land management issues, loss of skills, high transaction costs and limited opportunities to create economies of scale, leading to difficulties in attracting investments and creating jobs.

The importance and lack of hard and soft infrastructure associated with connectivity between systems of cities is often overlooked by policy and decision-makers. If cities are not well connected (e.g. by roads, rail, air services and political, social, and business networks), the flows of materials, people, trade, goods, services, and information are hampered, and the prospects for sustainable local economic development depressed.

Recommended approaches

The *Connecting Systems of Secondary Cities* report calls on multiple levels of governments, business, institutions, organisations, and civil societies within systems of secondary cities to strategically target and support public and private investment in local and national public goods and services. It seeks to foster not only the creation of crucial 'hard and soft infrastructure' to improve local capacity to produce and trade goods and services, but also to improve connectivity, collaboration, and networking within national and regional systems of cities.

It argues that collaboration between cities, especially industry clusters located in those cities, can overcome scale issues for some economic activities and reduce common-user costs of

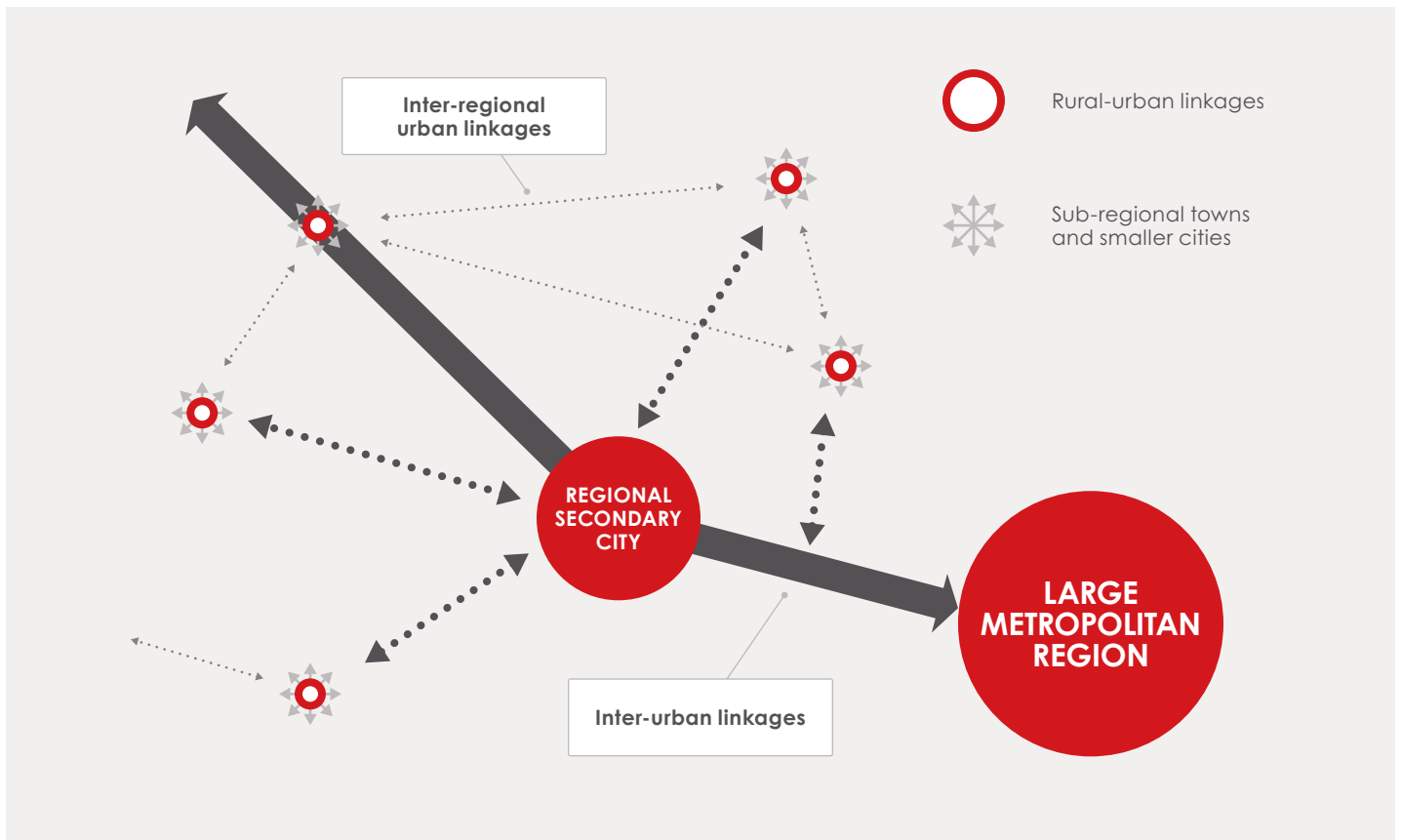


Figure 3-5: Spatial typology of regional secondary cities

Source: Roberts, B. H. 2014. *Managing Systems of Secondary Cities: Policy Responses in International Development*. Brussels: Cities Alliance.

infrastructure and services. By collaborating to take advantage of shared resources, knowledge, and back-loading freight capacity, a network of secondary cities and industrial clusters is often able to create both specialisation and collaborative advantages, and reduce dependence upon a dominant metropolitan region.

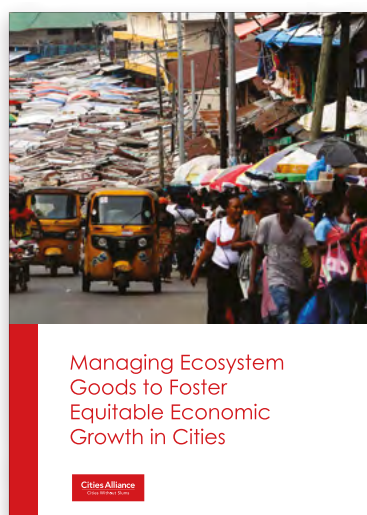
Indeed, collaboration can create sub-markets and value-adding opportunities to compete against the dominance of goods and services produced and supplied by metropolitan regions.

In some instances the combined populations and markets of collaborative networks of regional cities are larger than the largest metropolitan region.

A focus on these factors will speed up the flows and exchanges of activities within systems of cities, leading to the creation of new opportunities for investment and development, increased prosperity, and better use of resources. In so doing, this will help to address growing inequities and gaps in development within systems of cities.⁴⁶



Global Knowledge Product 5:
Managing ecosystem goods and services to foster EEG in cities



The *Managing Ecosystem Goods to Foster Equitable Economic Growth in Cities* report focused on the way in which ecosystems can be managed in order to provide a range of goods and services that can foster EEG in cities.

Ecosystem services form a foundation for EEG in cities. They provide services that are essential to healthy cities by meeting basic needs and creating the conditions for liveable cities. They include the supply of clean water and sanitation, the regulation of air quality, and space for leisure and social networking, among others.

Maintaining the functions and availability of ecosystems in and around cities ensures continuing access to these benefits. Table 3-1

shows the range of services that ecosystems services provide.

The report describes how the inadequate management of ecosystem services and goods places loads and stresses on the environment, the expression of which includes polluted and toxic water and air; degraded natural landscapes, and increased vulnerability to natural disasters and climate change impacts. These stresses have a direct detrimental impact on the lives of individuals and communities, and on the operation of businesses.

Challenges for policy-makers

Leveraging ecosystem goods, such as water, green space and land, for economic and public use poses several challenges for the conservation of a sustainable urban environment.

Climate change, extreme weather events, terrestrial and aquatic pollution and general ecosystem degradation put additional pressure on ecosystem goods and directly affect the well-being of individuals and communities and the productivity of a city's economy.

The inadequate or poor management of ecosystem services and goods places loads and stresses on the environment, like polluted and toxic water and air; degraded natural landscapes; and increased vulnerability to natural disasters and climate change impacts. These loads and stresses are directly detrimental to the lives of individuals and communities, and to the operation of businesses.

Table 3-1: Types of ecosystem services

Provisioning services	Regulating services	Habitat of supporting services	Cultural services
→ Food	→ Climate stability	→ Habitat for species	→ Opportunities for recreation and physical activity
→ Timber	→ Temperature	→ Maintaining genetic and species biodiversity	→ Tourism
→ Biomass fuel	→ Flood water	→ Pollinators for agriculture	→ Aesthetic quality
→ Hydroelectricity	→ Air quality		
→ Clean water and sanitation	→ Water quality		
→ Medicinal resources from plants	→ Soil quality		

Source: Vivid Economics and Brander and Eppink (2012).

Table 3-2: Available policy tools for provision of ecosystem services

Policy tool	Examples	Pros	Cons
Regulatory Standards	<ul style="list-style-type: none"> → Regulations on chemical runoff to water → Vehicle emissions standards → Cost-benefit analysis for land conversion 	Ensures a fixed level of ecosystem service protection is achieved	Inflexible, no incentives to improve quality above standard, may not be most efficient level of regulation
Conservation	<ul style="list-style-type: none"> → Protected water bodies, green spaces and forests → Construction/development buffer zones → Integrated Transport Systems for Air Quality 	Protects critical ecosystem services	Inflexible, may have social impacts or displace rural livelihoods
Market-Based Instruments	<ul style="list-style-type: none"> → Fuel taxes → Emissions cap-and-trade → Price water according to use value → Congestion zones → Payments for ecosystem services 	Encourages efficient use of ecosystem goods or activities which impact ecosystems; can raise revenues and recoup investment	Trade-offs between efficiency and equity, may have distributional impacts
Public Investment	<ul style="list-style-type: none"> → Sanitation/sewage plants → Expand access to electricity grid → Invest in public transport and facilities → Invest in irrigation infrastructure 	Expands ecosystem service access and builds critical infrastructure	High up-front cost, private sector may be better placed to provide goods in some cases
Property Rights	<ul style="list-style-type: none"> → Assign or protect land, or forest property rights → Distribute water use rights 	Can encourage conservation, maintenance and environmental stewardship	Property owner incentives may not align with public interest
Behavioural Changes	<ul style="list-style-type: none"> → Labelling/certification schemes → Education on conservation and sustainable practices 	Induces people and businesses to participate in ecosystem service management without monetary or regulatory incentives	Behavioural changes may need to be complemented by other policy tools

Source: Cities Alliance. 2019. Managing Ecosystem Goods to Foster Equitable Economic Growth in Cities. Based on a report produced by Vivid Economics.

Secondary cities in the developing countries face unique institutional challenges in managing ecosystem services. They may have lower institutional capacity to prepare for and recover from natural disasters and climate change, and to manage rapid urbanization.⁴⁷

Often these cities have to compete with other cities for resources and face political constraints in accessing regional ecosystem services.⁴⁸ For instance, a national government may control access to a large body of water and allocate more resources to primary cities.

Recommended approaches

Cities should employ or improve policies that manage the supply of and demand for ecosystem services. The report describes how local policy tools can be used to protect ecosystems, as summarised in Table 3-2.



Global Knowledge Product 6: Pricing Municipal Services in the Global South



The report *Pricing Municipal Services in the Global South* focused on how the pricing of goods and services can be used to improve equitable access, and thus in turn EEG.

Based on the review of the literature on municipal pricing schemes and tariff structures in the global South and analysis of the experiences of four cities (Accra, Ghana; Bengaluru, India; Buenos Aires, Argentina; and Cebu, the Philippines), a persisting supply-side bias is shown, which has guided public finance, international technical assistance, and established practices in the provision of infrastructure services.

The demand side has not received an equivalent level of interest and emphasis, although the imbalance is gradually shifting, highlighting new questions and concerns around conventional pricing strategies that were thought to have beneficial effects on access to quality and affordable services.

An appropriate pricing structure depends on a variety of elements, including the city's capacity and a number of demand and supply factors, as depicted in Figure 3-6.

Challenges for policy-makers

Providing municipal services to growing populations in rapidly urbanising cities continues to be a difficult challenge. The supply of local services through public provision has not kept

pace with continuous urban demographic growth. As demand has changed, both in quantity and quality of services for water supply, sanitation, electricity, transport, solid waste management (SWM), environmental services, housing, education, and health, countries and cities have experimented with new institutional forms and pricing policies in response.

In many cities, these institutions included single-sector agencies, such as water boards in India or water supply agencies in Anglophone Africa and Latin America. Their primary challenge was to remain financially viable as the demand for the expansion of their services grew on a daily basis.

This is further complicated by growing awareness of the environmental costs associated with using existing water sources, avoiding pollution, and finding safe places to dispose of liquid and solid waste. No longer could the profit motive be an acceptable rationale for private management of municipal services, as urban residents became increasingly vocal about the need for sustainable environmental management, even if this goal was difficult to articulate, measure, or deliver.

The challenge of formulating effective municipal pricing policies has been complicated by global macroeconomic volatility. Municipalities have become increasingly dependent on central government financial transfers. This evolving situation has led to what might now be understood as a 'municipal pricing crisis'. What kind of pricing is appropriate for what kind of services in what kind of urban areas?

Recommended approaches

Under the right conditions, the *Pricing Municipal Services in the Global South* report pointed out that the pricing of municipal services can be a key instrument in managing social, environmental, and economic externalities.

Elements necessary for rethinking pricing from a pragmatic perspective thus must be based on the notion that managing the municipal price system is an information-intensive endeavour that requires:

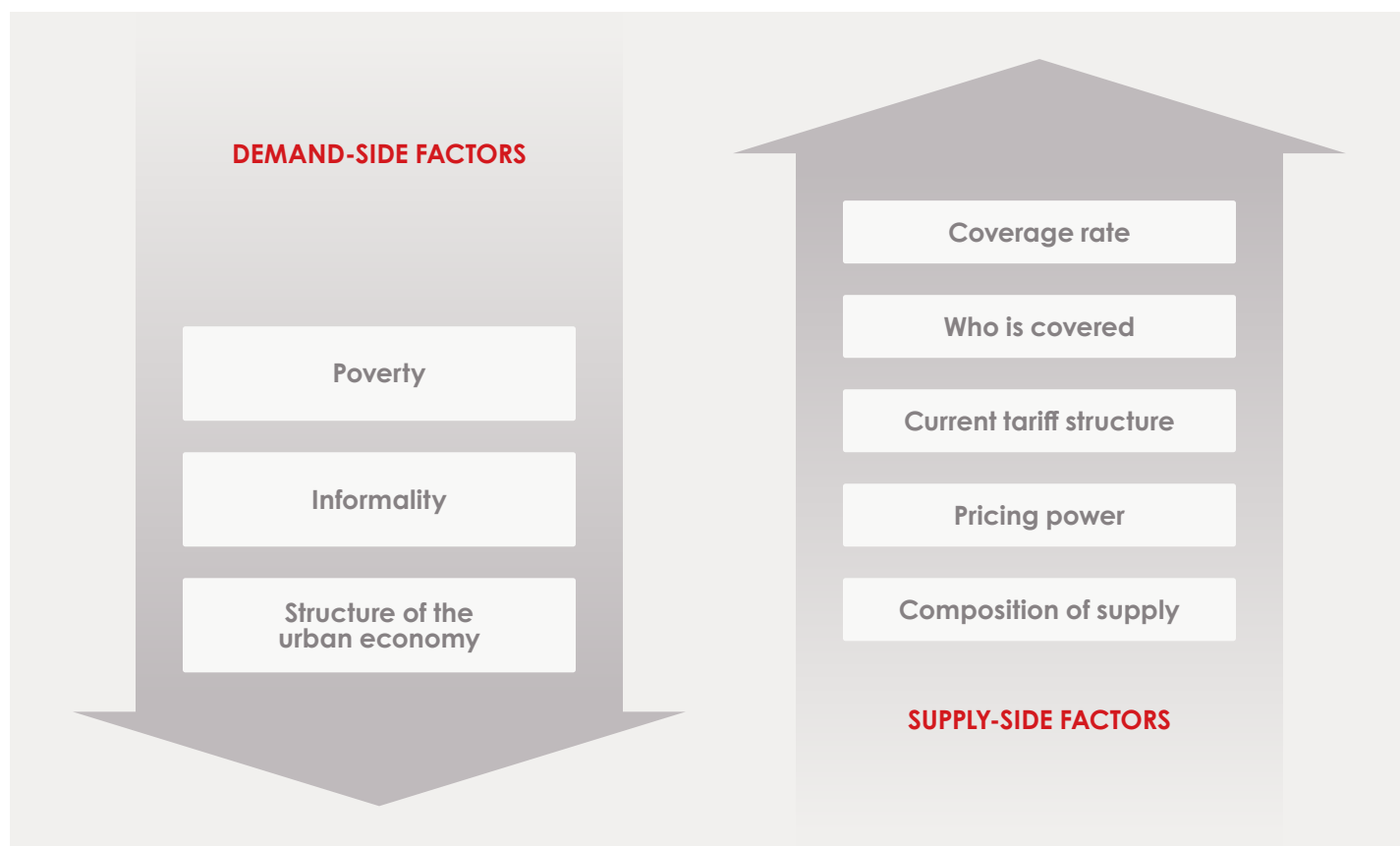


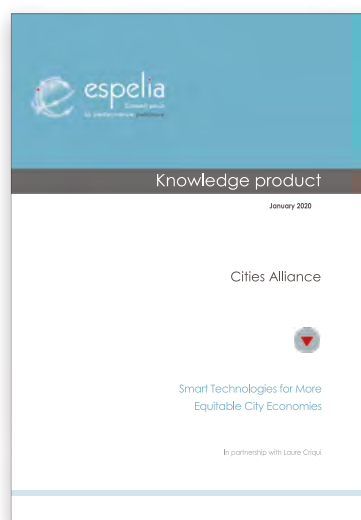
Figure 3-6: Demand and supply-side factors that shape pricing mechanisms

Source: Melissa De la Cruz, 2018.

- Measuring and updating information on ability and willingness-to-pay;
- Revising lifeline tariffs and other multipart pricing schemes as the nature of demand changes;
- Dynamic and flexible pricing mechanisms to ration supply to achieve conservation goals and to 'price-in' environmental and other externalities, e.g. investments; and,
- Transparent policies that clearly identify the sources and recipients of pricing subsidies.

This has implications for the role of pricing mechanisms for achieving greater efficiency, equity and sustainability. For example, if managing the municipal price system is an information-intensive endeavour, categories of cities need to be treated differently within national pricing policies. Greater pricing and revenue autonomy should be granted to better-performing cities enforcing regulations or meeting performance standards in national policy. For cities where financial management performance is low, national and higher subnational governments must invest in technical capacity.⁴⁹

Global Knowledge Product 7: Smart technologies for more equitable city economies



'Smart cities' has become a concept common in development approaches and policy responses by a number of local governments in rapidly urbanising countries. At its core lies various technical associations of data-driven urban systems designed to improve government services, enhance local economies, reduce natural resource consumption and waste, and deepen citizens' engagement with governments and each other.

However, some evidence suggests that these approaches have often fallen short of producing inclusive and pro-poor outcomes, and are difficult to apply in data and investment scarce environments, especially in secondary cities in developing countries.⁵⁰

Against this backdrop, the knowledge product *Smart Technologies for More Equitable City Economies*, investigates the extent, dimensions and ways that Information and Communications Technology (ICT) can contribute to EEG.

Challenges for policy-makers

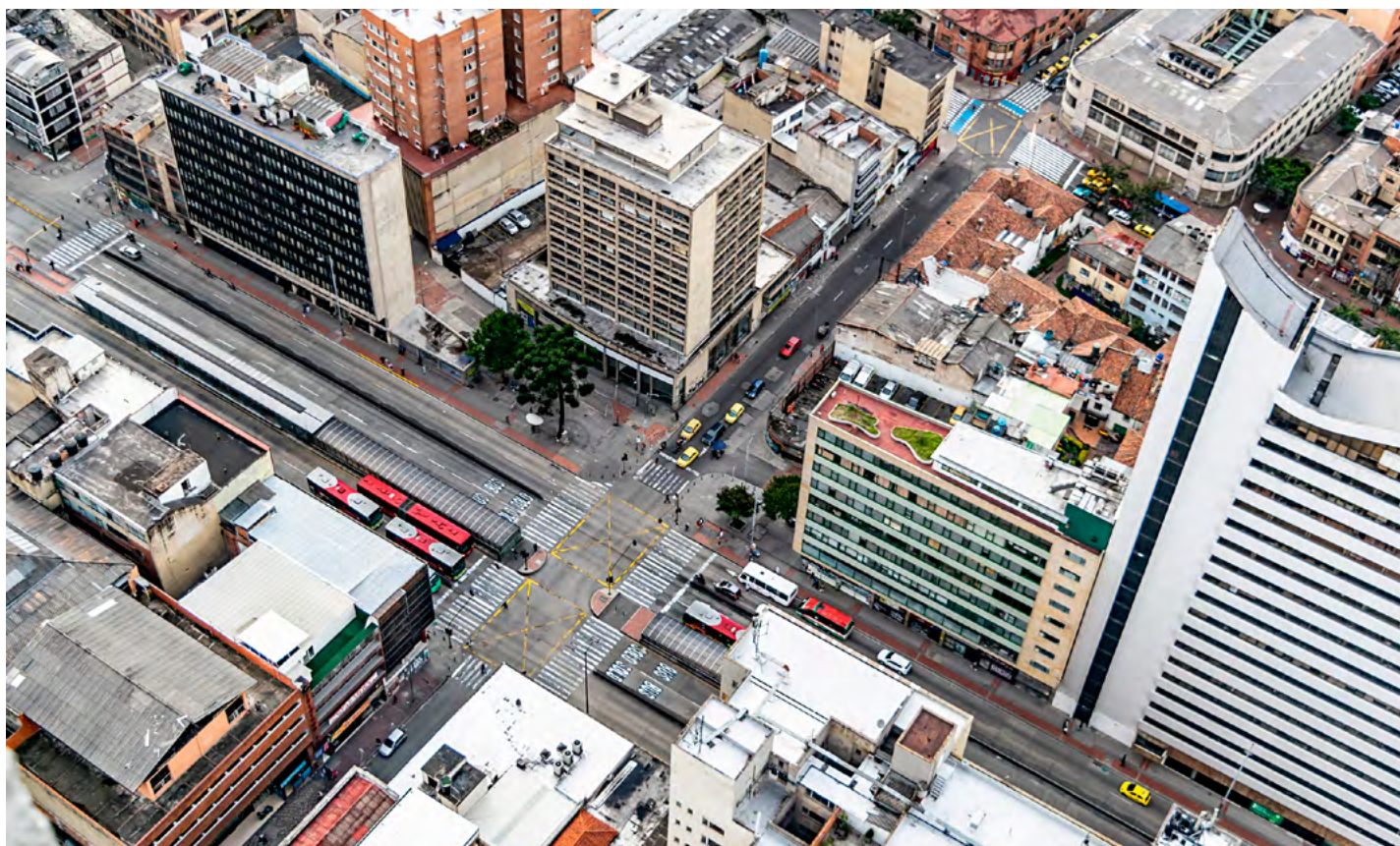
The contextualisation of 'smart city' in urban settings in the Global South remains weak. Most of the existing work on smart cities cover almost exclusively Western cities and very little knowledge exists on this trend in cities of the Global South, where capacities and challenges differ widely. Shortcomings in relation to the smart city agendas include:

→ Demands from local authorities for 'smart solutions' are still very timid, and when they exist, they often mirror digital fantasies.

Moreover, a lot of concrete projects are initiated by international donors and/or directly emerge from the business sector and civil society. City authorities face the risk of embracing visions and tools that are irrelevant in their context.

→ Debates have focused on grasping the meaning of 'smart', without sufficiently questioning the term of 'city' in the model. Indeed, what is considered as 'city', by default, is the local authority, its political and administrative institutions, assuming it has the capacity to conduct and implement a full digital transformation and engage for effective 'smart urban planning.' However, many cities of the Global South face challenge in implementing public policies due to financial, human and organisational constraints, while initiatives from third-party entrepreneurs and communities are equally – and sometimes even more dynamic.

→ Finally, very few works on the smart city examine the contribution of ICTs to urban inclusion and EEG. Many ignore the new relations ICTs foster at the base of the pyramid



BOX 3-4: Smart city “case studies” in the mobility, energy and waste management space

Either through extending coverage or improving existing offerings, ICTs can enhance access of the urban poor to public goods and services through the following means:

- **Urban mobility:** The most disruptive innovation has come from Uber-like platforms, including in secondary cities of the Global South and applied for two – and three-wheelers. These platforms have various effects when matching supply and demand: for drivers, using such platforms generates higher incomes, longer average trips and more independence on working hours. For passengers, safety and security are the key arguments. These systems allow for last-mile connectivity with public transports systems, but are affordable for middle – and upper-income groups only. However, such initiatives are generally supported, organised or financed by external stakeholders – either international donors or large corporate firms. Open, participatory, innovative, data-based projects require technical, financial and organisation capacities that few local authorities of the Global South currently have.
- **Energy:** In the energy sector, smart meters encompass a range of solutions with prepayment systems, mobile payment, and distant monitoring. In Nairobi, the utility company, Kenya Power, introduced ICTs for self-meter reading, mobile billing and payment, and complaint system. However, the urban poor have resisted to use the new meters, illustrating
- how appropriation is socially embedded. But ICTs also offer remote solutions that free from the constraints of centralised infrastructure models and allows for decentralised off-grid access to energy. Several enterprises have entered the market to provide electricity services to unconnected households or ambulant workers, combining new energy sources, remote-control systems and online client services. Autonomous systems bring more coverage of the service, better reliability of energy provision, and better budget management at the household level.
- **Waste management:** In the waste sector, smart city initiatives tend towards the idea of Uber-like online platforms for collection services (Relix in Brazil, Wecyclers in Nigeria). The underlying logic is to integrate informal workers into the waste value chain, and to generate data to coordinate municipal and independent providers in hybrid systems. Such initiatives show mixed results: business models are fragile, due to little demand from households for waste collection; tracking waste flows often highlight important deficiencies in municipal services that may generate their reluctance in increasing transparency or even conflicts in data processing; and revenues of waste pickers are not necessarily improved, but their registration on an app, visibility, empowerment and training, enhance their social status, improve relations with customers and therefore could contribute to reducing stigmatisation and marginalisation.

Source: Cities Alliance. Forthcoming. Smart Technologies for More Equitable City Economies. Global Knowledge Product. Prepared by Espelia for the JWP-EEG.

and for businesses, and their impact on access to basic services for all. Moreover, basic data on the urban poor is still often unavailable, and difficult to collect. Yet, it is not because there is no data that there are no issues to be tackled, and over-reliance on data can lead to ignoring critical – technologically invisible – social issues.

Recommended approaches

The framework and lessons from Information and Communications Technologies for Development (ICT4D) enriches the ‘smart city’ approach with an international development lens that allows to tackle some of the limits of ‘smart city’ knowledge. The field of ICT4D adopts a demand-driven approach, where the poor

or digitally excluded are not beneficiaries of developmental charity, but agents for change.

The ICT4D field has drawn largely on new developmental approaches: social business and Corporate Social Responsibility (CSR) approaches, and the notion of ‘base of the pyramid’, where the poorest, but largest socio-economic group, are not seen only as potential customers or suppliers, but also creative and innovative agents for development.

In terms of methods and approaches, successful bottom-up initiatives offer promising leads to adapt smart city approaches to contexts of the Global South:

Box 3-5: Tiers of local government in the Campaign Cities countries

Bangladesh: for the purposes of local government, the country is divided into Upazila (sub-districts), Municipalities, City Corporations and Union Councils (or rural councils).

Ghana: there are three types of assemblies: metropolitan, municipal and district assemblies. There are also sub-district political and administrative structures: sub-metropolitan, district, urban, town, zonal and area councils, and unit committees.

Uganda: in urban settings, there are city, municipal, division/town, ward and cell councils.

Kenya: there are county councils, town councils, municipal councils, and city councils.

- Facilitate, gather and ensure **proper use of existing scattered data**, including on informal dynamics to better inform decision-making processes;
- Focus on **simple technical solutions** that are affordable and appropriable by all, and follow incremental and gradual processes of formalisation;
- Manage expectations by refraining to propose silver bullet solutions in favour of **context – and sector-sensitive tailored technologies**;
- Shift even further in citizen engagement, **from user-oriented to demand-driven** to address the actual needs of the poorest.

Moreover, the data – and investment-scarce situation of local authorities does not necessarily mean that there is scarcity of such resources in the city. A closer look at bottom-up dynamics indicates that data is pervasively produced and that private investment does happen. The challenge is to capture – or at least use and orientate – these towards public good.

3.4 The Campaign Cities

The key ‘on the ground’ operations of JWP-EEG were the Campaign Cities initiatives. These initiatives, which have become a trademark

product of the JWP-EEG, consisted of four main activities as shown in Figure 3-7:

The objectives of the Campaign Cities initiatives were three-fold:

- **To deliver knowledge and tools to promote EEG in cities**, which will lead to a better understanding by stakeholders of the opportunities and challenges that their city faces as they seek to promote more equitable and sustainable economic growth. City-level diagnostics, for example, target multiple dimensions affecting provision of gender-responsive public services such as coverage, affordability, reliability, quality and quantity the services.
- **To promote the creation of an enabling environment** so the cities can reap the benefits of agglomeration economies and promote local investment, innovation and EEG. Through better economic policy design, Campaign Cities are more likely to flourish and be better placed to share lessons learned with other cities and scale up results in the rest of the country.
- **To serve as a basis for sourcing external support** (outside the scope of, and upon closure of the JWP-EEG Campaign Cities) from other development partners and donors towards activities, including investment programmes and projects, promoting EEG in the Campaign Cities and beyond, country-wide.

The programmatic work was carried out in two secondary cities of four countries: Bangladesh, Ghana, Uganda, Kenya. In each country, the initiative involved creating a city-level partnership to deliver a diagnostic assessment of bottlenecks and constraints to EEG and deliver a set of policy recommendations.

Key findings and insights associated with the Campaign Cities initiatives

The key findings of the Campaign Cities initiatives can be grouped into two categories:

- The main cross-cutting causes of poor EEG performance; and
- City-specific causes of poor EEG performance and practical measures to respond.

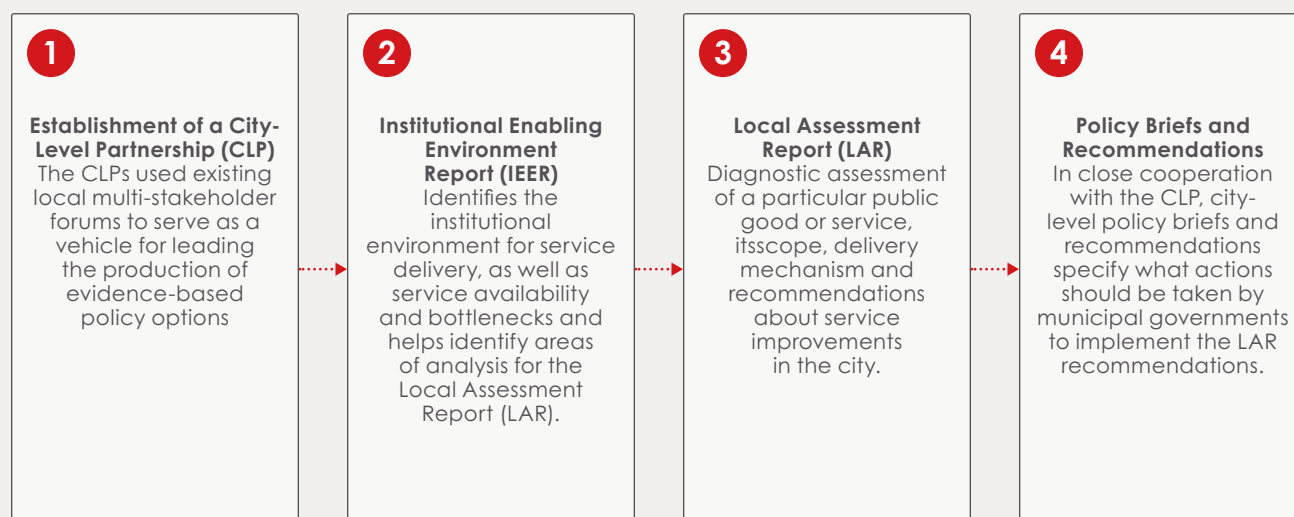


Figure 3-7: Overview of the Campaign Cities process

Source: Adapted from Cities Alliance

Cross-cutting causes of poor urban EEG performance

The key causes of poor urban EEG performance as highlighted in the city Institutional Enabling Environment Reports (IEERs) include:

- Decentralised governance: an incomplete ambition;
- Functional mandates: fragmentation in the provision of public goods and services;
- Fiscal systems: the challenge of local government financing; and
- Urban land: absence of effective planning and land management systems.

Decentralised governance: an incomplete ambition

The delivery of a range of public goods and services is among the mandated functions of urban local governments. Many countries, including those in which are located the JWP-EEG Campaign Cities (Kenya, Uganda, Ghana and Bangladesh), are in the throes of implementing a decentralised form of government. *A priori* this will improve the ability of city governments to deliver public goods and services.

Frequently, however, as found in the Campaign Cities IEERs, decentralisation reforms, have yielded mixed results, with several practices constraining the effective transfer of powers, functions and resources from the centre to local governments; local service delivery is often

limited by residual tendencies for centralisation and the impact of conflicting laws.

For example, Bangladesh has significantly advanced towards a decentralised form of government, particularly since the promulgation of the Local Government (City Corporations) Act 2009, which provides greater functional mandates and responsibilities to City Corporations to efficiently deliver public goods and services. In practice, however, Campaign City Corporations remain under the control of the Ministry of Local Government, Rural Development and Co-operatives.⁵¹

City Corporations do not have sufficient control and leadership over municipal affairs. Their functional jurisdiction is also very limited; town planning and urban development, water supply, and electricity supply services have been removed from their control and given to autonomous agencies under the central government. Despite repeated attempts, even the larger cities of Dhaka and Chittagong have failed to bring all utilities and services within their jurisdictions.

The process of devolution in Kenya has resulted in establishment of 47 County Governments. However, significant control over the provision of services remains in the hands of the national government.⁵²

Similarly, in Uganda⁵³ and Ghana⁵⁴, the IEER reports produced through the Campaign Cities process indicate that although the process of decentralisation has encouraged local leadership to plan for the delivery of public goods and



services on a demand-driven basis, the centralisation of control remain strong.

Functional mandates: fragmentation in the provision of public goods and services

The Campaign Cities initiatives found that the incomplete decentralisation has had an impact on functional mandates of urban local governments. Often the area of jurisdiction for a utility is not the same as that for a city, and conflicts and problems of the effective co-ordination of the provision and management of the services related to the utility in question arise.

Services are often delivered by a mix of central and local agencies, with limited resources, weak administrative capacity, and poor coordination among agencies. This results in poor governance and accountability, which subsequently impedes equitable economic growth.

In Bangladesh, Shylet City Corporation (SCC), for example, has very little influence over the projects designed to improve public goods and services. Most public goods and services are provided solely by SCC but development agencies carry out projects with direct consultation with the central government. Coordination failure also arises when the development activities of other agencies are not carried out in consultation with SCC. Furthermore, the fund allocation timing of these

agencies varies, which creates difficulty in the coordination of development activities and the delivery of public services.

In Uganda, although service mandates of the Municipal Councils are clearly stated in the 2015 Local Government Act, most services are not reflected in Municipal Council priorities and budgeting. The working relationship between the Municipal Council and the utility entities is key for effective service delivery in Uganda. Water and electricity are critical for functioning of the urban economy and the welfare of citizens, hence, the key role of National Water and Sewerage Corporation (NWSC) and UMEME (energy distributor) to deliver these services respectively.

Ghana has pursued decentralisation through devolution, aiming to transfer functions, powers, means, resources, skills and competence to the local level. The transfer effort, based on the established frameworks, has yielded mixed results. The functional arrangements for the delivery of public goods and services by the municipal assemblies appear, at the national and local levels, adequately elaborated by the various laws, policies and guidelines.

Although not all the functions are directly run by the assemblies, the departmental arrangements that draw the local governments and utility providers, through the Statutory



Planning Committee (SPC), to work together and coordinate their respective planning activities is sufficient for the purpose, if utilised. On the other hand, the absence of coterminous district boundaries between an assembly and the utilities that provide its services negatively affects the functional responsiveness. Services that the urban local governments do not provide directly, but coordinate with other agencies include electricity (distribution) and urban water (abstraction, treatment, and distribution by Ghana Water Company Limited).

Fiscal systems: the challenge of local government financing

Fiscal decentralisation has long been a pillar of successive national decentralisation policy frameworks. Over the years, a gradual increase in revenue earnings from own sources can be observed in the Campaign Cities. However, dependence on national government funds frequently remains.

Furthermore, the shortfalls between the pledged and actual amounts transferred from the centre to local governments have been growing. This inevitably affects and reduces the amounts available to city governments for capital expenditure, which is the predominant expenditure to which the transfers are applied. Besides the unmet pledges, the central transfers are often plagued by significant delays. Parallel

to this, the mobilisation of local funds is often very weak. Many city governments have a poor record on collection of revenues and need to improve the identification of new sources, and measures to monitor revenue collection.

For example, although City Corporations in Bangladesh have improved own source revenues (OSR) dependence on national government funds remains. Due to fragmented mandates and jurisdiction, and a high dependence on fiscal transfers, however, City Corporations are inhibited in the formulation of plans and the implementation of projects to improve the delivery of public goods and services. The City Corporations are unable to predict the amount of fiscal transfers due to the lack of transparent and quantifiable criteria for sharing the central pool of funds with local governments and for its distribution across the local governments.⁵⁵

Similarly, in Kenya, despite the broad and flexible functions assigned to country governments, the primary source of funding still comes from national government transfers that are legally mandated in the Division of Revenue Act (2019). Development funds for transportation, water and sanitation projects come almost entirely from the national government. Improving provision of public goods and services, will require counties to scale-up their efficiency for development budgets. The Auditor General



Report of 2017/2018 indicated a low absorption rate of development budgets despite the small fraction of county budgets going to development projects compared to what is allocated to recurrent expenditures. Although the authority of Counties is significant, they have yet to establish the institutional mechanisms that can transform this into the necessary economic resources and power to lead development.

In Uganda, given the large share of conditional grants in the fiscal system, the scope for demand-driven municipal infrastructure planning is limited, including the capability to leverage untied funds. Furthermore, public goods that need longer-term financing, such as water and sanitation, are not local government responsibilities. Most local governments rely on central government transfers which cannot be regarded as generous or adequate. Increasing municipal OSRs would seem to be the only viable way on strengthening the spending discretion of city governments, which is critical to effectively deliver services as solid waste management.⁵⁶

In Ghana, notwithstanding the seemingly elaborate policy and legal frameworks, there is clear evidence that the country's Inter-Governmental Fiscal Decentralization Framework (IFDF) is not functioning according to plan. The IFDF is "fragmented..., [giving] discretionary powers to local governments to plan and utilise

financial resources,... [but with] constraints on the quality and the quantity of funds being made available".⁵⁷ Local governments in general are performing very poorly in the mobilisation of internally generated revenue (which makes up just 20% to 30% of their total revenues), with large variances between the metropolitan and municipal assemblies.⁵⁸

Urban land: absence of effective planning and land management systems

Clear ownership and effective management of municipal land is critical for producing and delivering public goods and services. However, the management of urban land in Campaign Cities is inhibited by an absence of sufficient regulatory systems and unclear mandates.

The Bangladesh IEER reports, for example, have highlighted the absence of a unified regulatory system, as well as unclear mandates, and incentives for the illegal encroachment of public land as important factors limiting efforts to promote EEG.⁵⁹

In Uganda, the current mechanisms of land management disempower the Municipal Councils and their capacity to utilise land.⁶⁰ As a planning authority, Municipal Councils should have full powers over land jurisdiction, rather than constantly being in conflict with the District Land Boards (DLBs) over issues of land allocation.

There aren't any regulations available to Municipal Councils for the use of public or open space and no proposal has been advocated to address this issue, despite the continued growth of informal sector businesses.

The fact that the majority of land ownership in Ghana is customary and traditional serves as a constraint to the delivery of goods and services, as the municipalities are unable to marshal land as quickly as it may be needed.⁶¹ This partly explains the inability of Assemblies to develop new markets, which are sorely needed.

Additionally, the traditional land ownership emboldens private developers to proceed with their developments upon acquiring land, without recourse to the planned uses for such lands by the Assemblies. This has also led to substantial informality in the built environment, with significant numbers of unauthorised developments across the municipalities. The standards stipulated for public open spaces are far from the reality of how open spaces emerge and evolve. For most communities in Ghana, public open spaces are not formal or designed, but rather evolve from organic social requisition processes informed by the unique needs of each local community.

City-specific causes of poor EEG performance and practical measures to respond

This section describes the specific public goods and services that were prioritised in each Campaign City in order to foster EEG, as well as the practical measures that were recommended to improve them.

The prioritised public goods and services were identified by the local government and other city stakeholders through the facilitation of City Level Partnerships (CLPs), established by Cities Alliance. This CLPs facilitated dialogue and provided the basis for the IEERs and LARs.

Based on the IEERs and LARs, the city 'focal points' in each Campaign City, in close cooperation with the city authorities, generated city-level Policy Briefs with recommendations for policy improvements and interventions. The recommendations were validated through the existing local partnership fora.

Table 3-4 summarises the findings from the LARs and Policy Briefs to promote EEG according to the prioritised key public service areas, in Bangladesh, Uganda, Ghana and Kenya.

As seen in the table, there is a diverse set of "public services – economy linkages" each determined by the respective city priorities based on (i) local mandates and responsibilities and (ii) potential impact on local economic development, productivity and growth.

Table 3-4: Prioritised public services and the practical measures recommended to foster EEG in Campaign Cities

Prioritised public good or service	Public services-economy linkages	Recommended practical measures
Bangladesh: Sylhet		
Sustainable medical waste management	The poor and unsanitary management of medical waste poses serious health hazards. The LAR report found that (i) about two-thirds of hospitals and clinics in Sylhet do not segregate medical waste, and (ii) that waste segregation could cut total waste by 29 per cent, which would reduce GHG emissions and organic pollutants, and improve infection control and occupational health in hospitals.	The Policy Briefs identified the following measures for the safe handling and disposal of medical waste: <ul style="list-style-type: none"> → Set up of an incinerator at the landfill site to burn infectious materials; → Segregation of medical waste by following the MWM Act 2008; → Training programmes on sustainable MWM for the health care personnel; and, → Instalment of equipment such as modern incinerator and autoclaves and providing, burial pits.
Bangladesh: Narayanganj		
Establishment of a Women's Complex for economic empowerment	The LAR report found that women face significant and persistent barriers to their participation in economic activities. Official statistics show that only 19% of women are involved in economic activities in the city. Economic empowerment for women can act as a catalyst leading to increased economic participation rates including a rise in businesses established by women.	According to the Policy Briefs, the Women's Complex will provide: <ul style="list-style-type: none"> → Training for (i) skill development and (ii) for those women wishing to secure a loan in order to start or expand a business → A market with sale outlets exclusively run by women; → Institutional support to women entrepreneurs to establish or strengthen domestic and international market linkages for their products; → Specialised health care services for pregnant women, lactating mothers and adolescent girls; and, → Protection of women entrepreneurs from 'eve-teasing' and sexual harassment, and increased mobility of women in general.
Ghana: Agona Swedru West		
Agro-processing industries	Agona Swedru's strategic location, good transportation network, and presence of vibrant markets characterises its economy.. Enhancing the agricultural sector and agro-processing sub-sector would increase employment and livelihood opportunities. In order to develop these sectors, the LAR recommended that Agona Swedru address water deficiency issues (both provision and treatment), address inadequate sanitation, and accelerate the development of local roads.	The Policy Briefs recommended that Agona Swedru expands the agricultural sector and agro-processing sub-sector through diversification of crops and their processing methods. Specific recommendations included: <ul style="list-style-type: none"> → Enhancing the role of non-state actors such as NGOs and relevant civil society organisations in managing agricultural value chains. → Lengthening the agricultural and agro-processing value chain through the upgrading of production and processing methods, the introduction of new product lines, improved packaging and labelling, forward and backward linkages and facilitating integration of the local chains to larger city (e.g. Accra, Cape Coast, Kasoa, etc.) and international markets to ensure ready market outlets for agro-products.
Ghana: Cape coast		
Tourism development	Cape Coast's historic and cultural assets and major tourism attractions marks it as one of the main tourism hubs in Ghana. However, as pointed out in the LAR report while Cape Coast's basic services like sanitation, sewage and solid waste management are the responsibility of the Metropolitan, Municipal and District Assemblies, the requisite funds to cover capital and recurrent expenditures related to these services are grossly inadequate. The result is a Lack of adequate sanitation and solid waste management which not exposes citizens to health risks, it also undermines economic growth and seriously hinders the development of the tourism sector.	The Policy Brief concluded that in order to boost the local tourism economy the relevant enabling environment needed to be strengthened . Specific recommendations included: <ul style="list-style-type: none"> → Improving Access to In-House Toilet Facilities. The Assembly should take up as an opportunity to regulate and offer various incentives and disincentives (financial, social, other) for households to encourage toilet construction. → Regulating Sewage Management by Collecting, Treating and Disposing Them Safely back to the Environment. Opportunity for the Municipal Assembly to enter into partnership with the private sector to safely collect, dispose and recycle the sewage waste in the municipality. This can also generate internal revenue for the Assembly. → Improving Coverage of Solid Waste Collections through Door-to-Door Collections and with Provision of Public Waste Bins.

Table 3-4: Prioritised public services and the practical measures recommended to foster EEG in Campaign Cities

Prioritised public good or service	Public services-economy linkages	Recommended practical measures
Kenya: Nyandarua		
Agriculture processing to capture the added value from local production	The majority of the population in Nyandarua County is rural; agriculture is the primary source of economic activity. The county has given a top priority for the development of a wholesale market for agricultural commerce. Major economic activities in the County include horticultural farming (potatoes, cabbages, carrots, peas) livestock keeping, quarrying, agro-processing, tourism and commercial businesses.	<p>The Campaign Cities policy brief proposed the development of Magumu Market and Logistics Center as a key initiative of Nyandarua required in order to upgrade the county's agro-economy. The rationale for this initiative was two-fold:</p> <ul style="list-style-type: none"> → Quality market facilities. Enhance conditions necessary for the development of the county's agro-based economy. → Establish clear ownership and title of the land planned for the site of the Market and Logistics Center. This is precondition for transforming the site into a sustainable economic venture.
Kenya: Kajiado		
Integrating infrastructure development and markets	In the last eight years, the urban population of Kajiado has grown by over 50%. The need for managing urban growth is at a critical stage and the need to upgrade water and sewage treatment is an immediate challenge. Kajiado has prepared its County Integrated Development Plan and is preparing a Spatial Plan as well as plans for the development of specific areas.	<p>The Campaign Cities consultations and policy briefs identified measures for improving of urban development in the county:</p> <ul style="list-style-type: none"> → Legal foundations for managing urban development and using development fees. Enact the appropriate legislation that is in keeping with the legal regulations set out in the new National Physical and Land Use Planning Act (2019). → Spatial planning as a mechanism for managing development: The County Spatial Plan (CSP) should provide strategic guidance in respect of the location and nature of development within the county, be aligned with the county capital investment framework, and identify programmes and projects for the development of land within the county.
Uganda: Mbale		
Provision of public spaces and managing urban lands	The JWP in Mbale and Gulu explored how existing processes mediate public space and land management. Currently, the physical development plans for the two municipalities lack detailed and clear protocols or standard guidelines on how they plan to manage public spaces. This challenge places increased responsibility on the municipality planners, politicians, developers and the community to work together to provide a common vision for their public space system.	<p>The Campaign Cities policy briefs identified measures that could promote public space and land management for EEG:</p> <ul style="list-style-type: none"> → Leadership: There is a need for the political leadership and Mayors to "champion" public space for EEG. → Strategic intent. Public spaces and land should be part of broader Municipal Development Strategies. → Management information. Effective management of public spaces and land requires adequate data. Municipal properties, spaces and land need to be surveyed, registered and land titles issued to generate a municipal asset register and database. → Revenue generation. Land value capture and land banking are tools that cities could adopt to capture private values generated by better public spaces to sustain investment in public space.
Uganda: Gulu		
Local economic development	Mbale is a regional commercial and administrative centre. Its proximity to the Kenyan border provides opportunities for cross-border trade which supports the development of the local economy. In Gulu, located in the northern region of Uganda, trade drives the economy. Despite the potential of both Gulu and Mbale, there are several challenges that constrain LED. These include limited access to critical public goods and services, and weak of linkages between the municipal council and private sector.	<p>The Campaign Cities policy briefs have identified measures that could successfully promote local economic development for EEG:</p> <ul style="list-style-type: none"> → Improve solid waste management and promote solid waste businesses. → Regulate and invest in public space for business development. Institute effective regulation for vending business through issuance of vendor permits and providing space. → Identify creative ways of financing the management of public spaces. For example, engage private sector to develop PPP-based markets. → Set up a platform or local business forum for effective engagement among different business operators including local and regional business associations, and develop a strategy for attracting investments with a specific focus on nationals in the diaspora.



4. Building on Success and Addressing Challenges

The JWP-EEG approach has been strengthened over the years by building on its successes, learning as challenges were encountered, and subsequently adapting. This chapter begins with a description of key successful aspects of the JWP-EEG. The most important challenges and knowledge gaps that were identified through the JWP-EEG's years of operation, are then outlined. Suggestions are offered as to how some of the challenges can be addressed and key knowledge gaps filled.

4.1 Successful aspects of the JWP-EEG programme

The JWP-EEG programme has made a positive impact on both country and stakeholder recipients, and on the thinking of national governments and development partners. DFID's Infrastructure and Cities for Economic Development (ICED) 2019 review of the JWP-EEG programme, for example, stated that, "*several global knowledge products received strong uptake and much attention, particularly those on the relationship between public space, informal workers and economic development in cities*".⁶²

For example, discussing the impact of the global knowledge product *Connecting Systems of Secondary Cities*, author Professor Brian Roberts stated that the work was adopted by the World Bank and implemented in Uzbekistan. Specifically, a US\$100 million programme was prepared involving rethinking the role of and supporting the development of secondary cities in the country. Professor Roberts also stated that, "*the work was also picked up by APEC and Inter-American Development Bank, and both now have secondary cities programmes, and my book was translated into Chinese and picked up by the Chinese Centre for Urban Development which is based in Beijing, and which is advocating increased support for secondary cities in China and elsewhere in the Global South*".⁶³

Important aspects of success of the Campaign Cities process include the robust emphasis on stakeholder and community participation, and a focus on city administration capacity building. Through project feedback reports the Campaign City stakeholders unanimously agreed that the participatory nature of the

Campaign City process was successful. This finding is reflected in the 2017 Accenture review of CA country programmes which highlighted that 100% of the stakeholders acknowledged that CA helped establish an effective platform for partnership working.⁶⁴

Indeed, one of the defining features of the work of the CA is the emphasis given to citizen engagement and participatory approaches to urban planning, management and development. The activities of the Campaign Cities process take a bottom-up approach; mobilising stakeholders at all levels of government and with community representatives co-identifying development challenges and designing appropriate policy responses. This is an approach that complements the more traditional national government focus of many of the major donors.⁶⁵

Another success of the JWP-EEG approach was the emphasis given by CA to capacity building as a necessary adjunct to effective policy interventions and investments. Capacity building was built into the Campaign City process for example. The importance given to capacity building as a catalyst for a *virtuous spiral of development* is a hallmark of much of the work undertaken by CA⁶⁶.

Within the JWP-EEG programme, CA applied a learning-by-doing approach with local counterparts involving the facilitation of workshops, policy dialogues, and knowledge exchange and participatory community mapping/enumeration exercises. The production of manuals, such as the *Equitable Economic Grown in Your Town or City: A Diagnostic Toolkit*, to be used by local counterparts and community groups, was another important component of the capacity building measures implemented by CA through the JWP-EEG.

Further evidence indicates that beneficial impacts are generated beyond the life of the Campaign City process. For example, one of the Campaign Cities in Bangladesh has put recommendations into their forthcoming budget plan based on outputs generated through and by the Campaign City process; and the results of the LAR in Uganda were presented at the national level, with media coverage across all Campaign Cities.⁶⁷

4.2 Challenges and knowledge gaps

The key challenge: Implementation

Stakeholders involved in the Campaign City process completed feedback reports. An overwhelming majority felt that in order to build upon the JWP-EEG programme it would be beneficial to identify projects and investments required to implement the policy recommendations generated through the JWP-EEG process. This means changing the nature of the Campaign City process, which was designed to end with the creation of policy recommendations, and not progress to feasibility investigations of infrastructure and service investments. Neither was it envisaged that the process would include the preparation of specific actions required in order to ensure that policy recommendations are implemented, and are effective in the manner intended.

Notwithstanding the fact that the process has successfully strengthened the evidence base concerning the relationship between public goods and services, and EEG in cities, and has disseminated the findings and recommendations to decision makers and the wider development community, the pathway to implementation was often unclear.

The 'implementation issue' was highlighted as an important, if not the most important challenge by participants of the Campaign City process. Future Campaign Cities would benefit from an emphasis on designing and implementing demonstration, pilot or priority projects, and seeking to secure funding for the projects early on in the campaign process.

Difficulties associated with intergovernmental coordination

An issue commonly mentioned by stakeholders was coordination problems that could arise associated with the external influence or direct control over city assets, and the resources available to city administrations that could be used to implement EEG policy recommendations. In some of the Campaign Cities, for example, responsibility for public goods and services does not solely lie with the city government; central governments are directly involved. The Ministry of Land in Uganda, for instance, owns and controls significant stretches of land in the country's cities. It has been

argued that achievements in service delivery in the Ugandan Campaign Cities have been modest and marginal in part due to restricted sub-national autonomy as a result of controls exercised by central government. Promoting the equitable access of public goods and services in cities, often requires sustained and purposeful negotiation with central government.

In some cases, central government is directly involved in the management of cities. The CEO of a city government in Bangladesh, for example, is a government appointee, not an elected representative and thus often takes direction from the centre, not from local stakeholders. Furthermore, there is evidence to support the claim that if a city mayor in Bangladesh is from an opposition party then often, he/she will not receive sufficient funds or support from central government required to implement the city development plan. The impact of power relations between the various level of government and between political parties and the activities of a range of lobby groups must be taken into account when measures to promote EEG are proposed and discussed, and implementation subsequently attempted.

The lack of financial resources available to city governments

Another persistent challenge facing the majority of cities in the Global South, not just the Campaign Cities, is the lack of financial resources available to city governments, and the weak administrative and technical capacity, capability and competences characterising the majority of cities. However good are the policy and investment recommendations of the Campaign City process, they are likely to remain a frustrating failure if the city cannot implement them due to its own internal constraints. In Cape Coast, Campaign City in Ghana, for example, a key EEG issue for city stakeholders was to develop comprehensive waste management and sanitation plans employing local resources. However, the city as of 2019 remained unable to raise the funds required to implement their plans including funds for associated capacity building measures.



Problems associated with engaging local communities and ensuring stakeholder involvement

More specific challenges included identifying the most effective way to engage with local community groups, and ensuring sustained stakeholder commitment to the Campaign Cities process. Regarding the former issue, communicating the Campaign City process to the wider city community often involved use of social media, phone calls reminders, and WhatsApp messages. Whilst successful for some sections of society, not everyone can be reached with in this way and thus the possibility of exclusion arose.

Regarding the issue of commitment, whilst every stakeholder involved in the Campaign City process stated that they very much welcomed the participatory approach taken, ensuring their sustained involvement was at times challenging. It proved difficult for municipal officials to attend all relevant meetings, and it was reported that that representatives from all key municipal departments were often not involved. It was also challenging when the composition of the stakeholders changed during the Campaign

City process. It could take time to introduce new stakeholders to the process, convince them of its value and importance, and ensure their 'ownership' of the Campaign City.

4.3 Addressing key programme challenges

As the Campaign City process has evolved between 2016 and 2020, ideas and measures to address the 'implementation challenge' were suggested, and some were successfully enacted.

For example, in Ghana, UNCDF is currently exploring how the recommendations generated through the Campaign City process can be implemented and financed. More specifically, UNCDF is conducting an analysis of financial resources available for cities in Ghana in relation to priority areas identified in the Campaign Cities process. Furthermore, the Ministry of Local Government and Rural Development in Ghana has encouraged the use of the 'learning city' concept to replicate the Campaign Cities process in other cities. The learning city of East Mamprusi, for example, was paired with the Campaign City of Agona



Swedru and has commenced implementing some of the Campaign Cities activities and recommendations.⁶⁸

The importance of building a strong enabling environment

In order to address many of the challenges characterising the JWP-EEG programme an effective enabling policy and investment environment is required. Important areas demanding attention includes strengthening skill competencies and the human resource capacity of city administrations, improving access to finance and strengthening the financial management of city administrations, and building effective and strong partnerships with a city's national government and within the city, with community and business groups.

At the local city level, three broad priority areas of action leading to a strengthened enabling environment were often highlighted through the JWP-EEG programme:

- **Human resources and professional capacity:** Urban planning, land management and

administration, and taxation and public financial management need to be strengthened particularly in secondary cities and in Sub-Saharan Africa.⁶⁹ Research conducted by Cities Alliance in four countries in Sub-Saharan Africa indicates that cities are functioning at an average of 28% of required staffing capacity.⁷⁰ In order to perform the increasingly complex tasks assigned to them, the status and capacity of local government needs to be enhanced, through increased professionalisation, developing local government as a career, and improving the standing of local government in comparison to other spheres. Increased capacity is vital not only to manage and provide municipal goods and services, but also to assess and plan for current and future population and economic growth.

- **Access to finance and financial management:** Cities in the Global South often lack financial resources, sufficient access to finance and strong financial management. Urban local government capabilities and capacities need to be enhanced, their revenue streams, particularly own sourced revenues,

need to be diversified, and the ability to leverage in investment improved. Increasing and diversifying revenue streams will be essential in order for cities to be able to respond to increasing expenditures in terms of infrastructure and service needs. Fiscal decentralisation – determining the ability of municipalities to respond to additional or raising expenditure requirements by devolution of financial resources and/or authority – was often highlighted as a key enabling factor in the JWP-EEG.

- **Local governments building new relationships and partnerships, including with the civil society and private sector.** To play their role in addressing inequalities, local governments need to be innovative in building new relationships and partnerships, including with those communities and social groups with whom they have not engaged in the past. For example, the role of civil society and setting up platforms for engagement need to be rethought, so that local authorities can engage with organisations of the urban poor and the informal economy. Local governments should also strengthen their relationship with the private sector. Basic service delivery can be improved through development and facilitation of appropriate regulatory and procurement mechanisms, building on local private sector and community-based assets. Building partnerships and engaging a broad range of stakeholders was seen through the JWP-EEG programme to be essential to understand demand, needs and guide investment decisions.

At the national city level, the following areas of action leading to a strengthened enabling environment were often highlighted through the JWP-EEG:

- **National and state governments need to provide an over-arching and supportive enabling policy and investment environment** for city level action to be successful. Cities

need to be empowered, characterised by strong institutions, endowed with sufficient resources, and operating within supportive national legislation and with clearly defined mandates. National governments play a crucial role in enabling cities to be effective, productive and competitive, though experience demonstrates that national government actions in this regard are often more effective if arrived at in direct consultation with city administrations and stakeholders. National government can support local government by enhancing the status of local government through increased professionalisation, developing local government as a career, and improving the standing of local government.⁷¹

- **Clarity is required as to the respective roles of national and city governments.** The different roles of central government and local governments are often unclear, thereby undermining effective service delivery and equitable economic growth at the local level. Successful decentralisation however rests on aligned governance structures and coordination and responsibilities at all levels of government, as highlighted in the IEERs that mapped the powers and responsibilities with respect to the planning and delivery of public goods and services in all the Campaign Cities. While city responsibilities vary greatly in terms of service delivery mandates, they need to be empowered to engage with stakeholders at various levels of government and to allow effective multilevel governance.

The range of efforts taken by CA to promote the implementation of policy and project recommendations were recognised in the 2019 ICED review of the JWP-EEG programme, in which it was stated that “through the establishment of national sounding boards and by leveraging Cities Alliance members and partners, the cities campaign methodology has proved capable of mitigating its inherent limitation in scope by triggering follow-up and spin-off initiatives.”⁷²



5. Future Programming to Foster EEG

This chapter initially focuses on a suggested re-calibration of the JWP-EEG results chain which has driven the programme since its inception in 2016. The re-calibrated results chain could be used to craft and implement future EEG promotion initiatives. The chapter concludes with an outline of a possible future JWP-EEG Campaign Cities process informed by the re-calibrated results chain.

It is hoped that the information presented in this chapter will be useful to Cities Alliance, its development partners and national and urban local governments in the Global South if they intend to devise and implement EEG promotion initiatives in the future.

5.1 The proposed re-calibration of the JWP-EEG Results Chain

The results chain that underpinned to JWP-EEG is given in Figure 5-1. Since its inception, the JWP-EEG has evolved as challenges have been addressed, knowledge gaps identified and solutions sought. It is thus apposite to suggest a revision or

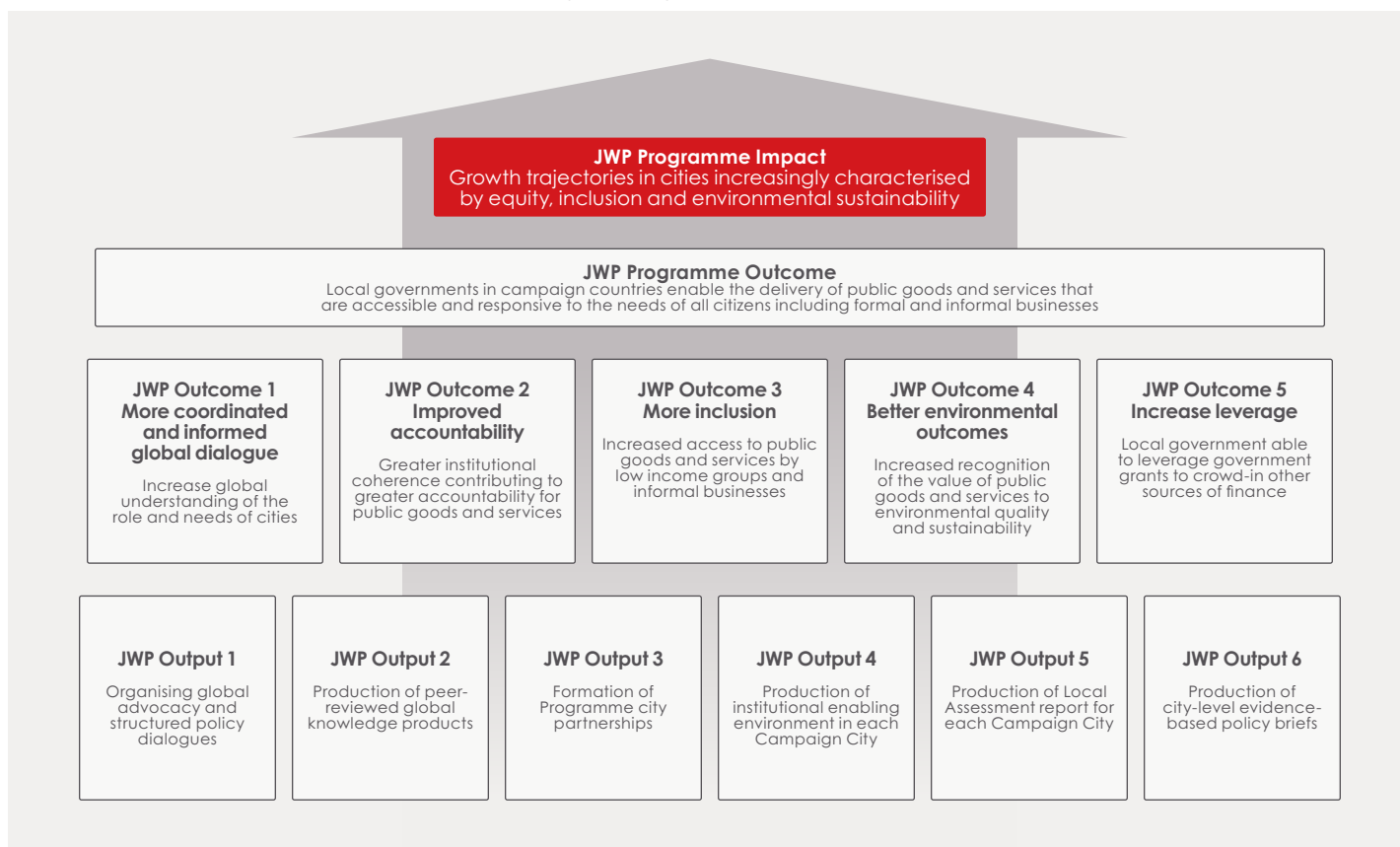
enhancement of the results chain that could be used to guide future EEG-focused programmes.

The suggested re-calibrated results chain has been designed to highlight three crucial 'outcome pathways':

- **A people's or community outcome pathway** through which improved living standards and well-being are achieved as equitable access to at least basic public goods and services is secured;
- **The business or economy outcome pathway** through which improved conditions for and the productivity of the informal economy are secured; and
- **The government or governance outcome pathway** through which city governments become much better able to provide and manage public goods and services in a manner that directly and measurably strengthens EEG.

Figure 5-1: JWP-EEG Results Chain

Source: Cities Alliance, 2016. Framework Document (2016-2020). JWP-EEG



As illustrated in Figure 5-2, the government or governance pathway underpins the former two. Improving capacity and capabilities in city governments and community organisations is necessary for cities to be able to effectively and efficiently identify key EEG issues, and design, fund and implement relevant investment and policy solutions.

The investment projects and policy recommendations of an EEG initiative are achieved through the combined and interrelated impact of the three outcome pathways above. The re-calibration assumes that future EEG initiatives address the implementation challenge head-on and focuses on devising pilot, demonstration or priority investment projects which complement Policy Briefs and Recommendations and related action plans.

The final impact of the EEG initiative should be to create cities characterised by marked increases in EEG and which are, therefore, more 'resilient' economically and socially. The JWP-EEG initiative will significantly benefit from cross-fertilisation with other JWPs, particularly that which is focused on making cities more environmentally and climate change impact resilient. Promoting EEG cannot be at the expense of the natural resources, assets and environment upon which the economy ultimately depends. This point was clearly made in the *Managing Ecosystem Goods to Foster Equitable Economic Growth in Cities* knowledge product on the issue (as described in Chapter 3).

5.2 A possible future Campaign Cities process

Based on the re-calibrated results chain, three over-arching conditions should hold for EEG initiatives to be effectively implemented, particularly in the JWP-EEG Campaign Cities:

- **Sufficient funds** must be available to finance the implementation of relevant programmes and projects;
- **An economic development and investment strategy** should be in place that directs funds to EEG-relevant public good and service programmes and projects; and,

- **An effective governance regime** must be institutionalised in order for the first two conditions to be accepted and actively supported by the target beneficiaries, including city residents and the private sector.

Ensuring that sufficient funds are available for implementation

Actions to take in order to ensure that financial systems are relevant and effective must focus on ensuring that an urban government can raise sufficient funds required to implement an EEG strategy, programmes and projects.

This requires a sustainable financing system that permits and encourages the leverage of scarce government resources so repetitive financings are possible. Sufficient funds must be available to finance EEG-relevant programmes and projects over a significant time period. More specifically, an effective and appropriate financing system requires (i) a stable own source revenue (OSR) generating regime, (ii) appropriate fiscal transfers from central government and a rational system of intergovernmental fiscal transfer rules, and (iii) an effective borrowing framework.

The funds required to implement EEG, and provide adequate infrastructure and services across the board, in nearly every city in the Global South are often, however, very significant, and the ability of the public sector to address such funding requirements is in most cases restricted. As such, re-course to involving the private sector and using public sector funds to lever in or trigger private sector investments may be necessary. A focus on the use of municipal infrastructure bonds, PPPs and other instruments that blend investment and development capital is a possible requirement of future Campaign Cities and other related EEG initiatives.

An effective investment strategy for cities

A sound national and local government financial system is a necessary but not sufficient condition in order to implement EEG. It is crucial to know what to do with the available funds. A feasible EEG-focused investment strategy is required, as are associated policy and sector plans. An important focus of an EEG-centric economic strategy will be the provision of public goods and services that support and underpin

the development of EEG in an urban context, especially in secondary cities.

Future Campaign Cities should make direct reference to the way such an economic and investment strategy can be devised and implemented. The pathway of change demonstrably leading from the provision of public goods and services to EEG should underpin the intervention logic, and should be detailed up in JWP-EEG implementation country technical assistance programmes.

The EEG-centric economic strategy should also include productivity enhancing policies that directly promote inclusive and equitable growth, such as skill development in the private sector, and particularly for those working in the informal economy.

The way that the provision of public goods and services can enable and underpin the development of the private sector in ways that promote EEG outcomes should be an important focus of the proposed EEG implementation country programme assignment. Furthermore, novel interventions along economic corridors connecting secondary cities, and within secondary Campaign Cities clusters, could be explored. Importantly, addressing the adverse impacts of climate change through EEG promoting activities should also be a priority.

An effective governance regime

A governance regime which is effective for EEG projects should focus on the following three components.

- Firstly, governance structure and procedures must include the relations between an individual urban government and (i) higher levels of governments (e.g., county, regional and central), and (ii) the community which the urban government serves (i.e., the urban 'stakeholders'; namely, citizens, community groups, and businesses). The former is required to ensure that appropriate financial systems are in place. These often include (i) fiscal transfers from central government, (ii) the creation of an effective borrowing environment, and (iii) the establishment of a stable and adequate revenue raising framework, all of which generally require national legalisation or agreement to achieve.

- Secondly, the creation of an effective borrowing environment will also require the involvement of the private sector, hence actions taken to improve governance structures and procedures should also focus on measures that can be taken to involve the private sector.
- Thirdly, involving the community is another vital component of any programme designed to promote EEG, and should (i) include a process guidance framework for obtaining the consent of the governed for major investments, and (ii) be based on the participatory approaches like the ones that CA employed throughout the JWP-EEG programme.

The above three conditions are interdependent. For example, sustainable financing arrangements require clarity as regards to government powers, responsibilities and resources, and private and public investments can directly complement each other and are nearly always mutually reinforcing. The proposed future Campaign City process would end up with a clearly defined programme of policy improvements and investments including a CA fund for quick win, priority, or demonstration projects, and a plan to attract funds to a range of longer-term projects and investments.

The process would enhance a city's financial management and access to finance, enable it to better respond to the adverse impacts of climate change, and lead to investment programmes that development partners and donors could readily take on board. This will greatly enhance the probability that a virtuous spiral of development is initiated, in which an effective enabling environment, built through the Campaign Cities process, allows for successful project investments that throw into high relief the opportunities to deepen and strengthen the enabling environment.

Final impacts

Intermediate impacts

Outcomes

Outputs

Inputs (the JWP-EEG)

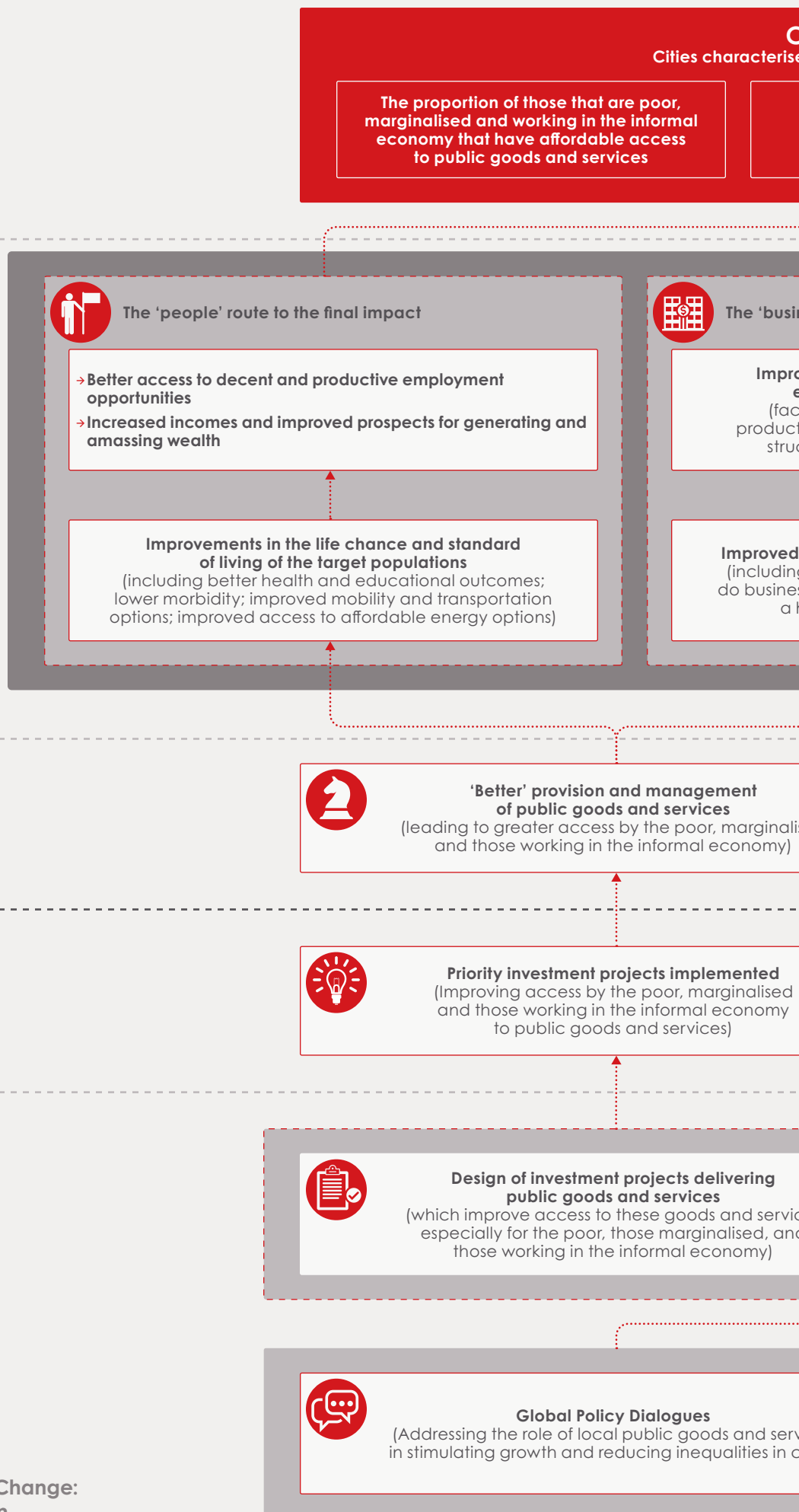


Figure 5-2: JWP-EEG Theory of Change: The 're-calibrated' results chain

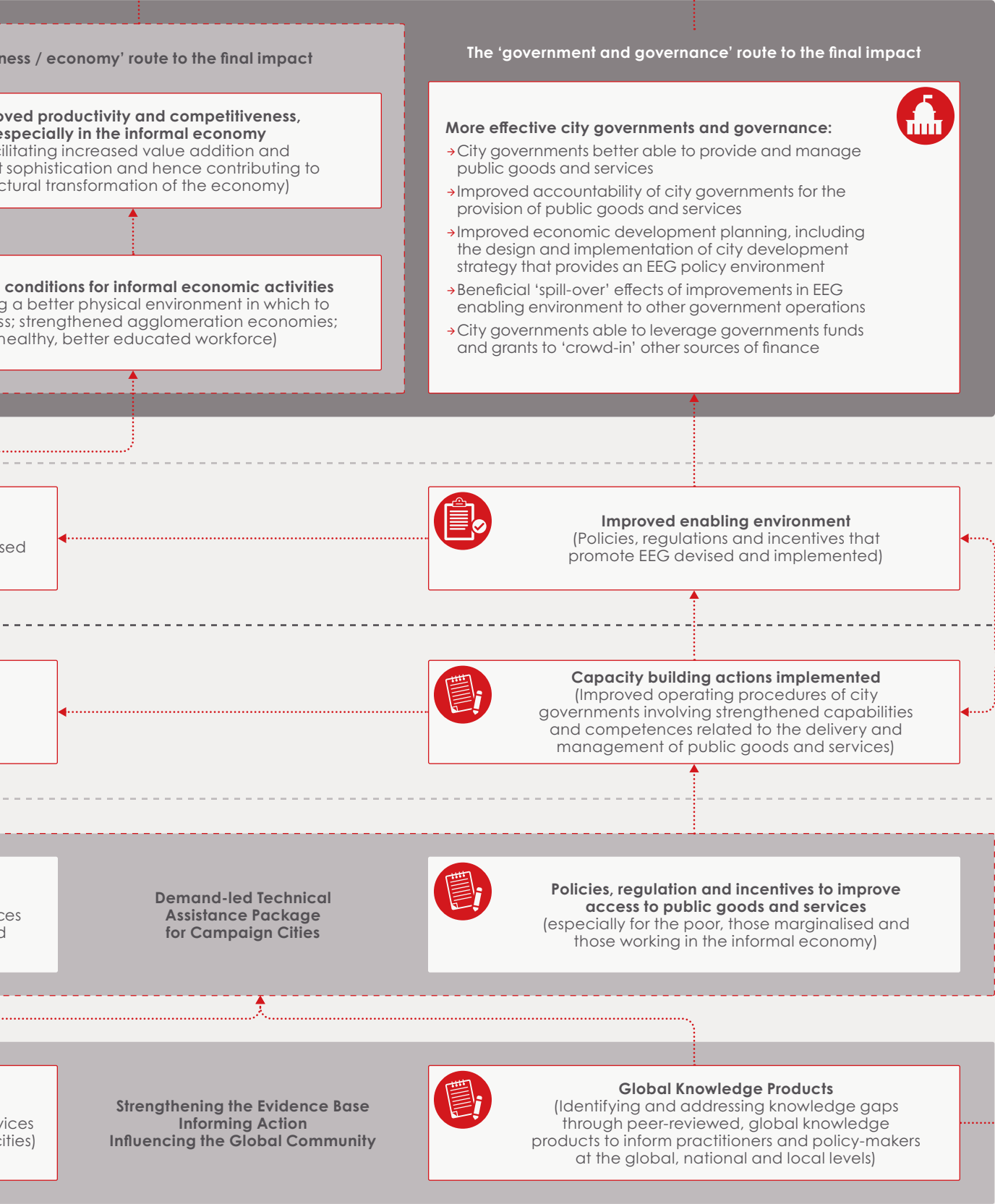
Source: The Authors.

Cities characterised by EEG

ed by marked increase in equitability as measured by:

The income share of the lower end of the population

The rising contribution of the informal economy to the wealth and structural transformation of the city in question





6. Conclusions

The importance of EEG

The JWP-EEG has highlighted the growing and urgent importance of promoting EEG in secondary cities in the Global South. Today, about 55% of the world's population lives in urban areas, a proportion that is projected to increase to 68% by 2050, with over 90% of that growth expected to occur in Asia and Africa.⁷³ If urban areas are not managed in ways that directly promote EEG, national development is likely to be derailed, and the social fabric of many cities and countries may become severely strained.

Action to promote EEG

The JWP has catalysed a crucial debate as to how EEG can be achieved.⁷⁴ Underpinning the programme was a hypothesised approach which posited that an important pathway to achieving EEG was to focus on equitable access to public goods and services, particularly in a manner which (i) lead to the creation of jobs, and (ii) benefited those working in the informal economy. The JWP sought to implement three types of initiatives based on this approach: policy dialogues; knowledge products; and the Campaign Cities initiative. These JWP-EEG components played a complementary and mutually reinforcing role. Knowledge generated at the global level informed action at the national and local levels, and the evaluation of outcomes at national and local levels helped refine policy recommendations and focus knowledge products. Each of these components had diverse impacts, from catalysing discussion and debate on how EEG can be achieved, to implementing projects to foster EEG and improve the lives of the urban poor.

The policy dialogues and the flow of information stimulated by the JWP

The five global policy dialogues served a valuable purpose in confirming the strategic direction of the JWP-EEG. High-level participants validated the programme's approach to the promotion of EEG focusing on the role that public goods and services, as well as the different thematic focus areas, such as the role of gender empowerment and the provision and management of public spaces. The dialogues successfully raised awareness of the EEG challenge and shed light on knowledge gaps and areas for further investigation. In doing

so, the policy dialogues informed the global knowledge products. In some cases, the policy dialogues laid the groundwork for publications, whilst in others, they built on and disseminated the learnings of publications.

For example, Policy Dialogue 4 at the World Urban Forum in February 2018 focused on how public space can be a driver of EEG. The dialogue contributed to the operationalisation of the New Urban Agenda's commitment to promote "safe, inclusive, accessible, green and quality public spaces as drivers of social and economic development". The two key recommendations emerging from the dialogue were to enhance efforts to persuade decision makers that public spaces have significant economic and social value; and to enhance the level of information and data available on the use of public spaces.

Building on and responding to these recommendations, the paper *Inclusive Public Spaces for Informal Livelihoods: A Discussion Paper for Urban Planners and Policy Makers* was published in August 2018. The paper provided evidence and analysis highlighting public space as a productive asset. This stream of work on public spaces shows the power of the JWP to facilitate a process whereby a global level agenda is taken (in this case from the NUA), discussed at a JWP-EEG global policy dialogue and then expanded upon within a knowledge product, which identified important policy challenges and recommendations to inform implementation at the local level. For example, the Campaign Cities initiative in Uganda prioritised the provision of public space and land management as a key issue and identified measures to implement at the municipal government level.

The thematic challenges explored by the Global Knowledge Products

The seven global knowledge products were designed to explore different thematic areas under the umbrella of enhancing public services to achieve EEG. Given the diversity of the themes explored, there were many valuable key findings which do not lend themselves to a unified synthesis, rather it is clear that the local barriers to EEG are multi-faceted.



Table 6-1 provides an overview of the challenges to EEG explored in the knowledge products and the recommended policy approaches.

The commonalities and cross-cutting challenges identified by through the knowledge products include:

- **Human resources and professional capacity** in urban planning and local governance administration needs to be strengthened. Increased capacity is vital to manage and provide municipal goods and services, and to assess and plan for current and future population and economic growth. Research conducted by Cities Alliance in four countries in Sub-Saharan Africa indicates that cities are functioning at an average 28% of required staffing capacity.
- **Access to finance and financial management;** both need to improve. Limited access to finance and poor financial management, commonly characterising many secondary cities in the Global South, severely constrains the ability of local governments to provide, maintain and expand public goods and services.
- **Local governments need to be innovative in building new relationships and partnerships** with civil society and the private sector. For example, local governments have

opportunities to engage with the urban poor through civil society organisations, as well as to enhance basic service delivery through strengthened relationships with the private sector.

- **Clarity is required as to the respective roles of national and city governments.** The different roles are often unclear, thereby undermining effective service delivery and EEG at the local level. Successful decentralisation rests on aligned governance structures and coordination and responsibilities at all levels of government, as highlighted in the Campaign Cities initiative.

Locally tailored impact through the Campaign Cities initiative

The Campaign Cities initiative represented the key means through which the JWP could deliver knowledge and promote EEG 'on the ground'. The programmatic work was carried out in two secondary cities of four countries: Bangladesh, Ghana, Uganda, Kenya.

In each country, the initiative involved creating a city-level partnership to deliver a diagnostic assessment of bottlenecks and constraints to EEG, resulting in the selection of a prioritised public good or service, for which to assess and deliver a set of policy recommendations. The prioritised public goods and services varied

Table 6-1: Overview of the challenges explored in the Global Knowledge Products

Thematic challenges for policymakers in achieving EEG	Recommended approaches
Gendered barriers to access basic services and gender-blind planning restricts the opportunities available to women and gender minorities, as well as the overall function of cities as drivers of EEG.	Urban governments have a role to foster a gender-responsive urban environment, including through public goods and services, city layout design, promoting local accountability, setting up platforms for engagement with gender-based organisations and addressing unequal power relations by fostering institutional change.
The value of public space as a productive asset is often overlooked. Governments must balance the needs of multiple users of public space, as well as pressures from different political and business interests.	Access to public space should be regulated to sustain the livelihoods of urban informal workers. Excessive restrictions on informal workers and displacement to urban peripheries can impede city economies.
Secondary cities suffer a number of competitive disadvantages, including a lack of infrastructure and services, access to markets, weak institutional enabling environments, land management issues, skills, difficulty in attracting investments and creating jobs, higher transaction costs and inability to generate economies of scale.	Collaboration between secondary cities can compensate for their competitive disadvantages. Governments should foster 'hard and soft infrastructure' to improve connectivity within systems of cities. For example, take advantage of shared resources, knowledge, and freight capacity to create value-adding activities, specialisation and reduce dependence on larger cities.
Inadequate management of ecosystem goods , such as water, green space and land, stresses the environment, as well as the livelihoods of communities and the operation of businesses. Secondary cities have low capacities for conservation and sustainable urban management.	Local policy tools include setting regulatory standards, conservation of threatened land and water, market-based instruments to provide incentives for sustainable use, assigning property rights to protect land or ecosystem services and advocating for behavioural changes, such as through certification schemes.
Pricing municipal services is a complex task that depends on cities capacity and various demand and supply side factors at macroeconomic and local levels. The demand for quality and quantity of services is rising in rapidly urbanising cities, however many services are not cost-recoverable or sustainable.	No one-size-fits-all approach, rather municipal authorities should develop approaches to pricing that make economic, financial, and social sense in their own communities. Municipal pricing should be based on measuring and updating information on willingness-to-pay, dynamic and flexible mechanisms to ration supply, transparency, and pricing in externalities.
Little knowledge on the smart cities trend exists in cities of the Global South, where lower capacities hinder implementation and challenges are varied. Smart cities initiatives do not necessarily lead to urban inclusion or EEG and the required basic data on the urban poor is difficult to collect.	Ensure that smart cities initiatives are enriched by an international development lens and focus on simple technical solutions that are affordable and appropriable to the local context. Facilitate, gather and ensure proper use of existing scattered data. Ensure that implementation is demand-driven to address to actual needs of the poorest.

greatly, including management of medical waste, female economic empowerment, agro-processing industries, tourism development, integrating infrastructure development and markets, local economic development and public space and land management.

Although the Campaign Cities initiatives varied greatly, there were four cross-cutting themes that helped explain the cause of poor urban EEG performance. Firstly, many local governments were encumbered by incomplete decentralisation, whereby the transfer of powers functions and resources from central to local governments did not allow for effective local service delivery.

Secondly, the functional mandates of local urban governments were often fragmented, meaning that services were delivered by a mix of agencies with weak capacities and

limited resources. Thirdly, and related to the first two, dependence on national government funds was found to impede local government financial management and planning. Many city governments did not have sufficient own source revenues and there were evident shortfalls between the pledged and actual amounts transferred from central governments. Fourthly, there was an absence of planning and regulatory systems for urban land management. Some municipal councils did not have clear mandates over land jurisdiction, leading to unauthorised developments and informality.

Overall, the Campaign Cities initiative demonstrated the validity and value of designing and implementing programmes that focus on the ways in which public spaces and public services can improve the lives of city residents, notably including women, market traders, and informal sector operators.

Key findings and lessons to inform programming

A key finding of the JWP-EEG is that measures to improve equitable access to public goods and services can and do have a direct and positive impact on EEG. We now know what levers need to be pulled in order to promote EEG.

Future urban development initiatives can more effectively focus on ways to provide and manage public goods and services that directly relate to two of the most important development challenges of our day, namely *equality* and *sustainability*. Indeed, strengthening equitable access to public goods and services in a way which improves the employment opportunities and life chances of the working poor and those operating in the informal sector, can ultimately

support the structural transformation of city and national economies.

The JWP-EEG has unearthed many pathways to EEG, which have been summarised in this synthesis report as the 'people's pathway' (focusing on actions to improve the life chances of target social groups), the 'economy pathway' (focusing on building strong, productive city economies driven by EEG), and the 'government and governance pathway' (focusing on ways to ensure that city administrations can effectively identify and implement public good and service investments that drive EEG). Key lessons from implementation are summarised in Table 6-2.

Table 6-2: Lessons from implementation

JWP-EEG Components	Key Lessons
Global Policy Dialogues	<ul style="list-style-type: none">→ Partnership platforms are crucial. Building effective and strong partnerships with a city's national government and within the city, and engaging a broad range of stakeholders including communities and the private sector, is essential to understand demand, needs and guide policy and investment decisions.→ Over-arching and supportive enabling policy and investment environment: For city level action to be successful national and state governments need to provide an over-arching and supportive enabling policy and investment environment. Cities need to be empowered, characterised by strong institutions, endowed with sufficient resources, and operating within supportive national legislation and with clearly defined mandates.
Global Knowledge Products	<ul style="list-style-type: none">→ Data and evidence to support operational decisions, EEG programming, or urban policy and planning. This will lead to a better understanding by urban local governments and other relevant stakeholders on actual opportunities and challenges cities face towards attaining a more equitable and sustainable economic growth pathways. At the same time, more knowledge is needed to explore exactly how these goods and services support equitable economic growth in cities, as well as how such processes are most effectively supported both locally and globally.→ Do not underestimate the capacity of local stakeholders to analyse key problems and establish causal links. The JWP-EEG process demonstrated a strong capacity of local stakeholders, including local governments to identify their problems. However, JWP-EEG proved to be useful and complementary in two respects: (i) provided the hard evidence for the problems and their causes that otherwise are understood intuitively; and (ii) made these problems explicit and brought them to the fore under the auspices of an impartial expert-led process devoid of politics.
Campaign Cities Initiative	<ul style="list-style-type: none">→ The convening power of Cities Alliance as a platform for Campaign Cities partners was key, as it brought together the different actors in the urban sector, who provided quality feedback and quality assurance during the implementation of the Campaign City process.→ Pro-active partner engagement during planning and implementation has been vital for the success and sustainability of the campaign. Pro-actively engaging partners has been critical to ensuring long-term sustainability of the results.→ Strengthening skill competencies and the human resource capacity of city administrations is required to effectively identify how public goods and services can be deployed to promote EEG. Important areas demanding attention includes strengthening skill competencies and the human resource capacity of city administrations, improving access to finance and strengthening the financial management of city administrations.



Annex. JWP-EEG Literature and Resources

Policy dialogue series

- 1 Documentation of Policy Dialogue 2016: Exploring the Role of Improved Access to Public Goods and Services
- 2 Documentation of Policy Dialogue March 2017: Fostering Equitable Economic Growth in the 2030 Global Agenda for Cities
- 3 Documentation of Policy Dialogue October 2017: Public Goods and Services for Women's Economic Empowerment in Cities
- 4 Documentation of Policy Dialogue February 2018: Public Space as a Driver of Equitable Economic Growth: Policy and Practice to Leverage a Key Asset for Vibrant City Economies
- 5 Documentation of Policy Dialogue February 2018: Local Economic Acceleration through Partnerships (LEAP)

Global Knowledge Products

- 6 Equitable Economic Growth in Your Town or City: A Diagnostic Toolkit (2016)
- 7 Equitable Economic Growth in African Cities Final Report (2016)
- 8 Gender Responsive Access to Public Services: Pathways to Equitable Economic Growth in Cities (2017)
- 9 Inclusive Public Spaces for Informal Livelihoods: A Discussion Paper for Urban Planners and Policy Makers (2018)
- 10 Supporting Informal Livelihoods in Public Space: A Toolkit for Local Authorities (2018)
- 11 Working in Public Space: A Manual for Street Vendors (2018)
- 12 Managing Ecosystem Services for Equitable Economic Growth in Cities (2019)
- 13 Pricing Municipal Public Goods and Services: Principles and Practise for Vibrant City Economies (2019)
- 14 Connecting Systems of Secondary Cities: Towards more Equitable Economic Development (2019)
- 15 Smart Technologies for More Equitable City Economies (2019)

Campaign City Outputs

- 16 Institutional Enabling Environment Report (IEER): Mbale (Uganda)
- 17 Institutional Enabling Environment Report (IEER): Gulu (Uganda)
- 18 Institutional Enabling Environment Report (IEER): Sylhet (Bangladesh)
- 19 Institutional Enabling Environment Report (IEER): Narayanganj (Bangladesh)
- 20 Institutional Enabling Environment Report (IEER): Cape Coast (Ghana)

- 21 Institutional Enabling Environment Report (IEER): Agona Swedru (Ghana)
- 22 Institutional Enabling Environment Report (IEER): Kajiado County (Kenya)
- 23 Institutional Enabling Environment Report (IEER): Nyandarua County (Kenya)
- 24 Local Assessment Report (LAR): Public Space and Land Management in Gulu and Mbale Municipalities
- 25 Local Assessment Report (LAR): Local Economic Development for Equitable Growth in Gulu and Mbale Municipalities
- 26 Local Assessment Report (LAR) Narayanganj: Women's Complex and City Digital Centres: Needs and Preliminary Feasibility
- 27 Local Assessment Report (LAR) Sylhet: Medical Waste Management and Vocational Training Centres
- 28 Local Assessment Report (LAR): Cape Coast
- 29 Local Assessment Report (LAR): Agona Swedru
- 30 Local Assessment Report (LAR): Kajiado County
- 31 Local Assessment Report (LAR): Nyandarua County
- 32 Action Plans (Policy Briefs): Narayanganj
- 33 Action Plans (Policy Briefs): Sylhet
- 34 Policy Briefs and Recommendations: Gulu
- 35 Policy Briefs and Recommendations: Mbale
- 36 Policy Briefs and Recommendations: Cape Coast
- 37 Policy Briefs and Recommendations: Agona Swedru
- 38 Policy Briefs and Recommendations: Kajiado
- 39 Policy Briefs and Recommendations: Nyandarua
- 40 Venture Strategy and Structure Magumu Wholesale Market and Logistics Center: Nyandarua, Kenya
- 41 Market Assessment and Management Framework: Kajiado, Kenya

Other resources

- 42 Infrastructure Investment Planning and Equitable Economic Growth Webinar (webinar recording)
- 43 Equitable Economic Growth City Diagnostics Webinar (webinar recording)
- 44 Improving Public Services for More Equitable Economic Growth in Uganda's Secondary Cities (video)

Endnotes

- 1 Goods and services provided for the general good of society are often termed public goods and services. They include, inter alia, water supply and sanitation systems, roads, education and hospitals. These goods and services are generally non-excludable and non-rivalrous, meaning that it is or should be very difficult for any one person to exclude another from using them and when one person uses a public good or service it does not preclude others from using it.
- 2 Members of the JWP-EEG Board included the UK Department for International Development (DFID) (Chair), the United Nations Capital Development Fund (UNCDF), UN-Habitat, Women in Informal Employment, Globalizing and Organizing (WIEGO), the Commonwealth Local Government Forum (CLGF), the Ford Foundation, the Institute for Housing and Development Studies (IHS) at Erasmus University Rotterdam and the World Bank.
- 3 The Paris Agreement is an agreement within the United Nations Framework Convention on Climate Change (UNFCCC), dealing with greenhouse-gas-emissions mitigation, adaptation, and finance, signed in 2016.
- 4 The New Urban Agenda is a roadmap for building cities that can serve as engines of prosperity and centres of cultural and social well-being while protecting the environment.
- 5 Cities Alliance. 2017. *Fostering Equitable Economic Growth in the 2030 Global Agenda for Cities*. Reflections from Habitat III, Quito, Ecuador, March 2017.
- 6 Cities Alliance. 2016. *Equitable Economic Growth in African Cities: Final Report*, IPE Triple Line, Unpublished, September 2016. Written by Nicholas Miles and Martyn Clark.
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- 9 Ostry, J. Berg, A. Tsangarides, G. 2014. *Redistribution, Inequality and Growth*. IMF staff Discussion Paper. The IMF now requires its country teams to take inequality into consideration when giving advice.
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- 11 Cities Alliance. 2016. *Equitable Economic Growth in African Cities: Final Report*, IPE Triple Line, Unpublished, September 2016. Written by Nicholas Miles and Martyn Clark.
- 12 See Stiglitz, J. 2016. *Rewriting the Rules of the American Economy: An Agenda for growth and shared prosperity*, and Stiglitz. 2016. *Transforming an Economy: challenges and lessons for Namibia*; unpublished presentation. He discussed how rents commonly characterize economies; that the competitive model no longer adequately describes how economies work, and that an understanding of who captures rents, how rents are used and can be limited is crucial to comprehending the potential of a society and economy.
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- 15 UNCTD (Ed.), 2014. *Economic Development in Africa: report 2014: Catalyzing investment for transformative growth in Africa*, Economic Development in Africa series. United Nations, New York.
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- 17 Rodrik, D. 2014. *An African Growth Miracle?* Institute for Advanced Studies, Princeton (unpublished).
- 18 UNCTAD (Ed.), 2014. *Economic Development in Africa: report 2014: catalyzing investment for transformative growth in Africa*, Economic Development in Africa Series. United Nations, New York.
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- 22 Ibid.
- 23 Cities Alliance. 2016. *Equitable Economic Growth in African Cities: Final Report*, IPE Triple Line, Unpublished, September 2016. Written by Nicholas Miles and Martyn Clark.
- 24 Ibid.
- 25 Cities Alliance. 2016. *Equitable Economic Growth in African Cities: Final Report*, IPE Triple Line, Unpublished, September 2016. Written by Nicholas Miles and Martyn Clark.
- 26 Ibid.
- 27 Cities Alliance. 2015. *Making Economic Growth in Cities More Equitable*. CIVIS. Sharing Knowledge and Learning from Cities No. 8. Prepared for the Cities Alliance by Andrés Rodríguez-Pose and Callum Wilkie.
- 28 Cities Alliance. 2016. *Framework Document (2016-2020)*. Joint Work Programme Equitable Economic Growth in Cities.

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- 62 DFID Annual Review. 2019. Infrastructure and Cities for Economic Development (ICED) Facility.
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- 64 Accenture. 2017. Programme Evaluation of Cities Alliance Country Programme. February 2017.
- 65 "At the Cities Alliance, informal workers sit round the same table as large donors. Community activists, urban analysts and city associations come together to develop global agendas and local solutions. There's no other organisation quite like it, creating urban connections, urging a coherence of effort between critical constituencies in cities around the world." Source: Simon Kennedy, CMAP, at the 2016 Cities Alliance Assembly.
- 66 It is common to find that the national and city enabling environments require strengthening (rules, regulations and policies may need changing, and the capacity and capability of government institutions and citizen organisations may require improvement) in order for an urban programme and its constituent projects to be successful. An effective enabling environment allows for and promotes programme and project success. As the programme or project is implemented the need for further strengthening of the enabling environment is often thrown into high relief, which once undertaken further enhances programme and project success and impact – and so a virtuous spiral of development is initiated.
- 67 Personal communication with Rene Hoffmann of Cities Alliance, September 2019.
- 68 It should also be noted that in both Uganda and Ghana the structures set up as part of the cities campaign process have been used to tackle other issues, for example, financing public goods and services through the LEAP initiative of UNCDF. See uncdf.org/article/5145/uncdf-launches-local-economic-acceleration-through-partnerships-programme
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- 72 DFID Annual Review. 2019. Infrastructure and Cities for Economic Development (ICED) Facility.
- 73 United Nations. 2018. *Revision of World Urbanisation Prospects*.
- 74 The effectiveness and positive impacts of the JWP-EEG have been recognised by many external reviewers. A review by McKinney of the organisational performance of Cities Alliance in 2017 found that "the operational focus of CA is highly relevant to prevailing urban development challenges in the Global South." The more recent ICED 2019 review of the activities of the JWP-EEG rated its delivery as A+ (excellent).




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