TOWARDS A NEW GENERATION OF CITIES

Guidebook for City Development Strategies in Southern Mediterranean Countries

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Foreword

Towards a new generation of Cities

The Barcelona Conference on Urban Development Strategies on March 14-15, 2011, initiated a new strategic urban planning cycle. Past experiences along with the different existing tools have shown the necessity for a new approach. Decision makers voiced their needs and expectations for the future which is nowadays urban. The formulation of an approach and the design of a tool adapted to Mediterranean cities specificities is a legitimate requirement that we have to answer and to support.

The ongoing political and socioeconomic transformations in the Southern and Eastern Mediterranean region breathed new life as well as a strong will for participation in decision making processes and in the formulation of urban policies. The implementation of urban development in cities should strengthen the ownership public policies. The rapid evolution of the economic context brings cities to position themselves within the globalization context in order to enhance their competitiveness and to create jobs. Climate change impact in the Mediterranean needs to be taken into consideration in cities planning in order to reduce their vulnerability on a long-term perspective.

An integrated and integrative strategic urban planning promotes both a common vision to the Mediterranean region and adaptations to national and local contexts, considering diverse situations moving towards a convergence of urban public policies. The Center for Mediterranean Integration, together with MedCities, lays the ground for a new dialog with stakeholders from the Southern and Eastern rims of the Mediterranean. This innovative partnership offers an information and experience sharing platform for the benefit of cities, whose understanding and constant evolution require a permanent reflection on the methods to be used.

This methodological guidebook intends to reflect these evolutions. It is dedicated to city stakeholders as well as development agencies and donors who are willing to design City Development Strategies in the region.

Mats Karlsson
Director
Center for Mediterranean Integration

Executive Summary

This guidebook is a working tool addressed to all actors who are or will be developing and implementing a City Development Strategy (CDS). It is addressed first of all to decision-makers (local authorities, administrations and central State officials, city managers and technicians) as well as to their partners (civil society, private sector, NGOs, neighborhood associations, trade associations, university community, etc.) and to international associations that could contribute through assistance or support.

1. Context of the Guidebook

Decision to prepare this guidebook was taken after the conference held in Barcelona on urban development strategies on March 14-15, 2011 (http://www.csp2011bcn.org). The conference gathered representatives of most countries in the region—mainly from cities already engaged in strategic planning initiatives—and representatives of development agencies and cooperation organizations involved in strategic planning (World Bank, CMI, MedCities, *Caisse des Dépôts et Consignations*, Cities Alliance, etc.).

It allowed taking stock of strategic planning efforts in cities in the region, the results achieved and the difficulties still faced by many cities and countries, particularly concerning the weak human resources available and the relative novelty of the strategic approach to city development.

In its final declaration the Barcelona conference made several recommendations, among which, to:

- *"Create a large program to assist the cities in the Mediterranean States to respond to the demands of their citizens."*
- *"Develop systems to draw the desired future of the town, to be designed and implemented with strong participation of city stakeholders."*[1]

2. Objective of the Guidebook

This guidebook aims at contributing to these two objectives by proposing a step-by-step method to translate the theory or concepts of the City Development Strategy (CDS) into concrete and effective actions. A special effort is made to take into account the region's realities and the characteristic situations and context of Southern and Eastern Mediterranean cities. This guidebook is a practical tool that describes each stage of the CDS process bearing in mind the need for a coherent approach. Following an introductory section that quickly reviews the evolution of the urban planning concept, the foundations of the CDS and the context in which it emerges in Southern and Eastern Mediterranean countries, the guidebook's chapters describe the different tasks to be carried out and the objectives to be achieved in each stage of the process. A number of boxes and tables illustrate and highlight specific points and key issues, as well as the pitfalls to be avoided.

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[1] http://www.csp2011bcn.org/index.php?idpagina=13&idioma=ang

3. Organization of the Guidebook

The guidebook has been divided into two parts to facilitate its use: the first part presents in sequential order the *six stages* needed for CDS formulation and sustainability while the second part focuses on *three transversal activities* that should be carried out throughout the entire process for CDS development and implementation.

3.1 Sequential Stages of a CDS:

Each of the six sequential stages for the development and implementation of a CDS is analyzed in a separate section:

1. **Preparing the launching of the CDS** — The purpose of this stage is to create enabling conditions for a successful development and completion of the CDS process. It will also be necessary to confirm the commitment of local authorities and the active participation of those who will contribute to drive the CDS process.
2. **Stocktaking and participatory analysis** aiming to deliver a general analysis and a precise assessment of the city's situation, and to identify its strengths and weaknesses.
3. **Formulating the strategic vision** will enable all stockholders to articulate their collective vision of the city's long-term future.
4. **Defining strategic thrusts,** global and convergent objectives and guidelines through which the strategic vision formulated during the previous stage will be translated into concrete actions.
5. **Preparing the CDS action plan** in which the strategic objectives of the CDS are translated into programs and projects to be implemented. The action plan specifies responsibilities, the financial resources mobilized and the timeframe for the execution of each program or project.
6. **Implementation, monitoring and evaluation of the CDS** in order to transform the analytical exercise of the CDS into an operational process with specific activities delivering concrete achievements.

All of these stages are described and defined through their respective objectives and activities. Particular attention has been attached to identifying, and therefore taking into account, the specificities of countries in the region to which this guidebook is addressed.

3.2 Transversal Activities:

Following the description of the sequential stages of a CDS, the guidebook analyzes transversal activities that should be taken into consideration throughout the entire process:

1. The institutionalization of the CDS, which consists in gradually building ownership of the CDS process and its implementation within local and national levels.
2. Mobilization of financial resources, that is, the actions undertaken by the city to secure the financial resources needed for the implementation of the CDS action plan.
3. The communication plan, carried out in parallel during the whole process, should enable building awareness among citizens and stakeholders and ensuring their active involvement.

4. Appendices

A number of appendices included in this document complement, illustrate and clarify concepts and procedures proposed in the guidebook. The reader may find it useful to refer to these appendices containing practical details, organizational methods, tools and examples of results or deliverables of cities in the region. Some of the appendices include examples of documents that need to be prepared (for example, project data sheets), action plans, visions and strategic components developed by cities in the region, tables summarizing the DOs and DON'Ts and answers to frequently asked questions. A glossary compiles the terms most frequently used in relation to the CDS process and defines their meaning.

As for most documents describing a procedure, this guide is meant to be read carefully and used in each of the stages. It provides methods and solutions that could prevent useless omissions, delays or errors.

But of course, each city or country has its own unique characteristics; therefore, the user may (and should) adapt the guidebook's solutions to the local context, striving to keep in mind the objective of a good CDS: to develop a city development strategy that brings together as many motivated actors as possible, that is both ambitious and realistic, and that aims at addressing major, current and future challenges; doing so through the mobilization of different segments of the population lays down the bases of a true local democracy.

General Introduction

A previous analysis of city development strategies in Southern and Eastern Mediterranean countries (SEMC) revealed the differences between the content of available CDS guides and actual experiences in the field. Most strategic planning guides are generic tools since they are intended to be accessible to all CDS operations around the world and applicable to a diversity of situations in different cities and regions. They essentially propose highly technical procedures and instruments and often explain that a CDS is automatically feasible when the "basic ingredients" (political will, technical skills and financial means) are present. Based on this assumption, these guides enabled many cities to start a CDS even if, sometimes, their impact varies from one city to another and between countries. One of the reasons for these different outcomes is that the "ingredients" are not always present; and when they are, they are highly dependent on the political, institutional and economic context in which the CDS is being developed. This is particularly true in Southern and Eastern Mediterranean countries (SEMC) where cities are not only confronted with inadequate technical skills and scarce financial resources, but also lack institutional and financial autonomy. Moreover, the capacity of cities to negotiate with central State governments is variable (depends often on the relations between the mayor and central decision-making) and often limited.

Therefore, besides addressing the general aspects and issues of strategic urban planning, a CDS guide should also explain how to deal with specific issues.

A CDS guidebook should address the general aspects/issues involved in the CDS process, in other words, it should be informative and clearly explain the different stages for developing a CDS based on guides and reference work published on the subject.

A CDS guidebook should highlight a crucial stage in the process: the implementation of the CDS. Most of the time, this stage is only discussed briefly in the different guides. The review of CDSs in SEMC showed that although they are quite proficient concerning the formulation of a CDS, their implementation is still problematic.

A CDS guidebook should deal with specific issues in the sense that certain pre-conditions are needed to carry out a CDS, and they are sometimes lacking in SEMC. However, institutional changes are quickly taking place in these countries showing signs of increased autonomy for local governments over the medium term. The most important lessons learnt from the report on urban development strategies in the Mediterranean prepared for the conference of Barcelona and from the work carried out during the conference itself as well as those revealed in the field through the CDSs led by urban actors were highlighted in each stage (or section) of this guidebook. They show how certain stages of the process were carried out in different ways by urban actors, how they were able to avoid or overcome the difficulties encountered, and the innovations they introduced compared to what was initially set out in the CDS process. A table of DOs and DON'Ts for each stage in the development and implementation of a CDS was drawn up by confronting the general aspects of the CDS approach against the specificities of the CDSs observed and the functioning of urban institutions.

The guidebook includes an introductory chapter with two separate yet complementary sections, and several appendices:

- The introductory chapter quickly reviews the foundations of city development strategies and the context in which they emerge in Southern and Eastern Mediterranean countries.
- The first part of the guidebook focuses on *sequential activities* in each of the stages of the CDS process: "Preparing the Launching of the CDS", "Stocktaking and Participatory Analysis", "Formulating the Strategic Vision", "Defining the Strategic Thrusts", "Preparing the CDS Action Plan" and "Implementation, Monitoring and Evaluation".
- The second part deals with the *transversal activities* that stretch throughout the entire CDS process, in particular activities for operationalizing the CDS and the sustainable integration of the approach within the city. These include the "Institutionalization of the CDS", "Mobilization of Financial Resources for the Implementation of the CDS", and the "Communication Plan".
- Appendices contain practical examples of notions presented in the guidebook and some useful references.

Introductory Chapter: City Development Strategies—Definition and Emergence in SEMC

Before discussing the stages for the development and implementation of a CDS, this introductory chapter explains why it was necessary to create a tool adapted to the region and quickly reviews:

- The definition of the City Development Strategy concept and the rationale behind the formulation of a CDS;
- Specificities of Southern and Eastern Mediterranean countries (specific challenges and context) compared to other regions;
- The guidebook's objectives, contents and instructions for use.

1 Principles and Foundations of the CDS

In the middle of the twentieth century, more specifically in the 50s and 60s, the most popular form of urban planning was based on master plans designed and adapted for spatial planning that were considered as the panacea for urban organization and harmonious development: the dream of a new urban world. However, since the 80s, in parallel with the increasingly prevailing neoliberal ideas, this type of planning began to tail off since it could no longer achieve the goals it had set for itself. On the one hand, the procedure was expensive for developing countries. On the other, the production of master plans extended over several years. This serious problem was aggravated by the fact that master plans were rarely implemented, especially in developing countries where real life did not correspond to the life that had been planned and where informal urban growth drastically interfered with the projections and the plans of the city that was meant to be organized.

Interventions by international organizations (UN-Habitat, the World Bank, etc.) dealing with urban issues have had a crucial impact on public urban policies both in developed and developing countries. Today, how we think and act on urban issues is the cumulative result of some three decades of assessments, studies and practices. In this process, three phases may be identified in developing countries leading gradually from a sectoral approach, exclusively oriented to solving urban problems

(slums, infrastructure, urban poverty, etc.), to an approach in which the city is not only seen from a positive point of view but is also considered as a whole (as "a city system") that must be studied and approached through the analysis of its strengths, weaknesses, and opportunities while emphasizing the key role of all the actors that make up a city. According to this approach:

- *Local authorities* are central to the design and concrete realization of the urban development process.
- *The participation of local actors* (elected officials, associations, citizens, administrations, etc.) is a *sine qua non* to the success of the urban development project.
- *Public-Private Partnerships* at national and international levels are seen as key elements for the implementation of action plans resulting from urban development projects.

A CDS is therefore a different approach to the economic, social and spatial development of a city. A City Development Strategy is *"an action plan for equitable growth in a city, developed and sustained through public participation to improve the quality of life for all citizens. The goals include a collective city vision and an action plan to improve governance and management, increasing investments to expand employment and services, and systematic and sustained programs to reduce poverty. A city is expected to drive the process and local ownership is essential. […] A CDS is focused on the process of change. […] A CDS is focused on a city as the unit of analysis… A CDS helps a city to make the most of its strengths and opportunities, […] improve its competitive position and thus contribute more to national development."*[2] Through its innovative and proactive nature, the CDS complements traditional urban planning that has shown its limitations in a rapidly changing urban context, both in developed and developing countries.

> **UDS or CDS?**
> **Urban Development Strategy (UDS) and City Development Strategy (CDS)** are synonyms. Both terms designate a methodology and process that complement other urban planning tools and which lead to the definition of a more holistic product for the economic, social and spatial development of a city. CDS is the term used most frequently in specialized literature and in documents of the Cities Alliance. Contrary to UDS, it is not likely that the term City Development Strategy (CDS) will be used to designate traditional urban planning instruments.

In general, the factors that determine whether a city should adopt a CDS approach may be summarized in five points:

1. **A CDS is a leadership instrument** that enables local decision-makers to have a clear vision of the development of their city and to mobilize public and private actors to build ownership of this vision.
2. **A CDS is a participatory tool** that offers the possibility of involving all urban actors who will contribute one way or another to the development of their city.
3. **A CDS is a broad-spectrum multi-sectoral development tool** that may be used to address all urban issues: economic, political, social, environmental, etc.
4. **A CDS is more than a social and economic plan.** It is inherently local and linked very closely to urban planning. Through its long-term perspectives, it complements legal spatial planning tools.
5. **A CDS is a strategic planning tool.** It allows implementing short-term actions as part of a long-term strategy.

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[2] Asian Development Bank, "City Development Strategies to Reduce Poverty", 2004, p. 86.

Whether a city achieves all or some of the objectives mentioned above will depend on how the CDS is developed and on the quality of its implementation, both directly related to the level of national and local urban governance.

2 SEMC Characteristics and Specificities, and Emergence of the CDS in SEMC

2.1 Characteristics and Specificities of the Region

Following a worldwide trend, Southern and Eastern Mediterranean countries are increasingly urban. The situations created by this evolution call for decentralized decision-making by cities and municipalities. In turn, the decentralization process requires cities and municipalities capable of better managing the present and of projecting themselves into the future to guarantee a better life to their citizens. To a great extent, this long term projection will depend on the characteristics of each city but also on shared regional specificities, which may concern physical aspects and similar political and institutional choices, particularly those described in the sections below.

2.1.1 Rich and centuries-old urban development

The "city", in its modern sense, was born in this region, in particular in the region known as the "Machrek". Next to centuries-old cities like Damascus, Baghdad, Aleppo, Jerusalem, Hebron or Tyre, the region has many traditional urban centers or "medinas" where it is absolutely necessary to engage in a CDS process in order to reconcile their preservation with modern development objectives. The presence of these cities in the region has been and still is a valuable cultural advantage, but it is also a strong economic asset (tourism, handicrafts production, traditional employment, habitat, etc.).

2.1.2 Growing urbanization and inadequate provision of basic infrastructure

Urban areas in cities in the region are under the strong pressure of galloping urbanization placing the region just behind Latin America among countries in the South. Today, almost 180 million people live in urban zones, out of a total population of 330 million in the MENA region. According to UN estimates, the population in MENA will reach 430 million by 2020 with 280 million will live in cities. This has already generated an urban "explosion" that concerns large urban agglomerations but also medium and small cities that will be home to over 100 million additional inhabitants in little more than a decade.

> "[…] the Middle East and North Africa (MENA) Region has one of the world's most rapidly expanding populations. Urban areas have been the primary locus of this growth, as urban share of total population grew from 48% in 1980 to close to 60% in 2000, and it is expected to exceed 70% by 2015 (for an average of 54% for all developing countries). Indeed, the region's average annual urban growth rate of 4% in the past two decades is exceeded only by Sub-Saharan Africa, which is far less urbanized.
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> World Bank, Sector Brief, September 2008

Already inadequate, the delivery of appropriate urban services and *infrastructures* will be a challenge for urban managers. The worst situations are found in informal settlements and pockets of poverty in most cities of the region that aggravate the precarious sanitary conditions.

2.1.3 Strong urban development in coastal areas

In spite of repeated attempts (spatial planning plans) for a balanced distribution of urban centers across the national territory, in several countries of the region, the population continues to grow along the coastline and zones of fertile land. In Algeria, for instance, more than 95% of the population lives in less than one-sixth of the national territory. In Egypt, urbanization still concentrates along the Nile. This situation generates serious environmental problems (lake and seawater pollution), and cities are also dangerously exposed to potential impacts of climate change.

2.1.4 Substantial proportion of slums and informal settlements related to serious land management problems

20% of the total urban population live in slums: in some cities the percentage of slum dwellers is even higher. In spite of considerable efforts by countries in the region there have been no significant improvements, and the situation continues to weigh heavily on the social climate and employment conditions of the poorest sectors of the population. This is directly related to a number of factors:
- Lack of affordable urban development for the most disadvantaged.
- Complex and sometimes inefficient management systems of public land.
- High-priced housing proposed by the formal private sector, which has also contributed to drive the population to informal settlements. While slums continue to proliferate throughout the region, some urban policies still refuse to accept the population influx into cities or to integrate informal settlements in official planning strategies.
- Lack of public financing policies for housing and land for disadvantaged populations, leaving the poor confronted with market requirements that are in general beyond their reach.
- National policies have no strategic vision concerning urban development. Current planning strategies are still limited to master plans that for many years have largely ignored informal settlements, with even less efforts to find sustainable solutions.

2.1.5 Delayed implementation of reforms for improved local governance and democracy and marginal role of civil society

Local governance is essential for the city's development, for effective citizen participation and for the fight against poverty. Moreover, it complements good governance at central levels by enabling local institutions to function efficiently. Efforts made in some countries in the region to improve local governance are still tentative and on the whole the region lags behind in terms of decentralization of powers and resources that would allow cities to address the problems they are currently facing. Centralized governance systems still prevail in the region.

> *According to the United Nations Development Program (UNDP), the eight characteristics of good governance are:*
> - *Participation*
> - *Transparency*
> - *Responsiveness*
> - *Consensus oriented*
> - *Equity*
> - *Effectiveness and Efficiency*
> - *Accountability*
> - **Strategic Vision**

"These are systems where the governor (Wali) is more important than the mayor, [… and that also have] some obvious limitations in term of environmental management"[3] and political participation. The eight

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[3] UN-Habitat: Arab Cities on the way to Better Urban Life – Biau. 2010

characteristics of good governance (see box above) clearly show the various critical aspects that should be taken into account by local actors to conduct a CDS efficiently. In general, cities in the region are ill prepared to meet these conditions.

Current debates on local democracy in countries in the region are a direct consequence of this delayed implementation of good local governance. At the time this guide was being prepared, some of these debates had been peacefully endorsed through reforms (or promises of reforms) whose effective realization will enable the countries concerned to make up for lost time. Others have fiercely challenged the domination of central powers.

A second consequence of this delayed local governance is the still hesitant participation of the civil society in city affairs. In spite of interesting initiatives, the truly inclusive participatory approach that involves organizations representing the different groups of society remains comparatively very weak. Concerning the representation of women, they still play a very marginal role in city affairs.

2.1.6 Environmental issues not properly addressed

Most MENA cities are (or will be) affected by the acute water scarcity observed throughout the region, a situation that aggravates difficulties—particularly for disadvantaged populations—to have access to a reliable, continuous and inexpensive supply of drinking water. Moreover, even when national programs officially address matters related to quality of life and pollution, these issues do not always have an immediate impact on cities and are not among the main concerns of the population, with the exception of some civil society organizations. Finally, climate change is seldom discussed in local debates.

2.1.7 Social dynamics challenging current practices

One cannot speak about the region's specificities without referring to the unprecedented social dynamics that emerged in 2011 in most countries in the region. These protest movements generated profound changes in governance systems and practices and paved the way for even deeper changes in the years to come. They are undoubtedly a strong source of support to local actors motivating them to initiate a fundamental debate on the city's future in particular through a properly conducted CDS process.

2.2 Promising CDS Experiences in the Region

City development strategies are not new in Southern and Eastern Mediterranean countries, even though they have not been systematically adopted as in other regions or countries. During the century's first decade, some fifteen cities in the region received financial and methodological support from the Cities Alliance or from other partners (MedCities) to develop a CDS. Some countries pursued the development of the CDS by their own means, Morocco in particular. Despite the relatively young experience of these cities, some lessons learned so far have been used to prepare this guidebook.

The Conference held in Barcelona in March 2011[4], which focused mainly on CDS initiatives in the Mediterranean region, allowed participants from Southern and Eastern Mediterranean countries to

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[4] Preparatory report: Urban Development Strategies in the Mediterranean - Context, Issues and Outlook. http://www.csp2011bcn.org/uploads/docs/Rapport Conference.pdf

confirm their interest in this practice and motivated them to apply the CDS approach to cities in the region.

Among the lessons learned from CDS initiatives in the region, it is worth mentioning for:

- The need for strong leadership assisted by dedicated and competent steering teams;
- The need to carry out a thorough analysis of the city's situation using the necessary expertise and with the participation of all stakeholders;
- The need to prepare action plans that are both ambitious and realistic;
- The importance of setting up as early as possible in the process a structure for the implementation of the action plan, and finally;
- Concerned countries should endeavor to institutionalize the CDS process so that it may become an effective tool for local development.

3 The Guide: Objectives, Contents, and Instructions for Use

3.1 Objectives

This guidebook is not a substitute for the commitment or the motivation of local authorities, stakeholders and technicians. It is a necessary complement to the political will and commitment of all actors that crystallize the aspirations of the people. Within this framework, this guidebook will serve as a tool for authorities who wish to engage in the strategic and democratic planning of their city, enabling them to express their political will through a meticulous and proven planning process.

Local authorities and actors will find in this CDS guidebook:

1. A step-by-step approach for the development and implementation of a city development strategy according to widely adopted and experimented practices, yet flexible enough to be adapted to the context of the region and city concerned.
2. A reference document with answers to frequently asked questions, chiefly through comparisons with solutions applied in similar contexts.
3. A detailed description of actions to be undertaken and of the organizational structure that should be set up to initiate and conduct the urban planning process.

3.2 Components of the CDS Process

The CDS process *consists of six separate stages*:
1) Preparing the launching of the CDS
2) Stocktaking and participatory analysis
3) Formulating the collective and shared vision
4) Formulating the strategy
5) Preparing the action plan
6) Implementation, institutionalization, monitoring and evaluation

1. Preparation of the launching of the CDS
Set up the steering mechanism
Identify key actors and inclusion of these actors in the CDS process
Prepare work program for the CDS process

2. Diagnosis and Participatory Analysis
Draft a city profile (if needed)
Take stock of the city's situation by spatial and thematic areas
Conduct SWOT analysis (Strengths-Weaknesses-Opportunities-Threats)
Analyze different development scenarios

3. Formulation of a collective and shared vision
Formulate the city vision
Disseminate the city vision

4. Formulation of the strategy to translate the vision into concrete actions
Define strategic thrusts
Identify reforms needed to successfully implement the strategy

5. Preparation of action plans and estimated budgets
Define the interventions needed as well as their location and set deadlines
Match interventions with financial resources and actors to be mobilized to achieve the objective

6. Implementation, monitoring and evaluation of the CDS

Communication Plan

Mobilization of financial resources for CDS implementation

Ownership and Institutionalization

There are three key phases in the CDS process:

1. <u>Before initiating the process:</u> The preparation of the launching of the CDS is a crucial and chiefly political stage that will be a main determinant for the future success of the entire process (Stage 1).
2. <u>During the formulation of the CDS:</u> The stages in which the technical components of the CDS report are prepared (Stages 2-5).
3. <u>During CDS implementation and monitoring:</u> The stage in which the CDS is implemented, institutionalized, monitored and evaluated (Stage 6).

The guidebook has been divided into two parts in order to facilitate its use and to highlight the crucial stage of CDS implementation.

- This first part presents Stages 1 to 6 focusing on the methodology for the development of a CDS.
- The second part is dedicated to transversal activities needed for the implementation of the CDS in general and more specifically in SEMC.

3.3 Using the Guidebook during each Phase of the CDS Process

1. Before initiating the process:

- To become familiar with the different concepts and prerequisites (political will, leadership, participation, governance, realistic and proactive attitudes, etc.),
- To communicate the key elements of this guide to potential actors in order to facilitate the understanding of the purpose of the CDS, the process and its limitations, so as to have all the different actors speaking the same language.

2. During the formulation of the CDS:

- To refer to the principles and suggestions, apply them to the process and, if needed to adapt them to the local context,
- To validate the options chosen during each stage.

3. During CDS implementation and monitoring:

- To verify that the correct methodology is being used for evaluation and monitoring,
- To apply the principles for CDS revisions recommended in this guidebook.

Part I Methodology for the development of a CDS in SEMC

Part I consists of six chapters:

1. Preparing the Launching of the CDS
2. General Analysis of the City and Stocktaking
3. Formulating a Strategic Vision
4. Formulating the Strategy
5. Preparing the Action Plan and Project Phasing
6. Implementation, Monitoring and Evaluation

Chapter 1 Preparing the Launching of the CDS

1.1 Objectives and Preconditions

1.1.1 Definition

The preparation of the launching is the official starting point of the CDS and confirms the commitment of local authorities to carry on the process to its successful completion. The purpose of this stage is to create enabling conditions for the success of the entire CDS process. Tasks to be accomplished during this stage include:

- Setting up the necessary steering structures for the development of the CDS;
- Identifying the actors and potential partners of the process;
- Defining the CDS work program;
- Broad communication campaign on the CDS to create awareness and mobilize all stakeholders.

Particular attention should be given to this crucial stage to ensure an effective and smooth CDS process in cities that will often be engaging in this experience for the first time.

A leader, who has the political authority to engage in the process and the moral authority needed to mobilize actors to collaborate in the project, initiates the CDS. In this first stage, actors that may **participate** in the development of the CDS process are identified and mobilized, in particular: local elected officials and city managers (heads of the municipality's technical services, the university community, the media, prominent figures, representatives of the civil society, women, youth, slums dwellers, private sector, chambers of commerce, tourism chambers, etc.). The financial resources needed to develop the CDS process should be evaluated and mobilized at internal levels (municipal or State budgets) or from external sources (funds from multilateral or bilateral partners).

1.1.2 Objectives

The main objective of this stage is to:

- Build enthusiasm and commitment and to mobilize the support of a large number of actors for the CDS process, bringing in the media as early as possible. The participation of specialized and motivated journalists will ensure continued media coverage and information to the public.

- Determine through a participatory approach the priorities and key themes that will be analyzed during the formulation of the CDS.
- Assign tasks, missions and responsibilities to the different actors.
- Solicit, if needed, the assistance (technical and/or financial) of international partners. If the assistance of international aid agencies is needed, they should be associated to the process as early as possible.

> ***Recommendation:*** *A vigorous and clear leadership is recommended, whether it is the mayor, governor or wali, who embraces the role of CDS leader. The leader should nevertheless make sure that other actors quickly develop a sense of ownership of the process and become CDS advocates.*

1.1.3 Preconditions

In order to lay solid foundations for the CDS process, it is necessary to:
- Obtain strong political support not only from local actors (governor, wali, mayor, municipal councils, prominent figures and influential groups) but also from central authorities (ministries in charge of local authorities, decentralization, finance, etc.).
- Involve the civil society as early as possible through its representatives.
- Mobilize the technical capacities of the city (universities, certified experts, trade/professional associations).
- Develop a transparent relationship with the media.
- Give credibility to the process through peer-support (presence of other mayors or governors in launching ceremonies).

> ***Recommendation:*** *It will be possible to have effective and uninterrupted media participation if they are certain that they will have access to the information and will be free to communicate with the public. This will enable the emergence of CDS champions who will be very helpful as CDS advocates and useful to disseminate information within and outside the city.*

1.2 Implementation of Stage 1

1.2.1 Main Tasks and Actors

a. ***Setting up steering and monitoring structures:*** It is necessary to set up an organizational structure to develop a CDS (See Annex I, "Steering, Technical and Monitoring Committees" for a detailed description of these bodies and of their missions):
   i. The Steering Committee: It is in charge of conducting the process, defining policy guidelines and validating the different stages and outcomes. This committee also has the fundamental role of mobilizing actors and ensuring good governance throughout the process. In order to function efficiently, the committee should not consist of more than ten key actors.
   ii. The Technical Committee: It is the linchpin of the project. The technical committee is in charge of carrying out–or recruiting those who will conduct–the different technical activities of the CDS stages. It reports to the steering committee and acts as its secretariat. It could be located within a structure that has a coordination function at city level and in direct contact with the CDS leader, for instance, the planning department of the municipality or equivalent.
   iii. Working Groups: A specialized working group for each of the thematic components of the CDS assists the technical committee. Composed of experts or directly concerned stakeholders, each

working group provides technical assistance and contributes to analyses, research, and proposals, and in some cases, may collect data and draft reference documents.

b. **_Defining the objectives, work program and scope of the process:_**
Among their initial tasks, the steering structures shall make decisions jointly with stakeholders and actors involved in the process concerning the following key elements:

   i. _Definition of thematic components that will be analyzed and assessed and will become the framework of the CDS process:_ This is a critical task that could require consulting experts qualified in the problems confronted by the city but will necessarily be discussed with the other actors. It will also be helpful to study available documents in related areas (urban development plans, Agenda 21, public consultations, etc.) that could provide useful ideas when needed. Defining thematic components will be very important if international agencies or fund donors are solicited for technical and/or financial assistance. For reference purposes, a table in **Annex II** contains an indicative list of themes analyzed for some city development strategies in the region. If authorities have doubts regarding the priorities that could improve the city's management and development, it is advisable to prepare a rapid city profile as described in Chapter 2, Section 2.2 of this guidebook.

   ii. _Determining the scope of the CDS:_ Although a CDS concerns a city or a group of municipalities (generally adjacent), it has been proved useful to take into consideration the surrounding areas due to potential interactions with the city's development (land, water resources, physical environment, population influx, geographical employment area, etc.). An analysis of a broader area will provide relevant information to develop the strategy even if the strategy will be more directly focused on the city itself.

   iii. _Preparing the work program:_ One of the first tasks of the technical committee will be to prepare the work program it plans to carry out to develop the CDS by outlining—with the help of this guidebook for instance—the main tasks to be completed stage by stage, along with the estimated timeframe for their execution. Formulating a CDS is not done in haste. Experience shows the process should be long enough to efficiently conduct analyses, research and thorough consultations and short enough to avoid straining partners and abating their enthusiasm. A duration ranging from 16 to 24 months is recommended: few CDSs are developed in less than 16 months.

c. **_Mobilizing representatives of the civil society, institutions and concerned social groups:_**
All social segments and categories should be able to contribute and support the process. Under the moral authority of the CDS leader, steering structures should endeavor to mobilize these groups, generally and whenever possible through their representatives. It is also during this stage that existing institutions involved in city management, functioning and development (public health, social and economic issues, spatial planning, economic development, youth, etc.) should be mobilized and included in the process to obtain their commitment and support. Moreover, it is also important to lobby relevant central State institutions and their representatives at local level.

Elected officials, as representatives of the population, will play an essential role from this very first stage to mobilize their constituents.

> *Recommendation: The endorsement of the municipal council and its commitment to the CDS process are essential. The leader personifies the CDS. His or her political engagement shall encourage the commitment of other actors and broaden the leadership base so that in case of the leader changes, the process will not be interrupted or terminated.*

d. *Official launching of the CDS process:*

A forum open to all stakeholders will conclude the preparation stage and officially launch the CDS. The forum has several objectives, among which to:

- Officially announce the launching of a CDS for the city;
- Confirm the mandate of the steering committee, the technical committee and working groups, and the formal commitment of their members;
- Assert the support of the highest authorities to the process;
- Confirm the participatory approach and the will of steering structures to include in the process all the social groups concerned;
- Determine jointly the priorities and themes that will be analyzed and assessed;
- Distribute the tasks to be accomplished and confirm the participation of the different actors,
- Announce and discuss the preliminary work program.

> *Recommendation: Even if this stage is months away from the actual implementation of action plans, it is advisable to suggest the composition of the group/committee (or at least the person) that will be in charge of the project's implementation and to include them in all the stages of the process.*

e. **Information and training workshop for the CDS team:**

The main objective of this workshop for the operational CDS team is to promote synergies among its members and to provide them with detailed and coherent information on the process. The main coordinator of the CDS team will conduct workshop activities jointly with a university expert or a private consultant. If possible, this capacity building activity should be carried out with available local resources. In the event that local resources should prove to be inadequate, it may be necessary to mobilize external resources, whether national or international.

The workshop should include a training program enabling participants to acquire the knowledge and techniques required for:

- Conducting research and data collection;
- Participatory approach;
- Preparing deliverables of the CDS process, stocktaking, participatory analysis, SWOT (Strengths-Weaknesses-Opportunities-Threats) analyses, defining the future vision of the city, strategic objectives and thrusts, programming, budgeting;
- Monitoring and feedback tools;
- Conducting workshops, forums and other group dynamics.

1.2.2 Means, Tools and Techniques

Besides enthusiastic and devoted teams, the CDS process needs means and tools adapted to new work methods and activities, in particular to communicate and interact with a wide array of actors and to provide opportunities for meetings and exchanges with large numbers of people whose concerns and

interests may sometimes be conflicting. <u>Designing a website</u> that will be managed by a dynamic and motivated team is essential for a successful and effective communication policy.

But in addition to these technical means, communication skills and expertise are necessary to exchange with the different groups and institutions, in order to be persuasive and to motivate people to participate in the process. Absolutely necessary during this stage, these means and tools will be useful throughout the entire process.

The city should therefore have:

- Facilities that can accommodate large audiences (several hundred people) and smaller workrooms for specialized working groups and for meetings of limited numbers of people. Meeting places will be chosen according to the actors concerned. A room in the community center of a poor neighborhood will be more appropriate for a straightforward and honest debate with the sector's residents than a conference room in a large hotel.
- Qualified personnel with experience in communication skills and group work dynamics.
- Communication tools using different media (radio, newspapers, television, internet, billboards, etc.).
- Adequate and reliable financial resources to conduct all the stages of the process. If the city wishes to receive technical or financial aid from international institutions, they should be contacted in this stage, and if possible, at the very beginning when the idea of engaging in a CDS is first considered.

> ***Recommendation: Traditional and local forms of communication***, *which may be very effective in the region and city concerned, should not be ignored because modern communication means and media are being used. A campaign for a clean city, for example, could very well be conducted by religious leaders, children, town criers or local street theatres with excellent results.*

1.2.3 Endorsement and Validation of Results

Previous CDS experience has shown that at every stage of the process, stakeholders who have been asked to formulate proposals tend to compile long lists of aspirations for the city. It is definitely a way of identifying the expectations of different social and professional groups, but it would not be realistic to retain all the proposals. Consensus should be achieved on the priorities, and the final list of proposals chosen according to the resources available. The technical committee and the working groups will play an important role in consensus building and in the definition of priorities. The steering committee will then make the necessary decisions and will communicate the reasons of their choice to actors concerned.

Once discussions have been completed and a consensus has been reached, each stage of the process will be validated. The endorsement will take into account the opinions and contributions of actors, hence consistent with a participatory approach. Steering committees will act as mediators, if needed, and will be in charge of relevant technical tasks.

At this stage, the task of the steering committee under the authority of the CDS leader may concentrate on formally structuring and validating the proposals submitted, particularly those concerning the

thematic components and scope of the CDS, as well as the procedures for analyses and evaluations (choice of experts, timeframe, deliverables, etc.).

1.2.4 Results Expected

A good launching is important to initiate the CDS on solid and strong bases and to create the conditions for a viable process:

- A clear leadership accepted by all;
- A motivated, representative and united steering team;
- A qualified technical team knowledgeable in CDS working procedures and methods made up of a wide array of actors;
- Interested and motivated actors willing to become involved in the process;
- CDS working methods and objectives understood and accepted by all.

1.3 Specificities of SEMC and How to Address Them

Lessons learned from city development strategies carried out in SEMC point out certain aspects that characterize cities and countries in the region, in particular in relation to their administrative organization, decentralization levels and forms of governance. Evidently, beyond these general characteristics, each country and city has its own unique features that will be taken into account during the CDS process.

1.3.1 Distinctive Elements of Some SEMC

Among the specific aspects shared by SEMC, the Barcelona conference held in March 2011 identified the following:

- Even if most countries in the region are gradually undertaking a decentralization process, which may be more or less advanced, the representative of the central State authority (wali, governor) often has authority over the mayor. Before launching a CDS, it is therefore necessary to clarify the limitations and prerogatives of these leading actors.
- In general, technical municipal services lack adequate means and have limited capacity to cover and undertake all the complex tasks involved in a CDS process. As a result, problems could arise to effectively conduct the process, supervise the experts recruited for the project and validate results.
- The need for financial and, above all, technical support to carry out the CDS process.
- In many cases, there are no independent and structured organizations representatives of key actors for a CDS process, in particular the population living in disadvantaged and informal settlements.
- The structure in charge of CDS implementation and monitoring is set up late in the process. It is therefore less effective and cannot quickly take over CDS implementation.

1.3.2 Difficulties and Risks to be Overcome

The factors mentioned above may lead to problems during the CDS process, among others:

- If the CDS has a strong leadership, there may be a risk of constraining the initiatives of other important actors (mayors, members of municipal councils), and a change in leadership could slow down or end the process.
- If the CDS is initiated close to the end of the term of office of the leader and/or municipal council, the leadership may change after elections with the risk of a poor transition between the old and new teams. Also, the new team could be less committed to a project it did not initiate.
- The lack of technical skills at local levels may require hiring foreign experts often unacquainted with local realities.
- The skepticism of partners (marginal population, informal sector, women, etc.) who are not used to being consulted on city affairs.
- Finally, central State authorities that have not been well informed could voice their doubts or even skepticism over the CDS.

1.3.3 How to Overcome Risks and Difficulties in SEMC

Actors involved in a complex process such as a CDS will most certainly have to deal with certain difficulties in each stage. The following remarks may be useful to overcome these obstacles:

- The risk related to an excessively strong leadership may be moderated by adopting a broad decision-making base including all who have the qualities of a group leader. It would also be a concrete way of putting into practice the principles of subsidiarity and local democracy.
- A wise choice for the CDS launching would be to initiate the process at the beginning of the municipal assembly's term of office and thus avoid risks related to a change in leadership.
- Whenever foreign technical assistance is required to prepare technical studies, these should be conducted jointly with local experts who can provide the necessary information on the city's realities and ensure the sustainability of the process.
- Vigorous media campaigns should carry the CDS message with the participation of respected local leaders and prominent figures.
- An active lobbying campaign is necessary so that central State authorities and the Government recognize the CDS approach as relevant and well-founded.

Chapter 2 General Analysis of the City and Stocktaking

2.1 Objectives and Preconditions

2.1.1 Definition

A CDS implies conducting a careful analysis to properly assess the current situation of the city. The results of this analysis will be shared by all. During this phase, different investigations and research will be carried out, generally by experts under the authority of the steering committee and monitored by the technical committee. The investigations will be used to take stock of the city's current situation and to prepare a comprehensive diagnosis concerning the thematic sectors and components chosen to structure the CDS. The result of the research/investigations conducted during this stage will be shared and discussed by the different actors, chiefly through the working groups, in order to reach a diagnosis sanctioned and accepted by all.

2.1.2 Objectives

By taking stock of the current situation and undertaking a comprehensive analysis, local actors aim to:

- Present to all stakeholders an accurate, clear and, above all, straightforward assessment of the city's situation through the different thematic components chosen, so as to engage in the CDS process on well-established and solid bases.
- Identify obstacles to the sustainable development and functioning of the city and possible barriers, as well as any potentialities and opportunities the city may have and which could be exploited to its advantage. This shall be done through a participatory approach that will actively mobilize all actors in order to achieve a shared understanding and develop local ownership of the process. The assessment will be based on a SWOT (Strengths-Weaknesses-Opportunities-Threats) analysis (i.e. in Annex VI).
- Identify the changes and improvements that should be made to the functioning of the city.

2.1.3 Preconditions

Local, national or international experts will conduct all investigations and research needed during this phase. It is a complex task that shall be completed in a relatively short period of time and in many cases there is no guarantee that the data required will be available. Certain preconditions needed to make the most of this stage will mobilize substantial funds:

- Central and local authorities should confirm their commitment to the CDS approach by making available to experts all the existing documents required for the analysis as quickly as possible and in the most practical way.
- Authorities, in particular the CDS leader, will make the collection of data easier for the experts, for example, by facilitating contacts with the services and partners concerned.

> **Recommendation:** *Local agencies and institutions in possession of relevant information or data shall be duly informed of the official nature of the experts' activities so that they may obtain the necessary information.*

2.2 Implementation of Stage 2

2.2.1 Analytical Levels

Two scenarios are possible:

1. Local actors and authorities, who are otherwise conscious of the difficulties encountered by the city, have not fully identified the cause of problems, the priorities to be envisaged to tackle such problems or the means of the city to engage in a CDS in optimum conditions. In this case, it is necessary to prepare a **rapid city profile** (a sort of monograph) <u>before conducting a detailed diagnosis</u> of priority themes. Annex III provides additional information on the methodology for this type of city profile: "How to Prepare a Rapid City Profile").

2. Authorities are well informed on the problems that have been identified in the course of day-to-day city management and possibly through previous reports and analysis. It is not necessary to prepare a quick city profile. Their knowledge of the situation will enable actors to quickly identify through a participatory approach the themes that should be analyzed and to rapidly engage in a **detailed diagnosis of the city** covering the thematic components identified (See Table 1 for examples of thematic thrusts chosen by Asian cities studied by the Asian Development Bank and Annex II: "Examples of Thematic Components of City Development Strategies in SEMC".

Table 1: Recurrent Thematic Components of CDSs *Source: ADB, "City Development Strategies to Reduce Poverty", 2004)*

Local economic development:
. City product (output of goods and services) and investments
. Economic activity, growth
. Employment and unemployment, etc.

Infrastructures and services:
. Transport infrastructure and systems. Energy, drinking water supply, sanitation, drainage, solid waste, etc.

Environment:
. Air, soil and water quality,
. Protection of green areas and open spaces,
. Biodiversity, pollution

Development Administration and Finance:
. City administration
. Citizen participation
. Revenues and expenditures

Spatial Urban Development:
. Updating urban planning tools
. Zoning

Local authorities and stakeholders shall then determine jointly the thematic thrusts that will be used to structure the CDS and launch the process. Based on this knowledge of the problems confronted by the city, fund donors or development aid agencies (such as the Cities Alliance or MedCities) may be solicited, if needed, to initiate a CDS.

Choice of Analytical Level

Thematic Analysis ← **City Profile**

SWOT

Alternative Scenarios
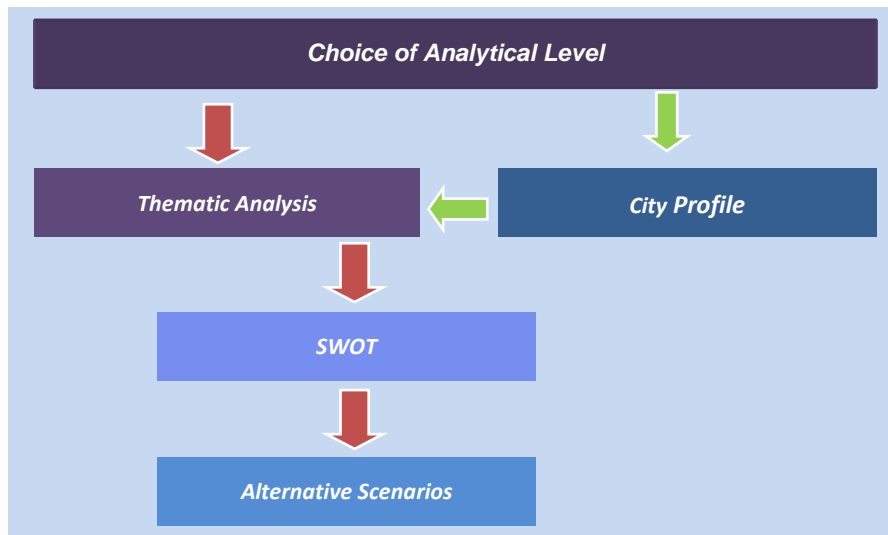
2.2.2 How to prepare a detailed thematic analysis of the city

A thematic analysis consists of four phases:

1. Preconditions for the launching of the thematic analysis
2. In-depth analysis of major urban problems
3. An analysis of the city's Strengths, Weaknesses, Opportunities and Threats (SWOT)
4. Drawing up sector reports by thematic components and proposals of alternative scenarios

In parallel to these four sequential phases, it is important to bear in mind two transversal activities:

- Organizing workshops in each phase to monitor and evaluate the progress made in the analysis
- Writing the final documents of the thematic analysis

2.2.2.1 Preconditions for the launching of the detailed thematic analysis

These prerequisites include:

- Establishing the terms of reference (ToR) for the analysis: Among the terms of reference to be defined, it is necessary to identify the *area of investigation* by defining the scope of the CDS. The external context must also be analyzed in order to identify other potential actors or partners who may have a direct influence or competence over the key themes of the city. Concerning the area of investigation, it may consist of one or several urban municipalities to which may be added one or several peripheral rural municipalities. Clearly defining the scope of the CDS is very important to ensure the CDS process is pertinent, but it also has other consequences:
  - Concerning governance—the larger the scope the greater the complexity of the steering committee and participatory/consultative procedures;
  - Concerning the level of analysis that could lead to meaningful strategies—the larger the scope the greater the risk of developing shallow strategies.

  A practical and effective approach could consist of a "staged analysis" of the areas of investigation:
  - A brief analysis of the city's area of influence (extended urban zone plus its surrounding areas or hinterland);

- A more in-depth analysis of the metropolitan zone, and finally;
- A detailed analysis of sensitive areas or urban sectors (pockets of poverty, informal or densely populated settlements, areas of proven ecological value, etc.) or of particular interest (economic expansion areas, priority development zones, etc.) that must be addressed as key components of the planning process.

- Concerning *actors or partners that have jurisdiction* or potential influence on the CDS, it is essential to carry out an exhaustive analysis of these actors not only to identify them but also, as a fundamental element of this investigation, to inform them of the CDS process and to make sure they will participate actively in the CDS or at least adhere to the principles of the process. They may be internal urban actors (private sector, civil society organization, prominent figures, professionals, etc.) or external actors (provincial or national agencies and administrations, technical departments, international cooperation agencies, etc.).

- Identification of *thematic components*: These themes have been previously identified by the authority that initiates the process through consultations with the principal stakeholders (in general the members of the steering committee) and, when necessary, with the support of the technical committee. The thematic components are submitted for approval and endorsement to the partners involved in the process, if possible before the investigation actually starts to make sure all actors adhere to the choice.

- The *choice of experts* who will prepare the analysis: Experts will be chosen to carry out the analysis according to the terms of reference determined by the technical committee in consultation with the steering committee.

> *Recommendation: It is important to have well-informed experts knowledgeable in the issues addressed by the CDS. Whenever the assistance of international experts is necessary, it is strongly recommended that the work be carried out in **pairs**: one local expert working with one international expert. This will ensure the continuity of the process and will guarantee that local aspects are not overlooked since local experts are more familiar with urban and national realities. It also allows for knowledge transfers: international experts may make valuable contributions through their global vision based on their experience in other countries.*

2.2.2.2 In-depth analysis of major urban problems

A well-conducted global analysis will reveal strategic development targets. They may be sector objectives (economy, environment, infrastructure, etc.) or local objectives (developing tourism activities, upgrading and urban sector, etc.). The thrusts and coverage of the themes chosen will be the basis and point of reference for the next stages of the CDS process.

2.2.2.3 SWOT (Strengths-Weaknesses-Opportunities-Threats) analysis and possible development scenarios

The SWOT analysis is generally considered as a useful tool to synthesize the results of thematic and sector analyses. It is a necessary step for the next stages of the CDS process, in particular for the formulation of the city vision and the identification of strategic thrusts. The strengths, weaknesses, opportunities and threats of a city, identified through the analysis, are the city's distinctive features on which it may build its vision for development, by exploiting its strengths and opportunities and remedying its weaknesses (See Annex V: "Examples of SWOT Analyses").

Figure 1 – SWOT Analysis: Internal Factors and Outside Environment

Therefore, strengths and weaknesses (identified during the internal analysis) refer to the city's specific internal characteristics on which it may build its vision for development by exploiting its strengths or correcting its weaknesses, particularly in relation to the strategic targets or areas of investigation chosen.

On the other hand, opportunities and threats concern <u>external</u> events, factors and conditions over which the city has <u>no control</u> (*external urban environment*) such as national, regional or international markets, the regional political context, trade agreements which could apply to the country, national investments and large-scale projects (airports, highways, etc.). They may either contribute to its development (Opportunities) or on the contrary expose the city to development problems (Threats).

2.2.2.4 Analysis of alternative development scenarios

The SWOT analysis of initial thematic and sectoral findings is a key moment to study options and different scenarios that could be implemented to achieve the objective of optimum development. The alternative scenarios will examine the potential evolution and trends in:

- The city's strong points (for example: increased tourist investments, improved transport infrastructures, more flexible regulations concerning investments, etc.)
- The city's weaknesses (for example: less bureaucracy, slums upgrading, less sources of pollution, etc.).

It is important that the technical teams in charge of preparing the analysis suggest several options to local actors. There are several reasons for this, mainly:

1- Local authorities and their partners will have something to work on, that is, a basis for constructive (and instructive) discussions on the different options leading to a collective decision;
2- Local actors will be offered the possibility of choosing among the different options thus ensuring better ownership of the process by local actors, and;
3- It is useful to "*model basic scenarios so that planners can anticipate and better react to future change[5]*" during the CDS process.

Proposing different scenarios could prove to be an extremely useful and instructive exercise for the formulation of the vision.

2.2.2.5 Organizing workshops in each phase of the analysis

The analysis prepared by experts needs to become a collective analysis involving the different actors of the city who will then develop a sense of ownership of the outcome. This is done through workshops:

- Short thematic workshops organized by theme-specific working groups (2 to 4 workshops maximum). Participants will be able to examine more closely the different themes chosen (industrial development, urban growth, tourism development, etc.) and their evolution trends, and will also analyze and discuss the different scenarios proposed.
- A feedback workshop to present the overall analysis with a debate focused on the city's strengths, weaknesses, opportunities and threats, and the city's prospective outlook. This workshop builds on the results of the urban analyses and prepares the launching of the next stage of the CDS process: "Formulating a Strategic Vision".

2.2.2.6 Documenting the analysis

- Thematic Reports: These reports will contain a description of the state of the city relative to each of the thematic aspects or sectors concerned. They will do so by:
a. Giving a short description of the sector in question;
b. Identifying evolution trends of the sector and drivers of change;
c. Listing the main problems encountered by the city and its citizens in the sector concerned;
d. Suggesting forms of intervention and necessary changes to improve the city's situation over the short, medium and long terms, based on the SWOT analysis.
- A summary report of the state of the city that will contain:
a. A brief profile of the city;

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[5] In UCLG "Policy paper on urban strategic planning: Local leaders preparing for the future of our cities", p. 84.

b. Indications concerning the strengths, weaknesses, opportunities and threats affecting the city as a whole;

c. Overall perspectives for the city and the expectations of its citizens;

d. Major constraints or obstacles to the city's competitiveness.

2.2.3 Means, Tools and Techniques

Research and investigations may be carried out during this analysis stage through:

Analysis of existing documents, standards and regulations: These include, among others, legal and regulatory documents, public codes and prescriptions, national and local statistics, or annual, sector and progress reports from the different administrations and services concerned at local and national levels, and also reports prepared by actors of the civil society (trade associations, chambers of commerce and industry, etc.).

Direct consultations with actors and partners concerned by thematic components (relevant authorities, sectoral or deconcentrated directorates, NGOs, target community organizations, central sectoral administrations, etc.). For example, an analysis on local economic development will require organizing a series of exchanges with representatives of the principal State companies, and representatives of the private, informal and handicrafts sectors, etc.

Surveys: In some cases, it may be necessary to conduct surveys to obtain up-to-date data (or to fill information gaps). These surveys are conducted with existing local resources (bureau of statistics, of prospective studies, etc.).

2.2.4 Endorsement and Validation of Results

The key role of steering structures during this stage will involve actively monitoring the diagnostic work. In general, the diagnostic work is carried out by experts since it is quite difficult for local administrations to handle the large volume of work required. Close follow-up of their work by CDS steering structures will enable all actors to better understand the issues at stake and to later promote ownership of the conclusions of the analysis.

a. The tasks of the technical committee include to:
   1. Closely monitor the progress made by experts in their analysis (adherence to terms of reference, making sure deadlines are met and obtaining quality output).
   2. Provide guidelines to experts and review experts' reports making any necessary remarks and recommendations (particularly upon submission of interim reports).
   3. Submit the final reports to the coordination committee (executive summary, recommendations, key lessons learned and main themes put forward to anticipate the future vision and the strategic thrusts).

The steering committee's tasks will include:

1. The analysis of the reports by organizing work sessions during which experts will present their reports.
2. The providence of guidelines to experts and the presentation of the committee's conclusions.
3. That the mayor or leader of the CDS process will continue to play his/her role as driver of the process to preserve the motivation and enthusiasm of CDS actors.

> **Recommendation:** *The technical committee shall submit the documents to be approved by the steering committee with enough time in advance (1 to 2 weeks) to allow steering committee members to analyze the documents.*

2.2.5 Results Expected

If properly conducted, this stage will produce important results, in particular:

a. Clear, reliable and useful documents on the current state of the city, its strengths, weaknesses and the opportunities that may be seized, as well as the challenges to be confronted.
b. The comprehension of the situation by key actors, in particular those who will be involved in critical decision-making and in the implementation of such decisions, including at central State levels.
c. Ownership of the analysis by key actors that will guarantee their joint commitment with local authorities.
d. Broad support of the city's population to the CDS process and to the proposals chosen.

2.3 Specificities of SEMC and How to Address Them

2.3.1 Distinctive Elements of Some SEMC

By reviewing the reports prepared on the CDSs conducted in SEMC, a number of lessons have been identified concerning the countries and cities in the region and their governance systems, essentially:

a. The prevalence of complex and idiosyncratic legal and regulatory frameworks, for instance, concerning land management and titling systems. They are the result of superimposed layers of customary law, Habous/Wakf, and colonial influences and require the skills of local experts specialized in local systems.
b. Information gaps in key areas—or withholding of existing data in some countries.
c. A certain reluctance, mainly from local authorities, to engage in debates directly with the population. They prefer to deal through appointed officials who are supposed to represent citizens.
d. It is difficult to draw attention to emergent topics (governance and local democracy, climate change, energy savings) even though these issues will have an increasingly direct impact on SEMC over the medium and long terms (even on a short-term horizon for some of them).

2.3.2 Difficulties and Risks to be Overcome

The difficulties and risks below are often a consequence of the specificities observed. Among the most important, which often become obstacles or dilute the strength of the CDS, the following are noteworthy:

a. Certain services instinctively withhold information with the risk of compromising the results of the analyses and diagnostic work and even leading to the wrong conclusions.

b. The lack of information is often related to the nonintervention of authorities in certain areas. This was observed in quite different sectors, for instance, concerning the sums involved in land and real estate transactions, air pollution levels, the extent of tax evasion, etc.

c. When the information is available, it is sometimes obsolete and, in some cases, it needs to be updated.

d. The work conducted by experts is often rather "academic" and therefore not appropriate to achieve the objective of this stage, which requires targeted and uncompromising analysis.

e. Some experts' reports articulate conventional and moderate opinions, not "daring" to explicitly point out the gaps and weaknesses observed.

f. A number of specific themes continue to be disregarded by local experts and specialists probably because they have been newly introduced in the local context (mobilization of non-traditional financing for municipalities, credits, etc.).

2.3.3 How to Overcome Risks and Difficulties in SEMC

More than technical resources or expertise, it is the political will of CDS leaders and the Government's commitment to the CDS approach and its implications that will enable actors to meet the challenges previously mentioned, among others:

a. A communication policy confirmed by official authorities.

b. Local authorities should seek the collaboration of central State actors through extensive communication and information efforts on the objective of the CDS, in order to dispel all doubts or mistrust during data collection from central administrations.

c. If they encounter difficulties to access the necessary information—or if there is no data available—experts shall work, as much as possible, on the basis of scenarios or models that could be useful to apprehend local realities (for example: by using statistical series, data available for related areas, etc.).

d. The steering committee and the technical committee play an important role in communicating the results of the analysis to the population in clear, direct and accessible terms during participatory workshops.

e. Finally, as previously mentioned (See 2.2.2.1), experts should systematically work in pairs—one local expert and one international expert—to ensure the continuity and sustainability of the process.

Chapter 3 Formulating a Strategic Vision

3.1 Objectives and Preconditions

3.1.1 Definition

In order to formulate a strategic vision, all stakeholders should be invited to articulate jointly, in a few sentences, their vision of the city's future over the long term: In 15 to 20 years, what kind of city do we want to live in?

This vision should be proactive and yet, it must be realistic and likely to be validated by the citizens. It should reflect the city's specific characteristics, in particular its competitive advantages compared to other cities in the region, its values, its position in the regional—and even global—economy, and its physical, historical and cultural assets.

> **The vision of the city of Ramallah (Palestine)**
>
> *"Together we seek a prosperous area built on a service-based economy with reliable infrastructure, [which] adopts good governance that ensures efficient public participation, respects diversity and citizens' rights, and preserves its environment and heritage."*

The vision could include images of the city or existing slogans deeply anchored in the city's collective memory in order to ensure continuity with the past (See Annex IV, "Examples of City Visions").

3.1.2 Objectives

Formulating a vision enables the convergence of all CDS partners and actors upon a basis on which the CDS will be built: the collective visions and aspirations of all stakeholders achieved through opportunities for dialogue among the different urban actors. The vision acts as a catalyst and a strong unifying factor of the different components of the urban community in what will become a collective project.

3.1.3 Preconditions

It is essential to develop the city vision through a collective process that respects the opinions of all the different groups. It must not be the product of debates in which only local authorities or experts participate. To do so:
- Authorities should clearly aim at organizing open straightforward debates.
- It is important that actors defend their points of view, but they should nevertheless respect the opinions of others and accept to be contradicted.
- Those in charge of conducting the process for the formulation of the vision should not influence the debates. They should encourage participants to be both ambitious and realistic in order to develop a vision that may be effectively pursued through the CDS.
- The persons responsible for organizing the debates and in particular the technical committee should be trained in advance to conduct debates involving different social groups with sometimes conflicting aspirations.

3.2 Implementation of Stage 3

3.2.1 Main Tasks and Actors

The formulation of the vision is an eminently participatory process based on a structured approach in which the various actors become involved at different stages. Specifically:

a. *The working groups,* in contact with the relevant discussion forum (Refer to the "Recommendation" under section 1.2.1), they analyze diagnostic and state of the city reports to draft the first sectoral components of the vision and present their results during a workshop to the municipal council and other decision-makers at city level.

b. *The technical committee, under the authority of the steering committee*, launches a parallel campaign targeting citizens from different socio-professional groups asking them to give their vision of the city. Their visions could be used in a media campaign and serve as an additional tool to anchor the process in the city and to build citizen ownership.

c. *Working groups and the technical committee* draft vision proposals by sector and thematic component and submit them to CDS actors during a forum/debate for their endorsement.

d. During the forum/debate, *CDS actors* will be able to merge their sectoral visions into a unique city vision. This stage and above all the forum/debate will be very useful for facilitating negotiations between the different actors and to develop the feeling of belonging to a city.

e. *The municipal council* ensures the city vision is broadly disseminated so that it will become a positive benchmark of the city's identity, a label and tool to promote the city.

> *Recommendation: Workshops are ideal to communicate extensively on the CDS during the formulation of the vision. It is recommended to work closely with the media and to include them in the CDS communication campaign.*

3.2.2 Means, Tools and Techniques

Developing a vision will require techniques and skills in conducting debates with populations from very different social backgrounds. For some, it will be the first time they take part in such a process. Several techniques may be used to encourage participation and solicit ideas, in particular:

- Organizing workshops for small groups starting with those in charge of the process (steering structures) to achieve a clear and shared understanding of the concept and its execution.
- Information meetings to explain CDS concepts to groups that are not familiar with the process (youth, women, slum dwellers, etc.). These meetings will take place if possible in their usual environment (youth, women and neighborhood centers).
- The presence of an expert in participatory techniques and group dynamics could be very useful, in particular to build consensus and to solve potential conflicts between participating groups.
- Using different media to share and publicize the vision and to gain broad acceptance by different social categories: radio, focus groups, newspapers, posters, direct solicitation of prominent figures and target citizens asking them to speak about their expectations and their dreams for their own future and for their city (See Aleppo's media campaign).
- An interactive website should be created for the CDS very early in the process. It should be used extensively during this phase.

3.2.3 Endorsement and Validation of Results

As a fundamental principle of a participatory process, the CDS actors themselves will validate the vision. To do so, it is advisable to build consensus in order to consolidate the visions articulated by the different groups into a single vision. If there are many different positions, the steering committee could validate and intermediate solution that will be shared with all actors.

3.2.4 Results Expected

The formulation of the vision is a highly instructive process —enabling all to understand the ultimate objective of the city development strategy— that is also instrumental in federating actors and partners of the CDS. Moreover, the debates will lead to mutual understanding and sharing of concerns and problems of every social group.

Properly conducted, the development of the vision will give the city a realistic and viable vision unifying the efforts and enthusiasm of all actors for the benefit of its citizens.

3.3 Specificities of SEMC and How to Address Them

3.3.1 Distinctive Elements of Some SEMC

The first city development strategies conducted in SEMC were characterized more than elsewhere by the following elements:

a. Signs of progress are observed concerning open debates and public forums. This trend should pick up speed after the social movements in the region since 2010 that should impact all sectors, including the debate on the future of the city and the vision underpinning that future.

b. The innovative nature of the exercise both in its technical and clearly political dimensions.

c. Social fragmentation and the most disadvantaged seeking recognition, aggravated by often difficult economic situations with a direct impact on the poor. Through their determined and sometimes violent efforts to gain recognition, these social groups gained awareness of the situation and are quickly becoming key partners in decision-making processes that affect them.

3.3.2 Difficulties and Risks to be Overcome

Similarly to other countries and cities that have adopted the CDS process—yet sometimes to a greater extent—, the cities in Southern and Eastern Mediterranean countries are confronted with the following difficulties:

a. The great variety of partners and social groups that have very different aspirations reflecting sometimes conflicting issues and concerns. In general, they lead to diverging proposals, apparently difficult to reconcile.

b. The idea of a city vision is a new concept for all. Considerable time and efforts are necessary to explain and teach this new notion. Lack of appropriate training could result in the opposite of what was initially intended.

c. The enthusiasm of partners impatient to give their city a better future and who want immediate results could lead to the formulation of unrealistic visions.

3.3.3 How to Overcome Risks and Difficulties in SEMC

CDS drivers shall endeavor to clearly explain the process to the public and establish direct contact with the populations concerned. To do so, they will:

a. Relay the information through social partners (NGOs, opinion leaders, religious leaders, and prominent citizens) committed to the CDS approach, in order to encourage the actors concerned to give their point of view.

b. Multiply opportunities for direct (conferences and workshops) and indirect (media, community leaders) contacts.

c. Use the most appropriate communication channels to reach the population (poster campaigns, local radio station, and public meetings).

Chapter 4 Formulating the Strategy

4.1 Objectives and Preconditions

4.1.1 Definition

The definition of strategic thrusts is the next stage after the formulation of the vision for the city's future. In order to translate the vision into a concrete outcome, it is necessary to define strategic development targets. For example: "Make the city center more attractive" or "develop our tourism potential to meet national and international demand" could be the strategic thrusts of a vision in which a city wants to become by 2025 a world-renowned tourist destination. Strategic thrusts are therefore converging overall guidelines or targets aimed at achieving the strategic vision. In a later stage, these strategic thrusts will be broken down into measurable actions and projects of an operational action plan with the corresponding performance indicators[6]. However, strategic thrusts that are not followed by operational actions to achieve the results expected within the allotted time should be avoided (See Annex VII, "Examples of Strategic Thrusts").

A Strategy IS NOT…

"Strategic thrusts are not wish lists, lists of projects, or comprehensive sectoral plans. […] In many CDSs, strategic thrusts identified are not true strategies but themes or even objectives, e.g. "improve the urban environment", "improve accessibility through balanced transportation systems", or "eliminate slums". […] Implementation of a true strategic thrust should be measurable; as such, it needs to consist of specific actions."

Cities Alliance, "City Development Strategies Guidelines: Driving Urban Performance", 2006, p. 51.

4.1.2 Objectives

The objectives of this stage of the CDS are to:

1) Outline the short, medium and long-term activities and actions to be accomplished for the vision to become a reality.
2) Identify actors and services in charge of conducting activities and actions.
3) Determine the necessary human and financial resources.
4) Build the broadest consensus possible on the strategic thrusts chosen.

4.1.3 Preconditions

The preconditions required to engage in the formulation of the strategic thrusts are related to the deliverables of previous stages, mainly:

- The key elements of the participatory analysis (SWOT analysis, prospects for future growth and the evolution of the different socio-economic indicators, programmed or ongoing large-scale projects, etc.).
- Identification of the most encouraging sectors and intervention levers to mobilize local, regional and central actors through the SWOT analysis (matrix).
- Taking into account of the vision formulated during the previous stage.

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[6] Asian Development Bank, "City Development Strategies to Reduce Poverty", 2004.

In addition to these elements, it is necessary to make sure actors will be available (for example in an enlarged steering committee) to work within a cross-sectoral framework.

4.2 Implementation of Stage 4

4.2.1 Main Tasks and Actors

1) Formulation (or analysis of the reports prepared by experts) by the technical committee of a first version of the strategic thrusts enumerating the actions needed to achieve the vision for the city's future developed during the previous stage.

2) Organization of a workshop is organized to define the strategic thrusts. Actors participating in this workshop are the same who contributed to formulate the strategic vision. The purpose of this workshop, which may consist of several sessions, is to examine and improve the strategic targets proposed by the technical committee.

3) Preliminary identification during the workshops of projects resulting from the strategic thrusts.

4) The strategic thrusts chosen undergo a "coherence test" to verify they are SMART goals according to the attributes listed below.

SMART Strategic Objectives or Thrusts

- **Specific -** Answering the question: Is the strategic objective focused on a specific issue? The strategic thrust should describe what will eventually change and how it will change.
- **Measurable -** Answering the question: Once it has been achieved, is the objective's impact measurable? The level of achievement of the goal chosen should be measurable, hence the need to develop adequate indicators.
- **Achievable -** Answering the question: Can the objective be achieved or is it beyond reach? It is essential to take into account the efforts that will be needed to achieve the objectives before validating the strategic thrust.
- **Realistic -** Answering the question: Will we have adequate means to achieve this goal? The objective should be realistic, achievable, and above all, the necessary means and resources should be available. Therefore, it is critical to determine precisely the financial potential of the city and its future evolution.
- **Time-bound -** Answering the question: Have we established a realistic timeframe to achieve this objective? Even though city development strategies are generally developed over a period exceeding ten years, strategic thrusts may have different timeframes.

In order to preserve the "strategic" nature of a city development strategy, two conditions must be met:

- Having a limited number of strategic thrusts. The most appropriate will be those with the highest potential for synergy and mutual interaction.
- Strategic thrusts should address structural determining factors and not the symptoms.

Recommendation: It is advisable to give priority to strategic targets that address the causes and not the symptoms or visible signs of a problem.

4.2.2 Means, Tools and Techniques

Building on previous stages, the formulation of strategic thrusts will require the technical support of national and/or international experts who will prepare reports and notes for the technical committee and provide assistance during the workshops. Two scenarios are possible:

1. Experts identify the strategic thrusts: In this case, the technical committee should validate the choices of experts before sharing them with a large number of actors during the workshop for the formulation of the strategic thrusts.
2. Strategic thrusts are approved during a workshop for that purpose, based on the results of the previous CDS stages.

In both cases, several workshop sessions may be necessary. Preparing and organizing workshops are particularly demanding tasks that require confirmed skills. Indeed, the workshop's objective will be either to debate, analyze and probably convince the actors present to commit to the experts' proposals (first scenario) or to help participants to articulate their choices clearly and specifically once they have examined the results of the participatory analysis and the city vision (second scenario).

4.2.3 Endorsement and Validation of Results

The steering committee will endorse the results of the forum after a consensus—or at least a large majority—has been achieved during the workshops open to all stakeholders.

4.2.4 Results Expected

Meeting the following conditions will determine the success of this stage:

- Stakeholders reach an agreement on the formulation of strategic thrusts for the city's development.
- A large consensus is achieved among members of the steering committee and the municipal council concerning the CDS strategic development thrusts.
- The strategic thrusts are adopted by the municipal council during a formal session.
- A preliminary choice has been made concerning projects to be implemented describing their expected outcome and impact. These projects will be further developed and fine-tuned during the following stage "Preparing the Action Plan and Project Phasing".

4.3 Specificities of SEMC and How to Address Them

4.3.1 Distinctive Elements of Some SEMC

The report "Urban Development Strategies in the Mediterranean: Context, Issues and Outlook" prepared by the CMI for the Barcelona conference[7] mentions that the strategic thrusts proposed in city development strategies in the region are often general statements. Cities were too exhaustive and failed to apply methods that could have been useful to validate their choice of strategic thrusts (Refer to the SMART approach).

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[7] Conference on Urban Development Strategies in the Mediterranean, Barcelona, March 14-15, 2011.

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Observations on the Strategic Thrusts of the CDSs of 11 Cities Studied

(Alexandria, Aleppo, Amman, Al Fayhaa, El Jadida, Izmir, Settat, Tétouan, Ramallah, Sfax, Tunis)

- Strategic thrusts correspond to broad themes with the exception of Alexandria and Amman that specified concrete actions.
- They are limited to ongoing (or programmed) projects of different administrations within the city, for example, in El Jadida and Tetouan 2.
- They are often wishes for the future of the city (Settat, Tetouan 1, Sfax and Tunis).
- They are presented as sectors of intervention that embrace all the sectoral components of the city (Al Fayhaa and particularly Izmir).
- Although they represent concrete objectives in Ramallah's case, they go into such detail (19 thrusts) that it is difficult to visualize the overall idea of the project.
- Finally, the project for the renovation and rehabilitation of the old city of Aleppo appears to have been spared from this tendency to be all–inclusive. The objectives of the strategy were immediately confronted with the scarce available resources (a small proportion of the municipal budget).

Source: CMI, "Urban Development Strategies in the Mediterranean: Context, Issues and Outlook" Marseille, 2011, page 43.

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Besides the inadequate technical skills of some CDS teams, cities face many constraints and difficulties in a highly unstable political context with the following consequences:

- Substantial needs in terms of infrastructure, decentralization, housing, finances, etc.
- It is difficult to clearly identify budgetary resources (principally medium and long-term) in particular with regards to the city's budget.
- Strong expectations that have gained strength through the recent social movements.

4.3.2 Difficulties and Risks to be Overcome

Because cities have important deficits in many areas, the CDS is often seen as an opportunity to "put down everything that needs to be done" knowing for a fact that most strategic thrusts formulated will not be achieved when they are not determined through a coherent process. This attitude may be explained by:

- The strong demands of civil society and the pressure exerted on authorities;
- The temptation to satisfy everyone, immediately, in sometimes unstable social contexts;
- The wide gap between the ambitions voiced by actors and the means to achieve them, and finally;
- Different demands from different social groups, which are sometimes difficult to reconcile.

4.3.3 How to Overcome Risks and Difficulties in SEMC

A coherent choice of strategic thrusts is possible if the distinction is made from the start between two types of strategic objectives:

- ***Strategic thrusts aimed at urban upgrading*** found in practically all CDSs in SEMC*.* These thrusts may be qualified as compulsory and concern in general the improvement of housing, urban transport and urban facilities.
- ***Specific strategic thrusts*** related to the vision formulated for the city's future. If the vision states for instance that the city will become a center of agricultural processing industries by 2025, specific strategic thrusts might include the creation of educational/training centers in

value-added processing of food and agricultural products, developing partnerships with cities abroad with similar profiles, etc.

It is therefore possible to formulate relevant and achievable strategic objectives by differentiating the two types of thrusts and by selecting them through the appropriate methodology (SMART attributes). Considering the specific urban context in Southern and Eastern Mediterranean countries, in order to do this it is necessary to:

- Provide training to members of the technical committee and working groups for the formulation of the vision and strategic thrusts.
- Encourage public debate in forums discussing the gap between the funds needed for each strategic thrust and the prospects for change in the city's finances.
- Encourage the population to make decisions concerning the budget (participatory budget).
- Jointly identify during the workshops any alternative options that could help achieve the objectives established.
- Achieve a consensus on realistic and achievable strategic thrusts.

Chapter 5 Preparing the Action Plan and Project Phasing

5.1 Objectives and Preconditions

5.1.1 Definition

The action plan translates CDS strategic thrusts into programs and projects for their implementation. Besides indicating the programs and projects to be conducted for CDS implementation, the action plan clearly defines responsibilities, identifies financial resources and sets the duration of each program or project. It is the result of agreements between the different partners involved in the CDS (See Annex VIII, "Examples of Action Plans").

5.1.2 Objectives

During this CDS stage, the city will compile a list of actions to be carried out over the short, medium and long terms:

- Short-term actions, including quick win projects already incorporated in the city budget and program.
- Medium-term actions by sector (anticipating the mechanisms needed to integrate sectoral plans).
- A long-term action plan outlining the programs aimed at achieving the strategic vision.

5.1.3 Preconditions

- Involving from the beginning of the process public decision-makers (above all, representatives of the central government) and private sector leaders, in particular those with ongoing or programmed investments in the city (e.g. chambers of commerce and industry or specific companies).
- Endorsement of the vision and strategic thrusts by public and private city actors.
- Assessment of the city's financial framework, on the one hand, and its capacity to mobilize local, national and international funds, on the other. These elements will underpin the formulation of operational action plans.
- Launching a training and skills upgrading program for local personnel to ensure the city's human resources will be qualified to develop the action plan efficiently.
- Setting up a CDS monitoring and implementation structure even when all the conditions have not been met (dedicated services and organizational structure, adequate personnel, premises, etc.).

5.2 Implementation of Stage 5

5.2.1 Main Tasks and Actors

The formulation of a CDS action plan implies a judicious combination of achievable projects, and of projects whose successful completion depends on factors out of the city's control at the time the CDS is being developed (future evolution of city finances, reservations voiced by the private or public sectors concerning certain projects, etc.).

Preparing an action plan is a fine-tuning and sorting out process that involves the different players in charge of the CDS: the steering committee, the technical committee, working groups, the general conference, etc.

Several drafts and the iterative efforts of these CDS teams will be necessary to develop the action plan and to ensure its credibility (although at this stage some actions chosen may seem unrealistic over the short and medium terms) and its capacity to achieve the vision formulated by the city. The formulation process of an action plan consists of seven stages:

1. Aligning each strategic thrust with appropriate programs and projects. The action plan should not be packed with small local projects to meet the basic needs of the population. In general, these projects may be undertaken under ordinary sectoral programs.

2. Giving priority to large-scale programs and projects. These are exceptional programs for the implementation of major infrastructures, large-scale facilities or a project for the development of a sector of the city, etc. These projects are particularly important in terms of urban development and for the success of the CDS. According to MedCities guide for urban development strategies, it is necessary to have a "Project"; because in the absence of feasible projects with strong economic, social or local repercussions, strategies become merely a sum of wills lacking true impact.

A Project for the Strategy

"It is not only necessary to formulate an Action Plan that will establish a timeframe, responsibilities and budgets for each project but it is also essential to identify the large-scale Projects that will drive the city's efforts to achieve the objectives proposed in its Strategic Framework. Moreover, specific more in-depth work will be conducted on these large-scale projects because we believe they will largely determine the success or failure of the strategy."

Adapted from: MedCities Guide on Sustainable Urban Development Strategies (Original in French).

The choice of large-scale projects should be made through an innovative and ambitious approach of the city's current situation. Contributions of experts and outsiders are needed at this stage since they are likely to have a more detached perspective allowing them to suggest new projects that would not have been identified at local levels.

3. Clarifying programs and projects in collaboration with the different ministerial departments, public agencies, and private investors and operators concerned. Experience shows that most CDS projects depend upon public operators (agencies, ministerial departments) and private actors (real estate promoters, investors), and not on the city (municipality and local authorities). Therefore, it is necessary to interest these key urban development actors in the CDS process through increased visibility on the city's development which could motivate them to strengthen their efforts either by boosting the projects they already have in their programs or by suggesting other time-bound actions, or both.

4. Organizing actions over a given time period. Since the CDS cannot satisfy immediately all needs and demands, it is necessary to organize actions within a timeframe of several years. This way, it will be possible to meet more demands, and important projects will have the time to mature.

5. Preparing detailed project data sheets (See Annex IX, "Examples of Project Data Sheets"). Each action should have its own detailed data sheet providing the following information:

- The strategic thrust or target the project will contribute to achieve
- The nature of the project and its main characteristics
- The results expected from the project/action
- Project's specifications
- Estimated costs and multi-annual investments programming
- Leader/Driver of the project (municipality, ministry, private or semi-public operators, ad hoc agency, etc.)
- Execution/Work schedule
- Project performance indicators

6. Representation of projects in a city map to visualize the impact of completed projects through drawings, scale models, photos, etc.

7. Definitive version of the action plan. Working groups and the technical committee should produce a program of priority actions to be approved by the general conference[8]. The document to be submitted to the participatory assembly will include the following elements:

- An introduction summarizing the strategic thrusts selected as starting point of the stage.
- Project data sheets and a map showing priority strategic projects.
- A table listing all investments scheduled for each year of the project and for each operator.
- A schedule for the implementation of actions programmed indicating financing sources (national budget, outside funds, local resources and contributions of different actors).
- A brief progress report on consultations with public and private actors, points of agreement/disagreement, actions whose feasibility should be discussed at higher levels (central State services, prime minister, etc.).

> **Recommendation:** *Financing is a critical element of the success or failure of a CDS. Therefore, it is important to clearly and specifically indicate in the action plan how the necessary funds will be mobilized to carry out the projects scheduled.*

5.2.2 Means, Tools and Techniques

Some of the most important means and tools are:
- Multi-annual national plans and programs.
- Budget estimates of the different ministerial departments.
- Lobbying international fund donors and submitting proposals of projects to be financed.
- Discussions and consultations with the different public and private operators.
- Conferences, forums, workshops to fine-tune and clarify programs and projects to be included in the action plan.

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[8] The general conference is made up of the following actors: representatives of regional, provincial and local authorities, regional members of parliament, trade chambers and professional associations gathering economic actors, representatives of political parties and labor unions domiciled in the city conducting the CDS, representatives of public and private institutions, well-known development experts or specialists and all persons interested.
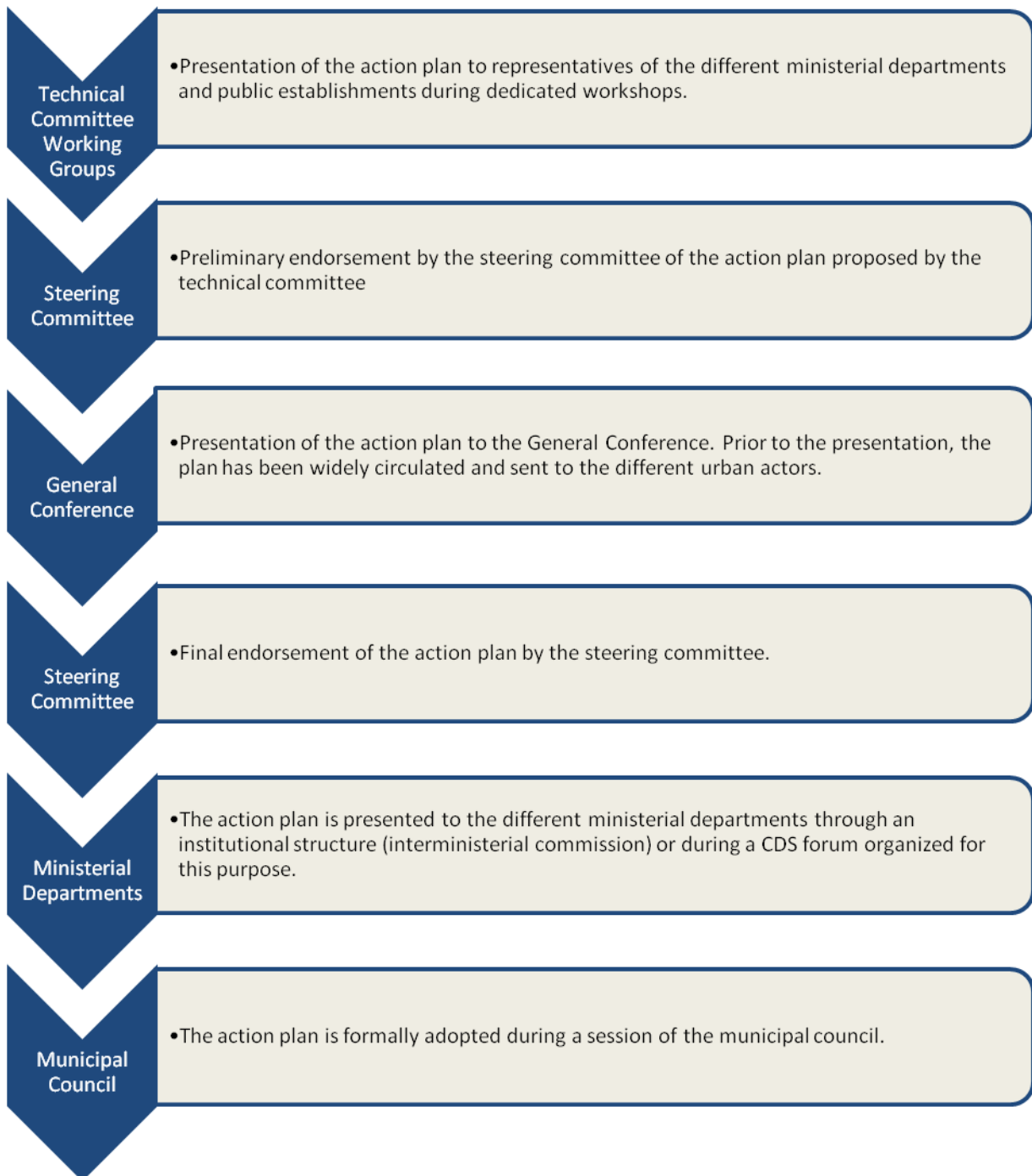
5.2.3 Endorsement and Validation of Results

The preparatory phase of the action plan is a critical stage of intensive work in which a series of drafts and proposals are discussed and analyzed by working groups and during workshops with the participation of the principal public and private actors. The outcome of this preparatory stage is a document whose contents are described in section 5.2.1 under "Main Tasks and Actors".

It is recommended to endorse and sanction the resulting CDS action plan through a five-step procedure:

1) Once its remarks and suggestions have been taken into account, the steering committee issues a preliminary endorsement of the document.
2) The action plan is presented to the general conference. Previous to this presentation, the action plan has been widely circulated and sent to the different urban actors. The objective of this workshop is to obtain the commitment of the largest number of actors involved in the action plan.
3) At this stage, the steering committee examines the results of the general conference and decides on the modifications to be made to the action plan before adopting its final version.
4) The action plan is presented to the different ministerial departments through an institutional structure (interministerial commission) or during a forum organized by the CDS team for that purpose.
5) The action plan is formally adopted during a session of the municipal council.

Figure: Endorsement and Validation of the CDS Action Plan

Technical Committee Working Groups
- Presentation of the action plan to representatives of the different ministerial departments and public establishments during dedicated workshops.

Steering Committee
- Preliminary endorsement by the steering committee of the action plan proposed by the technical committee

General Conference
- Presentation of the action plan to the General Conference. Prior to the presentation, the plan has been widely circulated and sent to the different urban actors.

Steering Committee
- Final endorsement of the action plan by the steering committee.

Ministerial Departments
- The action plan is presented to the different ministerial departments through an institutional structure (interministerial commission) or during a CDS forum organized for this purpose.

Municipal Council
- The action plan is formally adopted during a session of the municipal council.

5.2.4 Results Expected

- The projects that will be developed are clearly described and aligned with the different strategic thrusts.
- Support and commitment of donors and relevant authorities to the action plan and plan financing.
- Clear commitments for the procurement/mobilization of resources.
- Mobilization of all actors towards the objective identified by the action plan.

5.3 Specificities of SEMC and How to Address Them

5.3.1 Distinctive Elements of Some SEMC

The review of city development strategies in Southern and Eastern Mediterranean countries showed:

- Cities tend to propose unrealistic plans - The city is not the competent authority to implement many of the interventions included in action plans (building a hospital, schools, cultural centers, etc.). So even if the actions proposed are relevant, they are not endorsed by an institutional authority, and therefore their implementation exists only in the planners' imagination, unless they were already being implemented or had been programmed outside the CDS and later incorporated in the action plans.
- CDS action plans rarely provide a detailed analysis of the financial capacity of the city or discuss the means to improve such capacity; consequently they consist for the most part of sectoral projects that come under the authority of ministerial departments with very few projects proposed by the city.
- Sometimes the actions proposed by the city are not in line with the priorities of fund donors.

5.3.2 Difficulties and Risks to be Overcome

A properly developed action plan will provide answers to the following questions:
- Who does what with what resources?
- For how long and when (dates) do projects start and when do they finish?
This means the city is either sufficiently autonomous to provide adequate financial and technical means or is certain of having adequate and timely resources. It will also require a certain capacity to negotiate with public and private actors to support the city's action. In this context, most Southern and Eastern Mediterranean countries need to develop their financial and lobbying capacities.

5.3.3 How to Overcome Risks and Difficulties in SEMC

Medium and long-term measures are needed in this area.

Medium-term measures:

- Setting clear priorities in the action plan that will ensure coherence between available resources and the actions and projects proposed. This will guarantee the credibility of the action plan and therefore of the CDS itself.

Long-term measures:

- Improving the city's financial capacity through more efficient local finances management and taxation.
- Improving the city's position with respect to public and private actors by regularly implementing projects set out in the action plan through inter-municipal arrangements.

Chapter 6 Implementation, Monitoring and Evaluation

Many still compare the CDS to a process that leads to the formulation of an action plan. Once the action plan has been developed, its implementation is frequently considered as a separate phase disconnected from the analysis stage. Such a fractured process in which the design of the CDS and the formulation of the action plan are dissociated from its implementation has been observed in many city development strategies in SEMC. Actors were faced with difficulties in transforming the analytical output of the CDS into an operational process for its implementation, monitoring and evaluation. These difficulties came both from the methodology and the institutional frameworks. The uneven attention paid to transversal activities, such as CDS institutionalization and the mobilization of financial and communication means, may partially explain the obstacles encountered to complete the CDS process and to effectively transform its objectives into actions and programs in the field. These transversal activities, which go beyond the development of the CDS to ensure its implementation, will be discussed in the second part of this guide.

Conditions for an Effective Implementation

At city level, the CDS strategy should be both a *product* (an action plan consisting of short, medium and long-term projects with estimated feasible budgets) and a *process*, through the institutionalization of the CDS approach. This will only be possible if the following conditions are met:

- The creation of political and technical mechanisms for the implementation of the CDS once it has been approved.
- Carrying out actions and projects that could demonstrate the CDS is effectively operational, in order to give the CDS process credibility in the eyes of stakeholders.
- Reinforcement of participatory actions and public and private sector lobbying to mobilize financial resources and meet the budget estimates of the CDS.
- Setting up stable institutions with appropriate means, which in addition to monitoring CDS implementation, will be in charge of CDS revisions and evaluation.

6.1 Objectives and Preconditions

6.1.1 Definition

Implementation, monitoring and evaluation activities are essential elements of the CDS process. The ***implementation*** consists in transforming into an operational process the analytical exercise of the CDS approach. ***Monitoring*** includes all activities carried out on a regular basis to follow-up and to verify the implementation of actions and projects set out in the action plan. As for the ***evaluation,*** it has a larger scope and is conducted occasionally for a systematic and objective assessment of the implementation process and of ongoing or completed actions. Its purpose is to determine how to improve the initiatives in progress, and it is also a tool to help actors in future planning, programming and decision-making.

6.1.2 Objectives

The objectives of this stage include to:

- Execute the actions set out in the action plan.
- Meet deadlines.
- Mobilize adequate resources.
- Evaluate progress made in the implementation of the action plan.
- Properly monitor the different actions of the action plan and its implementation phases.
- Determine the differences between the outcomes and the initial objectives.
- Take timely corrective measures to remedy errors/problems in the design and implementation of the CDS (It will then be possible to redefine strategic thrusts and consequently the plan of action.).
- Update the action plan on a three to five-year basis depending on the schedule of local investments suggested by the CDS.

6.1.3 Preconditions

- The CDS and its action plan have been formally approved.
- The implementation team/structure has been set up.
- The implementation plan gives a comprehensive and detailed description of the different annual and multi-annual plans listing activities (programming), resources (financial and physical) and outcomes.
- The timetable and work program have been established.
- Project performance indicators have been developed and included in the action plan.

6.2 Implementation of Stage 6

6.2.1 Main Tasks and Actors

1. *The following tasks must be completed to set up a monitoring system:*
- Choice of relevant data and indicators based on the answers to the following questions (list not exhaustive): What kind of information will show if activities have (or have not) been carried out effectively and if objectives have been (or will be) achieved? What precise exploitable data may be collected for analysis? What information do partners and fund donors need?
- Designating among members of the monitoring team, those who will be in charge of data acquisition for monitoring and analysis.
- In the process of identifying indicators, it is essential to decide how the data will be obtained (external sources, project documents, field surveys, resource persons surveys, etc.)
- Once the information is available, the next step is to decide who will analyze the data, what method will be used for the analysis, and to determine the frequency.
- Presenting results through periodic reports, which will be adapted according to whom the information is addressed and to the end users.

2. *Setting up an evaluation system — Who requests the evaluation and how will it be conducted?* The steering committee acting jointly with the municipal council may decide to initiate the evaluation process. An evaluation committee may be created to assign responsibilities for each

and every stage of the evaluation: drafting terms of reference, choosing evaluators, data collection, writing and circulating reports.

6.2.2 Means, Tools and Techniques

- Setting up an open access, hierarchical information system (database, GIS) for decision support. It will contain detailed data on the action plan and the progress achieved (contents, costs, location, etc.).
- Writing periodical evaluation and monitoring reports.
- Regular updates of the action plan based on the progress achieved in project implementation and according to the guidelines of the steering (or monitoring) committee.

6.2.3 Endorsement and Validation of Results

A report presenting suggestions for revisions and update of the work plan is submitted to the steering (or monitoring) committee.

6.2.4 Results Expected

- Awareness of the progress achieved
- Transparent results
- Reinforced credibility of the CDS among actors and the population
- An informed decision-making process
- Revised strategic thrusts

Recommendation: *To ensure the CDS will appear credible to stakeholders, actions and projects that could demonstrate the CDS is operational should be implemented first. These could be mature projects that may normally be carried out without any problems (quick win projects).*

6.3 Specificities of SEMC and How to Address Them

6.3.1 Distinctive Elements of Some SEMC

In Southern and Eastern Mediterranean countries, the CDS is widely considered as a planning instrument rivaling the traditional master plan for land use and urban development. While the latter is a firmly established practice known to actors and sanctioned by the law, the CDS still has difficulty gaining recognition as a holistic and strategic tool for urban planning at national and local levels.

6.3.2 Difficulties and Risks to be Overcome

The monitoring and evaluation (M&E) process is closely linked to the implementation of the CDS. Without M&E, there would be no feedback to revise actions and to improve the performance of the strategic planning system.

6.3.3 How to Overcome Risks and Difficulties in SEMC

Urban development actors should assimilate the following principles:

- The CDS is a process: it is not a program or a project whose success or failure is determined by the degree of completion of its deliverables in a given time period.

- Setting up a structure for CDS implementation is critical; however, if necessary, the creation of a monitoring and evaluation mechanism may be postponed. The implementation team may be in charge of M&E temporarily until adequate means are found to outsource monitoring and evaluation responsibilities for a more objective assessment.

Part II Transversal Activities for CDS Formulation and Implementation

In countries where the CDS approach is well established, the process consists of two types of activities:
Sequential activities that take place at a precise moment in the CDS formulation process, as described in the first part of this guide, and;
Transversal activities that are conducted throughout the entire CDS formulation and implementation process: including the "Institutionalization of the CDS", the "Mobilization of Financial Resources for CDS Implementation" and the "CDS Communication Plan", discussed in this second part of the guide.

Chapter 7 Institutionalization of the CDS

7.1 Objectives and Preconditions

7.1.1 Definition

CDS institutionalization is a process in which local ownership of the CDS approach and implementation is gradually developed. In many cases it takes place initially in an informal context, and is later scaled up nationwide to all cities through the initiative of public authorities.
The last phase of CDS institutionalization involves embedding this practice in the country's legal and regulatory framework thus becoming a reference tool for the city's institutional actors.

7.1.2 Objectives

Through its institutionalization, the CDS will become:
- A sustainable process and a permanent tool for day-to-day urban management.
- An essential planning tool complementing traditional urban planning instruments.

7.1.3 Preconditions

There are four prerequisites for CDS institutionalization:
- Having key local and national actors willing to institutionalize and carry out the CDS approach.
- Having leaders capable of advocating for CDS institutionalization.
- Having functional traditional urban planning tools taken into account in the CDS.
- Having adequate human and financial means available for the CDS structures that will be created for CDS institutionalization.

7.2 Process

7.2.1 Main Tasks and Actors

Two situations are possible:

1. A permanent structure was created to launch the CDS with financial and human resources in charge of supervising CDS operations and later on its implementation. These are ideal conditions.
2. The CDS structure was created at the end of the process. This is the situation most frequently observed, in which case, the institutionalization process must go through the following stages:

• **Setting up a structure dedicated to the CDS:** This administrative and technical structure is set up as soon as the CDS has been approved. It may include those who were involved in preparing the CDS or it may be different from the initial team. This operational organ that could be, for example, a "CDS Team" or "CDS Department" should be set up as part of the main institution driving the CDS project (within the municipality, governorate, wilaya, prefecture). The head of the CDS team or department reports directly to the senior authority leading the CDS (mayor, governor or wali). This CDS team or department may later evolve and could become an agency supported by associations.

• **Defining the mission and powers of the CDS team:** Institutionalization implies that CDS-related decisions are integrated in the routine decision-making system of the administration driving the CDS project. The CDS structure should therefore have solid linkages with the different institutions and stakeholders involved in the CDS in order to carry on and mainstream the spirit and dynamics developed during the formulation of the CDS.

• **Financial resources required for the CDS team/department are routinely integrated into the budget provisions** of the institution(s) driving the CDS (municipality, wilaya, governorate, etc.).

• **A clear and visible interest of the highest State levels:** This interest may be expressed by organizing discussions and debates on urban development strategies at national or regional levels. State authorities may also provide direct or indirect assistance and support to cities that wish to institutionalize their CDS.

7.2.2 Means, Tools and Techniques

- Adopting the CDS approach on a national scale will greatly facilitate its local institutionalization.
- By obtaining the commitment and joint efforts of a maximum of municipalities within a large urban agglomeration, for example, the project becomes relevant enough to envisage its institutionalization.
- A properly conducted communication plan facilitates anchoring the approach within city institutions.

7.3 Specificities of SEMC and How to Address Them

7.3.1 Distinctive Elements of Some SEMC

Local institutionalization of city development strategies is the most common practice in SEMC, with the exception of Turkey and more recently, Morocco.

In compliance with Turkey's national regulations, the city of Izmir has a strategic planning executive council and a strategic planning and coordination team, plus an executive committee in charge of conducting the CDS.

In Syria, the process for the restoration and rehabilitation of the old city of Aleppo had all the characteristics of a CDS approach before the term was coined. Although it was limited geographically to only one urban sector, the strategy had its own department in charge of rehabilitation works with a specific budget. However, contrary to Turkey, Syria has not institutionalized the CDS approach nationwide.

7.3.2 Difficulties and Risks to be Overcome

- The CDS could be seen simply as the latest method in vogue to address popular concepts such as sustainability, governance, climate change, etc.
- Public administration's efforts to block the CDS process (considered a threat), seeking to preserve the status quo.
- Competition with anchored practices.
- Action plans are questioned following changes in municipal leadership.

7.3.3 How to Overcome Risks and Difficulties in SEMC

- The technical committee that supervised the formulation of the CDS should remain active and be assigned new tasks for CDS implementation.
- Public development agencies could support the implementation team/department and assume responsibility for some of the projects set out in the action plan.
- Mobilizing associations to support and assist the implementation team/department.
- Reinforcing dialogue and exchanges between the Government and international organizations (among others the United Nations and the World Bank) and city networks (MedCities, UCLG, etc.).
- Institutionalizing the CDS process nationwide following Morocco's example.

Chapter 8 Mobilization of Financial Resources for CDS Implementation

8.1 Objectives and Preconditions

8.1.1 Definition

The mobilization of financial resources—a transversal activity that stretches throughout the whole CDS process—consists of all initiatives undertaken by the city to secure the necessary financial means for the implementation of the CDS action plan. The city will engage in advocacy efforts to raise the necessary funds and to develop appropriate contractual arrangements for the execution of projects.

8.1.2 Objectives

- To mobilize the resources needed to carry out the analytical process of the CDS and the actions set out in the action plan.
- To successfully implement the action plan in order to make the CDS approach credible.
- To make the CDS process credible among the population and ensure the commitment of stakeholders to the CDS.

8.1.3 Preconditions

- The CDS and its action plan have been formally approved and institutionalized.
- The city proves its credibility by conducting a quality CDS process and through reforms to the local finance system. They will be seen as guarantees to encourage the commitment of central State administrations (ministry of finance) and international fund donors.
- Lobbying actors that could be concerned with CDS funding (marketing the idea of the CDS process).

8.2 Process

8.2.1 Main Tasks and Actors

Before the city undertakes negotiations through its local leader (mayor, wali or governor) with the different public and private fund donors, it is necessary to:

- Take stock of available and potential resources and of actors that could be solicited to carry out projects in the action plan which lack the necessary funding.
- Formulate a strategy to approach actors, taking into account the CDS communication plan and specificities of the different fund donors.

In concrete terms, the city should seek to mobilize the necessary funds for CDS implementation from local governments (municipality, province, region), State services and institutions, governmental, non-governmental, national or foreign organizations, and the private sector.

Locally, the city should give the example by:

- Increasing its own resources through a strategy to mobilize potential tax revenues, among others, by reviewing the tax base and by collecting fiscal debts.
- Mobilizing resources from economic operators and the population that already benefits, or will benefit, from the positive effects of the action plan.
- Mobilizing decentralized cooperation for broad dissemination of the CDS among foreign local governments in contact with the municipality or interested in decentralized cooperation initiatives.

At provincial, regional and national levels, the mobilization of funds depends on the public administration's organization and hierarchy and the relations between tiers. In general, cities in SEMC have a limited margin of maneuver. However, the presence of a leader or a pressure group is a huge asset to attract substantial public investments to the city. The city should therefore organize itself to voice its demands through task forces made up of known figures who will advocate in favor of the CDS. These task forces may constitute a national NGO that will work in close collaboration with the CDS implementation team/department.

8.2.2 Means, Tools and Techniques

- Lobbying skills and techniques to negotiate with central State authorities and fund donors.
- Public-Private Contracts.
- Conducting a public information campaign on the CDS and setting up a monitoring committee made up of representatives of the public and private sectors and community groups.
- Making available the data sheets of projects of the CDS action plan to public and private actors hoping that they will feel concerned about these projects and perhaps even incorporate them into their programs.
- Contract specialized communication agencies to publicize the launching of the CDS implementation stage.

8.2.3 Endorsement and Validation of Results

- The monitoring committee formally approves budget estimations and allocations.
- Projects conducted on the basis of available budgets are presented to the public once they have been validated and discussed during the forum.
- Review of achievements, work schedules, possible gaps and update proposals on the basis of periodic reports prepared by the implementation committee.

8.2.4 Results Expected

- Ensuring a smooth process for CDS implementation through the gradual and anticipated mobilization of resources.
- The results achieved are visible and reinforce CDS credibility.
- Timely updates and revisions to the implementation process are carried out on schedule.
- The CDS is driven by local "champions", popular and respected figures of the city.
- The CDS is accepted as a development tool and a benchmark for sectoral actions.

8.3 Specificities of SEMC and How to Address Them

8.3.1 Distinctive Elements of Some SEMC

In general, cities in SEMC encounter difficulties to mobilize funds for development projects. There are several reasons for this:

- In a context of limited deconcentration and decentralization, the strong, central State powers severely limit the financial autonomy of cities.
- A significant share of projects set out in action plans of city development strategies (building new hospitals, schools, cultural centers, etc.) fall under the jurisdiction of central State services and administrations. Consequently, even if these projects are relevant their execution is not guaranteed unless, of course, they are already in progress or have been programmed by central administrations outside the CDS.
- Neither the municipality nor the State will be accountable for projects programmed in the action plan of a CDS that has not been institutionalized.

8.3.2 Difficulties and Risks to be Overcome

- Cities often have limited financial capacity and almost all their budget is spent in the salaries of municipal servants and in running day-to-day affairs.
- Strict regulations govern municipal finance systems. In most cases, cities are not allowed to contract loans with national and international fund donors.

8.3.3 How to Overcome Risks and Difficulties in SEMC

- Advocating for the nationwide institutionalization of the CDS: if the CDS is institutionalized, it will be a legally binding instrument enabling the mobilization of the necessary resources for its execution.
- Developing suitable conditions for decentralized cooperation.
- Increasing the city's resources through improved local taxation by including this topic among the strategic thematic components of the CDS.
- Strengthening dialogue and exchanges between the Government and international organizations (among others the United Nations and the World Bank) and city networks (MedCities, UCLG, etc.).

Chapter 9 CDS Communication Plan

The communication plan is a determining factor in the development of a city development strategy. A communication campaign should be carried out throughout the whole process. It is important to inform and communicate during the analytical stage and also during the implementation of the CDS.

9.1 Objectives and Preconditions

9.1.1 Definition

The communication plan consists of activities, guidelines and strategies to disseminate information on the CDS and to mobilize prospective actors for CDS implementation. It is a process that involves both circulating and collecting information, making sure all stakeholders consistently understand the same message.

9.1.2 Objectives

In general, by communicating on the CDS, it is possible to:

- Obtain the commitment and effective involvement of actors in the CDS development process.
- Encourage public debate through open exchanges of opinions among the different actors leading to a consensus on the urban development sought by all.
- Mobilize the different actors for CDS implementation after completion of the analytical stage.
- Create conditions for change in local governance through the involvement and accountability of local actors.

9.1.3 Preconditions

A number of conditions must be met in order to have a communication plan that will effectively contribute to the success of the CDS process:
- Confirmed leadership, associated to the will to achieve a credible CDS.
- A true will to prepare reliable, direct and credible information and to authorize its broad dissemination without restrictions.
- Listening to problems, proposals and complaints of actors.
- The commitment of different media that fully support CDS objectives and methods.

9.2 Process

9.2.1 Main Tasks and Actors

The steering committee adopts the communication plan that will be implemented by the technical committee and, later on in the process, by the CDS team in charge of implementing the action plan. The communication plan will cover all the stages of the process from inception to implementation and particularly during:

1. ***Preparation of the launching of the CDS***
During this first stage of the CDS, it is necessary to determine the elements required to implement, manage and possibly monitor the communication plan. These elements are:
- The institutional framework capable of conducting effectively the communication strategy that will be adopted. This task may be assigned to the technical committee or to an ad hoc structure linked to the technical committee.

- The financial plan and budget for the communication plan.
- A plan for the production of public information material that will be very useful from the start to inform and promote support to the CDS process among the population at large and more particularly among targeted actors.

2. The analytical stage

It is important to bear in mind that the communication plan concerns not only national and international experts but also the **population** and urban actors, hence the need for an inclusive approach through forums, workshops and press releases on the evolution of the CDS process and its components. It is advisable to have a CDS page in the city's website or a website dedicated exclusively to the CDS. From the beginning of the process, the website should provide information on the CDS with access to any relevant documents.

Finally a poster campaign could place the CDS "out on the street", where it may be seen by all citizens (Photo: One of the 26 posters of the CDS of Aleppo (Syria) featuring city residents).
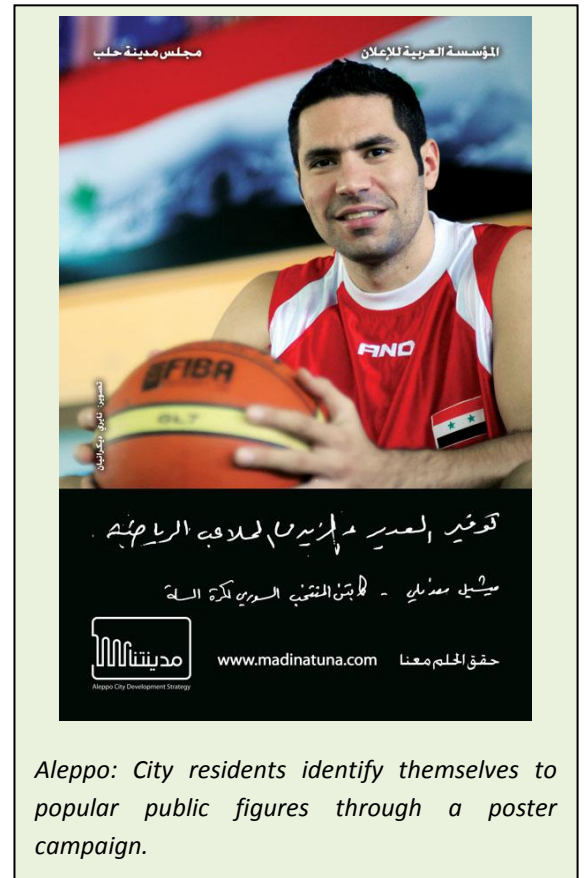
Aleppo: City residents identify themselves to popular public figures through a poster campaign.

3. Once the action plan has been adopted

Once adopted, the CDS should be officially published. Three types of publication should be planned:
- The official, complete, final version of the CDS report in the country's official language. This version is available to anyone who requests a copy.
- Wide distribution of a brochure in several languages summarizing the CDS.
- Publishing the report on the website to ensure local and national dissemination and to provide information to all actors that could be interested in the CDS.

4. Creation of the team and mechanisms for CDS implementation

It is an important moment to communicate on the CDS and its action plan. It could be an event called "CDS Implementation Forum". During the Forum, the highest authority in charge of the CDS (mayor, governor, wali) presents the action plan and the technical and financial details for its implementation.

> **Recommendation:** *The forum will have a stronger impact if at the same time one or several projects are inaugurated, or if one or more agreements are signed.*

5. Monitoring of CDS implementation

An annual publication is essential to keep stakeholders aware and committed to the CDS. It will give information on the progress made in CDS implementation focusing, among others, on the results achieved and their impact, the difficulties encountered and the revisions made to the action plan. The publication of this annual report will give an opportunity to hold a forum on "CDS News" enabling exchanges among actors and mobilizing efforts to promote support to CDS actions.

9.2.2 Means, Tools and Techniques

- Communication professionals, if possible, those covering the CDS process from the start.
- All tools available to communicate on the CDS: national and international conferences, workshops, publications, newspapers, posters, social networks on the internet, websites, radio and television, etc.

9.2.3 Endorsement and Validation of Results

The steering (or monitoring) committee approves the communication plan.

9.2.4 Results Expected

- Constantly available documentation and information supports.
- Interactive communications that encourage and facilitate exchanges among all partners.
- Convincing and credible information that encourages public and private actors to support the CDS.
- Periodically updated information on the progress made in CDS implementation.

9.3 Specificities of SEMC and How to Address Them

9.3.1 Distinctive Elements of Some SEMC

A review of a number of CDSs in the region shows that:
- Public information efforts are sometimes limited to consultation and participatory activities during the preparation of the CDS.
- The most important communication efforts are focused on the stages for the development of the CDS, declining from then on until they eventually stop.

9.3.2 Difficulties and Risks to be Overcome

Declining communication efforts may be explained by difficulties encountered in carrying out the communication plan and by the waning motivation of project leaders whose expectations have not materialized.

9.3.3 How to Overcome Risks and Difficulties in SEMC

The CDS is often considered as a short to medium-term project aimed at giving visibility to the action of leaders whose terms of office may vary—depending on the country—from 4 to 6 years in the case of mayors to a more uncertain duration ranging from 1 to 4 years for governors or walis.

Communication is critical to give meaning to a process that goes beyond the terms of office of champions who initiate the CDS. That is why two key requirements must be met for an effective communication plan:

- First, setting up a sustainable, CDS steering structure that will not be affected if the mayor or governor leading the strategy changes.
- Second, the institutionalization of the CDS process.

ANNEXES

Annex I Steering, Technical and Monitoring Committees

I – The Steering Committee of the CDS

Role:

- Political guidelines of the CDS process.
- Lobbying central (Government) authorities and cooperation partners.
- Creation of the technical committee and appointment of the technical committee's coordinator
- Defining the geographical scope of the CDS, specifically the urban and rural municipalities to be included.
- Choice of priority thematic areas of the CDS.
- Validation of work programs for the development of the CDS.
- Review and approval of state of the city reports and participatory analyses.
- Supervision and validation of the Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis.
- Validation of the city vision and strategic thrusts.
- Validation of the plan of action and CDS results.
- Creating enabling conditions for the implementation and monitoring of the CDS.

Composition (The committee should not have more than ten members):

- Chairman of the committee: the mayor of the city or the president of the urban agglomeration (for groups of urban municipalities), the wali or governor.
- The mayors of the urban and rural municipalities included in the CDS.
- Representatives of municipal councils (or managers in charge of urban planning, municipal finance, human resources, environment, road networks, etc.).
- Representatives of the university community (urban development, environment, social science faculties, for example).
- Representatives of the private sector (including chambers of commerce and industry, tourism chamber, etc.).
- Representatives of the civil society (neighborhood, women, youth, environmental and informal sector associations, etc.).
- Media representatives (particularly local media).
- Representatives of deconcentrated State administrations.
- Representatives of fund donors and/or international cooperation organizations involved in urban development.

II - The Technical Committee

Role:

- Manages the CDS project (planning, meeting deadlines, contracts for experts, expenses related to the organization of the CDS work program, etc.).
- Acts as secretariat of the Steering Committee and prepares the documents on which the Steering Committee will base its decisions.
- Procures the expertise needed to conduct the CDS process (definition of Terms of Reference and the general framework for CDS activities, work reviews and reports, organization of consultations/participatory activities, exchanges and forums, etc.).
- Remains in contact with the different groups and actors interested in the CDS.
- Prepares workshops, conferences, publications, communications, etc.

Composition:

- Coordinator of the committee: the secretary general of the municipality, or a representative of the bilateral executive agency, or a senior technical expert in charge of urban development or management.
- Representatives of deconcentrated State administrations (urban development, environment, finance, water, electricity, transport, etc.).

III – Thematic Working Groups

Role:

- Thematic working groups are formed from the Technical Committee and are specialized in a specific topic.
- They carry out in-depth analyses of the thematic components chosen by the Steering Committee or during the first stage of analysis of the local situation.
- Through a broader consultation base, they will prepare topic-specific analysis or will review and validate the analysis conducted by experts.

Composition:

- Each working group is headed by a manager of a specific department of the municipality (finance, urban development, environment, public services, public administration, etc.), or by an elected official if only one urban municipality is concerned or by the presidents of municipalities if the CDS covers several municipalities.
- Public and private actors concerned by the theme/sector of the working group.
- The number of working groups should be limited to the number of thematic thrusts of the CDS.

IV – Monitoring Committee for CDS Implementation

Role:

- Replaces the Steering Committee and pursues the activities of the latter during the implementation of the CDS action plan.
- Lobbying national partners and international donors, if necessary, to secure complementary funds
- Verifies and ensures adequate use of resources.
- Examines and approves proposals to revise schedules and program updates submitted by the mechanism in charge of executing the action plan.

Composition:

- Committed, qualified members of the Steering Committee who have regularly participated in the Steering Committee's work, as well as those whose function renders their participation necessary.
- Representatives of beneficiaries of projects included in the action plan (communities, private sector, public administration).
- Representatives of public, private and international fund donors.

Example – Implementation team for Aleppo's CDS (Syria)

Steering Committee:

1. The Mayor of Aleppo, Chairman of the Steering Committee
2. The President of Aleppo's Chamber of Industry
3. The President of Aleppo's Chamber of Commerce
4. The President of Aleppo's Chamber of Tourism
5. The President of the Association of Engineers and Architects
6. The Director of the public urban development bureau
7. The representative of GIZ, secretary of the Steering Committee
8. A professor of the School of Architecture of the University of Aleppo
9. The President of an NGO of young entrepreneurs
10. A journalist

Technical Committee:

1. The representative of GIZ, head of Aleppo's urban project
2. A local consultant
3. An international consultant

III – Heads of Thematic Working Groups

1. The director of urban development at the municipality of Aleppo: Urban Development
2. A former municipal councilor: Modernization of the Administration
3. A former municipal councilor: Delivery of Urban Services
4. A former municipal councilor: Environment
5. The Director of a company: Local Economic Development

Annex II Examples of Thematic Components of City Development Strategies in the Region

The thematic components of City Development Strategies in Southern and Eastern Mediterranean countries may be classified in six categories:

1. Economic and social development
2. Transport and traffic management systems
3. Urban infrastructure, facilities and delivery of urban services
4. Slum upgrading and urban regeneration
5. Governance with regards to management and modernization of local administration and finance
6. Urban environment

Examples of the themes chosen by several cities in the region that have already engaged in a CDS are shown in the table below, quoted from the report prepared for the Barcelona conference[9]:

CDS	Thematic Components
Aleppo	5 initial thematic components: - Local economic development - Delivery of urban services and disasters management - Urban environment - Spatial development - Modernization of municipal administration and finance Added later on in the process: - Child welfare - Informal and disadvantaged settlements
Alexandria	Stakeholders identified five key themes: - Local economic development (aimed particularly at creating a local business environment more favorable to investors). - Developing priority economic infrastructures to support local economy development (mainly through the environmental rehabilitation of the Lake Marriout area and development of neighboring areas). - Participatory urban upgrading of informal settlements. - Human development and participatory strategic planning (health, education, etc.). - Sustainability of the CDS process through the creation of the Alexandria Development Agency.
El Jadida	- Slum upgrading - Urban transport and intra-urban traffic management problems - Management of public facilities - Deficient tourism infrastructure - Improvement of local finances - Local governance, particularly improving the performance of local administrations to achieve greater efficiency and more transparency

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[9] Preparatory report: Urban Development Strategies in the Mediterranean— Context, Issues and Outlook http://www.csp2011bcn.org/uploads/docs/Rapport Conference.pdf

CDS	Thematic Components
Izmir	- Administration - Environmental management - Urban planning and aesthetic urban design - Urban infrastructure, transport, energy - Health, sports, culture, education and social services - Tourism, exhibits and foreign relations - Risk management and security - Information and communication technologies
Sfax Phase 1	− Economic and social development − Urban development and municipal management − Transport and traffic management − Environment − Youth − Culture, communication and relations with the media
Sfax Phase 2	Five thematic thrusts were defined in order to successfully implement the shared vision of the city formulated during Phase I: − Formulate an economic development strategy for Greater Sfax. − Define and engage a local employment strategy for the population affected the most by unemployment. − Prepare an urban integration strategy for the inclusion of old centers and the most disadvantaged working-class sectors. − Prepare a study in close collaboration with the Ministry of Transport aimed at improving the performance of the public transport system of Greater Sfax. − Reinforce institutional steering structures and good local governance.

Annex III How to Prepare a Rapid City Profile

When local actors and authorities, who are otherwise conscious of the difficulties encountered by the city, have not fully identified the cause of problems, the priorities to be considered to tackle such problems or the means available for the city to engage in a CDS in optimum conditions, it is necessary to prepare a ***rapid city profile*** <u>before conducting a detailed diagnosis</u> of priority themes.

By preparing the rapid profile, local actors will have a clearer picture of the different spatial components and sectors of the city and will be able to describe the problems encountered in each of these different areas. A rapid city profile consists of a number of elements: drafting a general description (profile) of the city, which will not only describe the area of investigation, but will also examine the city's most important problems (economic activity, employment, housing and land development, poverty and social exclusion, urban management and governance, etc.), as well as future evolution trends and city-specific economic sectors that may become pillars of development or of cultural ownership. It is essential for the analysis to look into existing problems, but it must also <u>highlight the strong points and positive elements of the city</u>.

The rapid profile will:
- Include a map of the city showing the main urban elements (topography, infrastructures, road network, location of residential sectors and their typology, zones of activity, etc.). This representation of the city will be very useful during discussions among urban actors to determine priority intervention areas.
- Analyze the economic, administrative and social functions of the city and reveal the main causes of malfunction or obstacles (complex procedures, inadequate human or financial resources, corruption, incompetence, etc). It will also identify the strengths of the city that could contribute to the city's development.

The preparation of the city profile should demand reasonable efforts taking advantage as much as possible of existing documents and data such as:
- Legislation relative to land use, urban planning, labor/employment (formal and informal), starting up businesses, environmental protection, etc.
- Public documentation in general (budgets, proceedings and decisions of the municipal council, previous local development plans and projects, sectoral reports of the different local administrations (employment, urban development, transport, education, health, environment, etc.) and documents and data prepared by public and private professional organizations.

Conducting research or surveys at great expense in time and resources is not recommended for the preparation of the rapid profile. They will be more useful later on during the detailed diagnosis.

This stage will be ended by a workshop to present the city profile to stakeholders. During the workshop, they will use the profile to clearly identify the strategic or thematic components that will then be thoroughly examined during the detailed diagnosis (See section 2.2.2 *et al.* on the

comprehensive thematic analysis of the city). Stakeholders attending this workshop will be those who participated in the workshop for the launching of the CDS.

Rapid Analysis for the City Profile

What are the most appropriate methodological tools to carry out an analysis for the formulation of a CDS?
A methodology that has been proved useful in CDS contexts is known as "rapid situation analysis" or "rapid assessment". It is based on the optimum utilization of <u>available</u> means and resources to achieve clear objectives and results, which have been carefully predetermined. Attention is focused on using existing data and documents: resorting only to field surveys when it is strictly necessary. Experience has shown that there is no need to carry out at this time exhaustive methodological analyses that are expensive and time-consuming. In many cities, most of the information required for overall and sectoral analyses may be found in data produced by the different administrations and State services. Of course, the data must be processed to verify if they are valid and relevant, a task that requires highly qualified staff and methodological expertise. But it is often useless for the CDS team to collect data directly from the field. The analysis should be updated regularly to integrate changes, as well as new opportunities and/or obstacles.
From: "Stratégie de développement des villes - Guide méthodologique", (Original in French), Morocco Urban Forum (FUM), January 2007

Annex IV Essential Components of a Rapid City Analysis

"Usually, there are several sector studies, reports, plans and policies already carried out at national and local level of varied relevance to the citywide strategic planning process. In order to benefit from these activities and to avoid reinventing the wheel, these documents should be reviewed, analyzed, and significant conclusions drawn.

In order to sustain the momentum of the planning process, it will be essential not to go too deep down into the details, but rather apply the concept of "rapid analysis". Later on, when the final document is being prepared, it might be necessary to widen the information/data base in specific sectors.

*A **spatial analysis**, i.e. a general representation of the city in the form of basic maps or drawings, should be made at an early stage in the process. The spatial analysis will be able to pinpoint the major urban elements of the city and describe them (e.g. topography-related, road or drainage networks, historic patterns and market nodes). A conceptualization of the spatial elements will render the diverse realities of the city easier to understand for professionals as well as for municipal staff and for residents. The spatial analysis works very well as foundation for decision-making and prioritization of activities, as it explains a complex reality with a few lines. The following issues might be considered for rapid analysis/assessment:*

1. *Spatial aspects (structuring elements, land uses, service and technical infrastructure provision, etc.);*

2. *Economic and socio-economic aspects (formal and informal sectors, the economic drivers of the city, etc.);*

3. *Administrative aspects (procedures, coordination structures, available human, financial and technical resources, bureaucracy, capacity needs, as well as red tapes, corruption and incompetence);*

4. *Legislation (planning, land accessibility and rights, safety and security, etc.)."*

Source: Citywide Strategic Planning: A step by step guide, United Nations Human Settlements Program (UN-HABITAT), 2010, pp 12-13

Annex V Examples of SWOT Analyses

Aleppo (Syria)

Strengths	Weaknesses
- Strong entrepreneurial spirit. - Access to the Greater Arab Free Trade Area (GAFTA). - Good quality services and "single window" for permits in the Sheikh Najar industrial zone. - Low municipal debt. - The MAM project for the Modernization of the Municipal Administration identified a realistic approach aimed at achieving substantial improvements in financial management. It has not been implemented yet.	- The progress of Aleppo's process has been severely slowed down by difficulties encountered to gain access to central government decision-making. - Poorly qualified workforce. - Not very competitive transport sector (particularly the airport). - Limited direct foreign investments. - Political constraints and US and OECD embargo. - Limited participation of women workers. - The financial system is too centralized and the municipality has limited powers to make decisions regarding its finances. - Poor management of the municipality's human resources. - Municipal personnel do not use modern technologies.
Opportunities	**Threats**
- The free trade agreement between Turkey and Syria. - Financial and insurance services with strong development potential. - Close to European markets. - The decentralization process will boost the competitiveness of Aleppo. - The creation of the Urban Observatory will facilitate decision-making.	- The seemingly inexorable decline of Aleppo's old industries. - Population growth exceeds global economic development. - Strongly dependent on the textile industry (30% of jobs). - The liberalization of the Syrian market will endanger the local market. - Higher energy costs. - Uncertainties as to the government's policy on local debt could lead to financing problems. - The decentralization process could be a source of uncertainties and confusion. - Resistance to change could slow down reforms.

Ramallah (Palestine)

Strengths	Weaknesses
- Existing transport plan. - Existing external financing opportunities. - The municipal team is fully aware of the importance of the participation of the local community - Effective participation of women in the labor market. - The central location of the three cities in the West Bank enables them to play an important role in the economy. - Close to the Bir Zeit University. - Transfers of migrants. - Some donors are interested in funding key projects. - All stakeholders endorse urban development rules and regulations and their application.	- Limited possibilities of expanding the road network. - Lack of qualified personnel for traffic management and no specialized service in municipalities. - Limited (or nonexistent) road maintenance programs. - Citizens are not truly aware of the relationship between rights and duties. - The elevated price of land is an obstacle to urban expansion. - Unequal income distribution. - The area is frequently closed by Israel. - Not enough industrial zones. - Lack of municipal strategic plans having identified development projects that need to be financed. - Interferences between land uses: industrial, residential, agricultural. - No public-owned land dedicated to services and facilities. - Limited coordination with the ministries concerned.
Opportunities	**Threats**
- Concrete opportunities for external funding. - Presence in the region of most governmental offices. - The international community is willing to provide support in this area. - A peace treaty putting an end to Israeli occupation and the dismantling of Israeli settlements would stabilize the political situation and could be the beginning of economic growth enabling the expansion of the three cities. - Coordination across the three municipalities would improve service delivery and lower their cost. - Financing opportunities for environmental protection projects. - The implementation of the development project for the metropolitan area could contribute to urban development in the three cities.	- Restrictions imposed by Israel and closed roads. - Weak authorities responsible for the enforcement of regulations. - Political instability and threats of reduced international assistance. - The role of municipal councils is not clearly understood and is confused with the government's role, which resulted in a negative impact these past years. - Israeli settlements and the network of bypass roads surrounding the three cities obstruct urban development. - Israeli checkpoints and the frequent Israeli military incursions. - The area is frequently closed by Israel. - Israeli control over energy sources and water supply - Impact of the separation wall on the development of the cities and agriculture.

Greater Sfax (Tunisia)

Strengths	Weaknesses
- Favorable geographic location: open economy (port, airport, highway). - Existing infrastructures and structuring facilities (industrial zones, technology park, incubators). - Diversified economy. - Large employment area. - Satisfactory land/real estate supply. - Major university and research cluster. - Entrepreneurial spirit and cult of work. - Local skills in utilitarian handicrafts and trades. - An institutional support network for efficient and dynamic businesses.	- Inadequate public infrastructures. - Pollution and unattractive living conditions. - Inadequate coordination between support structures. - No regional sectoral studies available. - No regional development enterprises and no venture capital investments for the region. - Lack of autonomy or insufficient deconcentration of powers to regional structures (including private banks). - The number of new industrial companies is equivalent to the number of liquidations. - Majority of family businesses (instead of companies whose shares are officially listed on stock exchanges). - Few purely export companies. - Sfax attracts few direct foreign investment projects. - Absence of regional marketing. - A technology park unable to get off the ground.
Opportunities	**Threats**
- The Taparura project. - Close down of the SIAPE site. - Significant investments programmed within the framework of the 11th Plan (logistics platform, sports complex, university hospital, South highway, the Tunis-Sfax-Gabes railway). - Large-scale national projects with an impact on the Sfax region (international airport and commercial port in Enfidha). - Tunisia's advantageous position with respect to direct foreign investments. - Quick development of global services market. - Growing tendency of multinational companies to offshore services. - Better integration in the Euro-Mediterranean area.	- Growing informal sector (tax evasion, no contribution to the social security, chaotic and unhygienic distribution networks). - Strict labor laws, in terms of social protection, lead to a deficit in HR insourcing in companies. - Morocco and Egypt have suddenly become extremely attractive countries for direct foreign investments. - World economic crisis.

Annex VI Examples of City Visions

Vision for the Lake Marriout Zone in Alexandria, Egypt:

"The Alexandria comprehensive plan for the development of Lake Marriout zone aims at optimizing the utilization of natural resources without causing any ecological disequilibrium in this vital zone. The wise utilization of this zone brings economic, social, and environmental sustainable development which ensures equal opportunities for generations to come."

Vision for Ramallah, Palestine:

"Together we seek a prosperous area built on a service-based economy with reliable infrastructure, [which] adopts good governance that insures efficient public participation, respects diversity and citizens' rights, and preserves its environment and heritage."

Vision for Izmir, Turkey:

Izmir seeks to be counted among cities that pass on the heritage of civilization to future generations, placing the Mediterranean's abundant resources at the disposal of its citizens and the world, and whose philosophy to serve will be remembered.

Izmir aims to become a symbol of democracy where all may live free and at peace.

Annex VII Examples of Strategic Thrusts

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Aleppo (Syria):

The five themes identified for the CDS of Aleppo as initially engaged are:
1. Local economic development.
2. Delivery of urban services in order to improve infrastructure and to meet the population's needs in transport, habitat and economic activity.
3. Urban environment (air, land and water pollution, quality of the built environment and green spaces and leisure areas).
4. Spatial urban development and particularly a debate on the master plan to determine if it is consistent with the city's sustainable development objectives.
5. Modernization of the city's administration and finance.

During the CDS process, two themes were added to the initial five:
6. Issues related to the youth (assistance and support to the youth and children).
7. Informal settlements.

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Al Fayhaa (Lebanon):

1. Promote economic growth in Al Fayhaa cities and encourage investments.
2. Contribute to the reduction of poverty and to job creation.
3. Improve urban governance and management.

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Alexandria (Egypt):

1. Local economic development (aimed particularly at creating a local business environment more favorable to investors).
2. Developing priority economic infrastructure to support local economic development (chiefly the environmental rehabilitation of the Lake Marriout area and land development in neighboring areas).
3. Participatory urban upgrading of informal settlements.
4. Human development and participatory strategic planning (health, education, etc.).
5. Sustainability of the CDS process through the creation of the Alexandria Development Agency.

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El Jadida (Morocco):

1. Slum upgrading.
2. Urban transport and intra-urban traffic management problems.
3. Management of public facilities.
4. Deficient tourism infrastructure.
5. Improvement of local finances.
6. Local governance, particularly improving the performance of local administrations to achieve greater efficiency and more transparency.

Annex VIII Examples of Action Plans

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Al Fayhaa (Lebanon):

1. Economic infrastructure, facilities and development tools:
    - o special economic areas,
    - o revival of the industrial zone,
    - o rehabilitation of the railway and maritime station,
    - o Rachid Karame international exhibition,
    - o tourism circuit,
    - o information and communication technologies, etc.
2. Urban management and development, land use:
    - o legal procedure enabling the rehabilitation of historic urban sectors,
    - o creation of three urban parks,
    - o land development in the Al Fayhaa coastal zone,
    - o reorganization of the urban transport system,
    - o unification of the three master plans,
    - o roads and highways infrastructure.
3. Improving the city's image and quality of life:
    - o subsidized housing,
    - o organization of the handicrafts sector,
    - o socio-cultural centers,
    - o creation of the Local Development Bureau,
    - o organization of urban events (agenda of activities),
    - O feasibility study for the creation of museums.

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Sfax (Tunisia):

1. The creation of the Greater Sfax Urban Agency (currently under study)
2. Creation of a data bank of projects that contributed to the objectives of the 11th plan for social and economic development:
    - o upgrading airport facilities,
    - o de-pollution of the coastal area,
    - o extension of the highway.
3. Formulation of an action plan for the integrated management of the coastal zones of the municipalities of Greater Sfax with the support of the European Commission (WWF Project) APAL, UNDP, MedCities, the SEACNVS Taparura Project and the University of Sfax.
4. Formulation of a local strategy with the support of the Cities Alliance and the World Bank promoting:
    - o access to jobs,
    - o urban integration of old urban centers and working-class sectors,
    - o implementation of an efficient public transport system,
    - o creation of a sustainable development observatory for Greater Sfax.
5. Developing a data bank of projects as catalyst for decentralized cooperation interventions and to motivate fund donors to contribute to finance a number of projects:
    - o the EIB (light rail transit network, Taparura and the Medina),
    - o AFD (working-class sectors, old city centers, slaughterhouse),
    - o the World Bank (local integrated development).

Annex IX Examples of Project Data Sheets

IV.1 Project Data Sheet for a university-level training center (Source: CDS of the city of Settat, Morocco)

Data Sheet n°	Strategic Target B: Reinforcement of the Center of Excellence.					
Name of Project	**Project for the creation of a center to promote innovation and technology transfers Action B 21**					
Description	The project seeks to set up: - A common structure for continuing education - A multidisciplinary structure to nurture and promote employment - Incubators of innovative enterprises					
Objectives and Expected Outcomes	The project aims to structure and develop high added value economic activities, to provide facilities for innovative and technology related activities, to develop continuing education and research, and above all to encourage creativity within the city.					
Project Leader	Hassan I University in Settat					
Partners	♣ Wilaya of the Chaouia Ouardigha Region ♣ Regional Council ♣ Provincial Council ♣ Settat's Municipal Council ♣ CRI ♣ ANAPEC ♣ OFPPT ♣ Chamber of Commerce and Industry of Settat ♣ Industrial Association of Settat					
Beneficiaries	♣ Public administrations in the region ♣ Companies in the region ♣ Individuals seeking to develop a project ♣ University graduates ♣ Adults who have successfully completed vocational training programs ♣ Students					
Estimated Cost	30,000,000 DH					
Schedule for Investments	Project Components	2009	2010	2011	2012	Cost in MDH
	Technical studies	2000				Uh1
	Constructions		20000			Uh1
	Infrastructure			8000		Uh1
	Recruitments					
Project Monitoring Indicators	Creation of a Steering Committee and a Monitoring Committee					
Observations						

IV.2 Example of Project Data Sheet: Creation of a Free Trade Zone (*Parc d'Activités Economiques Commerciales*) (Source: CDS of the city of Sfax, Tunisia)

References	• Master Plan of Free Zones (1992) • National Master Plan for Spatial Planning (1998) • Master Development Plan of Greater Sfax (1998) • Urban Development Plan of Sfax • Sfax Free Trade Zone (PAC) (1998) • Project for the creation of a "Parc d'Activités Commerciales": Sfax Free Trade Zone. Opportunities and feasibility (UTICA 2001)
Site Proposed	Close to the Port and the Logistics Platform where an extension was initially programmed for a fishing port (ruled out in 1977).
Type of Project and Project Description	• The FTZ infrastructure for economic development contributes to strengthen Tunisia's determination to open up to the world, while underpinning its development on improved exports promotion, and in Greater Sfax' case, by taking full advantage of the city's age-old trading tradition to develop international exchanges. • The FTZ: an area contained within specific geographical boundaries to be located inside or close to the port (or airport) with ample facilities to accommodate business operations and high quality infrastructure. • Besides its easy access, the FTZ offers other tax and customs advantages (extraterritoriality) and a flexible legislative framework. • The FTZ: an area for importing, storage, unpacking, repacking and reexporting merchandise. • The FTZ: infrastructure with an off-shore commercial center for non residents and residents subject to applicable regulations.
Specific Objectives	• To contribute to secure Tunisia's position in the global economy and to stimulate economic growth. • To promote exports. • To attract direct foreign investments. • To build synergies that will stimulate local and national industries and the services sector. • To contribute to develop a qualified work force and employment opportunities.

Example of Project Data Sheet: Creation of a Free Trade Zone (*Parc d'Activités Economiques Commerciales*) (Source: CDS of the city of Sfax, Tunisia)

Project Status	To be scheduled.		
Project Duration and Phasing	**Phases**	**Duration**	**Components**
	Preparatory Phase	**2005-2006**	• Preliminary studies • Choosing a site with expansion possibilities for the FTZ • Financial arrangements for the project
		2007-2008	• Preparing the work schedule • Deciding on the agency/structure that will manage the FTZ
	Launching	2009-2011	Implementation of the FTZ: • Adoption of the project by national authorities and official publication of the corresponding decrees. • Appointment of the FTZ manager and definition of prerogatives (agreement with the National Ministry of the Economy, approved by decree, definition of general terms and conditions, internal regulations, inventory of components and list of activities to be prohibited). • Site development with quality infrastructures and pavements. • Fine-tuning of pre-established work schedule. • Defining the image of the FTZ and worldwide dissemination through different channels and communication/marketing techniques. • Opening of the FTZ to investors.

Annex X Examples of Tables of Contents of Final Reports of City Development Strategies

Settat (Morocco)

- **Preface**
- **Part I: Local Analysis**

  1.1 Historical Background

  1.2 Current Situation

  1.3 Major Constraints to Development

  1.4 Strengths and Weaknesses of Settat

  1.5 Development Prospects

- **Part II: City Development Strategy**

  2.1 Settat 2030 Vision

  2.2 Identification of Strategic Components

  2.3 Priority Action Plans

  2.4 Monitoring and Evaluation Mechanisms

Tables and Maps

List of Acronyms and Abbreviations

Ramallah, Beitouna, Al Bireh (Palestine)

- Preface by the mayors of Ramallah, Beitouna and Al Bireh
- Background and Context:
  - Physical
  - Administrative
  - Economic and
  - Political
- Planning Approach:
  - Steering Structures
  - Stakeholders' Consultations
  - Data Collection, Research and Analysis
- Development Priorities
- Vision
- Strategies
- Capital Investment Plan (CIP)
- High Priority Projects' Profiles

Agra (India)

Annex XI DO's and DON'Ts in CDS Development

Stages	DO's	DON'Ts
1) Preparing the Launching of a CDS	- The municipal council, local authorities and deconcentrated services explicitly support the CDS process. - The leader (mayor, governor, wali) clearly assumes the role of leader and shows strong interest in the CDS. - The leader confirms his/her political will in order to motivate the involvement of other actors and to broaden the leadership base. - Ensuring transparent and uninterrupted communication to the media. - In addition to modern means of communication, local traditional channels (religious leaders, children, town criers, etc.) are used. - Exploring in this initial stage the composition of the structure for CDS implementation (or at least the person in charge) and make sure it participates in all the stages of the process. - Bearing in mind during this initial stage to anchor the process at local level through the people and structures that fully support the project.	- The CDS is considered as a matter that concerns only elected officials or local authorities. - Diluting responsibilities among a large number of actors (elected officials, local authorities); absence of a convincing leader. - The different public administrations are not committed to the CDS process. - Considering the CDS launching forum as a mere technicality entails the risk of reducing attendance and undermining support of public and private actors to the process. - Withholding information or too little communication about the CDS.
2) General Analysis and Stocktaking	- Definition of specific terms of reference for sectoral studies. - Making sure the team of consultants adheres to the terms of reference and respects deadlines. - If it is necessary to recruit one or several international experts, work should be carried out in pairs—each international expert working with one local expert—in order to ensure the continuity of the process, guarantee that key local aspects will not be overlooked and enable transfers of expertise. - Exploiting to a maximum available documents and data and conducting quality surveys on resource persons.	- Conducting extensive surveys to prepare the diagnosis/analysis. - No qualified counterparts to consultants. - Intermittent follow-up of the work carried out by consultants and working groups.
3) Formulating a Strategic Vision	- Participation of qualified experts in the workshops organized to formulate the vision. - Communicate extensively on the CDS during the formulation of the vision. - The vision should become a point of reference for the city's identity and should guide actions of all public and private actors.	- Skipping this stage to focus immediately on the action plan. - Lack of ownership of the vision in actions carried out by public and private actors.

4) Formulating the Strategy	- Formulation of a limited number of strategic targets according to medium and long-term objectives. - Formulation of strategic targets that address the causes of problems instead of the visible symptoms or signs of the problem.	- Being satisfied with the formulation of general strategic objectives, for example: "to develop the local economy", "urban upgrading", or "reducing social injustice". - Making wish lists on the city's future instead of formulating strategic objectives that may be achieved over the medium or long terms. - Compiling an exhaustive list of strategic objectives including all the sectoral components of the city (health, education, culture, sports, vocational training, etc.).
5) Preparing the Action Plan and Project Phasing	- Verifying and evaluating the feasibility of the action plan against the city's financial means and its capacity to mobilize local, national and international funds as well as the necessary human resources. -Specifically indicating in the action plan how the necessary funds will be mobilized to carry out the projects scheduled.	- Preparing the action plan without taking into consideration the city's financial capacity over the medium and long terms. - Preparing a weak action plan based only on activities that have already obtained the necessary funding.
6) Implementation, Monitoring and Evaluation	- Setting up the structure in charge of CDS implementation and monitoring as soon as the analysis phase has been endorsed. This team may include those who prepared the CDS or it may be different from the initial team. - Conducting actions and projects that demonstrate the CDS is operational to gain credibility among stakeholders. - Multiplying consultations and lobbying private and public sectors to mobilize funds to carry out the estimated budgets of the CDS. - Setting up permanent structures for CDS monitoring, revisions and evaluation.	- Creating the team in charge of implementing action plans at the end of the analytical phase (wasting the opportunity to anchor the team in the CDS process).

Annex XII Frequently Asked Questions

Without being exhaustive, this section suggests answers to frequently asked questions in an effort to clarify the process and to help identify solutions to problems faced by CDS actors and drivers. It is clear that since each CDS is different, answers should be adapted to each situation and local context to find the most appropriate for each city.

Q: Who suggests the idea of launching a CDS process?

A: In general, local authorities have approached city development strategies as a new stage that complements and improves traditional urban planning instruments, mainly by addressing aspects that are not taken into consideration in traditional planning tools (local economy, local finances, administration and governance, environment, climate change, etc.). A result of the deliberations of municipal councils and public forums, once the idea has matured, the mayor and/or the municipal council assumes the leadership, and the process is launched.

In the South, development partners and cooperation agencies (World Bank, UN-Habitat, Cities Alliance, MedCities, etc.) have often originated the process by raising awareness of local and national leaders through specialized forums and conferences (World Urban Forum, Africités, Millennium Development Objectives, etc.) that in turn motivate local authorities and launch the process.

Q: Should all actors be motivated and mobilized before initiating the process?

A: It is rarely the case that all actors are readily motivated to undertake the project. The process may be engaged as soon as the leading actors (representatives of the local administration, private sector and the principal NGOs or the civil society) have shown their interest. In fact, the launching of the CDS should act as a catalyst to attract actors who initially were not interested (or even had reservations) in the process, in which case, it would be the first successful output of the CDS.

Q: Is it possible to carry out a CDS in two separate stages (a preparatory stage and a second stage in which the process is effectively engaged)?

A: Although it is not absolutely necessary, this could well be the most effective approach allowing enough time to carefully, clearly define the objectives of the CDS through discussions with potential stakeholders. In addition, through these consultations, the approach will be more democratic and a broad and effective participation could be achieved.

Q: How can we be sure central State authorities will support the CDS and is their endorsement necessary?

A: Deconcentrated State services should be involved from the beginning in the CDS process since the different sector ministries (infrastructure, education, health, culture, etc.) have decision-making powers over most investments for public facilities and infrastructure at local levels. Their involvement should be "institutionalized" through the participation of deconcentrated services or State agencies in the technical committee, working groups and naturally in the different workshops and events organized throughout the CDS process.

Q: What is the role of fund donors in the CDS process, in particular in CDS funding?

A: The participation of fund donors and international cooperation agencies could take place at two levels:

- During the analysis: through the provision of funds to carry out the analytical work and/or by providing technical support. For example, the Cities Alliance's Catalytic Fund (http://www.citiesalliance.org/ca/how) proposes funding to develop the analytical phase of the CDS through a competitive selection process http://www.citiesalliance.org/ca/CATF_FAQ). Other institutions (the World Bank, MedCities, bilateral cooperation agencies and donors) may also provide assistance during this stage.
- For the implementation of action plans: international fund donors may provide grants through agreements with the countries concerned.

If the CDS wishes to obtain donor financing, it is usually recommended to provide for the participation of potential fund donors during the analytical stage or at least to keep them informed.

Q: Must the CDS be launched after municipal elections, that is, once a new team of local authorities is in place to avoid slowing down or interrupting the process if the local team changes?

A: It is recommended to launch the initiative at the beginning of the municipal team's term of office. However, if the municipal team still has a comfortable time margin to develop the process (at least two years), it is still possible to launch the CDS. If the governor or wali took the initiative of the CDS process, the municipal team should become involved regardless of the remaining duration of its mandate.

Q: What is the average timeframe for the different stages in the formulation of a CDS?

A: By way of example, based on the CDSs developed in Southern and Eastern Mediterranean countries, the estimated duration of the process could be described as follows:
- Preparation of the launching of the CDS: 2 to 3 months;
- Stocktaking and participatory analysis: 6 to 8 months;
- Formulating a strategic vision: 2 to 3 months;
- Definition of strategic thrusts: 2 to 3 months;
- Formulation of the CDS action plan: 2 to 3 months;
- Preparation of the implementation, monitoring and evaluation of the CDS: 4 months.

For a total average duration of the CDS development process of 18 to 24 months.

Q: What should be the time horizon for the city vision?

A: 15 to 20 years, however it is important to phase strategies according to short, medium and long-term objectives depending on the actions and activities to be carried out. Moreover, periodic revisions should be made to adjust and clarify activities, in particular those to be implemented over the long term.

Q: What is the best way for the city to implement successfully the CDS action plan?

A: Since local authorities in Southern and Eastern Mediterranean countries have limited financial resources, a CDS will be successful if–from the launching to the execution of the action plan–it involves and listens to the private sector, the central administration and international financial institutions because they are the ones who will be instrumental in carrying out as many of the investments set out in the action plan as possible. Hence, the actions of these different actors need to be taken into consideration throughout the entire process and should be integrated within a coherent effort of development actions, i.e. the CDS.

Q: How can social groups be motivated to get involved in the process?

A: It is one of the main difficulties of the participatory process. The CDS' success depends on the level of participation of all actors. Those who initiate the process and CDS champions should identify the ways and means to mobilize these actors by meeting personally with the groups concerned (women, slum dwellers, informal workers, the unemployed, the youth, etc.) and, in some cases, through intermediaries that could be influential public figures such as artists, religious leaders, benefactors, etc. Media support could also be very useful.

Q: What is the appropriate method to validate the work of experts?

A: Reports prepared by experts should be considered as studies and proposals drawn up by specialists who may not necessarily share the same concerns and aspirations as local authorities. Therefore, local authorities and members of the steering committee should analyze, comment and revise the reports and work of experts so that the end product reflects the objectives and expectations of the city. The technical committee will be in charge of summarizing and highlighting the most important elements in these reports to facilitate the task of steering committee members.

Q: What should the CDS website contain?

A: The website should give visitors the necessary information to understand the CDS process (objective, process, stakeholders and their respective roles). It is important to report on CDS events and its main stages in simple and clear terms that can be easily understood by all. It may be interesting to show in the website pictures of events and of people involved in the process and of the projects or city sectors that will benefit from the CDS. Citizens will identify themselves with the CDS and will thus become involved in the process.

Q: What are quick win projects and how should they be chosen?

A: A quick win project is a project, in preparation or already mature, whose implementation may be quickly engaged and that is consistent with CDS objectives. It is strongly recommended to identify these projects that, in general, have already mobilized the necessary funds and whose execution will deliver a concrete visible CDS outcome. This solution has the advantage of showing citizens that the CDS is not exclusively an analytical process of debates, assessments and studies (assessments and studies that authorities and actors often question and even reject) and that it is actually a tool to translate as quickly as possible the analysis and studies into concrete actions and achievements. There is a wide range of quick gain projects, from solid waste collection in poor neighborhoods, to public lighting for

improved public safety, to reforestation, to sewer cleaning, or programs to improve the urban environment. Authorities should give broad visibility to these programs within the framework of the CDS, for example, by launching the project as part of a CDS event (forum, workshop, etc.).

Annex XIII Glossary

- **Budget:** A budget consists of estimates of future revenues and expenditures of an individual or a public authority for a determined period of time. It is a binding document sanctioned by a decision that provides for its enforcement. It is an essential tool to organize and structure the future. The budget is decided freely by the local authority that is required to:
    - make choices in advance,
    - abide by and respect the choices it has made.

- **Consultations:** The action or process of consulting different local groups (elected officials, economic actors, citizens, civil society, deconcentrated State services, NGOs, etc.) about strategies and actions to be implemented at local level.

- **Decentralization:** A form of local/regional organization and management in which the once all-powerful and omnipresent State now shares its powers and resources with other emergent actors that include, among others, local and regional authorities, civil society, citizens and development partners.

  This main objective of decentralization is to bring decision-making powers closer to the citizen, to make citizens accountable of their environment, and to involve them in development and public administration policies. Powers are thus devolved to citizens who will use those powers through elected representatives. It should not be confused with "deconcentration". Decentralization and deconcentration are two different concepts that are frequently associated.

- **Deconcentrated authorities:** Deconcentrated authorities represent national governments at local levels. In general, these deconcentrated State representatives have authority over the municipalities ("communes"). This is the most common situation in Southern and Eastern Mediterranean countries.

- **Deconcentration:** The action of delegating decision-making powers at local levels to authorities that are hierarchically subordinated to the central State.

  Deconcentration may be defined as transfers of powers formerly held by the highest authority to a local State agent. It is therefore a remedy to excessive centralization to the extent that it enables the State to bring the administration closer to the citizens, by setting up deconcentrated services in administrative districts.

- **FCP Approach:** The "Facts, Challenges and Projects" approach is similar to the SWOT analysis but may be completed in less time. Suggested by MedCities consultants and adopted within the framework of Tetouan 2, it consists in identifying salient facts through thematic workshops in order to determine the economic, local, regional and social challenges the city must confront in relation to each fact identified. Finally, a project is aligned with each challenge. The innovative aspect of the FCP approach is that workshop participants have to venture off beaten tracks to look into the critical aspects of the city—whether positive or negative—and must choose a limited number as strategic targets in a very short period of time.

- **Leader:** An individual who has the political authority to initiate a process and the necessary moral authority to mobilize actors to collaborate in a project. Depending on the type and level of organization, it could be the mayor (recommended) or the governor.

- **Local authorities or governments:** Local authorities are the institutional or administrative structures of a geographic area: a region, a department, an urban agglomeration, a city, etc. In general, cities are managed by a local government (the municipality or "commune"), a legal person governed by public law that may be more or less financially autonomous depending on the country.

Local governments are either elected (Morocco, Jordan, Lebanon) or appointed by central authorities (Tunisia, Syria).

- **Local Development:** A process aimed at promoting the population's wellbeing within a given area (a municipality, for instance) through an approach that brings together different actors to exchange ideas and to build a common social project. This local development process provides opportunities to stimulate awareness, perceptiveness, and to encourage relationships as well as local expertise.

- **Local Governance:** The capacity of local authorities and local elected officials to efficiently manage the resources of the territory under their responsibility, and to implement strategies and integrated actions that meet the needs of the population they include in the decision-making process.

- **Opportunities:** Potential circumstances, possibilities, advantages that may be seized to further the development of the municipality.

- **Participatory Approach:** The participatory approach rehabilitates the beneficiary citizen on the principle that his/her contribution to the development and implementation of projects that affect him/her is as important to the projects' success as the contributions of experts and authority agents. This approach is the opposite of traditional, top-down development approaches in which the point of view of experts and authority agents prevails over the beneficiary's point of view.

- **Plan:** A general scheme proposing the necessary elements for the achievement of a future, feasible and desirable result.

  A plan should not be considered as **written in stone**: it may be modified as needed as new elements emerge. There is no **perfect** plan. That is why planning should be limited to what must and can be done in a given situation.

- **Planning:** A dynamic and proactive process that enables translating a Vision into Results through Activities that have been defined, prioritized, structured, organized and operationalized. The process takes place within an internal environment that has its own strengths, weaknesses and actors and at the same time in an external environment with its own opportunities, constraints and actors.

- **Potentialities:** Elements of the natural and human environment, which remain unexploited or not fully exploited, that may be put to good use rationally and reasonably to promote development.

- **Program:** A set of projects whose objectives are aimed at achieving a common general goal.

- **Project:** A set of independent activities conducted by an organization, group or individual–according to a predetermined timeframe, budget and quality standards–aimed at producing a number of concrete and explicit outcomes to achieve a specific objective and to contribute to a particular purpose.

- **Public-Private Partnership (PPP):** A formal agreement (generally through a contract) binding a public institution (central administration, local authority, etc.) and one or several private firms that decide to collaborate, for example, to build public facilities or to deliver urban services.

- **Quick Win Projects:** Fairly simple projects that have already secured the necessary resources and have gained consensus.

- **Strengths:** Factors offering comparative economic and social advantages to a municipality. They may serve as levers/engines of development (agricultural and animal husbandry capacity, market attractiveness, access to production zones, tourist attractions, etc.).

- **Sustainable development:** Actions aimed at promoting economic, social and environment-friendly development, conducted today by all and for all, bearing in mind the future evolution of territories and their population.

- **SWOT Approach:** The acronym **SWOT** stands for **Strengths**, **Weaknesses**, **Opportunities** and **Threats**, a method used to analyze strategic contexts. It enables identifying internal strengths and weaknesses of a city, business, public or private institution, etc. and opportunities for change, as well as the threats that may affect its future or stand in the way of the objectives expected.

- **Urban Development Strategy (UDS):** A methodology and a process that complements other urban planning tools enabling the definition of a more holistic product for the social, economic and spatial development of a city.

- **Urban Prospective Studies:** Prospective studies or forward thinking is based on the conviction that the course of our future is not predetermined, that on the contrary, we can build out future. Applied to a city, for example, this approach consists in imagining different organizational patterns for the decades to come. This is done based on the knowledge of present situations, by identifying current trends that will affect the future, as well as potential changes or disruptions.

- **Weaknesses:** Principal obstacles to the development of a municipality (weak municipal finances, lack of infrastructures, long distances to centers of production and consumption, etc.).