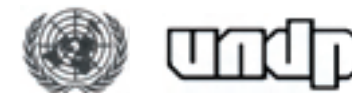


The UMP is a global technical assistance programme designed to strengthen the contribution that cities and towns in developing countries can make toward development of their own human resources, including the alleviation of poverty, the improvement of environmental conditions and the management of economic growth. The Programme represents an innovative strategy to focus national, regional and international expertise and resources onto the objective of building the capacity of local governments in developing countries to manage their own development more effectively.

The UMP originated in the mid 1980s as an effort by UNDP, the World Bank and UNCHS (Habitat) to document, synthesise and disseminate the lessons learned globally in urban management and in international urban management assistance efforts, not only by these three agencies, but also by other External Support Agencies (ESAs). Phase 2 of the UMP (1992-1996) was aimed at using the Phase 1 frameworks and tools to build capacity at the regional level and extend it to country and city levels. UMP Phase 3 (1996 – 2001), was similarly initiated at a critical juncture in the evolution of international development assistance in the field of urban management.

In June 1996 the United Nations held the last of a series of international conferences which address important sustainable development issues: the second United Nations Conference on Human Settlements (Habitat II) is held in Istanbul. Having considered the experience since the United Nations Conference on Human Settlements held in Vancouver in 1976, Habitat II has taken up the messages from relevant recent world conferences and developed them into an agenda for human settlements, the Habitat Agenda.

The issues, problems and challenges posed here, and that were among the issues raised at Habitat II at Istanbul in June 1996, had also been the central concern behind the initiation and evolution of the Urban Management Programme. Over the last fifteen years, it developed and assembled a large body of knowledge and experience directed at guiding cities towards resolution of their management issues. While different urban managers perceive and prioritise their problems according to their own realities, most are becoming increasingly conscious of the need for urgency. Policymakers around the globe are becoming more aware of the lessons to be learnt from the successful examples of others, and therefore more receptive to the need for new institutional responses to this challenge, and to urban management initiatives at both country and regional levels. This experience forms the central core of this book and is used to inform the guidance for cities.



The UNDP/UNCHS/World Bank Urban Management Programme

GUIDING CITIES

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From its inception, the document has had the support and cooperation of the UMP and its partner agencies.

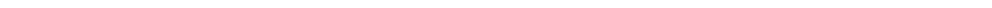
Helpful comments and suggestions have been received from the Coordinators and staff of UMP at UNCHS Paul Taylor and Dinesh Mehta, and John Little, and the regional coordinators of UMP and their staff.

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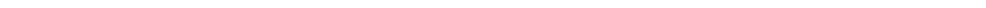
The views expressed in this publication are those of the authors and do not necessarily reflect the views of the UMP partner agencies, UNDP, UNCHS or the World Bank.

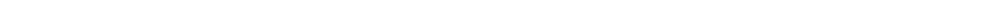
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3

Guiding Cities: The Urban Management Programme





EXECUTIVE SUMMARY

With increasing urbanisation, the majority of the world's population will soon be living in urban areas. At the same time, the majority of the world's poor will also be found in urban areas. Cities will find themselves as the main arena for both the generation of wealth and the locus of poverty. One of the main tasks facing all those concerned with economic and social development will be to ensure that while cities retain and expand their capacity for economic development they do so while containing and reducing poverty and its effects.

The way that cities are managed and administered has a direct bearing on their ability to support economic development and mitigate poverty. Therefore all those concerned with either economic or with social development should also be concerned with urban development and management and how their actions and interventions impact on cities and vice versa.

The Role of Urban Management

This inevitability of urban growth, with all its attendant positive and negative features underscores the crucial role of urban management in improving human and economic development in a rapidly urbanising world. Needs and priorities differ by region. In Asia and Latin America, urbanisation has given rise to a call for new institutional responses in redefining roles and responsibilities of different levels of government, and in capacity building at the local level to more effectively deal with urban management.

Africa is experiencing unprecedented urban growth that has very significantly outstripped government's capacity. Between 1960 and 1980, total urban population in Sub-Saharan Africa almost trebled from 33 to 90 million, registering an annual growth rate of 5.2 percent during this 20 year period. It is conservatively estimated that by the year 2000 the urban population figure will be nearly 260 million (implying an average growth of 5.4 percent p.a. during the 1980-2000 period). Given this rapid and continuing rate of growth, it is not surprising that the institutional capacity of urban governments to plan for and manage such massive population changes remains inadequate.

New Approaches to Urban Development

Thus, in all major developing regions in the world, the rapidly changing socio-economic and political environment underscores the need for bold new approaches to the issues of urban development. Examples are the performance management orientation of several UMP supported city consultations (e.g. in Bangalore, India and Bangkok, Thailand), and the local economic development strategies discussed in city consultations in Matola, Mozambique and Johannesburg, South Africa.

As population growth will be virtually synonymous with urban growth in the coming decades, the focus of efforts to develop sustainable human settlements must be on cities, the places where most economic activity will take place, pollution will be generated, and natural resources consumed.

This also means that the focus of many of the various sectoral investment programs should be on human settlements, especially cities and towns. At this level, policy initiatives translate into operational reality, and must be co-ordinated, managed, and implemented. And because they directly affect people and interests, policies become an eminently political affair. Conflicts must be resolved and consensus found among competing interests and parties.

The Tasks and Challenge for Urban Managers

The tasks and the challenges that those concerned with urban management face and to which they have to respond include:

- ensuring that the regulatory frameworks and infrastructure provision of cities work efficiently to provide and capitalise on the opportunities for economic development;
- coping with the increased demand for housing and urban services posed by the growing size of cities through public-private and other partnerships;
- involving all sectors of the community in participatory decision-making and implementation processes;
- protecting, preserving and enhancing the urban environment and the cultural and historical heritage of cities;
- ensuring that economic development leads to employment generation and poverty eradication;
- ensuring that the particular needs of women, men, children, youth, the elderly and the disabled are taken into account in developing policy responses and implementation;
- assuring the health, safety and security of all citizens from the growing threat of urban violence;

- having in place open and transparent processes of government and ensures good governance.

The issues, problems and challenges posed here, and that were amongst the issues raised at Habitat II at Istanbul in June 1996, had also been the central concern behind the initiation and evolution of the Urban Management Programme. Over the last thirteen years, it developed and assembled a large body of knowledge and experience directed at guiding cities towards resolution of their management issues. This experience forms the central core of this book and is used to inform the guidance for cities presented in the subsequent sections.

While different urban managers perceive and prioritise their problems according to their own realities, most are becoming increasingly conscious of the need for urgency. Policymakers around the globe are becoming more aware of the lessons to be learnt from the successful examples of others, and therefore more receptive to the need for new institutional responses to this challenge, and to urban management initiatives at both country and regional levels.

Lessons from The Urban Management Programme

A summary of the UNDP/UNCHS/World Bank UMP, its origins, history and development is presented in Section V and many of the lessons learnt and experiences gained by the programme are used to substantiate the advice and analysis in the following sections. However, it is useful to outline some of the major lessons learnt by the UMP, often verified and reinforced by the parallel experience of the partner agencies, similar programmes and other organisations working on urban issues.

- *The importance of documentation and exchange of good practice in urban management.*

Particularly during the first and second phases of the UMP, a deliberate effort has been made to synthesize the global experience with various aspects of urban management, in order to derive generic lessons of experience, which serve as starting points for city and country consultations in a specific context. Examples are the consolidated experience on municipal finance (Dillinger, UMP # 16, 1994), on urban environmental management (Bartone, et. al, UMP # 18, 1994) and on urban land tenure regularisation (Durand-Lasserve, UMPWPS 6).

- *A shift from participation to partnerships*

Over the years there has been increasing evidence of the advantages of involving "the beneficiaries" in the development process. From a relatively passive involvement as providers of information, or of labour, this involvement has changed both quantitatively and qualitatively, so that it is now accepted that the stakeholders should be involved in all stages of the process from design to implementation and evaluation. More importantly, it has been recognised that through such involvement, the people effectively become partners in the project and the development process. However, the UMP has extended this principle to other domains of governance, only partly out of recognition that government alone cannot mobilise the resources required. More significantly, bringing the private and NGO sectors into the development process as partners provides more than just additional resources. The increase in commitment, knowledge and expertise plus the shared sense of ownership provide better chances for successful outcomes.

- *A greater emphasis on the socio-political as opposed to technocratic aspects of urban management*

The UMP responded to the need for more effective management of urban areas by replacing the largely technocratic processes utilised by urban planning agencies to initiate a more inclusive process of city consultation. It brought together all the actors involved and concerned with aspects and issues of urban development and management to discuss and develop a consensus on the priorities and possibilities for action, and then allocated tasks to the actors and agencies. This not only recognised political realities but also was able to ensure the support, consent and involvement of all parties. National and City Consultations have become the cornerstone of UMP practice and also underpin the strategic planning processes that can successfully overcome the problems of Master Planning and other such technocratic approaches.

- *New approaches to capacity building*

Recognising that even the best of approaches, tools and techniques will have little chance of being successfully invoked or applied, the UMP has learnt the value and need of ensuring that the institutions have the required capacity and the capability. In place of and to supplement many of the traditional methods of training, UMP has put in place a much more locally relevant network of experts and anchor institutions to respond to local and regional needs. Through these networks and anchor institutions, "receptacles" of knowledge are nurtured and supported. They have a much greater affinity to and understanding of local regional needs than international experts, and through their networking

improve and update their knowledge of local requirements.

- *The benefits of donor collaboration*

The very nature of the UMP as a multi-agency programme that has also utilised and incorporated bilateral donor involvement, helped demonstrate the benefits of donor collaboration. Not only were donors able to learn from each others' experience and expertise, they were able to take over and build upon UMP programmes with far greater understanding and acceptance of the preceding stages and steps. Such co-operation was also able to minimise duplication and waste. The UMP experience has shown that donor collaboration is not only possible but has mutual benefits for all those involved.

- *The inter-connectedness of urban issues and problems*

One of the lessons learnt from the thematic areas of focus of the UMP has been their complexity and the overlap and interaction with each other. This makes it difficult to take a purely "sectoral" approach to either the identification of problems or development of solutions. On the other hand, if handled with this awareness, it becomes possible to be more effective by having strategies that take a multi-objective approach within a consistent framework. (UMP Annual Report 1995)

- *The need for flexibility in demand-driven programmes*

One of the obvious, but often overlooked consequence of taking a demand-driven approach to urban issues is that constituents often demand things that the programme is not prepared to deliver, or if it is, then not at that point in time. During city consultations, participants frequently brought up new areas for attention that they wanted the process to address. (UMP Annual Report 1995)

The objectives of this book

The primary objective of this book is to provide a guide for those concerned with economic or social development, as well as those concerned more directly with urban development and management, to the main issues and the range of options available to deal with them. The presentation of issues and options is accompanied by examples of practice generated by the Urban Management Programme in cities in countries around the world.

The target audience therefore includes policy makers, advisors, managers and administrators of national and local governments, aid and technical assistance programmes of multilateral as well as bilateral agencies and private and non-governmental organisations, institutions and foundations. They are the ones who are being called upon to make decisions regarding projects and programmes of development or to respond to social and economic problems in urban areas.

Much of this audience is non-technical, and this book aims to provide them with the background and familiarise them with the available options in straightforward, jargon-free language so that they can better engage in dialogue with professionals and technocrats in the task of guiding cities.

The Structure of the Book

This first section presents a very brief overview of urbanisation and urban management, setting out the processes by which cities grow and develop, and the role that they play in human and economic development. This section also introduces some of the main trends and directions of policy advice and intervention evolved through a series of recent international meetings and conferences, and highlights the emerging consensus regarding urbanisation and urban management.

This is followed by three sections, looking at Urban Governance, Urban Poverty Reduction and Urban Environmental Management that epitomise current concerns regarding cities. Within each section are particular areas, ranging from Leadership, accountability and democracy through privatisation, partnership and participation to vulnerability and social exclusion and integration, to Urban Heritage protection. For each of the 13 areas of concern, the current problems are summarised, followed by an indication of some of the issues raised in dealing with them. This is followed by Guidelines for Action, presented as a series of steps that could be undertaken in order to confront the issues and resolve the problems. These Guidelines draw upon the experience of the Urban Management Programme, and case studies of (successful) interventions are presented. There is a brief

list of resources and documentation that can provide further information and assistance.

In order to aid the reader in locating material and information of particular interest, the book is structured so that the bulk of it is organised in sections that reflect particular aspects of urban management. However, in reality, these areas are largely inter-linked, and the problems, issues and solutions apply across them. Rather than using an elaborate system of cross-linking, we have thought it easier to treat each section so that it can stand on its own. One implication of this approach is that a number of items are repeated in more than one section. This is particularly true of advice regarding what to do about urban issues and problem.