

Programming Guide for Strategy Papers

Programming Fiche	Authors : Montalbán, DEV B/1 Amended by Esther Sommer, cbm
Urban development <i>Amended to include a disability dimension in the framework of the project</i> www.make-development –inclusive.org; contact catherine.naughton@cbmi.net	Date: January 2006 Amended on: October 2007

*For justifications on the disability entry points see: **Justifications to support the inclusion of a disability perspective in Infrastructure, Transport and Urban development sector***

Programming guidelines

The programming exercise will serve to assess whether and in what form urban development co-operation should be considered as part of the CSP. Programming analyses current needs and policies in a given country and identifies opportunities for EC support in order to achieve a consistent and effective urban development approach. This is the initial step in making sure that the possible impact and benefit of EC co-operation in urban development is recognised in the country concerned. Thus, the eventual agreement for co-operation in urban development achieved during the programming phase would provide a framework and a base for support within which specific urban sector development programmes and projects can be identified and operated in following stages of the process.

The programming stage also involves identifying the distribution of responsibilities of various institutions and actors in managing urban development and the current activities of other donor agencies. When programming for urban projects with a strong sectoral component, there must be awareness as to urban policies and the main programmes of the particular country.

The roles of local authorities and other local stakeholders should be clarified at the outset, focusing attention on the inter-relationship between the management of various sectors at the local level. If possible, an Urban Sector Profile Study (USPS) can be carried-out as a policy review and a programming/identification tool, which can be contracted to experts but in any case undertaken in a participatory way. **Planners can do a lot to increase the poverty reducing impact and the accessibility of urban planning by taking into consideration the needs of people with disabilities, older people or persons with illness in infrastructure and transport projects.**

1. Sectoral Support

In the past, individual development projects that have not been framed within an effective national policy have had limited impact and lacked sustainability. In addition, a multiplicity of projects and a lack of co-ordination among donors have, on occasions, adversely affected the

efficiency of aid and have tended to undermine local ownership and the development of local capacity. Therefore, a sector-based approach should be the preferred option. Such an approach allows the elaboration and implementation of coherent policies and the coordination of donor activities in a meaningful way.

2. Sustainability

The impact of identified priorities in areas of economic, environmental and/or social development on urban areas should be analysed. Issues of sustainability need to come together in cities with strategic intervention having benefits in all areas to ensure a balanced development pattern (inter-linkages between urban and rural development). In order to do this, the following steps should be taken:

- Consult stakeholders in a range of sectors to establish major priorities.
- Identify linkages between social, economic and environmental problems confronted in cities and focus strategic efforts there.
- Identify locations with high potential for increased urban productivity, growth and change and that can translate the positive effects to their rural hinterlands.

3. Strategically Focused – Good Governance

The combination of rapid urbanisation and poor urban governance in developing countries constitutes a major problem. Little attention has been paid in the past in the R/NIP to the need for development co-operation in an urban context. Many developing countries do not have clearly defined urban development policy. Even if such a policy exists, it is usually poorly articulated. To improve this situation, relevant authorities might be encouraged to:

- Adopt guidelines to promote urban development as a priority area in the R/NIP.
- Use those guidelines to establish a process of urban project development following an articulated approach.

1. *Support for urban policies*: It is likely that policies in most sectoral areas will not specifically relate to urban development. A conducive legal framework is necessary to support a process of open decision-making at the local level. The capacity to accommodate to the legal framework is also crucial to effective decision-making. The presence and capacity of local authorities are key factors in an urban programme. Basic institutional support may then be required where capacity is lacking, and more targeted support where local authorities have already achieved a reasonable level of competence. As a possible set of actions to address these problems:

- Hold meetings with local government associations and/or local government representatives to assess the overall state and capacity of local administrations.
- Organise discussions with national authorities in relevant sectoral agencies, as well as other donor agencies active in relevant sectoral areas, to develop a coherent view on how sectoral policy should relate to urban development.

- During the programming exercise, undertake an investigation as to whether urban areas are being supported or hampered by specific policies or absence thereof. - Consider whether direct policy support may be required to introduce or reform policies affecting urban development.
- Assess whether there is interest in preparing a Country Urban Strategy.
- Consider providing support at the appropriate level to enable participation in the decision-making process.

2. *Institutional set-up*: A thorough understanding of the structure and organisation of local administration and its relation to key national bodies is a basic prerequisite to the undertaking of urban projects. Institutional development or reform can assist cities to function better. It can also assist national government to play an enabling role in urban areas. In order to do this, the following actions may be useful:

- Collect existing documentation or reports on the legal and administrative framework for local government and urban projects before launching new projects.
- Assess whether broader institutional reform at national or local level is required and is a priority.
- Build specific support for institutional reform into programming if appropriate.

3. *Financial management*: Effective financial support is critical to the functioning of local institutions. Poor financial management is often a weakness in the performance of local government. Therefore, it should be assessed whether financial management support is a priority and build it into programming if appropriate.

Physical planning can be critical for effective and spatially integrated urban development initiatives. A strong link is also needed between the design, location, timing and financing of infrastructure.

- Assess first whether current physical planning practices are the most adequate.
- Then, foresee specific support for physical planning capacity into programming if appropriate.
- **Consider inclusive planning at an early stage for making urban development more accessible for people with disabilities, older people and others**

4. Relevant actions to be supported

For urban development support to be most effective, it is important that it is responsive to local and national priorities. A range of stakeholder concerns and priorities should be taken into account. **Any participation of civil society actors should also include representatives of marginalised groups who have most at stake when we consider Urban Development (older persons, women, persons with disabilities).** Priorities at various levels need to be identified. Priorities from within or outside government (from the private sector to civil society) need also to be considered. Therefore, authorities should consult with stakeholders from central and local levels of government, as well as from the private sector and civil society during the programming process (without raising unrealistic

expectations). An urban sector profile study (USPS) can provide a structured way of undertaking consultations.

5. Characteristics which should be part of the approach

1. Social, cultural, gender **and disability** issues should be considered at all levels of urban development.
 - Consult departments and organisations active in social, cultural and gender areas during programming.
 - Consider programming specific support in these areas if appropriate.
 - Ensure that programmes are sensitive to local culture and politics.
2. Support should be programmed so as to have a wide direct and indirect impact for urban development.
 - Pilot projects can also contribute to encouraging changes in urban development practice.
 - Assess possible impact and likely spin-offs as part of national and local discussions.
 - Assess whether and what additional resources be obtained if support is programmed for particular activities.
3. Stakeholders may not understand well the important role that cities play in development.
 - Disseminate guidelines to increase the understanding of urban development. Agencies and NGOs may also be significant sources of information and capacity-building support.
 - Ensure that programmes are sensible and realistic in relation to local capacities for implementation.
 - Make sure that programmes are sufficiently flexible to adapt to rapidly changing environments.
4. Municipal associations and NGOs working in urban areas are still relatively undeveloped.
 - Investigate whether non-government agencies, including municipal associations, may be effective partners in the generation of urban projects.

6. Donor agencies

Co-ordination between agencies in developing programmes is often poor, although in some countries, co-ordination fora are in place. Consultation with other donors to see whether they have current or intended urban projects should be required to ensure good coordination and maximum impact.

7. External assistance agencies

Support for urban development is an area that has been traditionally neglected by development agencies. Nevertheless, some assistance has been given and national government agencies are developing their own urban programmes. Past and ongoing actions should be analysed to ensure a correct identification of problems and definition of strategies.

8. Existing national urban programmes

In addition to regular urban administrative procedures, many special programmes may already exist or be at planning stage (including social, economic, administrative, decentralisation, environmental management, infrastructure and training components).

- Prepare an overview of current urban-focused programmes as a background to the generation of urban projects to better identify those programmes that have potential to add significant value.

9. Urban Sector Profile Study (USPS)

Some ideas follow to set out a generic scope and coverage of an Urban Sector Profile Study. An USPS aims to identify areas for support and to display a sector framework for structured and long-term intervention. Such intervention may be identified in the course of the study for discussion and review with concerned (sector) national and local stakeholders. In principle, the Urban Sector Profile is intended to fill a gap between the National Indicative Programme (NIP), which is macro and multi-sectoral in nature, and individual project interventions, which presuppose an adequate knowledge of sectoral policy and programme issues. An Urban Sector Profile Study may be appropriate in two cases:

- If we have little or no experience in the urban sector in the country concerned. It would serve to assess a country request for support in this sector, expressed during the Country Programming exercise by better understanding relevant issues before selecting urban as a focal sector.
- If we have a substantial experience in project support in the sector or in sub-sectors, such as urban water supply, and we wish to review our involvement through an enhanced sectoral approach looking at the overall picture.

In both cases, the sector profile study serves as an instrument for policy dialogue, and in doing so, contributes to raise awareness of urban challenges and of the role that cities and towns play in national development strategies. **Urban planning can constitute a strong tool for poverty reduction and improvement in access to services and resources if it is done in a sustainable and disability- inclusive way.**

10. Useful links and contacts for further information on the concept

- **The Cities Alliance** is a global coalition of cities and their development partners committed to scaling up successful approaches to poverty reduction; The Alliance brings cities together in a direct dialogue with bilateral and multilateral agencies and financial institutions; Alliance members promote the developmental role of local governments and help cities of all sizes obtain more coherent international support; By promoting the positive impacts of urbanisation, the Alliance helps local authorities plan and prepare for future growth; The Alliance helps cities develop sustainable financing strategies, and attract long-term capital investments for infrastructure and other services.
- **The Global Urban Observatory (GUO)** addresses the urgent need to improve the worldwide base of urban knowledge by helping Governments, local authorities and organizations of the civil society develop and apply policy-oriented urban indicators, statistics and other urban information.
- **Best Practices Database** contains over 2150 proven solutions from more than 140 countries to the common social, economic and environmental problems of an urbanizing world.

Information on Disability, Urban Development, Infrastructure and Accessibility

- **[DFID: Enhancing the mobility of disabled people: guidelines for practitioners](#)**, CJ Venter, J Sentinella, T Rickert, D Maunder and A Venkatesh, Overseas Road Note 21, TRL Limited, 2004.

- [OECD: DAC's Guiding Principles on Using Infrastructure to Reduce Poverty](#)
- [Social Analysis in Transport Projects](#)
Guidelines for Incorporating Social Dimensions into Bank-Supported Projects. The world Bank 2006.
- [Guidelines for Sustainable Urban Development](#)

11. **List of indicators** (this the set of indicators proposed by AIDCO and that should be still refined)

Table of Indicators related to Urban Development recently adopted in FA's

Sector concerned	Indicator Description	Type of Indicator	Type of action
Urban Development	REHABILITATION RECONSTRUCTION OF POST-DISASTER AREAS		
	% of people restored to normal livelihood of whom % of people with disabilities	Output	Project
	% of villages restored with access to basic infrastructure and services	Output	Project
	% of areas rehabilitated	Output	Project
	% of productive land restored for productive usage	Output	Project
	Sufficient living area (not more than 2 pers/room)	Output	Project
	Improvement of socio-economic conditions in the affected areas	Output	Project
	Inclusion of People with disabilities in planning processes		
	% of shelter, services and other infrastructure made accessible for people with disability		

Infrastructure Indicators to adopt in the upcoming FAs

AIDCO.E7 is carrying out an internal analysis with the aim to introduce a limited number of standard indicators to be compulsory inserted in each FA. Hereunder, a provisional draft proposal:

URBAN DEVELOPMENT INDICATORS

Urban infrastructure comprises construction and rehabilitation of a wide range of civil works, such as water supply and sanitation, sewerage and solid waste disposal, telecommunication

and energy grids, repavements, site and service schemes, urban markets, not to mention health and educational facilities.

This restrictive approach which specifically focuses on engineering outputs has to be extended in order to provide meaningful answers to the following issues:

- Urban poverty is high and increasing
- Pressure on environment requiring urgent action
- Growing demand for new urban infrastructures and services
- Weaknesses of municipal institutions
- Limited financial resources

Consequently, indicators have to assess:

- Quality
- Quantity
- Availability
- Accessibility **for all (universal design)**
- Affordability

of urban infrastructures and policies in the fields of :

- Housing and land tenancy
- Municipal finance and governance
- Urban services mostly to the poor
- Urban safety
- Local economic development
- Urban environment
- Hazard risk management
- Rehabilitation and reconstruction of post-disaster areas
- Cultural heritage

Since the EC has financed a limited number of urban projects/programmes and taking into account that the sub-sectors of health, education, economic development and institutional strengthening are covered respectively by AIDCO Unit E/3 and E/4, we have selected the most meaningful indicators which derive either from recent FPs, or other international practices, mainly the UN-Habitat and the World Bank.

As a standard indicator in urban development could be used the following one:

% of slum population in urban area