

Sustainable Cities Programme (SCP)

The SCP Source Book Series
Institutionalising
the Environmental Planning
and Management (EPM)
Process

United Nations Centre for Human Settlements (UNCHS Habitat)
United Nations Environment Programme (UNEP)
Sustainable Cities Programme (SCP)

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UNEP: P.O.Box 30552, Nairobi, Kenya

HS/553/98E

ISBN for this volume: 92-1-131413-5

ISBN for the series: 92-1-131407-0

Institutionalising the Environmental Planning and Management Process

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The SCP Source Book Series, Volume 5

Institutionalising the Environmental Planning and Management (EPM) Process

Prepared and written by staff and consultants
of the Sustainable Cities Programme

About the SCP Source Book Series

The SCP Source Book Series provides detailed operational guidance for the benefit of people implementing city-level projects within the Sustainable Cities Programme. Each volume in the Series covers either an important part of the SCP process or an important topic which is central to urban environmental planning and management. The volumes currently being produced (1999) include the following:

** In general, the SCP Source Books are developed based on city experiences or are developed as operational tools which will then be fine-tuned, adapted and applied in cities. An SCP Source Book can be process-specific (Volumes 1 - 5), topic-specific (Volume 6) or of a cross-cutting nature (Volumes 7, 8 and 9)*

Volume 1: Preparing an Environmental Profile
Volume 2: Organising, Conducting and Reporting a City Consultation
Volume 3: Establishing and Supporting a Working Group Process
Volume 4: Formulating Issue-Specific Strategies and Action Plans
Volume 5: Institutionalising the EPM Process
Volume 6: Urban Air Quality Management Handbook
Volume 7: Building an Environmental Management Information Systems
Volume 8: Integrating Gender Responsiveness in EPM
Volume 9: Measuring Progress in EPM*

The emphasis in this Series is on **relevance** and **realism**. These volumes are the *product of experience* - field-level experience gained over the past eight years in SCP city projects around the world. Precisely because it is drawn from the lessons of experience in so many different cities, the information contained in these volumes is not city-specific but can readily be adapted and applied to the tasks of urban environmental planning and management (EPM) in virtually any city context.

The Sustainable Cities Programme (SCP) is a global programme of the United Nations Centre for Human Settlements (UNCHS - Habitat) and the United Nations Environment Programme (UNEP). It is the leading technical cooperation programme in the field of urban environmental planning and management and is the principal activity of the United Nations system for operationalising sustainable urban development and thus contributing to implementation of *the globally-agreed Agenda 21 and Habitat Agenda*. The SCP is currently active in the following places:

Africa: Accra (Ghana), Dakar (Senegal), Dar es Salaam (Tanzania), Ibadan (Nigeria), Lusaka (Zambia), Maputo (Mozambique), Moshi (Tanzania), Nampulo (Mozambique), Zanzibar (Tanzania)

Asia: Colombo (Sri Lanka), Madras (India), Cagayan de Oro, Tagbilaran, and Lipa (Philippines), Shenyang (China), Wuhan (China)

Middle East: Ismailia (Egypt), Tunis (Tunisia)

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Central & Eastern Europe: Katowice (Poland), Moscow (Russia), St Petersburg (Russia).

Further information about the SCP Source Book Series, or about the Sustainable Cities Programme itself, may be obtained from:

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User's Guide

This Document is divided into three Parts, each of which has a different purpose and a different content:

Part A

Introduction and Overview

This begins by briefly describing the Environmental Planning and Management (EPM)* process in an SCP city, to establish the over-all context; it then explains in general what is meant by Institutionalising the EPM Process. Part A is a general introduction which should be read by *everyone* concerned with the SCP project, including policy-makers, political leaders, and other stakeholders.

** Institutionalisation of the EPM process is described and analysed in an SCP city context. Therefore the terms 'SCP' and 'EPM' process are used interchangeably. The SCP process and its specific activities provide a concrete example of the application of the EPM process in an SCP partner city.*

Part B

Institutionalisation: A Conceptual Framework

This is the main Part of the document. It gives a careful explanation of what is meant by Institutionalisation of the EPM process - how it can be organised and undertaken. The explanation is detailed, aimed at the professionals and practitioners who will actually be implementing the SCP project on a day-to-day basis. Thus Part B contains not only explanations and guidelines, but also good advice based on experience in other SCP cities. Part B is thus intended as a *guidebook* which the SCP project staff and partners can consult over and over again as they work through the SCP project, starting in Phase One and lasting until the end of the project (and beyond).

Part C

City Examples, Further Explanations and Other Materials

To further assist those implementing the SCP project, Part C contains a variety of useful annexes and supplementary information. Aside from a helpful Glossary of Terms and list of Information Sources, Part C is primarily devoted to a series of short case examples drawn from the real-world experience of various SCP cities. These examples will help illustrate the points made in Part B and will give project staff helpful ideas and pointers about how to proceed in their own particular circumstances. Part C also contains guidance on entry points for bringing about change, as well as a lengthy explanation of the SCP programme itself.

To get the best out of this Source Book, however, users need to have a good understanding of the overall SCP approach and process of which institutionalisation is only a part. It is therefore strongly advised that users familiarise themselves with the appropriate SCP documents and information.

Table of Contents

About the SCP Source Book Series
User's Guide

Part A: Introduction and Overview

A1 The EPM Process in an SCP City

A2 What is Institutionalisation?

A3 How to Institutionalise the EPM Process

Part B: Institutionalisation: A Conceptual Framework

B1 What Does Institutionalisation of the EPM Process Mean?

B2 What to Institutionalise?

B3 Local Aspects of The EPM Process: A Key Perspective for Institutionalisation

B4 How to Institutionalise the EPM Process?

B5 Who Should Take the Lead in Institutionalisation?

B6 A Note of Caution

B7 Institutionalisation: the General Approach Customised for Local Conditions

Part C: City Examples, Further Explanations and Other Materials³³

C1 City Examples

1. Cities represent different political structures and institutional arrangements
2. Cities improve information through the EPM process
3. Cities improve decision making through the EPM process
4. Cities improve implementation and resource mobilisation through the EPM process
5. Cities identify the lead players in institutionalising the EPM process
6. Cities institutionalise the EPM process through building the necessary institutional structures
7. Cities institutionalise the EPM process by linking it to capital budgeting and to urban planning
8. Cities consider financing mechanisms for sustaining the EPM process
9. Cities search for ways to sustain the 'learning' aspect of the EPM process.

Table of Contents, cont'd

- C2 'Entry Points' for Bringing About Change**
 - Information
 - Decision-Making and Coordination
 - Implementation
 - Resource Mobilisation

- C3 Terms of Reference for an Institutionalisation Task Force**

- C4 Example of Integrating the SCP Working Group Approach into Existing Structures (Lusaka City Council)**

- C5 Glossary**

- C6 Information Sources**
 - Key EPM & SCP Documents
 - Other Important Documents

- C7 The Global Sustainable Cities Programme: Lessons of Experience**

The SCP Source Book Series, Volume 5
Institutionalising the EPM Process

Part A

Introduction and Overview

The EPM Process in an SCP City

The Sustainable Cities Programme (SCP) is a world-wide technical cooperation activity of the United Nations. It works at city level in collaboration with local partners to strengthen their capabilities for environmental planning and management (EPM). Each city-level SCP project is adapted to the particular needs, priorities, and circumstances of that city; nonetheless, all SCP city projects follow the same general approach and all are implemented through the same series of activities known as the SCP Process.

The SCP recognises that cities play a vital role in social and economic development in all countries. Efficient and productive cities are essential for national economic growth and, equally, strong urban economies are essential for generating the resources needed for public and private investments in infrastructure, education and health, improved living conditions, and poverty alleviation.

Unfortunately, the development potential of cities is all too often crippled by environmental deterioration. Aside from its obvious effects on human health and well-being (especially of the poor), environmental degradation directly holds back economic development. For development achievements to be truly *sustainable*, cities must find better ways of balancing the needs and pressures of urban growth and development with the opportunities and constraints of the urban environment.

Environmental deterioration, however, is not inevitable. Although many, perhaps even most, cities are still suffering severe environmental and economic damage, there are encouraging signs. Some cities are learning how to better plan and more effectively manage the process of urban development, avoiding or alleviating environmental problems while realising the positive potentials of city growth and change. The SCP aims to support cities in finding - and managing - development paths which are more effectively fitted to their environmental opportunities and constraints.

Reflecting this background, and reflecting the special characteristics of the Sustainable Cities Programme, there is a *common approach* which is shared by all SCP cities and which holds true across the full, range of partner cities:

- central focus on development-environment interactions;
- broad-based participation by public, private and community groups;
- concern for inter-sectoral and inter-organisational aspects;
- reliance on bottom-up and demand-led responses;
- focus on process: problem-solving and getting things done;
- emphasis on local capacity-building.

Similarly, there is a shared *SCP Process* which provides a general framework for city-level project implementation - a framework, moreover, which has been tested, revised, improved and evolved through experience in more than 20 different cities since 1991. The process consists of a sequence of activities which are logically and practically connected, together with a number of

specific outputs which are important for the progress of the project. The key point is that by following the SCP Process, the work of implementing an SCP city project will build an effective process of environmental planning and management which is integrated into local society and government.

Naturally, the way in which the SCP process works out *in detail* will be different from one city to another. But the *general* pattern has proved to be useful and effective in cities all across the world. Broadly speaking, there are *three general phases* in the process of SCP project implementation.

The **First Phase** (*Assessment and Start-Up*) is a 6 to 9 month initial period which normally includes the following main activities:

- identification and mobilisation of project participants and partners
- familiarisation of project partners with the core EPM concepts and SCP approaches
- preparation of the Environmental Profile and initial identification of priority environmental issues (See Volume 1 of the SCP Source Book series, *Preparing the SCP Environmental Profile*)
- review of available resources, tools, and information and initial design of geographic information systems (GIS) and environmental management information systems (EMIS) adapted to the city's needs
- working out the organisational structure, work plan, and operational procedures for the project
- organising and holding the City Consultation
- establishing the Issue-Specific Working Groups.

The City Consultation is a major event which brings together the work of Phase One, consolidates social and political participation and support, and launches the SCP project into Phase Two. (Volume 2 of this SCP Source Book Series - *Organising and Running the City Consultation* - provides detailed guidance.)

The project's **Second Phase** (*Strategy & Action Planning*) is an 18 to 36 month period of intensive analysis, discussion, and negotiation within the Issue-Specific Working Groups. (Volume 3 of the SCP Source Book Series, *Establishing and Supporting the Working Group Process* provides extensive detail about the SCP Working Groups.) The number, focus, and membership of these Working Groups will change and evolve as the project proceeds, but they will remain the principal feature of the SCP Project. During this period, each of the agreed priority issues will be further elaborated and developed, to reach a consensus on appropriate strategies for that issue. The strategies will then be developed into action plans which can be agreed by the organisations and groups involved in implementation. (See Volume 4 - *Formulating Issue-Specific Strategies and Action Plans*.)

Small-scale demonstration projects will be undertaken to test the approaches developed and to show what can be done through the SCP process. In addition, some of the first action plans will produce investment and/or technical assistance proposals which will be developed into properly-formulated and 'bankable' proposals. All of these Phase Two activities of the Working Groups will be gradual, pragmatic and collaborative, reflecting the real-world conditions for strategy formulation and implementation. Finally, during this

Second Phase, the main project activities for institutional capacity-building and human resource development will be carried out.

The **Third Phase** of work (*Follow-up & Consolidation*) is an open-ended follow-up and implementation period, which begins towards the end of Phase Two and carries on for an extended time afterwards. The strategies and action plans coming out of the Working Groups will be further elaborated, especially to build toward an over-all city-wide environmental management and urban development strategy. Investment proposals will be worked out in detail, subjected to rigorous analysis, and pursued vigorously with funding sources. The task of institutionalising the environmental planning and management (EPM) process, which is initiated during Phase Two, will be carried to conclusion during Phase Three (as described in the present volume). In addition, the remaining training and institutional development activities will be implemented. Finally, there will be regional and/or national workshops and meetings, to explore ways of extending SCP activities into other cities, building upon the experience gained in the project.

A2

What is Institutionalisation?

What happens after an SCP city project has come to an end? How do we ensure that the gains achieved through the project - the new capacities in environmental planning and management which have been built up - are sustained and further strengthened after the project stops? These are the core questions of **institutionalisation**.

The SCP process is founded on new and different ideas about urban environmental planning and management. The whole thrust and purpose of the SCP project is to help a city learn and develop *new* ways of doing things. The key principles of the SCP - broad-based participation and stakeholder involvement, cross-sectoral and inter-organisational collaboration, issue-focused and problem-solving approaches to strategy formulation and action planning, etc. - represent challenges to traditional and familiar ways of doing things. To bring people to a clear understanding of the SCP process, to help them develop an awareness of how it can bring real improvements, will therefore be a difficult task - one which requires deliberate and well-planned effort sustained over the whole period of the SCP project.

Institutionalisation means for the SCP process to be absorbed and integrated into the institutions and organisations of the city, with the SCP ideas being accepted and acted upon. It means that the activities of the SCP process will have become *normal and routine activities* of the various organisations and interested groups. It means the new practices of environmental planning and management will be carried on and sustained, no longer dependent upon the initiative of a special project.

To be successful in this way, institutionalisation of the SCP process will require profound changes on a number of levels:

- **attitudinal change:** changes in attitudes and ideas; changes in ways of thinking about development and environment - and about planning and management; changes which reflect understanding and acceptance of the SCP concepts and approach.
- **behavioural change:** changes in the way people go about their tasks of planning and management; changes in how they inter-act with others; changes in how they engage in collaboration and cooperation, in negotiation and consensus-building - changes which reflect in their actions their commitment to the SCP approach.
- **organisational change:** changes in the ways in which organisations operate; changes in their procedures - especially in relation to things like information sharing, collaboration with other sectors and departments, work programming, consultation with other stakeholders; changes in day-to-day practices which incorporate and embody the SCP methodologies and activities.
- **structural change:** changes in the mandate or formal authority of various organisations; changes in staffing and resources, or in inter-organisational relations; changes which may be necessary to better accommodate the SCP process and provide the technical resources for supporting it.

Clearly, it is a daunting task to make such far-reaching changes. People and organisations are inherently cautious in such matters, and the force of precedent and tradition - the force of habit - is very strong. The experience of SCP projects in cities around the world shows how difficult successful institutionalisation really is, in practice.

Institutionalisation should be viewed, therefore, as a continuous process within the overall SCP framework, a process which slowly but steadily brings incremental changes in attitudes and behaviour, gradual adoption of new approaches and techniques, shifts in operational routines and patterns of inter-organisational cooperation, accumulation of new capabilities and skills. In this perspective, institutionalisation is an integral part of the whole SCP process - it is *not* a separate element or component, and it is certainly *not* something which is put on the side and left to be done at the end of the project.

Finally, the *vital importance* of institutionalisation should be emphasised. Typically, the impetus provided by an externally-aided SCP project is crucial for initiating and guiding and supporting changes in environmental planning and management. But unless those changes are consolidated, strengthened, and sustained after the project is ended, then the whole exercise will have been futile.

How to Institutionalise the EPM Process

In Parts B and C of this volume, there is considerable detailed information about the nature and process of institutionalisation. It can be summarised as follows.

The elements or aspects of the SCP process which should be institutionalised can be put into three categories:

- **Core Elements** (basic principles of the SCP, such as participation and stakeholder involvement, focus on connectivities across sectors, concern with cross-cutting issues, the SCP Working Group as platforms for negotiation and consensus-building, etc.)
- **Software Elements** (technical capacities and expertise built up through the SCP project and which are essential to support SCP activities such as issue clarification and prioritisation, assessment of proposals and plans, strategy formulation, action planning, project identification, and strategy implementation; these include system-wide skills like GIS and EMIS, monitoring, project preparation and profiling, group facilitation and mediation, negotiation and consensus-building, etc.)
- **Project Products** (concrete outputs from the SCP Working Groups which are generated during the project and form the basis for continuing work - including issue-specific strategies, action plans, investment profiles and proposals, demonstration projects, development principles, etc.).

Another important point is to see the SCP as a *learning process*, which is given expression particularly through the SCP Working Groups. The process of working through the SCP process in the activities of the Working Groups exposes a very large number of people - key stakeholders representing key organisations and groups - to the ideas and practice of the SCP. This learning process is something which needs to be nurtured and maintained after the project has ended - in other words, it needs to be institutionalised.

Looking in more concrete terms, then, we can look at a number of ways to organise the process of institutionalisation:

- (1) Building and Strengthening Institutional Structures;
- (2) Changing or Adjusting Mandates;
- (3) Identifying and Tasking “Anchor” Institutions;
- (4) Linking to Strategic Policy Instruments;
- (5) Developing Skills;
- (6) Modifying Legal and Administrative Frameworks;
- (7) Providing Funds to Support Expenditures & Equipment;
- (8) Maintaining Knowledge Support and the Learning Process.

Building and Strengthening Institutional Structures

The creation of wholly new institutions is not normally advisable, but it may be appropriate to modify and/or re-structure existing institutions, to better

accommodate the SCP activities which are being institutionalised. This might include creation of new departments or sections, or alternatively consolidation of existing ones with overlaps, for instance.

Changing or Adjusting Mandates

As part of adapting institutions to integrate SCP functions and procedures, it may be necessary to modify the legal mandate (formal specification of authority, responsibility, resources, etc). Adjusting mandates is usually a relatively difficult process, but it may well be essential in order to firmly anchor the changes made in operations and to make them sustainable.

Identifying and Tasking “Anchor” Institutions

There are usually a small number of key institutions (mostly but not exclusively in the public sector) which have the mandate, staff, and position to play a leading role in sustaining the SCP process. These are called “anchor” institutions, and it is quite important to identify these early on in the project, so they can be gradually developed and built up for their longer-term role in institutionalisation.

Linking to Strategic Policy Instruments

It is also essential for the SCP process activities to be firmly linked with key policy mechanisms, whatever their actual institutional structure may be. For instance, institutionalising SCP would require effective linkage to the annual budgeting process, the process for allocating human resources, the procedures for sector work programming, the over-all process of land use planning and development control, etc.

Developing Skills

The anchoring institutions, and other key stakeholder groups and organisations, will need to have the substantive skills which are necessary to support SCP activities. This may require a well-planned process for long-term capacity-building in such skills as information collection and analysis, planning and facilitating meetings, running Working Groups, progress monitoring and evaluation, project planning, GIS and EMIS, etc. These skills can be developed through various means, from formal training courses through workshops and seminars, to the preparation and use of locally-customised tools and guidebooks.

Modifying Legal and Administrative Frameworks

The legal and administrative underpinnings of many local government functions and organisations have fallen behind changing conditions, and this causes increasingly awkward problems for urban planning and management. As part of institutionalising the new approaches coming from the SCP process, it will generally prove necessary to modernise and make changes in a variety of legal procedures, acts and legislation, decrees and ordinances.

Providing Funds to Support Expenditures & Equipment

Of course, building capacities and integrating SCP activities into permanent institutions requires financial resources, which will largely come through public budgetary provisions and allocations. Relatively little is required in the way of capital expenditures, but to support the SCP activities it will be necessary to secure annual budgeting, from whatever sources may be tapped. Finding the right sources, and getting them committed, is one of the more demanding tasks of institutionalisation.

Maintaining Knowledge Support and the Learning Process

The first key element here is to have - from the beginning - a systematic process of documenting, analysing, and utilising the experience of the SCP process, including capturing the lessons of experience from demonstration projects. This is an essential step for providing the knowledge foundations on which the SCP process can be sustained after institutionalisation.

When working out strategies and plans for institutionalisation, careful thought should be given to identifying and mobilising a core of **change agents** - people who have the potential to be leaders in the whole process. Change agents are likely to be those who have a good personal understanding of the SCP process and a firm belief in it, who have good local knowledge and/or technical expertise, and - especially - who have sufficient seniority and personal authority to ensure they will be listened to by the higher levels of decision-making.

Potential change agents must be sensitised, given appropriate information and knowledge, and be convinced of the importance of the SCP process. They must be supported in their work as change agents, with the back-up of the SCP project team and the other key stakeholders.

In practice, SCP cities have found it difficult to secure and retain a sufficient core of committed change agents, and this experience highlights the need to take very seriously the requirements for institutionalisation.

Finally, it should be emphasised that the general ideas put forward in this volume must always be carefully and thoughtfully adapted to the particular local conditions. Although the SCP process and framework has proved itself to be applicable in broad terms to cities all over the world - cities of widely differing circumstances - the details of applying it must always be locally adapted. The SCP is *not* meant to be applied as a standard blueprint.

Differences among cities can be significant in many different dimensions: in governmental structure, in political culture, in traditions of popular and community participation, in the depth and breadth of democratic traditions, in the size and strength of the private sector, in the vitality of civic society, in the level of economic development, etc. Nonetheless, cities of very different character have successfully applied the SCP process, and in Part C of this volume (Chapter C1) the experiences of various SCP project cities is given, as examples of the different ways in which things are done.

The last point to be emphasised here repeats points made earlier - but is so important that it needs to be repeated. Institutionalisation of the SCP process is a vital and central activity of the whole SCP project process and a carefully worked-out strategy and programme for institutionalisation must be developed and implemented from the very beginning of the project.

The SCP Source Book Series, Volume 5
Institutionalising the EPM Process

Part B

Institutionalisation: A Conceptual Framework

B1

What Does Institutionalisation of the EPM Process Mean?

Institutionalisation is about making steady, gradual changes in people's understanding and acceptance of the SCP approach and methodology - and its routine application in environmental planning and management. It is about strengthening institutional structures, shaping new institutional relationships, adjusting mandates and authority, and developing capacities to routinely carry out the management support activities and functions that have been initiated through the EPM process. The pace and scope of institutionalisation depend on many factors, particularly 'intangibles' such as the degree of political support and the extent and depth of changes in attitude.

Institutionalisation of the EPM process emphasises changing attitudes, stimulating new ways of thinking about issues and problems, developing new approaches to familiar tasks, and creating a willingness and determination to convert these innovations into lasting changes in operational practice. It marks the maturity of the EPM process - its "coming of age" - when its underlying principles have become accepted and established as the 'norm' in urban management and decision making. It evolves gradually over time, and from this perspective, institutionalisation of the EPM process can be seen as 'a process within a process'.

Thus adapting the EPM process as a routine management approach to urban development requires many changes in organisational attitudes and in institutional relationships, as well as the building-up of new competencies, skills, tools, and mechanisms. It requires changes not only in public sector institutions and personnel, but also in political leadership, in the private sector, and widely in civic society in general. All of these changes are difficult to make, and all will demand time, resources, and commitment if they are to be successful. Nonetheless, the EPM process can only be institutionalised in this deliberate and gradual - and difficult - way; it cannot be imposed or "added on" to existing structures and ways of doing things.¹

In the context of an SCP city, the process, remember, is founded on new and different ways of approaching environmental planning and management. Its key underlining principles, such as broad-based participation and stakeholder involvement, cross-sectoral and inter-organisational collaboration, issue-focused and problem-oriented strategy formulation and action planning, etc., are the sorts of changes which can only be brought about gradually and willingly, cultivated and accepted from within. Such changes must be nurtured and built up slowly, over time. In addition, the beneficial effects of the new SCP approaches will only be visible, in terms of concrete physical improvements, some time after the improved management process has begun to operate.

Finally, we must be realistic about the difficulties facing any such effort to change attitudes and behaviour in this way. Most of the SCP cities have shared many or even most of the following situations, all of which represent barriers to change:

¹*Indeed, efforts to abruptly impose new concepts and methods onto unwilling or unconvinced host organisations almost invariably fail. Innumerable unsuccessful development interventions have ultimately failed precisely because of this.*

- traditions and practices of participation in urban planning and management could be very limited;
- government organisations might be weakened by problems of low pay, poor morale, inadequate staff and resources, etc;
- vital concerns such as poverty and the environment might have not been mainstreamed;
- policy and implementation instruments and financial levers available to local authorities might be limited;
- problems of infrastructure service provision may have been complicated by entrenched political (and financial) interests;
- expertise and capabilities in key areas of urban management could be lacking;
- the private sector might be weak or fragmented, and little interested in participating in action on city wide issues;
- public confidence in government might have been weakened;
- large sectors of the economy, and large areas of the city, might be in the 'informal sector', making government's traditional planning and regulatory instruments unable to influence development or act upon environmental problems;
- the scale and diversity of the problems confronting urban development practitioners and policy makers could be so daunting that crisis-management has become the normal mode of action.

B2

What to Institutionalise?

Unfortunately, the idea of institutionalisation is all too often assumed to be nothing more than modifying the names or structural relationships of government organisations. This idea that institutionalisation means producing a new organogram is utterly simplistic and simply wrong. Equally, there are those who think institutionalisation, especially of a special project, means simply to pass over its equipment and papers to one or other existing department or agency. As emphasised in the previous chapter, any meaningful institutionalisation will involve much, much more than that!

In the case of the SCP project specifically, we can classify the elements or ingredients of the process that should be institutionalised in terms of the following three categories:

- Core elements
- Software elements
- Project products.

Core Elements

The core elements are the *overarching fundamental principles* whose integration and routine application is expected to shape and change the way institutions are operating and decisions are made; these include the following:

- acceptance of the principle of *stakeholders' involvement* in decision making - and its establishment in practice;
- recognition of the key importance of focusing on *connectivities* between issues, sectors and institutions;
- shifting from traditional sectorally or functionally based planning and coordination to an over-riding concern with *cross-cutting issues* and with establishment of strategy planning and management around issues (which are long term and recurrent, involving many sectors or users and affecting many areas or constituencies).

These fundamental principles and changes are embodied in the SCP's Working Groups,² and therefore sustaining the Working Group process in a way can be considered as the essential basis for institutionalising the core SCP elements. This, depending on local circumstances, may mean:

- (i) continuing to use cross-sectoral working groups as platforms of stakeholder participation, consultation and negotiations, the conclusions of which will constantly percolate through the decision making machinery; and
- (ii) continuing to use cross-sectoral working groups as a mechanism for sharing information and knowledge;

Software Elements

Software elements are the *technical capacities and expertise* which are built up through the SCP process and which are required to support process activities such as information collection, issue identification, issue prioritisation, issue clarification, assessment of plans and proposals, strategy formulation, action planning, project profiling and preparation, and strategy implementation. Such capacities are of the following two types:

- one, *specialised capacities and functions* which allow the different sectors and actors to collaborate more effectively, complementing each other's capabilities and roles. (Improved management of urban lakes for example may require strengthening the capacity of a local institution in water quality testing.) Improved specialised capacities in the different sectors and institutions would allow them to play a more productive and cooperative role in the process. The need for a particular specialised capacity or expertise can also arise from new functions created as the result of implementing agreed strategies and action plans; in Dar es Salaam, for instance, the privatisation of some solid waste collection gave the city council a new role as regulator and supervisor - and this necessitated a new array of skills and tools.
- two, *system wide functions and general capacities* which are needed in general by all or most of the participating stakeholders.

²Refer to the Volume 3 of the SCP Source Book series, Establishing and Supporting the Working Group Process, for a fuller description of the key role of the Working Groups within the overall SCP process.

These are related to general and cross-cutting functions which are not appropriately the domain of a specialist organisation but are important for a wide range of stakeholders, as well as vitally important for the SCP process overall. Environmental Management Information Systems (EMIS), Geographic Information Systems (GIS), monitoring (measuring progress) and preparation of investment project profiles and proposals, can be cited as examples of particular skills and capabilities which need to be shared and used by many different organisations. In addition, other general skills such as group facilitation and mediation, negotiation and consensus-building, analysis of plans and proposals, formulation of strategies, and preparation of action plans are also crucial for success in modern urban planning and management - and need to be mastered by or available widely to participating organisations.³

Although formal training in different skills will sometimes be used, the prime channel for capacity building in the SCP process is the Working Groups, which draw in a large number of people, from diverse backgrounds and organisations, thus creating an extremely valuable, extensive and continuous learning process.

Project Products

This category refers to the *concrete outputs* of the SCP Working Groups which are generated during the life time of the city demonstration project. These project outputs include

- issue-specific strategies;
- action plans;
- investment project profiles and proposals;
- funds mobilised for implementing projects;
- implemented demonstration projects;
- articulated development principles and 'rules' which evolved from the field experience of area-specific demonstration projects, that would be applied to up-scaled projects and city wide initiatives.

Institutionalisation of this third group of elements requires an effective mechanism for assessing and evaluating such products and for reconciling them with existing plans, rules and procedures, so as to **formalise** them. Often, it is the flexibility and open-endedness of the process that makes this difficult and thus undermines the institutionalisation of results.

Looking over all three categories, there is an interesting and direct association between these elements, as described above, and the elements of the Environmental Planning and Management (EPM) framework.⁴ In this connection, analysing the information from Table 1 helps to clarify some of the key points for institutionalisation.

Taking this analysis a step further, we can see that the mode or focus of institutionalisation will vary, depending upon the nature of these different elements - for instance, varying from legislative and administrative reforms (for core elements) to training and capacity building (for software elements) to resource mobilisation and formalisation (for project products). This is illustrated by the further break-down shown in Table 2 below, which looks at

³For example, see the description of emerging methodologies in Volume 4 of the SCP Source Book Series, Formulating Issue-Specific Strategies and Action Plans.

⁴For a fuller explanation of the EPM Framework, see *The Environmental Planning and Management (EPM) Source Book: Volume 1, Implementing the Urban Environment Agenda (UNCHS/UNEP, 1997)*.

different modes or aspects of institutionalisation, again in terms of the first three elements of the EPM Framework. As highlighted in the table, the SCP process has much to offer in redressing the capacity gaps and management constraints facing cities in terms of information, decision making and implementation.

Table 1: Elements of Institutionalisation and their Correlation with the Elements of the EPM Process:*

| | Elements of the EPM Process | | | |
|---|-----------------------------|--|---|--|
| | Information | Strategies and Decision Making | Implementation | Efficient Resource Use for Effecting Change |
| Core Elements (SCP principles) | Sharing of information | Cross-sectoral issue-focused strategies rather than sectoral strategies | inter-sectoral coordination; sustainability | Leveraging resources; demonstration, replication and upscaling; bottom-up; coordination with other partners through multi-modular action plans |
| Software Elements (capacity & expertise) | EMIS, GIS | Analysis of development plans; formulation of strategies & action plans | implementation capacity | Project packaging & resource mobilisation |
| SCP Project Products | Environmental Profile | issue-strategies; action plans; investment projects; tested development principles | implementation of demonstration projects | Up-scaling of demonstration projects |

* Institutionalising EPM itself is another element within the EPM analytical framework

Table 2: What the SCP Process can offer for Improvement in EPM

| | Possible Gaps & Constraints | Potential Changes & Improvements ⁵ |
|------------------------|--|--|
| Information | information being scattered, incomplete & inaccessible; lack of mechanisms and practices of sharing; lack of procedures for systematic updating | broad base line information provided through an SCP Environmental Profile; Working Groups as mechanism for pooling & sharing existing information; EMIS as a mechanism for routinely updating information |
| Decision making | lack of mechanism for involving stakeholders; incompatibility of sectoral approach to stakeholders involvement; spread of focus and diffusion of limited resources; lack of tools for reconciling conflicts of interest; | Issue Working Groups as mechanism for involving stakeholders; a carefully designed consultative process allowing participation of stakeholders in decision making; organising strategy negotiation and formulation around cross-cutting issues (instead of sectors); City Consultations as a mechanism for prioritising issues and building consensus |
| Implementation | scarcity of resources; limited (absorptive) capacity of implementation; lack of effective mechanisms for coordination; under utilisation of non investment implementation instruments | involving the private and popular sectors in decision making and implementation; involving actors at the planning stage & bridging the gap between planning & implementation; actor-specific action plans to implement strategies; linking strategies to sector work programmes; employing full range of implementation instruments; the SCP process as a coordinating framework for coherent programmes and multi-modular actions involving different actors and funding sources; up-scaled investments and implementation resulting from successful demonstration projects |

⁵An explanation of the opportunities or potentials a SCP process offers to cities in improving information, decision making and implementation is in Annex 3 of Part C of this volume.

Local Aspects of The EPM Process: A Key Perspective for Institutionalisation

Experience in SCP cities has shown that, although they all subscribe to the basic EPM principles and framework, different cities in practice emphasise different aspects of the EPM process. While some emphasise know-how and information exchanges, others are attracted to the co-ordination aspect of the process; yet others accentuate the consultative and participatory dimension, and almost all are keen to exploit the resource mobilisation opportunities offered by the process. These differences reflect real differences in local circumstances, preferences, and needs; it therefore is quite sensible to think of initially focusing the institutionalisation process on those particular aspects of the EPM process which are especially valued locally. This idea is also very much compatible with the demand-driven approach of the process, since it can be fairly assumed that what is most appealing to cities would be what is lacking on the ground. Hence for example, it is no coincidence if Ibadan, which is haunted by a bewildering number of parallel local administrations, is especially keen on methods for effective coordination; it is equally understandable if the growth oriented city of Ismailia gravitates more to consultative project generation and resource mobilisation aspects of the process.

Nonetheless, there is a common general theme and perspective that cuts across various aspects of the EPM process and needs to be underscored in all contexts: this is the need to build on and sustain the *learning and knowledge process sparked through the Working Groups*. The Working Groups as a mechanism for sharing information and know-how should be treasured and maintained. By one estimate, at one time over 200 stakeholders were actively involved in the Working Groups in Dar es Salaam and one can imagine the extensive information and knowledge links that were created through them bridging across key institutions in the city. In fact, in all SCP cities, the Working Groups have become in effect “*walk-in-centres of information*” and the “*gate points*” of collective know-how and information and experience. Extracting, filtering, and documenting this wealth of knowledge on a continuous basis - to ensure that hard-won lessons and achievements would not be lost - is a crucial aspect of institutionalisation common to all SCP cities.

How to Institutionalise the EPM Process?

Speaking in more practical terms, institutionalisation of the EPM process in an SCP context can be effected through a combination of the following:

- (1) Building and Strengthening Institutional Structures
- (2) Changing or Adjusting Mandates
- (3) Identifying and Tasking “Anchor” Institutions
- (4) Linking to Strategic Policy Instruments
- (5) Developing Skills
- (6) Modifying Legal and Administrative Frameworks
- (7) Providing Funds to Support Expenditures & Equipment
- (8) Maintaining Knowledge Support and the Learning Process.

Building and Strengthening Institutional Structures

In general, institutionalising the SCP process is not about creating a new institution or a new organisational structure for an existing one. Rather, it is primarily about improving overall effectiveness of planning and management through better understanding of issues and coordination between different sectors or actors. Nonetheless, it might in some cases be appropriate to create new institutional structures, for instance to:

- accommodate new technical support functions such as the EMIS or monitoring;
- to strengthen and integrate policy functions such as coordination of sectors and agencies;
- mainstream certain development activities such as upgrading of informal settlements or poverty alleviation;
- provide an institutional framework for maintaining and formalising the Working Group approach and process.

The creation of wholly new institutions is normally not advised; the record of development initiatives in this respect is not encouraging.⁶ However, it may often be necessary to modify and/or strengthen existing institutions. Such modifications could have a variety of emphases, such as:

- adjustment in mandates (responsibility and authority) of existing institutions;
- strengthening of capacities and functions in particular areas
- adjustment in inter- and intra-institutional relationships;⁷
- adjustment in the status of existing informal mechanisms;
- integrating the SCP Working Groups and their approach into existing structures such as the city council and its committees.⁸

⁶Wholly new organisations, such as project implementation units, may be relatively efficient in actually implementing a project, especially one concerned more with capital investments than with capacity-building; but very few survive for long after the externally-assisted project has terminated.

⁷Formalising the Working Group process could be one example of such adjustments.

⁸Such adaptations are a promising approach to institutionalization of the EPM process and have been pursued in Chennai and Lusaka (see the descriptions in Part C of this volume). This approach has four key advantages: one, it does not require establishing or building new structures and enacting legislation; two, the working groups will not be perceived or viewed as parallel or competing institutions; three as part of the existing structures the process will more readily be linked to existing policy instruments, work programmes and other routines; and four, it is less costly and will allow local partners to use their own resources for institutionalising the process.

Changing or Adjusting Mandates

Integrating new functions and roles into an existing institution may require changing its mandate - the formal specification of its authority, responsibility, power, resources, relationships, etc. Depending upon the nature of the change required, and upon the prevailing legal and administrative system, this can sometimes be done by administrative or executive order and sometimes by city council ordinance; in some cases, however, this could entail legislative changes at provincial or even national level.

Also, changing mandates is not always as simple as it sounds. When one organisation or department gains new powers, this is frequently resisted by other, competing organisations. Shifting mandate within an organisation also shifts relative administrative power (and control of resources) within the organisation - and this too create tensions and conflict. It takes considerable political support to change the mandate of public sector organisations.

Even if a change is formally accomplished, it will still be necessary to mobilise support among the chief officers and personnel within the organisation, to ensure that the change is accepted in a way which allows it to work properly. Finally, it will be necessary as well to bring sufficient resources - especially appropriately-skilled personnel - to allow the new mandate to be effectively taken up.

Identifying and Tasking “Anchor” Institutions

Among the many stakeholders and support institutions involved in decision-making and implementation for any particular priority issue, there are always a few who are strategically placed to take the ‘lead’. These institutions, because of their capacities (expertise, resources) and mandate are well positioned to play the role of “*anchoring*” institutions. That is, they are usually the most appropriate institutional “home” in which to eventually secure various issue-specific SCP activities being developed through the project. Such anchor institutions should be identified early so that a consistent programme of building political and administrative support can be undertaken, gradually increasing the role of the anchor institution in specific SCP support functions such as:

- substantive issue-specific support to Working Groups;
- EMIS and GIS support;
- Monitoring and measuring progress;
- Documenting and disseminating lessons of experience.

Maintaining these and related support functions after the termination of the SCP city demonstration project will require a fully committed anchoring institution with clearly defined and agreed tasks and roles. Moreover, this commitment has to be reflected in actual assignment of staff and resources to those functions, not on a ‘special’ basis but on a day-to-day ‘normal’ operational basis. For example, the degree of integration of support functions into an anchoring institution can be indicated by the following:

- the support functions will have been reflected in work programmes with clearly spelled out activities (such as training, tool development, mapping services, research and other substantive activities), outputs, staff and resource assignment, and targets;

- “point persons” responsible for managing these support activities will have been assigned and given appropriate authority;
- financial resources for the support activities will have been allocated from the normal recurrent annual budget of the anchoring institution;
- alternatively or in addition, strategies for mobilising additional resources to finance the support functions /activities will have been laid out, agreed, and actively implemented.⁹

Identifying lead institutions is normally relatively straightforward; the *resources and expertise* they command are often good measures of the scope and degree of influence they could have in the area of their competence. However, it is not necessarily sufficient simply to look at the present and past in identifying potential anchoring institutions, it is important to also be *analytical and forward looking* and hence to consider:

- not only where decisions are taking place, but also where and how the decision making support tools and capacities (information and expertise) are located (they may not be in the same institution);
- not only where resources are available at the moment, but also where there are encouraging signs of opportunities for the future;
- not only where expertise is available, but also where related key players in research and capacity building are located.

In other words, be aware of the possibility that there may be a potentially valuable anchoring institution other than the one which is at present most visible; past influence and capability is not always the best guide to the future - and institutions which appear on the surface to be influential may not be so important in practical reality.¹⁰

Also, remember that different institutions may have “leading roles” in different aspects of planning and management. For this reason, the systematic review of “lead” institutions should be carried out from a number of different perspectives, such as:

- administrative level (local, regional and national);
- sectoral arrangements and competencies;
- functional management responsibilities in planning, execution, implementation and supervision;
- decision making support roles in information, research, project development and technical services;
- control on policy and implementation instruments and resources.

These different aspects may well be located in different institutions, and thus the question of identifying the most appropriate “anchor” institution becomes more complex.

Linking to Strategic Policy Instruments

Often the term ‘institutionalisation’ is taken to mean nothing more than changes in formal organisational structures. While it is true that the issue of organisational framework is important for institutionalisation, it is important in the SCP context to take a broader view - a view which goes beyond the

⁹ *Strategies for augmenting internal resources could for example include the channeling of external technical cooperation funds to the anchoring institutions which are designated to support specific thematic areas, or perhaps sub-contracting the anchoring institutions on the basis of specific Terms of Reference and outputs.*

¹⁰ *For example, in many SCP cities there have been traditional town planning organisations which, on paper, have considerable authority through master plan legislation; but in practice, this old-fashioned master planning has little impact on actual urban development or environment.*

traditional institutional structure focus and concentrates on management processes and on policy instruments. SCP is an approach to planning and management which aims to change the ways in which different sectors and institutions operate on a day -to- day basis - and hence institutionalisation of the SCP process means to have these changes integrated into the over-all decision-making systems and processes of the city, not just in the structural arrangements of particular departments or agencies. For example, the key decision making policy instruments and tools to which the SCP process activities would need to be linked include:

- the annual budgeting process;
- allocations of human resources (establishment/filling of posts);
- sectoral work programming; and
- land use planning and development control.

Developing Skills

The absorption of the SCP activities and support functions into existing institutions, especially the anchoring ones, requires development in those institutions of the necessary understandings and skills. The key substantive skills required to support and routinely apply the SCP approach, and which need to be fostered widely in stakeholder institutions, include the following:

- capabilities in information collection, analysis and assessment, including writing and communication skills;
- skills in organising, facilitating, and conducting meetings and consultations, and running Working Groups;
- negotiation, conflict resolution, and consensus-building skills;
- skills in strategy analysis and formulation;
- skills in mapping, GIS and EMIS;
- skills in preparing and negotiating action plans;
- capabilities in preparing project profiles and proposals;
- project and process monitoring skills;
- project and programme management and coordination skills;
- skills in communication and media (documenting experiences and disseminating them).

In contrast to other, more conventional technical cooperation activities which are usually linked to a single government agency, strengthening capacities in the SCP context is system-wide, covering a wide range of stakeholders in a variety of public sector organisations and departments, as well as in many different private sector and community groups and interests. The strategy and process of skill development in the SCP context is therefore best accomplished through an array of different approaches, such as the following:

- formal training at different levels, tailored to local urban and environmental specialists and practitioners;
- bringing local practitioners to carefully organised regular workshops where they would share experiences and collectively work out case studies;

- customising SCP tools to local circumstances using participatory training methodologies to build upon local practitioners' know-how and knowledge, and using local examples and cases;
- providing carefully structured substantive technical support to SCP Working groups, and thereby building the capacities of members of the Working Groups and creating follow-up mechanisms to ensure the capacities developed in the Working Groups spread into their respective parent organisations;
- requesting anchoring (and other) institutions to assign on secondment, reliable experts and trainees to work as part of the Technical Support Unit (project team) and to ensure they continue to carry out the same support functions upon their return to their normal assignments in the respective institutions;
- learning from the experience of other cities of the SCP family by sending on internships and study tours the relevant officers and practitioners from the Working Groups;
- hiring senior experts and consultants who are experienced in the SCP process, and linking them to strategic anchoring institutions to provide periodic support combined with training inputs.

Modifying Legal and Administrative Frameworks

Creating an enabling legislative framework which would allow institutions to function smoothly and effectively is often a vital feature of institutionalisation of the SCP process. In many cases, institutions are hampered not merely by lack of professional expertise or political support and commitment, but also by functional overlaps and duplications, out-dated legislation, poorly-functioning and under-developed bureaucratic systems, inadequate enforcement or implementation authority, weak powers of coordination, poorly-defined and unreliable sources of finance, etc.

¹¹ *In many of the SCP cities, the current town planning legislation is still that which dates from the Colonial period, either the original acts (from the 1930s or 1940s, even) unchanged or only partially revised and modernised.*

¹² *In its early stages, the Sustainable Katowice Project was instrumental in not only promoting but also in securing the legal services necessary for drafting the ordinances (including approvals by central government) to establish the Union of Municipalities which subsequently became the institutional "home" for the project.*

The pace of change in the modern world - economic growth and transformation, education and communication, new technology, social attitudes and expectations - has very often been faster than the ability of the formal legal and administrative structures to respond.¹¹ As a result, the existing legislative and administrative frameworks are likely to lag further and further behind, widening a gap which hampers environmental planning and management and threatens to undermine progress. Further more, since legislative actions are a resultant of complex negotiations and lobbying among established interest groups, even proposed changes in legislative frameworks may not necessarily reflect the "best" arrangements. It is therefore a crucial part of institutionalisation of the EPM process to thoroughly review and analyse existing legislative and administrative foundations, and where necessary to mobilise the necessary political support for promoting the appropriate changes.¹²

There are numerous different components of any city’s legislative and administrative framework, which may vary widely from one place to another. Depending upon specific local conditions, these might include:

- basic legislation, national and/or provincial, which sets the legal conditions and framework for local government;
- local legislation (ordinances and bye-laws) which has been enacted by the local government;
- town planning and related development control legislation;
- legislation and/or government orders laying down the process for local government budgeting and expenditure;
- laws and procedures concerning fiscal transfers;
- legislation and procedures for local taxation and revenue collection;
- national, provincial and local laws concerning environmental standards and controls;
- regulatory mechanisms in relation to environmental laws;
- civil service and public employment laws and regulations;
- legislation related to special zones, conservation areas, etc;
- legislation on investment policy, economic incentives, etc;
- laws and regulations governing special agencies, semi-autonomous bodies, government companies, and para-statals;
- laws and regulations governing charitable institutions, cooperative, and community organisations.

¹³ Although other stakeholder organisations can and should contribute, they normally have only their own time and energy, expertise and information to offer, and most have negligible financial resources to contribute. The core funding almost invariably must come from the public sector.

Providing Funds to Support Expenditures & Equipment

Building capacities and sustaining the EPM process requires financial resources, which have to be mobilised or made available primarily through public budgetary provisions or allocations.¹³ As highlighted in the table below, only some of the cost elements are initial capital (one-off) expenditures, while the other will be recurrent expenditures requiring annual budgetary provision. As the experience of SCP cities has shown, the required costs are of modest magnitude, not only in comparison with most other “special” initiatives but certainly when compared to the gains which can be expected over the longer term.

¹⁴ In the SCP cities, most or all of the basic equipment for SCP support is usually provided through UNDP financial support for the setting up of the SCP project, and this will later be handed over to the institution(s) which carry on project functions and activities.

Table 3: Cost elements in building SCP support capacities

| Recurrent | Capital (One-off) |
|--|---|
| (a) Salaries for technical support staff (if newly recruited rather than already employed) | (a) Equipment ¹⁴ (Mapping and GIS, computers, telecommunications, reference documents, documentation and small-scale publishing, vehicles) |
| (b) Office space, equipment, consumables, and utilities | |
| (c) Direct operational support for Working Group meetings & activities | |
| (d) Budget for limited research support | |
| (e) Meeting and transport allowances (where applicable) | |

The experience of the SCP project in Dar es Salaam indicates that, in some circumstances at least, costs can even be recovered from projects which are generated through the EPM process itself. But as busy and cash-strapped city authorities have competing priorities and limited capacities to expedite implementation of proposed projects, supporting the process through project-generated finance may not often be feasible. Nonetheless, the experience of Dar es Salaam at least demonstrates the possibilities of creatively seeking out innovative financing mechanisms.

However the finance is generated, the fact remains that the challenges of urban and environmental management are enormous, and therefore cities cannot sensibly ignore the need for improvement of environmental planning and management capabilities. Doing this will require investment and a long-term commitment; despite the clamour of competing claims on scarce resources, this still needs to be done - urgently. One way or another, the modest financial needs for institutionalising and supporting the EPM process must be found.

Maintaining Knowledge Support and the Learning Process

As a process which emphasises attitudinal changes, EPM is very much *a learning process*; it brings together a variety of people with diverse expertise and know-how, facilitates their working together to solve priority problems using a common framework and approach. The novelty of the EPM process is that it is deliberately built around this learning-by-doing approach. Being embedded in the overall SCP project process, the EPM learning process is multi-dimensional; it directly affects decision makers, experts, private sector operators, communities, and other stakeholders and via them, affects indirectly the way their institutions operate. Two good ways of reinforcing and supplementing this built-in learning process in SCP cities are (i) documenting and evaluating “lessons of experience” and (ii) building collaboration with local research or consulting establishments.

(i) Documenting and evaluating lessons of experience

As part of the learning process strategy, constant documentation, evaluation, and assessment, and capturing of lessons of experience is incorporated into an SCP city project design. The analytical framework of the EPM, which is carefully structured to cover the information collection, decision making, implementation, and institutionalisation aspects, provides the categories through which city experiences are systematically documented in a way which can be shared with other cities nationally and internationally.¹⁵

This systematic documentation of lessons of experience will provide the “institutional memory” of the EPM process. It will make those lessons of experience readily accessible and generally available thus keeping alive the knowledge gained through the EPM process - and spreading it much more widely throughout the city. As a result:

- approaches shown to have worked successfully will more readily and easily be replicated elsewhere, in demonstration projects or up-scaled city wide;

¹⁵ *One of the Annexes in Part C of Volume 3 of the SCP Source Book Series (Establishing and Supporting the Working Group Process) provides very detailed guidance on how to organise and structure the documentation of city case examples.*

- elements of the environmental planning and management (EPM) process which have shown their relevance and usefulness will more quickly and willingly be taken up and institutionalised;
- case studies and field applications which are found interesting will stimulate research, which will in turn deepen and broaden local knowledge and understanding of how best to respond to environmental and urban development challenges; and
- documented lessons of experience and case examples provide the basic material for development of effective local training materials and curricula.

(ii) *Building collaboration with local research or consulting establishments.*

City experience has shown that most public sector bodies involved at the operational level are wholly tied up in day-to-day routines and seldom have the time or concentration to spare for documentation and case study work. For this reason, therefore, cities may need to utilise the professional skills and expertise available in universities and educational centres, scientific and research institutes, and consulting firms. This could be done in different ways, effected through different modalities such as formal sub-contracting or tasking of selected institutions, creating networks of focal persons which could operate in an NGO framework and organising regular review and exchange seminars.

B 5

Who Should Take the Lead in Institutionalisation?

Institutionalisation is not something which can be imposed from outside; it is a process of internalisation and assimilation from within. The SCP project can provide stimulus and support and guidance, but the process of institutionalisation must be sustained from within the anchoring groups and organisations. Because of this, the *core people* - those who will be the “*change agents*” - should be identified as early as possible and be organised as a special client group for facilitating and promoting and managing the entire institutionalisation exercise. Members of such a group should be individuals who:

- have a good understanding of the EPM process - and are genuinely convinced of its value and importance;
- have good local knowledge, particularly about the structural and operational aspects of institutions, and of the legal and policy framework governing them;
- have sufficient seniority and personal respect to ensure that they will be listened to and taken seriously - and to ensure that they can help mobilise the necessary political support.

The purpose of this client group of “change agents” is two fold: first, to inform and sensitise and convince the major stakeholders as well as facilitating acceptance of the EPM process by those at the political and policy making level; and second, to help develop, with full participation of the major stakeholders, the strategy and action plan for institutionalisation and also to oversee its implementation. The activities of this group, carried out with the full support of the SCP project team, would likely include the following:

- (a) clarifying and defining the objectives of institutionalisation, - *i.e.* to precisely address the question, what is it, which is to be institutionalised?
- (b) informing and sensitising the key stakeholders, especially those at the political or policy making level, to raise their awareness and mobilise their support;
- (c) advising the Steering Committee and the Working Groups on questions about institutions and institutionalisation;
- (d) soliciting proposals and deliberating on the advantages and disadvantages of different options for institutionalisation;
- (e) reviewing the administrative, technical and financial implications and constraints associated with the different options;
- (f) organising workshops and seminars for stakeholders and specialists to discuss cross-cutting institutional issues and to review the different options available for institutionalising the EPM process;
- (g) presenting the findings and recommendations to the highest level decision makers;
- (h) developing a detailed work programme for implementing the process of institutionalisation, with clearly spelled out responsibilities of the different players, including specification of time frame and financing sources;
- (i) putting in place a monitoring mechanism and indicators for tracking progress in institutionalising the EPM process.¹⁶

A practical example of the composition and role of such a group is provided by the SCP project in Ismailia, where a high-powered task force was commissioned to deliberate on different options for institutionalisation and to recommend a proposal that best fits the local situation. The task force had Terms of Reference and a specific time frame for completing the assignment, and the end result was fully accepted and implemented by the Governorate. The group’s contribution was more than just professional or technical; it also had the political influence necessary for communicating and advocating and negotiating at the highest decision-making level.¹⁷

Among other things, institutionalisation of the EPM process involves the slow and steady process of building institutional structures, changing mandates, nurturing new attitudes, and creating a new array of institutional relationships. This is indeed a daunting task, and its success very much depends on the

¹⁶ An appropriate methodology for this type of progress monitoring is explained in Volume 9 of this SCP Source Book series, Measuring Progress.

¹⁷ The Terms of Reference of the Ismailia Task Force for Institutionalisation is included in Part C of this volume.

support of the people who are able effectively to influence institutions and groups. Mobilising the commitment of such people and using them as the *change agents* who will propel the process forward, is an important condition for successful institutionalisation.

This is not, however, a simple and straightforward thing to bring about. A period of sensitisation is required, whereby the potential “change agents” are given a thorough grounding in the EPM process, not only to convince them of its importance for the city, but also to ensure they are fully informed and conversant with the concepts and operations of the EPM process. Only when they have genuinely absorbed the key EPM ideas and have convinced themselves of how it can effectively be used in their city, only then can they properly play the catalytic role of the “change agent”.

The support of decision makers occupying key positions in the lead institutions is terribly important, and hence, however long it might take, it is necessary to patiently work with them and ensure that they themselves become “change agents”. Unfortunately, SCP project practitioners have often found this very difficult, constantly being frustrated by the high turn-over of decision-makers (officials and politicians) and by the uncertainties of an unclear and changeable institutional setting. The response is to keep on pushing in general through the SCP project for system-wide capacity building and absorption of achievements, while at the same time working in parallel with a perhaps-changing group of key “change agents”.

*Box 1: Who Are
“Change Agents”?*

“Change agents” are those whose role and support is crucial to promote the institutionalisation process and lay the foundation for ‘anchoring’ the EPM functions in their respective institutions. Although legislative and administrative instruments will eventually be required to formalise the EPM process and approaches, the pivot of institutionalisation lies in “attitudinal changes”, which requires constant nurturing, and hence demand the support of relatively enlightened and strategically placed individuals.

Potential “change agents” could be identified by:

- their position in the decision making process (e.g. the city mayor and/or head of the city council, heads of major development agencies);
- their position in the execution of development strategies and programmes (e.g. head of the water supply authority or head of the organisation for sewage network and sanitary drainage);
- their role in support services including information and research (e.g. head of the planning and research department and the GIS specialist);
- their expertise in and understanding of the EPM principles, approaches and processes (e.g. environmental specialists, academics, consultants);
- their local knowledge (e.g. long serving bureaucrats, local community leaders, heads of NGOs, established private sector leaders);
- their popularity and acceptance by their constituencies (e.g. women and youth leaders, councillors elected from problem areas, well-known local citizens);
- their public relation and communication skills (e.g. reputed journalists, training specialists)

B6 A Note of Caution

A note of caution is in order. It should be noted that the EPM process is not a composite recipe to all the predicaments which cities are facing. It is only one among similar other approaches designed to contribute to improving urban management. As a programme promoting the EPM approach, the global Sustainable Cities Programme is therefore one among the many players to support cities in strengthening capacities and in improving planning and management. True, the EPM approach is built on overarching principles such as participation of stakeholders, bottom-up approach and cross-sectoral coordination. True, because of that, it provides a broad framework and excellent mechanism for coordinating the different initiatives, programmes and projects taking place in cities.

Despite this however, the footprint the EPM process could have on the management and development landscape of cities is still limited and more importantly is dependent on a range of factors prevailing on the ground (more on these factors in the next section).

B7 Institutionalisation: the General Approach Customised for Local Conditions

The preceding chapters have raised and discussed the key issues related to institutionalising the EPM process. But of course, they cannot cover everything. The *general* picture is fairly clear - but the situation in any particular city cannot be easily specified in advance; as the saying goes, the *devil is in the detail*.

This is the fundamental philosophy of the whole SCP endeavour: to articulate a general framework and general process, underpinned by clear guiding principles, which allows appropriate local adaptation in its application in each SCP city. The validity and usefulness of the general EPM approach has been developed and refined and tested over many years in many cities. But it always remains the task of each separate city, each SCP project team and its local partners, to customise the general process and adapt it successfully to local conditions.

The SCP vigorously rejects the “one size fits all” approach which is unfortunately common in development assistance and technical cooperation. In urban environmental planning and management, as in almost all other fields, there is no standard blue-print which can be successfully used, unmodified, in diverse cities. Attempts to apply such blueprints without considering the extraordinary variety of local conditions which exist, are simply doomed to failure.

Thus, even within the general SCP framework, the scope, pace and nature of institutionalisation taking place in a given city will be shaped by innumerable special factors and local circumstances, such as the following:

- political/governmental structure (Countries with a federal structure and/or with relatively stronger local and regional governments provide a political setting different from those in centralised or unitary systems)¹⁸
- political culture and tradition (The traditions of political behaviour, both formal and informal, have a profound effect on how political institutions actually work in practice; these variations in political culture are also strongly influenced by history and social forces)¹⁹
- the mandate and legal competencies of local authorities;
- the level of maturity and sophistication of democratic traditions as part of the political culture;
- the role and vibrancy of civil society and non-governmental civic institutions and traditions;
- the strength, structure, size, diversity and vigour of the private sector;
- the degree of current and recent political and institutional stability;
- the vitality of legislative instruments in enabling institutions to function effectively and efficiently;
- political will and commitment to solving problems of the common good.

These features are difficult to define precisely; they cannot be measured with numbers. But these are the ‘*intangibles*’ which are crucial for success at the local level. Institutionalisation of the SCP will only be successful if these factors are carefully and sensibly incorporated into the strategy and programme for institutionalisation.

To help illustrate how the general SCP framework and principles work out in practice in response to these local conditions and situations, Chapter C1 of the next Part of this Volume gives a rich selection of City Examples. These are “real-world” examples, taken from the experience of SCP cities. Each is presented as a short case-study which illustrates a particular aspect of implementing and institutionalising the EPM process. These city examples should show how the conceptual framework for institutionalisation, discussed in the preceding chapters of Part B, can be made to work in particular local situations.

In this respect, there are two final points to emphasise in regard to the process of institutionalisation:

- Building political understanding, support and credibility must be a matter of vital concern from day one; there is no point in formulating a strategy planning process unless you have generated sufficient political support to institutionalise what comes out of it;

¹⁸ Contrast, for instance, the fragmented multiplicity of local governments in the Ibadan area with the highly centralised local government powers of Shenyang or Wuhan.

¹⁹ The differences between local political culture in Chennai or Cagayan de Oro, on the one hand, and Dar es Salaam or Lusaka, on the other hand, are quite significant.

- sense of ownership should be durable and consistent; political support hinging only on particular personalities or particular issues and circumstances may be valuable in the beginning but by itself is liable to be short-lived - and not sustainable. Political support should therefore be confirmed by and translated to changes of institutional nature such as new structures, administrative procedures and rules, functional systems and capacities and formalised institutional relationships.

The SCP Source Book Series, Volume 5
Institutionalising the EPM Process

Part C

City Examples, Further Explanations and Other
Materials

C1 City Examples

The experience of SCP cities provides a rich information base, of special value because it shows how different cities have adapted and applied the general EPM approach and process according to their own respective conditions. In this chapter, the experience of SCP cities is presented under nine separate headings, each concerning an important aspect of SCP project implementation, with particular emphasis on institutionalisation of that EPM process. The nine categories are:

1. Cities represent different political structures and institutional arrangements;
2. Cities improve information through the EPM process;
3. Cities improve decision making through the EPM process;
4. Cities improve implementation and resource mobilisation through the SCP process;
5. Cities identify the lead players in institutionalising the EPM process;
6. Cities institutionalise the EPM process through building the necessary institutional structures;
7. Cities institutionalise the EPM process by linking it to capital budgeting and urban planning;
8. Cities consider financing mechanisms for sustaining the EPM process;
9. Cities search for ways to sustain the ‘learning’ aspect of the EPM process.

1. Cities represent different political structures and institutional arrangements

Accra, Ghana: Accra is one of the four metropolitan areas in Ghana with a four-tier local government structure which includes metropolitan, sub-metropolitan, town council, and unit levels. The Metropolitan Assembly represents the totality of local government at the Metropolitan level and therefore it is the pivot of administration and decision making. The Assembly is charged with deliberative, legislative, and executive functions and is constituted as the planning authority for the area. Twenty-two hitherto central government-run departments are now operating under the direct guidance and supervision, both technical and administrative, of the Metropolitan Assembly. The Assembly has an Executive Committee which is headed by an Executive Chief (equivalent of mayor) for running day-to-day affairs and for implementing the decisions of the Assembly. The Assembly also has sub-committees handling issues pertaining to economic development, social services, technical infrastructure, finance and administration, and justice and security. At the regional level, the Greater Accra Regional Coordinating Council, which is composed of the Metropolitan and District Chief Executives and presiding members of their Assemblies, and headed by a Regional Minister, is charged with coordination and monitoring of development activities in the region. At the national level, the Metropolitan Assembly communicates with, and reports to, the Local Government Ministry on policy matters pertaining to local government.

Concepción, Chile: Concepción is the provincial administrative capital of the Bio Bio region in Chile. Metropolitan Concepción has nine entities called Communas, of which seven are urban municipalities and the remaining two are semi-rural areas. The regional government enjoys a wide range of power in regional planning, coordination and monitoring, which is exercised through an elected assembly and an appointed Governor (Intendente).

Ibadan, Nigeria: The government structure in Nigeria consists of three levels: federal, state and local. Metropolitan Ibadan is located in Oyo State with its geographic area spreading under the jurisdiction of eleven separate local governments. Five of these govern the urban area, while the remaining six administer the semi-urban peripheries of the city. This administrative division into eleven separate local governments poses an institutional constraint to coordination of city-wide development activities, and the problem is further compounded by the resource and capacity limitations of the local governments; this makes the coordination and supportive role of State Government very important. The functions of government at the different levels is underpinned by the ‘subsidiarity’ principle which allows development planning and management functions to be undertaken at the lowest level feasible. The focal point at the State level for local governments is the Department of Local Government and Chieftaincy Affairs.

Ismailia, Egypt: Government structure in Egypt consists of two levels: national and governorate. Ismailia City, with an estimated population of about 300,000, is the administrative capital of Ismailia Governorate, which is one of the 26 governorates in the country. Ismailia Markaz (which is equivalent to greater Ismailia) consists of two cities, (including Ismailia city) and a number of villages. Apart from Ismailia, there are four other, smaller, Markez in the Governorate. The Ismailia Governorate, like other governorates, has an appointed Governor and an elected Local Popular Council. Although Markez and cities as well have councils and chair persons, their jurisdiction and power is limited and hence the Governorate remains the important decision making body for local government. While departments of the Governorate (Moderiats) report to the Governor, branch offices of national line ministries called directorates have dual accountability to both the Governor and to their sector ministries. Until recently, the focal point within the central government for coordinating local government affairs was the Ministry for Local Administration (MLA), but currently this role has moved to the Prime Minister’s Office.

Katowice, Poland: In Poland, there are several tiers of government, with varying powers and authority. Below the national level there are 49 Voivodeships²⁰ (provinces), each headed by a Wojewoda (governor) appointed by central government. The voivodeship retains a number of mostly supervisory, regulatory, and coordinating functions, but recent Constitutional changes have sought to devolve greater powers to elected local governments. The primary units of local self-government (gminas) are the municipalities or rural districts. Each gmina has an elected council with a President (mayor) as executive head. In the Katowice Agglomeration, which lies within the Katowice Voivodeship, there are nine separate municipalities with populations over 100,000, the largest (at 350,000) being Katowice, the capital of the Voivodeship; there are seven other smaller municipalities. There are no general mechanisms for coordination at this Agglomeration level, other than through the Voivodeship. In Katowice,

²⁰ The number is under review and may be changed as part of a larger process of reorganising and rationalising the local government structure.

however, the SCP project stimulated the creation of a Union of Municipalities for the Agglomeration, the council of which is composed of the Mayors of the member municipalities. As a voluntary Union it has only the coordinating power which its members give to it.

Shenyang and Wuhan, China. As major metropolitan cities, Wuhan (pop. 7,100,000) and Shenyang (pop. 6,710,000) have very considerable powers, including some which for smaller cities are reserved for the national or provincial governments. In both cities, the Municipal Government is a unitary government structure, with full executive, administrative, and coordinating authority over the entire area under its jurisdiction; this area includes the central urbanised area, the urban and suburban fringes, and large tracts of rural and countryside regions. The lower level of government (municipal Districts, rural Counties) have only relatively limited powers. The higher level of government - the Province - has fairly considerable powers of supervision and coordination in general, but somewhat less in relation to the really large metropolitan centres (such as Wuhan and Shenyang).

2. Cities improve information through the EPM process

Concepción, Chile: One of the six priority issues identified at the City Consultation in Concepción was improving the living conditions of the people in the poorly developed region of Lota. Though the relative underdevelopment and deprivation of the area was obvious, there was no geographically organised data that could be used to measure the level of deprivation and to establish priorities. Three working groups were established to look into the problems affecting the area, and they were primarily constituted by representatives of community organisations who had first hand information and insight. The community representatives with minimal support from the Sustainable Concepción Project managed to collect comprehensive base line data on the economic and social state of the area, which was analysed, documented and disseminated as “the Lota Poverty Profile”. It was an innovative approach to information collection, which if institutionalised,²¹ could provide reliable information about marginalised communities and poorly developed areas in the most cost effective way.

Dar es Salaam, Tanzania: As a capital city with a concentration of administrative services and capabilities, availability of data and information as such has not been a problem in Dar es Salaam. The problem was more one of the spread of information across many sector ministries and national and city wide authorities. Since the issues the Working Groups were dealing with cut across sectors, the SCP process stimulated a pooling and reorganisation of existing information around specific issues and geographic areas. For example, information on sand mining - its potentials and problems - was compiled by geographic location and by stakeholder (whether in the formal mining sector or informal sector), enabling decision makers to see the city wide environmental implications and conflicts and broader socio-economic aspects of sand mining more clearly than would have been possible through pure sectoral studies. The application of a simplified Geographic Information System (GIS) has further facilitated the systematic organisation and interpretation of the existing stock of information. This has immensely improved the understanding of critical features such as ‘unplanned settlements’.

²¹ One way of institutionalisation could for example be hands-on training to community leaders in simple socio-economic surveying or establishment of base line data for other marginalised areas in a similar way to that of Lota. A more radical step toward institutionalisation could be modifying or augmenting existing sector-oriented statistical formats to allow the documentation of basic environmental and socio-economic time-series data by geographic areas.

Ismailia, Egypt: Inaccessibility of existing information, particularly of a sectoral nature which is largely handled through line ministries, has been the basic problem experienced in Ismailia. Despite these barriers to sharing, the SCP process has made considerable achievements in promoting a better and faster flow of information between the different sectors. In a situation where hardly any local public statistical information exists, the exchange of information and briefings which took place through the Working Groups and city consultations were of immense significance. There were achievements in two other areas as well: one, information on common public goods such as Lake Timsah was improved (the Suez Canal University undertook year round quality testing, the results of which were fed to the appropriate Working Group), and, two, thanks to the improvement in communication at all levels, information on national programmes and development projects such as the development of the technology valley and land reclamation (which were being executed through line ministries) was made available to the respective Working Groups.

3. Cities improve decision making through the EPM process

Concepción, Chile: At the time when the Sustainable Concepción Project was starting up, regional councils in Chile were in their early stage of establishment and had shortages of various technical capacities. This was therefore a good opportunity for the Bio Bio Regional Assembly, who in carrying out its planning functions, drew on the expertise and knowledge generated through the EPM process. Commissioned by the Regional Assembly, the SCP project developed frameworks for regional plans to guide the future development of urban centres, tourism areas and coastal resources, generated through carefully designed sectoral and inter-sectoral consultations. This gave a boost to the acceptance of consensus-building and participatory approaches in long-term planning and decision making. In the process, basic consultation procedures and generic consultation support materials were developed, in the form of ‘participant manuals’, which made it possible for the approach to be used routinely and widely.

Dar es Salaam, Tanzania: At the time when the EPM process was initiated in Dar es Salaam, some of the city’s problems such as solid waste collection were on the brink of crisis, while at the same time the city council was desperately looking for a new master plan to guide the city’s future development and expansion. This was both an opportunity and a challenge to the SCP Working Groups: an opportunity because, hobbled by deteriorating city-wide problems, the City Council was willing to make use of expertise and resources available in the private and community sectors and a challenge because the scale and critical state of the problems were demanding immediate and effective solutions with little chance for learning by doing. The results were mixed. Whilst policy recommendations were generated and a number of specific project proposals were forwarded to the city council through the Working Groups, implementation was punctuated by delays and hitches, which underscored existing structural and institutional limitations.²² Overall, however, the wealth of information shared, the scale of exposure achieved, and the lessons and principles highlighted through concrete cases and pilot projects, have illuminated the advantages of a consultative process in decision making.

²² *The failure to implement project proposals generated through the Working Groups, the legal and institutional issues that entangled the privatisation process in solid waste collection and the problem of coordination between the various parastatals in the utility and infrastructure sectors all illustrate the types of institutional constraints experienced during the process.*

Ismailia, Egypt: The consultative process introduced through the EPM process has been widely used in Ismailia as a support mechanism to decision-making by the Governor and the Popular Local Council. Diverse interests - farmers, residents in unplanned settlements, academics, private businessmen - have been consulted and encouraged to exchange and discuss their views on specific issues, the results of the process being submitted to the Governor for his consideration in decision making. At crucial meetings such as mini-consultations, the Governor would personally attend and actively participate. These various consultative meetings in a way have formed a platform of consensus building and a unique mechanism of advisory support to the decision making machinery.

4. Cities improve implementation and resource mobilisation through the EPM process

Concepción, Chile: The impact of the EPM process on implementation in Concepción was not so much in initiating projects through mobilisation of additional resources but rather in reallocating and redirecting available public resources to priority areas. The investments in physical improvement in poorly developed Pueblo Hundido, financed through the public works programme of the Government, is a good example. Had the consultative process not led to the identification of Pueblo Hundido as an area of priority concern, and subsequently generated public attention and interest, the public works programme would likely have taken place somewhere, but not necessarily in Pueblo Hundido. As confirmed by experience elsewhere, focusing resource allocation on optimal uses and priority areas is an important function of the SCP process, which can be institutionalised through the application of carefully and collectively developed issue identification and project selection criteria, and through a routine application of consultative processes in public development expenditure programming.

Dar es Salaam, Tanzania: Dar es Salaam suffers massive problems but has very limited implementation capabilities. Only five percent of the population are served by sewers, and unplanned (and almost completely unserved) settlements comprise two third of the city, illustrating the vastness of the tasks facing the city. One realistic approach pioneered and promoted by the SCP project was the deliberate use of limited resources in small-scale demonstration projects chosen for their suitability for replication and scaling up.²³ For example, this approach has been applied to settlement upgrading, through a modest upgrading project in a community with 2000 inhabitants (Hana Nasif). Working at a small scale, knowledge about factors determining the success of upgrading projects could be improved, while difficulties in implementation could be more easily overcome. The insights gained and the lessons captured were later translated to criteria for selecting candidate areas for subsequent upgrading programmes of larger scale. However, capturing principles of success tested in one area and applying them to similar situations in other areas and thereby amplifying the successes through a series of well designed replications, requires an institutional framework which can facilitate such replications at a city and eventually at a national scale.

²³ *The rationale is simple: it is easier to implement and demonstrate smart principles through small demonstration projects, and once success is established and experience acquired, moving to larger scale investments would be a natural trend, since the lower risk of failure (because of precedent) and the forces of emulation encourage other interested stakeholders to pull their resources and capacities together. In practice of course it has not been as simple as it sounds, mainly because the required institutions and instruments to promote and evaluate demonstration projects, to capture and publicise lessons of experience, and to support or catalyse similar initiatives are lacking.*

Ibadan, Nigeria: The EPM process in Ibadan unleashed considerable enthusiasm among community groups and informal sector operators for taking part in implementation of investment demonstration projects, and revived the strong tradition of communities working in partnership with local governments. The resources mobilised through the Sustainable Ibadan Project from various sources such as Oyo State, local governments, ministries, parastatal organisations, the SIP Trust Fund, and UNICEF, provided the catalytic push necessary to translate this surge of interest into tangible community contributions and involvement. As the result, during the project period, a number of community based small-scale investment projects were accomplished: spring water development in Odo-Akeu community, establishment of a compost plant, drilling of two bore-holes in two under-served areas; and development of a number of project proposals for improving the situation in the city's largest market.

Ismailia, Egypt: In some cities, while action may be taken to address problems, implementation may be *ad hoc* and lack cohesive and consistent follow-up, resulting in less effective and unsustainable outcomes. In Ismailia, for example, long before the initiation of the EPM process, cleaning-up activities in and around Lake Timsah were taking place primarily through the initiatives of the governorate and the Suez Canal Authority. Since the management of Lake Timsah was one of the priority issues addressed through the EPM process, the on-going cleaning up activities were better articulated and consolidated through the development of a multi-actor action plan. Beyond the on-going cleaning-up measures, the action plan was expanded to include parallel projects designed to reduce pollution of the lake at source, and to open up suitable development opportunities. The exercise revealed that there was no one institution charged with managing or coordinating the development of the lake; the *de facto* responsibility of Suez Canal Authority was mainly a control function to ensure the security of the Suez Canal (which runs through the lake) and was found to be inadequate for implementing comprehensive and development oriented projects.

Dar es Salaam, Tanzania: The City Consultation in Dar es Salaam took place at the height of the solid waste collection crisis, when the collection rate plummeted to less than five percent, precipitating public outcry and wide spread public health concern. The system as it was run by the City Council was financially bankrupt leaving no resources for reviving the system. The need for change in approach and system of management was clear. The carefully organised cleaning-up campaign which followed the SCP City Consultation and the initial opening toward privatisation by the City Council brought forth encouragement and support from international donors, who in a relatively short period of time mobilised over five million US dollars. The involvement of so many actors not only helped to mobilise large amounts of funds, but also to utilise them quickly.

Ismailia, Egypt: Whilst scarcity of resources is a general development constraint, often the more severe constraint is lack of institutional capacity to develop projects and to absorb available resources by implementing those projects in an efficient and productive way. The project preparation technical support provided to the issue-specific Working Groups in Ismailia has enabled the City Council to absorb more public resources than it normally would. Thanks to this technical support in project preparation, engineering design and bidding and field supervision, the City Council was able to award contracts

to a private operator to undertake a substantial “Covered Drainage Construction and Rehabilitation” project and to access public funds which otherwise could have been withdrawn had the council failed to spend them within the fiscal year. The experience confirmed that implementation is not merely a function of resources, but also of absorptive capacity and hence institutional infrastructure.

Ibadan, Nigeria: As is the case generally in Nigeria, the lion’s share of finance for local governments in Ibadan comes from the Federal and State governments. During the period 1960-90, the internally generated revenue of Ibadan Local Governments has been a mere 3 percent of their total revenue, while the Federal and State Government contributions were 86 and 11 percent respectively. The limited capacity to generate internal finance, and the dwindling Federal and State contributions have left little scope for the cash-strapped local governments to undertake big capital investments. In addition, lack of mechanisms that would have coordinated investments in the eleven local governments of Ibadan, makes financial consolidation and joint actions difficult, further reducing the capacity of local governments to effectively absorb funds and utilise them most effectively. This situation underlined the need for more innovative municipal financing instruments, as well as the need to tap the resources of the private and community sectors. The Sustainable Ibadan Trust Fund, which was created through the SCP process, was one such innovative funding mechanism. The Trust Fund was established by wealthy private sector operators in the city and designed to finance SCP process-led investment projects through soft loans and grants; it also very helpfully cemented the participation of the private sector in the sustainable development process.

5. Cities identify the lead players in institutionalising the EPM process

Accra, Ghana: The Metropolitan Assembly in Accra enjoys a wide range of legislative and execution powers and hence was seen as the proper anchoring point for institutionalising the SCP approach and activities. Similarly, at the regional and national levels, the Regional Coordinating Council and the Ministry of Local Governments respectively were identified as lead partners who can provide the necessary support and push to the process. The composition of the Executive Committee of the Sustainable Accra Programme which included the Chief Executive of the Metropolitan Assembly, the Chief Director of the Ministry of Local Government, and the Regional Minister, already reflected this. At the technical level, the Department of Town and Country Planning has been identified as the lead player, and it was also represented in the Executive Committee. The presence of a representative from the Ministry of Environmental Science and Technology in the Executive Committee has provided the necessary channel to link to policy developments taking place at the national level in the field of the environment.

Concepción, Chile: At the political and managerial level, the Regional Assembly and the Governor (the Intendente) were identified as the lead players and were seen as being instrumental in promoting and embedding changes in planning, decision making and coordination at the local government level.

Ismailia, Egypt: The key institutions and departments identified in the Ismailia EPM process included the Environmental Affairs Department (EAD), the Urban Planning Agency, the General Organisation for Physical Planning (Region III), the Suez Canal University, and the Suez Canal Authority. The heads of these organisations occupied leading positions in the SCP process, as Working Groups chair persons or issue-specific coordinators. In addition, almost all substantive personnel of the EAD were involved in the Working Groups as coordinators or in other SCP activities, and the head of the EAD coordinated the work of the department with the SCP project team and the issue-specific Working Groups. When a Governorate-wide umbrella structure was later set up to promote inter-agency coordination, the head of the EAD was assigned as its secretary, and this has further strengthened his lead role in the process. Linkage was also established with elected Popular Local Council members, particularly with the head of the council and chair persons of relevant committees, including that of capital budgeting and finance.

Shenyang, China: The original host organisation for the EPM process was the Environmental Protection Bureau. However, to strengthen the links between the SCP and other key municipal departments, it was clearly seen that the Municipal Government itself, and not one of its constituent departments, should be the responsible agency. Reflecting this, a senior leader (Deputy Secretary-General) was appointed as Project Manager and he has continued steadily to play a key role in moving things forward.

6. Cities institutionalise the EPM process through building the necessary institutional structures

Concepción, Chile: For almost all issues, the approach in Concepción has been to integrate the EPM activities and support functions into existing agencies and institutions. Hence for example, the functions derived from the recommendations of the Working Groups on urban lakes were integrated into the work programmes of the municipalities. A serious institutional gap was identified in respect to implementing the master plan. A need was recognised for an enabling institutional framework which would allow necessary adjustments in the master plan and hence facilitate its implementation, without hindering private sector and community initiatives and desirable developments; this has led to the establishment of the Urban Planning Agency designed to function through negotiations and consultative processes.

Dar es Salaam, Tanzania: Developing a Strategic Urban Development Planning Framework (SUDPF) for Dar es Salaam through the SCP participatory process was one of the prime focus areas of the EPM process in Dar es Salaam. The City Council was keen to develop a more effective city-wide plan for guiding the city's future growth and for projecting investment resource requirements for meeting the needs for infrastructure and urban services. As preparations were under way to decentralise the operational functions of the City Council to three municipalities, strategic guidance and coordination were recognised as the prime role of the City Council. These two factors - the need for more effective strategic development planning and the shift of emphasis to 'strategic guidance' and

‘coordination’ as the future role of the City Council - led the City Council to establish a Department for Planning and Coordination with a deputy city director in charge; in many ways, this new department was perceived as the anchoring point for the urban planning and coordination functions strengthened through the EPM process.

Ibadan, Nigeria: The fact that metropolitan Ibadan comprises eleven separate local governments has made the institutionalisation process much more complex. Not only did this fragmentation impede operational coordination, but it also undermined the possibilities for consolidated large investments which may be necessary to address certain city wide problems at a more efficient and economic scale. Certainly, the meagre resources each local government dispose can do very little in addressing issues and areas where effective and optimal solutions are sensitive to economic scale and technology. The EPM process brought the issue to sharp focus and allowed the key stakeholders in the city to analyse and discuss it extensively; this culminated in a special workshop where options for establishing a new institutional framework were elaborated. The workshop proposed the establishment of a lean but efficient institution which would combine coordinating and execution functions. It was also suggested that the institution should be designed to accommodate public and private interests and this should also be reflected in the management structure and funding mechanisms. The workshop has also underlined the extremely important role of the State Government in creating and supporting this institutional framework.

Katowice, Poland: The similar fragmentation of local government in the Katowice metropolitan area brought forth a similar approach. The Union of Municipalities, which was created largely through SCP project initiative and support, now has its own legal recognition and status; the Chairperson of the Governing Board of the Union is the project director of the SCP Project and the project manager is the principal source of technical input to the Board. The issue of how to embody the substantive skills and procedures of the EPM process has not yet been satisfactorily solved, however, as the Union is a consensus-building and policy-coordinating body with no staff or organisations of its own.

Ismailia, Egypt: The enormous development opportunities existing in land reclamation, tourism, and industry, and the range of development taking place and planned, highlighted the need for effective inter-sectoral coordination and investment prioritisation. A high-powered task force was established to look into different institutional models and to propose the option that best fits the situation in Ismailia. The exercise resulted in the establishment of the ‘Council for Sustainable Development in Ismailia’ which is headed by the Governor himself. The lead agencies included the Egyptian Environmental affairs Agency (EEAA), the Social Fund, the Suez Canal Authority, the Suez Canal University, and key sector departments and parastatals, such as the National Authority for Potable Water and Sanitary Drainage (NAPWASD), along with private sector representatives brought on board as members of the council. The key figures in the Governorates Local Popular Council, have also been represented in the council.

Lusaka, Zambia: The operationalisation of the EPM process in Lusaka was preceded by a careful review of the institutional framework with a view to finding the proper anchoring point of the Working Groups. Already at the City Consultation, participants agreed on the need for a new development management framework, and the Lusaka City Council was identified as the proper anchoring institution. Accordingly, the structure of the City Council was modified to accommodate the Working Groups and to internalise the SCP support functions. The SCP Working Groups were from day one established as occasional committees and were formally attached to the City Council committees which by standing orders of the Council have authority to review sectoral development issues and make recommendations to the City Council. In a way, the institutional modality adapted in Lusaka augmented the elected bodies with a broader participatory framework and support mechanism, while it at the same time allowed the Working Groups to draw their legitimacy from the mandates of the standing committees. The Community Committees which were established to deal with priority issues at the neighbourhood level, and which form part of the Working Group structure, provided the connecting link between decision making at the city level with that of the local community level.

Chennai, India: In similar ways to Lusaka, institutionalisation of the EPM process in Chennai was geared to linking the issue-specific Working Groups and the SCP support functions to the existing institutional structures. The lead agency for each of the priority issues was identified and confirmed at the City Consultation. To push forward the implementation of strategies and action plans, small high powered committees, called action committees, were established by administrative order, as a second tier to Working Groups. Each action committee was headed by the principal secretary to government to facilitate the implementation of decisions and recommendations coming out of the respective Working Groups. Overall, the Chennai Metropolitan Development Authority (CMDA) was the anchoring institution of the SCP process and its support functions. Implementation of the 74th Constitutional amendment brought a restoration of local government authority, including provision for the establishment of a Metropolitan Development Committee, and opened up new opportunities for further advancing the process of institutionalisation. The broad based composition of this committee, and its development and management functions (which include coordination, planning, monitoring of implementation and capital budgeting) provided a promising institutional structure in which to anchor the EPM process. The CMDA by virtue of its experience and capacity was poised to provide the technical and operational support required by the committee, and thus the CMDA would gradually displace the EPM process activities and support functions into the committee.

Dakar, Senegal: The Sustainable Dakar Project (SDP) was initially placed in an NGO, the African Urban Management Institute (ZAGU). Since ZAGU was strongly linked to local authorities, and was attached to the African Urban Management Foundation, which was headed by the Mayor of Dakar, it was suitably positioned to support municipalities and to promote the EPM process. At a City Consultation where action plans were reviewed, participants agreed to establish a cross-sectoral committee which would follow-up on the implementation of the action plans and on the internalisation of the SCP activities into the municipalities. ZAGU was confirmed as the

support institution who will provide technical support including tool development, training and backstopping to the committee.

7. Cities institutionalise the EPM process by linking it to capital budgeting and to urban planning

Accra, Ghana: In accordance to the Local Government and Financial Laws in force, the Metropolitan Assembly of Ghana prepares a composite budget, an integrated district budget, for all operations of the decentralised departments which among others include, education, health, roads including highways and town planning. The capital budget in Accra is therefore an important policy instrument to which the EPM process and the investment projects generated through it can be linked, through its institutional connection with the Metropolitan Assembly.

Concepción, Chile: 26 percent of the total national public investment in Chile is distributed to regional governments to allocate in the way they find most appropriate, and this ratio of investment which is left to the discretion of regional governments is expected to increase to 42 percent by the year 2000. In addition, municipalities with poor revenue base get preferential treatment and financial support primarily through the Union of Municipalities. The fact that an increasing proportion of public investment finance will be allocated and disbursed through regional governments is a promising trend which reinforces the role of capital budgeting at the local level as a viable policy instrument in institutionalising the EPM process.

Ismailia, Egypt: The mandate of the Ismailia Governorate in capital budgeting, as distinct from capital budgeting by sector ministries, is limited to small scale investments, social, and infrastructure improvements. However, the Governorate had three local funds - low cost housing, social services and land reclamation - which could be allocated and utilised with limited interventions from the central government authorities. The utilisation of these funds (and the absorption capacity of the nationally allocated capital budget) to a large extent depend on capabilities for identifying and preparing and implementing sound projects. From this perspective, the Governorate has found the SCP participatory process for project generation quite useful, enabling him to reallocate and utilise available resources to best advantage, and also enabling him to access other potential funds from national and international sources.

Dar es Salaam, Tanzania: With an annual population growth of eight percent, and in the absence of adequate resources or institutional framework, Dar es Salaam had rapidly expanding unplanned and unserved settlements and unsatisfied pent-up demand for urban services and infrastructural improvements; the 1979 Master Plan had essentially no effect on development, and only a fraction of service demands could be met from the available public funds. Frustrated by the situation, the City Council embraced the notion of the SCP's participatory approach and was particularly keen to develop a city wide Strategic Urban Development Planning Framework (SUDPF) through the process. Owing to the incremental nature of the process, to lack of previous experience in participatory planning, to the complexity of the process in terms of negotiating with myriad of institutions

at the local and national level, to capacity limitations of the Working Groups, and to resistance from bureaucrats cynical about the whole venture, the SUDPF took much longer than would have been hoped. After five years of arduous effort, the SUDPF was finally completed. Meanwhile, parallel attitude changes and administrative reforms taking place in the country brought about a dramatic shift in government policy, moving away from the master planning idea and promoting instead EPM process-led strategic development planning; this naturally provided a boost to the EPM process as an approach that facilitates participatory strategic urban planning.

Ismailia, Egypt: Following the end of the war with Israel and the reopening of the Suez Canal, Ismailia in the 1970s and 80s went through an extensive development period with reconstruction efforts driven by public investments and external support. Extensive and successful upgrading initiatives have also taken place during this period. The availability of resources which were mobilised through the central government has allowed the implementation of the plan, confirming the viability and implementability of development plans where they are matched by commensurate institutional capacities and resources. This experience has left a legacy of well established urban and regional planning institutions and procedures. In such a context, the role of the EPM process in supporting and linking to urban planning was very much seen as a mechanism to help better address city wide and area specific issues within the general framework of existing plans and to help define resolve development conflicts where use of land and water are concerned.

Dar es Salaam, Tanzania: The SUDPF formulated through the EPM process in Dar es Salaam was to a degree the by-product of the project's Environmental Management Information System (EMIS). Each of the nine issues deliberated in the Working Groups and the strategies which resulted from these deliberations were mapped. For each issue, relevant source and thematic maps were used which were systematically applied to define and differentiate geographic areas in terms of their suitability for different development uses. This interpretation in turn allowed articulation of sound development rules and principles for settlement patterns and investment behaviour in the different geographic areas. Next, maps on related or conflicting issues and strategies were overlaid, to identify geographic areas characterised by an interplay of more than one environmental issue; such areas have complex overlaps of environmental and development attributes, leading to the formulation of more complex development rules and strategies particularly applicable to such areas. The exercise has demonstrated the possibilities for generating different urban growth scenarios, depending on other socio-economic development parameters and priorities. Beyond this, it was demonstrated that, because the conditions which led to the formulation of development rules applicable to different areas will change, the rules and subsequently the pattern of development will also need to change allowing development planning and decision making to flexibly respond to shifting circumstances on the ground.

8. Cities consider financing mechanisms for sustaining the EPM process

Ismailia, Egypt: The Task Force on ‘institutionalisation’ in Ismailia addressed the question of sources and mechanism of financing and considered several options. Three local public funds (low cost housing, social services and land reclamation) were identified as potential financial sources which could be tapped for project development and research involving relatively large costs, and the role of the land reclamation fund was particularly emphasised as it was the largest of the three and was anticipated to expand faster than the other two funds. The idea of levying a surcharge of 0.5 to 1 percent on future land sales was also floated as a possibility that could be explored. In addition, the need for allocating annual budget for running Working Groups and supporting their activities was strongly recommended, as the result of which an annual budget of Egyptian Pounds 50,000 (US\$ 14,750) has been allocated purely for supporting the EPM process. On top of that, a technical secretariat composed of the local staff, who were actually part of the Technical Support Unit (TSU) of the SCP city demonstration project, was established and integrated into the Governorate structure, thereby allowing the costs (salaries and other administrative costs) associated with it to be eventually internalised into the local government budget.

Dar es Salaam, Tanzania: The possibility of funding the operating costs associated with the SCP Working Group activities from the revenues generated by projects, which have been developed and proposed by the Working Groups themselves was considered in Dar es Salaam. Estimates suggested that if the City Council could have implemented the projects proposed by the Working Groups (which included privatisation of parking places, public toilets and pit emptying services), an estimated amount of over 135 million TSh could have been generated every month, while the essential costs associated with the Working Groups were only a small fraction of this. While the figures strongly suggested the viability of such a scheme, indecision in the Council, slow progress in project implementation and the rigid procedures of the civil service administration seemed to have undermined its realisation.

9. Cities search for ways to sustain the ‘learning’ aspect of the EPM process.

Dar es Salaam, Tanzania: Project evaluation is one potential tool for capturing lessons of city experience. Two field evaluations have for example taken place in Dar es Salaam in a span of five years period, and in both occasions, useful recommendations have come out of the exercise. Such project based evaluations, however, have several limitations: one, they often take place in a project context and are likely to be focused on immediate project outputs and funding needs and hence tend to overlook fundamental institutional issues; two, they are carried out under great time pressure, with inadequate time for the evaluators to fully explore the local situation; and three, they are often initiated by funding agencies who primarily wish to substantiate whether they (funding agencies) should continue to support a particular project or not. As a result, the local project partners tend to consider the outcomes as audit reports to ensure continuity of funding, and

are hardly ever perceived as learning tools and indicators for follow-up. The most effective tool for ensuring a constant process of learning and follow-up is therefore systematic monitoring. Recognising the need for continuous learning, progress follow-up and adjustment, in its later phase, the Sustainable Dar es Salaam project has instituted a monitoring function within the Technical Support Unit (TSU) of the project itself. It has done this by hiring a full time expert whose job was to document case studies, to capture lessons of experience, and to develop monitoring indicators and reporting formats.

Ismailia, Egypt: Though no formal evaluation exercise has taken place in Ismailia, a modest attempt has been made to analyse, document and publish the lessons of experience that have emerged over. In addition, Ismailia being the locus point for pioneering the EPM process in Egypt and the Arab Region, it has hosted a regional seminar where a variety of experiences in EPM both from Egypt and other Arab countries were presented, discussed and shared.

Dar es Salaam, Tanzania: As a project introducing a new paradigm of urban planning, the city demonstration project in Dar es Salaam, has ignited excitement and intellectual interest among planning professionals and the academics, working in the University College of Lands and Architectural Studies (UCLAS). As most of the key players in the institute were taking part in the different Working Groups, both as stakeholders and technical support experts, the interaction has been quite an opportunity for examining and better understanding of the drawbacks of traditional planning approaches and for exploring the opportunities the SCP participatory approach could offer to improving urban development planning. From this perspective, the Institute has volunteered to closely work with the EPM practitioners and to develop training materials which could help to mainstream the experiences and insights gained through the process.

Ibadan, Nigeria: The academics in the Ibadan University and other local institutes were actively involved in the different SCP Working Groups, and have played a strong support role. In fact, since many of the working groups in Ibadan were community based and area specific, with limited capacity of expertise of their own, the role of the professionals from the academic institutions, NGOs and the private sector was crucial.

Ismailia, Egypt: One of the most recognised achievements of the EPM process in Ismailia was its catalytic effect in bringing the academics in the Suez Canal University to the frontiers of public debate, policy making and development planning. Quite a number of national professionals hired through consultancy assignments were also brought on board to provide specialised expertise in various areas ranging from solid waste management to community upgrading and industrial development. These intensive technical inputs carefully packaged within the SCP participatory framework have indeed not only yielded concrete results in specific problematic areas, but also have create a small intellectual base that can further support the process and help in replicating it elsewhere in the country.

'Entry Points' for Bringing About Change

Although all cities need constantly to strengthen their capacities in EPM, the emphasis and perspective, and hence the priorities and focus of institutional change differs from city to city. The political structure, administrative arrangement, and environmental setting on one hand, and the existing level of sophistication and capacities in EPM on the other hand, determine these different priorities and focus in different cities. An important entry strategy for institutionalising the EPM process is therefore to identify the city's critical gaps and constraints.

A city's management issues, capacity gaps, and institutional constraints may be described and analysed under four categories: information; decision making; implementation; and efficient resource utilisation. Below, possible gaps in each of these areas, and avenues and ways for engendering change and improvement through the EPM process, are highlighted.

Information

The often observed gap in information is typically not lack of information (plenty of it usually exists) but rather **fragmentation and inaccessibility** of information.²⁴ The problem is normally to find the right sort of information available at the right time in the right place. Information collected by various institutions tend to be sectoral, and hence at best is not sufficient to deal with environmental issues, which are generally cross-sectoral. In a bureaucratic system, "information is power" and therefore institutions are reluctant to share information. This reluctance is sometimes reinforced by rigid procedures and rules on data access. This of course encourages institutions to collect information even if it partly or wholly duplicates efforts of other institutions. Also, variations in technical capacities, methodologies, standards, and resources causes discrepancies and inconsistencies among the information reports and outputs generated by the different institutions; this further undermines compatibility and common usability of the existing stock of information.

Within the SCP context, the EPM process aims to improve the collection and use of information for environmental planning and management by:

- (i) providing an information base line (the SCP Environmental Profile) which is carefully organised to illuminate a cross-sectoral perspective of issues and of development-environment interactions, and thereby to create better understanding of conflicts and linkages between different development activities and stakeholders.²⁵
- (ii) mainstreaming, through its broad-based participatory mechanisms, the participation of the private and community sectors in decision making and thereby harnessing their contributions to information;

²⁴ This might seem against the global trend of faster communication in the present electronic age, but it is a reality in many developing countries, where the public sector is the primary source of information.

²⁵ See Volume 1 of the SCP Source Book series, Preparing the SCP Environmental Profile.

- (iii) systematically building an Environmental Management Information System (EMIS) initially focusing on carefully identified priority resources, geographic areas, and issues;
- (iv) promoting mapping and Geographic Information System (GIS) as tools for clarifying issues and developing environmentally sensitive strategic urban development plans;
- (v) promoting the cross-sectoral Working Groups as a mechanism for sharing of information between the different sectors and stakeholders.

It will take a long time, and much effort, to fully overcome the sectoral barriers, bureaucratic culture, and other factors which hinder systematic information gathering and, especially, limit its sharing and compatibility. Nonetheless, city experience has shown that for specific issues *where vital concerns of the different stakeholders come together, and where consensus is reached on the need for practical solutions, there is much greater willingness to share information.*

The wealth of information collected through the activities of the cross-sectoral Working Groups in SCP cities clearly shows that this can be done. In fact, it is this unique capacity for channelling information between a variety of sources and actors that transformed SCP project offices into “walk-in” information centres accessible to decision makers, experts and the public. Hence, ***expanding and strengthening this fledging culture of information-sharing, is one of the key strategies cities could pursue as a workable way forward to improving the quality, accessibility, and usefulness of information for EPM.***

The “SCP Environmental Profile” is carefully designed to highlight issues through a systematic analysis of the complex interactions between development sectors and environmental resources and hazards, and it has proven to be an excellent starting point and source of base line information for all those dealing with EPM. Since the Profile represents a consolidated minimum stock of information collated from different sources, it is clearly an important knowledge source in its own right. But two other features of the Profile are particularly important:

- the methodological framework of the Profile, the way in which its information is selected and organised (on the principles of development-environment interaction), is crucial for a cross-sectoral and integrated approach to environmental planning and management; and
- its carefully designed structure allows it to be readily and regularly updated, with different components being updated or elaborated separately (as separate information modules) by using the information collected through the Working Groups.

If proper and user-friendly data sheets and systematic documentation procedures (defining data sources, responsible actors, periodicity, measurement units and techniques, etc. for each of the sections in the Profile) are established, updating the Profile can in fact be routinised in a cost-effective way. *The creation of an institutional framework which allows tracking*

changes and updating the existing time-series data in the Environmental Profile on a continuous basis is therefore recognised, in the SCP cities as an important step to institutionalising the changes effected in improving the collection and use of information.

In cities where mapping and Geographic Information Systems (GIS) are fairly well developed, the SCP process has the potential to demonstrate more sophisticated techniques and applications; for example, layers of area-wide information on existing and potential resources and environmental opportunities and constraints could be generated 'on-demand' to support urban management functions as well as public and private investment decisions. Sustaining such a system requires technical infrastructure and expertise, but more importantly its viability hinges on the commitment of the key institutions to keep the information generated through the system constantly updated and routinely accessed by decision-makers and potential users, including private investors and developers.

Decision-Making and Coordination

With a rapid rate of urban transformation and growth, heavy demand for urban services, and enormous development pressure on the environment, cities recognise the need for systematic prioritisation of issues (as available resources and technical capacities are limited) and the need to involve key stakeholders in decision-making and building partnerships (to mobilise resources and support for implementation).

The EPM process is a well-established approach for meeting these needs: building partnerships on the basis of a stakeholder participation and a common understanding of the issues, thus supporting consultative decision making and facilitating the mobilisation of resources for implementation.

Most cities have had formal and informal consultative mechanisms for consultation, such mechanisms have been ad hoc and piecemeal - and did not provide either a systematic operational framework or carefully developed tools which could ensure their effectiveness in problem solving and decision-making. Broad-based participation is at the core of the EPM process, however, and within the SCP context it includes a series of interrelated participation modalities, such as the City Consultation, mini-consultations, and above all the issue-specific Working Groups. The SCP has a variety of carefully structured consultation procedures and tools designed to support these activities. This has resulted in sustained and constructive involvement of diverse groups of stakeholders in the most substantive and productive ways.

Participation in the EPM process is about bringing together the different stakeholders to address issues of common concern, to negotiate and agree on strategies and actions, and thereby to collectively contribute to the socio-economic development and quality of life in their cities. The EPM participatory process is therefore organised around carefully identified steps of environmental planning and management: *prioritisation of issues, collection of information, clarification of issues, assessment of options and formulation of strategies, negotiation and agreement on action plans, mobilisation of resources, implementation follow-up and monitoring.*

By proceeding through this systematically structured sequence of activities, not only will the stakeholders develop better and common understanding and appreciation of issues, but they will also learn the skills and habits of constructive collaboration, leading them to search for optimal feasible solutions and 'win win' outcomes. The process therefore also requires substantive technical support with skills in strategy planning, information management, facilitation, and conflict resolution.

Institutionalisation in this context could therefore be understood to mean *nurturing broad-based participation in planning and management decision-making through a more formal institutional framework which enjoys a consistent political support*. The long term perspectives of these developments have several dimensions. For example, the diversity and competence of stakeholders taking part in the consultations and the Working Groups - and the degree of influence of such consultations and negotiations on decision-making - needs to be monitored and measured over time. In some cities, where sectoral planning capacities are relatively more developed, the consultative process and the issue-specific strategy negotiations can facilitate integrated planning practices between sectors and in such circumstances institutionalisation could therefore entail complex system wide capacity building and streamlining of planning procedures.

Implementation

There are, of course, many factors which make implementation such a weak point for planning and management in most cities, such as:

- scarcity of resources (financial technical, organisational);
- limited absorptive capacities of the local management and administrative system;
- chronic lack of coordination among sectors, departments, agencies, levels of government, etc.
- weak project management leading to delays and cost over runs;
- capacity limitations in planning, executing and supervising complex multi-sectoral projects;
- excessive reliance on capital investments and failure to exploit other implementation instruments (economic incentives, education- information campaigns, legislative and institutional reforms, etc.);
- rigid administrative systems undermining flexibility in resource allocation and implementation modalities.

In the SCP context, changes in decision making brought about through the EPM process have far-reaching positive benefits in helping to overcome these and related constraints on implementation; these changes can be categorised in four groups:

- (a) strengthening linkages between planning and implementation;
- (b) developing a full range of implementation instruments;
- (c) strengthening the implementation capacities of communities;
- (d) scaling up.

(a) Strengthening the linkages between planning and implementation:

Involvement of stakeholders and directly concerned interests at the planning stage will in most cases dramatically improve the likelihood of plans and decisions successfully being implemented. The logic behind this is straight forward: when the actors themselves are part of the decision making process, plans will be known and understood by them and will be the outcome of realistic negotiations and commitments.

Experience in SCP cities highlights opportunities and achievements, but it also shows some of the difficulties associated with approaching implementation through negotiated action plans. *Experience suggests that the biggest challenge is to find the common ground and area of interest wherein priorities of the key stakeholders overlap and their work programmes can be complementary.*

A crucial step is to translate common ideals and strategies into specific action elements and modules which are in line with the competencies and mandates of the participating institutions, so that negotiated action plans would be considered no different from their “normal” work programmes. In such a context, what the EPM process offers is an operational framework, which allows implementation to take place on a more integrated scale (more resources mobilised) and in a coordinated fashion.

(b) Developing a full range of implementation instruments:

In contrast to traditional implementation strategies which are heavily focused on capital investments, the EPM process stimulates utilisation of a whole array of implementation instruments, such as education and information campaigns, economic incentives, community involvement, regulatory and related legal instruments, etc. The reasoning behind this is simple: the participation of diverse stakeholders each with different competencies and mandates would allow, working together, the use of a much wider variety of implementation instruments than would be available to any single institution.

(c) Strengthening the implementation capacities of communities:

Community associations and neighbourhood groups have often been crucial actors in implementing local initiatives in many cities. The EPM process, as demonstrated in SCP cities, provides unique opportunities to expand and strengthen the implementation capacities of communities at various levels, especially to integrate their localised capabilities into larger-scale actions involving many other actors. The EPM process allows communities to systematically consider and address issues within the context of city wide priorities, and in doing so it facilitates the more effective mobilisation of their capacities and resources in support of both local and wider implementation initiatives.

(d) Scaling up:

Typically in an SCP city, demonstration projects are formulated through the issue-specific Working Groups and then implemented to demonstrate new approaches and solutions that evolved through the EPM process. This gives excellent and systematic opportunities for “learning by doing”: these

demonstration projects stimulate collective learning, the results and lessons of which can then be incorporated into further projects and plans, to be repeated elsewhere and, ultimately, scaled up for city-wide application.

Certainly, replicating a successful demonstration project at a much bigger, city-wide scale would require much greater resources, and therefore replication is a longer term process. But its realisation over the long run requires a solid institutional framework which will allow lessons to be systematically captured, assessed, and fed back to the planning and decision making process where resources are allocated and implementation priorities are set.

Resource Mobilisation

The problem of resources is generally seen simply as *scarcity* - there are not enough resources, especially financial resources. However, in reality - even in quite poor countries - the key problem is often the *chronic misallocation and inefficiency of use* of the available resources.

In the SCP context, the EPM process can offer a number of ways to both improve the utilisation of existing resources and to mobilise additional resources. This may be done by:

- attracting and mobilising resources by ‘leveraging’ - i.e. through a strategic use of existing but limited public funds to attract additional funds;
- improving the project management and implementation capacities of key institutions and thereby enhancing their ‘absorptive capacities’ allowing them to mobilise and effectively use additional resources;
- consolidating investments in strategic and priority areas and thus sharpening their impact and creating economies of scale in investments, thereby increasing the over all efficiency of resource use;
- improving the revenue base of the city through the implementation of projects generated through cross-sectoral working groups;
- involving the private sector, both formal and informal, in implementing and running the urban service and infrastructure sectors, thereby increasing access to private resources and funds;
- using external resources for strategically defined investments, thus facilitating the mobilisation of other resources for complementary and follow-up investments.

SUSTAINABLE ISMAILIA PROJECT
TASK FORCE ON INSTITUTIONALIZATION
TERMS OF REFERENCE (draft)

BACKGROUND

The Sustainable Growth and Development in Ismailia - Egypt/91/030 SIP Project aims to promote sustainable development by a) creating participatory planning mechanisms, b) preparing strategic development plans and specific action plans, c) developing technical and information management skills in support of action and project development, and d) preparing a portfolio of fundable investment projects.

So far, some of its outputs namely, environmental profile and issue-specific strategies are generated. The city level consultations and the issue-specific working groups have been instrumental to raise the level of awareness and participation of local stakeholders. Currently effort is being concerted on detail project studies, the results of which would enable to initiate capital investment and technical assistance projects and to translate some key-proposals of the strategy documents into action.

The other prime concern, to which attention will be drawn in the coming few months of the project period, is institutionalization of the urban environmental planning and management (EPM) process. This is in fact the key objective that underlines all the remaining objectives, since it marks a real shift in the social practice of development management and ensures the internalization and sustainability of its application with less and less support.

The urban environmental planning and management process involves the following basic elements:

- clarifying environmental issues to be addressed involving those whose cooperation is required
- setting priorities
- negotiating issue-specific strategies
- coordinating overall environmental management strategies
- agreeing on environmental action plans
- initiating priority projects and programmes, and strengthening local planning and management capacities

The central features of this process are involving all stakeholders at each stage of the process, developing a spatial development plan through incrementally progressing and improving strategic framework and setting a

mechanism for coordinated action among all key-actors and over time. Hence, institutionalization of the EPM process implies a shift to bottom-up that would nourish, embed and sustain it, taking the experience and embryonic capacity that emerged through SIP as a starting point.

The task force on institutionalization is established to investigate all dimensions of this process, to set the strategic vision for its resolution in the specific local conditions of Ismailia, and to map out the specific course of action that has to take place in a one year period during mid-1995 to mid-1996.

EXPECTED OUTPUTS

- A) A strategic vision setting out the best possible option or modality through which the process could be institutionalized, and describing the comparative advantages/justification for its choice
- B) A skeletal organigram of the institutional set-up recommended to be adopted with preliminary indications of its internal structure and external-functional relationships, and associated budgetary and man power implications
- C) A one-year (year one) plan of action for implementing the adopted institutional plan
- D) Final report reflecting on the future institutional evolvement, that could be expected beyond the one-year time horizon, for which a plan of action will be prepared

DUTIES

- A. Examine all documents, reports, and literature relevant for the task
- B. Participate in relevant working group meetings and animating seminars to sense the operation of the process in reality
- C. Set a workable criteria and identify factors that should determine the selection of a feasible institutional set-up in the specific conditions of Ismailia
- D. Evaluate the institutional options suggested so far and those proposed by members of the task force against the set criteria and other local and national level considerations (a note on proposed options is attached)
- E. Select a feasible option among the proposed options, with complete justifications, and preliminary budgetary and man power estimates, and addressing the key issues like where to house?, how to finance the operation? and how to attract and retain capable local experts?
- F. Conduct a workshop involving key-stakeholders and experts to discuss the conclusions of the task force
- G. Refine the proposal based on the recommendations of the workshop and undertake a consultative process among concerned governmental and non-governmental parties to ensure its acceptance and finalisation

H. Develop a skeletal organigram which captures and exhibits the key internal functional structure and external relationships (the SIP organigram is attached)

I. Develop a one year action plan which would outline the specific training, staffing, restructuring activities and the associated organizational and budgeting reforms

J. Gain consensus on the draft one year action plan

WORKING STRUCTURE

The task force will be officially established at its first meeting due to be held on 4 January 1995. During the meeting it will be briefed on the scope of the work and related issues will be clarified.

The task force will choose among its members a chairperson and rapporteur. It will set a time table for meetings and delivering its expected outputs. It will keep a close link with the chairperson and coordinators of the issue specific working groups. SIP will assign a focal person that would follow-up and liaise with the task force.

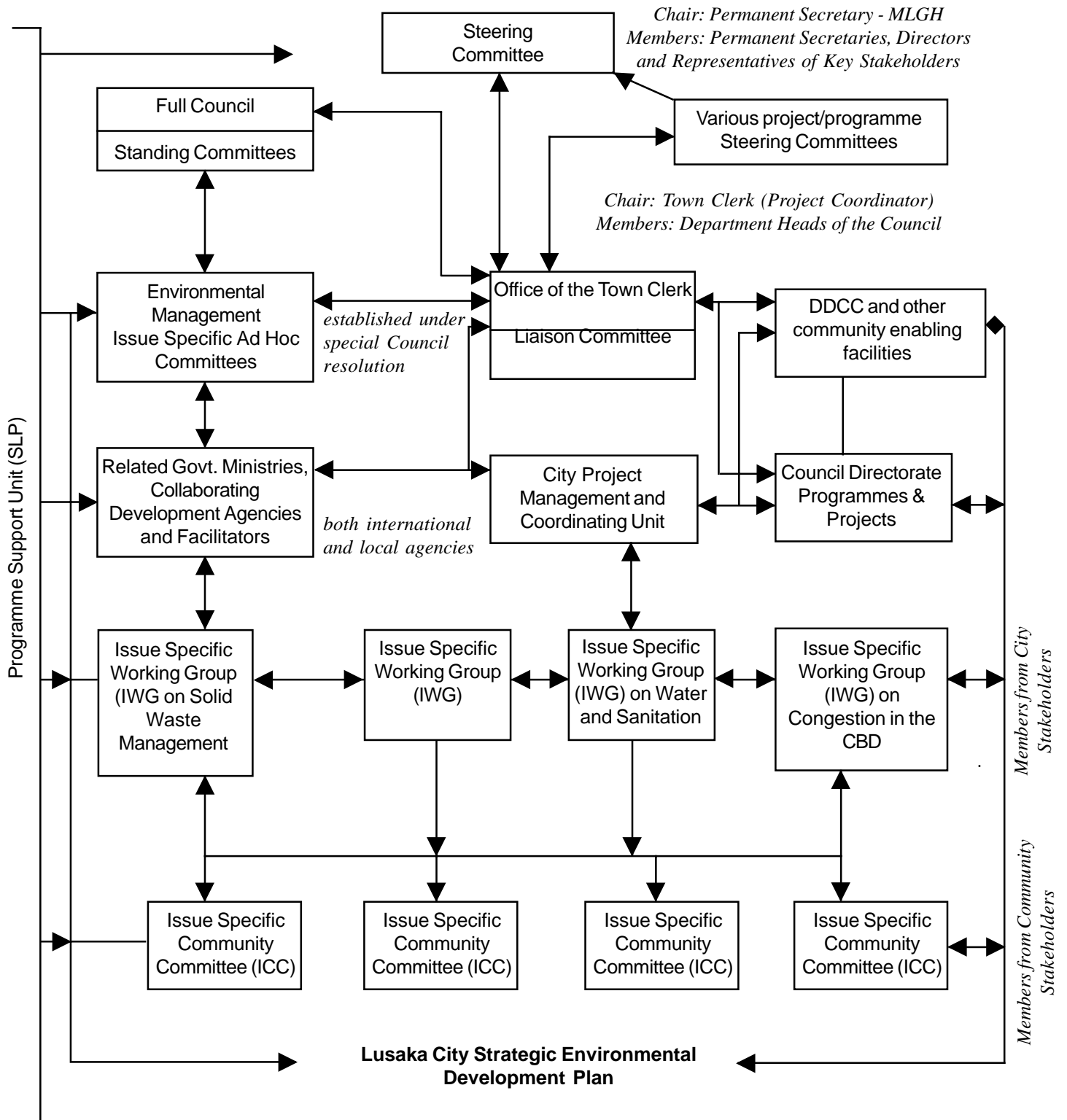
The task force, upon request and as deems necessary, will be supported and advised by the working group technical support consultants and the technical support unit.

DURATION

The entire task is expected to be completed within three months time frame starting 5 January 1995.

C4

Example of Integrating the SCP Working Group Approach into Existing Structures (Lusaka City Council)



- MLGH Ministry of Local Government and Housing
- IWG Issue Specific Working Group
- ICC Issue Specific Community Committee
- SLP Sustainable Lusaka Programme
- DDCC District Development Coordinating Committee

C5 Glossary

The purpose of this 'Glossary' is to explain the particular meaning of words or terms *as they are used in the SCP project context*. The listing therefore includes *only* terms and words which are relevant for understanding the SCP process. The version of the Glossary used here is oriented toward the content of this volume, and slightly different versions of the Glossary appear in other volumes of the SCP Source Book series.

In most SCP cities, English is not the mother language for the people working in the SCP project; this is true even in cities where professionals may perhaps use English even on a daily basis in their working lives. For this reason, it is highly recommended that the Glossary is carefully translated into the most appropriate local language(s) and widely distributed, certainly to all those involved in the Working Group process.

Change Agents:

Strategically positioned individuals who understand and appreciate the possibilities inherent in the SCP approach - and who have the commitment and capability to positively influence people and organisations to accept and eventually incorporate the SCP process into their routine operations and behaviour.

City Consultation:

The City Consultation is a crucial event within the SCP project process. Taking place at the end of Phase One of the SCP process, it brings together and builds on the work done during that Phase, consolidates social and political participation and support, and launches the SCP project into Phase Two. The City Consultation should give firm approval to the SCP Working Group process and to the priority topics for which Working Groups will be established; it is thus a vital step in establishing the Working Groups and giving them credibility and authority ('mandate'). (Volume 2 in this series of SCP Source Books provides detailed guidance on the organisation and running of the City Consultation.)

Community Based Organisation (CBO):

These are organisations based in and working in one or more local communities (neighbourhoods or districts); they are normally private, charitable (non-profit) organisations which are run by and for the local community. Typically, they were created in response to some particular local need or situation - often related to the local environment - and they usually support a variety of specific local improvement actions (for instance, environmental upgrading, youth education, employment promotion, etc.) which are generally undertaken by or with the local people. Important and active CBOs should be represented on Working Groups for issues of relevance to them and should be active partners in programmes for institutionalisation of the SCP process.

Environmental Management Information System (EMIS):

An EMIS is an organised process through which information relevant for environmental management is identified, generated, and utilised in a routine manner. It is a tool, when it becomes relatively functional, which directs and guides investment and city development along a sustainable path. EMIS in the SCP context is developed on the basis of a systematic spatial analysis of specific issues, geographic distribution of resources and related environmental sensitivities. It portrays spatial development options and opportunities which allow the prioritisation of development areas, the guidance and optimisation of investment and the factoring-in of long-term environmental costs in development. EMIS consists of layers of maps, spatial attributes, parameters and criteria for prioritisation; and 'rules' and development conditions defined and negotiated by stakeholders to influence the development pattern of a city

Environmental Planning & Management (EPM):

This is a general term which refers to the overall processes through which a city's environment is (or can be) managed. It emphasises the close interrelationship between urban development and urban environment, and it stresses the crucial roles of economic, political and social processes. In relation to the SCP, the EPM process has been developed into a general methodology for strengthening the ability of cities to effectively manage urban development and the environment. (For greater detail, see also item 5 in the Information Sources, section C6.)

Environmental Profile:

The SCP Environmental Profile provides a systematic overview of the development and environment setting and institutional arrangements of a city, with this information organised and analysed in a very particular manner, which is designed to highlight the development-environment interactions, the critical environmental issues, and the sectors and stakeholders most directly concerned with them. (See Volume 1 of the SCP Source Book series, *Preparing the SCP Environmental Profile*, for details.)

Geographic Information System (GIS):

GIS is a general term which refers to an information system in which data is collected, stored and analysed in a spatial (geographical) framework. The GIS is normally a computer-based system; modern off-the-shelf software allow a basic GIS to be run on an ordinary PC. The data compiled and analysed in the GIS is focused specifically on information relevant for physical planning and environmental management. A properly organised GIS is an extremely valuable tool for implementing an SCP project. (See also EMIS in this Glossary)

Mini-Consultation:

A reduced-scale version of the City Consultation, generally organised for clarification and elaboration of one specific issue, or perhaps to review options and to agree on issue-specific strategies. Mini-Consultations are a useful device for helping a Working Group to take stock of progress and activities and to formalise strategies. The wide range and number of stakeholders involved in a Mini-Consultation allows the

Working Group to interact directly with all the different opinions, ideas, and interests which should be taken into account.

Non-Governmental Organisation (NGO):

The term NGO is applied to a wide range of organisations which are not established by or operated by government. NGOs are usually private, non-profit organisations which are run by their members. Typically, an NGO is concerned with one particular area of activity: women's rights, education, environmental protection, small-scale employment, etc. Most NGOs are local in scope, but some are regional or national, with active local branches. Some NGOs are even international in scope. NGOs often acquire considerable expertise and experience in their particular areas of activity, and some employ professionals or specialists to manage their work. It is normal practice to ensure NGO representation on the SCP Working Groups, and NGOs have an important role to play in institutionalising the SCP process.

Sensitisation:

This refers generally to the process of giving regular briefings and training to stakeholders at different levels, to create a better understanding of the SCP process and "sensitise" them to the kinds of changes in planning and management approaches which are promoted through the SCP process.

Stakeholder:

In the context of the SCP, this word is applied to groups, organisations and individuals who have an important 'stake' in the process of urban environmental management - regardless of what their particular 'stake' may be. Equally, the term stakeholders includes both formal and informal organisations and groups, and covers groups in the public sector but also in the private sector and in the community (or popular) sector. Stakeholders are also sometimes referred to as 'actors' in the local EPM process. Stakeholders are those organisations or groups or individuals who should be members of the SCP Working Groups or who should participate, in one way or another, in the issue-specific strategy negotiation and action planning process.

Steering Committee:

A high-level committee comprising leading representatives of the key stakeholder organisations, especially those in the government sector. The Steering Committee is set up to build and consolidate political support for the SCP project and to ensure proper cooperation of stakeholder organisations with the activities of the project, including especially the Working Groups. It has a potentially vital role to play in the overall process of institutionalising the SCP process.

Sustainable Cities Programme (SCP):

The Sustainable Cities Programme (SCP) is a global programme of the United Nations Centre for Human Settlements (UNCHS - Habitat) and the United Nations Environment Programme (UNEP). It is the leading technical cooperation programme in the field of urban environmental planning and management, and it is the principal activity of the United

Nations system for operationalising sustainable urban development. (See also chapter C7 in this Source Book volume for a more detailed explanation.)

Technical Support Unit (TSU):

TSU is a commonly used term to refer to the core professional team which is set up to guide and manage the implementation of the SCP city project. In this volume, the term “project team” has more commonly been used but any difference in terminology is not significant. The Project Team or TSU is the responsible for ensuring that the project is properly implemented, for example, being responsible for ensuring that the Working Groups are set up properly and operate effectively and successfully. This core professional and administrative team may be hired through the project budget or drawn by secondment from institutions in the public sector and departments of municipalities, usually those which are formal signatories to the project.

Terms of Reference (TOR):

A ‘Terms of Reference’ is a document which specifies in a clear and systematic way the work which is to be done by a consultant or sub-contractor. In the UN system, as in most large international organisations, it is necessary to prepare a Terms of Reference, which is then used as the basis for identifying suitable consultants/contractors, for issuing contract, and for supervising and monitoring the work done.

Working Group:

An SCP issue-specific Working Group is a small body of stakeholder representatives who come together to address a cross-cutting issue of their common concern. The members possess mutually complementing information, expertise, policy and implementation instruments and resources, which they bring together within the framework of the SCP process.

Information Sources

The following publications are important sources for understanding environmental planning and management in general - and for understanding the SCP process in particular. All persons centrally concerned with an SCP city project should read and make use of these documents. Indeed, copies should be readily available in the SCP project office and every effort made to have them read by the members of the various Working Groups and any other stakeholders or key actors.

Key EPM & SCP Documents

Sustainable Cities and Local Governance: The Sustainable Cities Programme

Written and published by the United Nations Centre for Human Settlements (Habitat) and the United Nations Environment Programme (UNEP), Nairobi, Kenya, 1997

The SCP Process Activities: A Snapshot of what they are and how they are implemented

Written and published by the United Nations Centre for Human Settlements (Habitat) and the United Nations Environment Programme (UNEP), Nairobi, Kenya, 1998

The Sustainable Cities Programme: Approach and Implementation

Written and published by the United Nations Centre for Human Settlements (Habitat), Nairobi, Kenya, 2nd edition 1998

The SCP Source Book Series

Written and published by the United Nations Centre for Human Settlements (Habitat) and the United Nations Environment Programme (UNEP), Nairobi, Kenya, 1999

The Environmental Planning and Management (EPM) Source Book.

Volume 1: Implementing the Urban Environment Agenda

Volume 2: City Experiences and International Support

Volume 3: The UEF Directory

Written and published by the United Nations Centre for Human Settlements (Habitat) and the United Nations Environment Programme (UNEP), Nairobi, Kenya, 1997

Towards Environmental Strategies for Cities: Policy Considerations for Urban Environmental Management in Developing Countries.

Carl Bartone, Janis Bernstein, Josef Leitmann and Jochen Eigen
Published for the Urban Management Programme by the World Bank, Washington, D.C., USA, 1994

***Environmental Guidelines for Settlements Planning and Management:
Volume 1: Institutionalising Environmental Planning and Management
for Settlements Development***

***Volume 2: Environmental Considerations in Metropolitan Planning and
Management***

***Volume 3: Environmental Considerations in Regional Planning and
Management***

Prepared and published by the United Nations Centre for Human
Settlements (Habitat), and United Nations Environment Programme
(UNEP), Nairobi, Kenya, 1987

UNCHS (Habitat) and UNEP Join Forces on Urban Environment

Briefing Note prepared for the United Nations Commission on Human
Settlements (CHS15) and the Governing Council of UNEP (GC18)
Prepared by the United Nations Centre for Human Settlements
(UNCHS), Nairobi, Kenya, 1995

Other Important Documents

World Development Report 1992: Development and the Environment

Prepared and published by the World Bank, Washington, D.C., USA,
1992

***Sustainable Human Settlements Development: Implementing
Agenda 21.***

Prepared by the United Nations Centre for Human Settlements, for the
United Nations Commission on Sustainable Development, Nairobi,
Kenya, 1994

An Urbanising World: Global Report on Human Settlements

Prepared by the United Nations Centre for Human Settlements.
Published by Oxford University Press, 1996

World Resources 1996-97: The Urban Environment

Prepared by the World Resources Institute
Published by Oxford University Press, 1996

***World Without End: Economics, Environment and Sustainable
Development***

David W. Pearce and Jeremy J. Warford
Published by Oxford University Press, for the World Bank, 1993

***The Habitat Agenda: Goals and Principles, Commitments, and Global
Plan of Action***

Agreed at the United Nations Conference on Human Settlements
(Habitat II), Istanbul, Turkey, June 1996

***The Human Face of the Urban Environment: Proceedings of the Second
Annual World Bank Conference on Environmentally Sustainable
Development.***

Ismail Serageldin, Michael A. Cohen, and K.C. Sivaramakrishnan,
Editors
Published by The World Bank, Washington, D.C., USA, 1995

The Global Sustainable Cities Programme: Lessons of Experience

Background

Perhaps the greatest challenge for urban development policy-makers and practitioners is to ensure that our growing cities and towns remain economically, socially and environmentally sustainable. In most countries, rapid urban expansion has been accompanied by growing environmental problems, which not only seriously damage health and well-being (especially of the poor) but also damage the urban economy and threaten the sustainability of development gains.

Although urban expansion is commonly seen as the “cause” of environmental (and other) problems, experience and research alike show that the real causes are deeper. According to research from the Urban Management Programme,²⁶ for example, the underlying causes of environmental degradation can be traced to “...inappropriate economic policies, inadequate investment in pollution control, deficient regulatory and institutional frameworks, weak management capacities, inadequate cost recovery, and insufficient political will and public awareness.”

In other words, it is **not** urban growth itself that “causes” environmental problems; instead, it is a series of policy and management weaknesses which mean that cities are generally not able to cope adequately with the physical and environmental consequences of growth and change.

In response to this situation, the United Nations Centre for Human Settlements (UNCHS)²⁷ in 1991 launched the global **Sustainable Cities Programme** (SCP), with the aim of helping city governments and their partners in the public, private and community sectors to develop the improved environmental planning and management capacities which they require in order to deal more effectively with the process of urban growth.

The Sustainable Cities Programme initiative was given a tremendous boost by the “Earth Summit” - the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro in 1992. The “Earth Summit” focused the world’s attention on the crucial importance of environment for social and economic development and resulted in widespread adoption of the famous *Agenda 21*. *Agenda 21* articulated a range of desirable policies and concepts, including an emphasis on cross-sectoral coordination, decentralisation of decision-making, and broad-based participatory approaches to development management. The potential of the SCP as a vehicle for implementing *Agenda 21* at the city level was recognised - and supported - immediately, with this role being further strengthened at the “City Summit” in Istanbul in 1996 (the Second United Nations Conference on Human Settlements - *Habitat II*) and through the *Habitat Agenda* which was then adopted.

In 1995, the governing bodies of UNCHS and of UNEP (United Nations Environment Programme) decided to make the Sustainable Cities Programme

²⁶ *The Urban Management Programme (UMP) is a joint effort of UNCHS (Habitat), UNDP, and the World Bank. The Sustainable Cities Programme became the main operational arm of the UMP, which was otherwise focused on research, networking and information dissemination.*

²⁷ *UNCHS is the specialised agency of the United Nations with specific responsibility for housing, planning, and urban development matters. Its mandate covers execution of technical cooperation projects in the field, as well as research. UNCHS was established as a result of the First United Nations Conference on Human Settlements (Habitat I) in Vancouver in 1976. Its headquarters are in Nairobi, Kenya, supported by regional offices in Asia (Japan) and Latin America (Brazil).*

a **joint facility**, thereby pooling the mandates, resources, and capabilities of the two agencies and providing an even broader and more solid foundation for the work of the SCP. In 1996 and 1997, the SCP became the spearhead of the two agencies in operationalising a new development cooperation paradigm which is centred on partnership, mutual learning and mutual assistance, sharing of experience, with primary reliance on local resources supported by international programmes in the role of facilitator.²⁸

The Sustainable Cities Programme Today

Since its inception, the SCP has grown from a very modest \$100,000 per year initiative to a \$30 million global programme which mobilising support from a wide variety of sources including UNCHS, UNEP, UNDP, WHO, ILO, World Bank, the Netherlands, Denmark, Canada, France, Italy, the United Kingdom, and others.

The primary focus of the Sustainable Cities Programme, however, remains firmly at the **city level**; in its initial five years more than 95% of the resources mobilised for the SCP have been applied to city-level activities. The first SCP city demonstration project began in January 1992 in Dar es Salaam (Tanzania), and others soon followed: Accra (Ghana), Cagayan de Oro, Tagbilaran, and Lipa (Philippines), Concepción (Chile), Dakar (Senegal), La Habana (Cuba), Ibadan (Nigeria), Ismailia (Egypt), Katowice (Poland), Lusaka (Zambia), Madras (India), Maputo & Nampula (Mozambique), Moscow & St Petersburg (Russia), Shenyang & Wuhan (China), and Tunis (Tunisia). In addition, numerous other cities are in various stages of preparing for and developing SCP demonstration projects, for example, Amman (Jordan), Asuncion (Paraguay), Belo Horizonte (Brazil), Gaza (Palestine), Harare (Zimbabwe), and Kampala (Uganda).

In Tanzania, the experience of the Dar es Salaam project is being extended to a variety of secondary cities (Dodoma, Moshi, Zanzibar, etc.) each of which is now initiating its own SCP project. In Egypt and in Chile, similar initiatives to replicate the SCP process in other cities are being developed. In the Philippines, the programme focuses initially upon SCP projects in three secondary cities, but a regionally-based replication process is built in so the SCP process can be extended to other cities.

The Sustainable Cities Programme is therefore global in scope but still firmly local in focus. Moreover, this large “family” of SCP project cities gives the SCP a tremendous foundation of “real-world” experiences through which the SCP approach and methodology is continuously tested, adapted, revised, and enhanced.²⁹ Indeed, this is perhaps the greatest strength of the SCP approach: it is a robust general methodology which has been adapted to local circumstances and successfully applied in many different cities, each of which not only benefits from and learns from the SCP approach but also contributes directly to the further evolution and strengthening of the SCP concepts.

To supplement and support this energetic and growing base of participant cities, the Sustainable Cities Programme has more recently been developing its activities at the **regional** and global levels. At the regional level, efforts are underway to develop networks and mechanisms for sharing experiences,

²⁸ *This is in contrast to the older development assistance paradigm, which centres on top-down expert-determined solutions, typically technology or investment driven, and often relying on outdated and inappropriate master-planning approaches.*

²⁹ *The most recent Annual Meetings of the Sustainable Cities Programme, held in Shenyang (China) in Sept/Oct 1997 and in Moscow (Russia) in June 1998, each brought together 125-150 people representing more than 30 cities for three days of intensive discussion and exchange of experience.*

pooling resources and expertise, and developing regional information bases. This has progressed furthest in the Africa region, but initiatives are also underway for similar activities in North Africa and the Middle East. At the **global** level there is even greater recent progress; the SCP has mobilised substantial resources³⁰ to increase the capacity of the SCP core team and its partners to:

- more effectively back-stop city projects and related activities at the city, national, and regional levels;
- develop and support networks and activities for sharing experiences and for mutual learning;
- capture lessons of experience, document good practices, and develop other means of systematically learning from the SCP family of cities;
- develop a variety of “tools” and guidelines to support the broader replication of the SCP process.

Because it provides a locally-adapted general framework for new approaches to urban environmental management, the SCP has proved in practice to be an ideal attraction for and vehicle for **inter-agency cooperation**. The flexibility of the SCP approach makes it possible to accommodate a wide variety of support interventions, while the operational structure of an SCP city project provides a good basis for proper coordination of efforts at the local level. As a result, the SCP is already collaborating with nearly 20 different international support programmes,³¹ as well as with national and international NGOs and associations of local government, in the implementation of the various city demonstration projects. In addition to the extremely valuable extra support it gives - directly and indirectly - to SCP project implementation, this broad base of inter-agency cooperation provides an important stimulus to the mobilisation of follow-up resources, especially funds for priority capital investments.

Some Key Characteristics of the Sustainable Cities Programme

As emphasised earlier, the SCP does *not* view environmental deterioration as a necessary or inevitable consequence of rapid urban growth; equally, the SCP does *not* consider financial resource constraints to be the primary cause of environmental problems. Instead, the SCP considers environmental deterioration to be primarily caused by:

- inappropriate urban development policies and policy implementation;
- poorly planned and managed urban growth which does not adequately consider the constraints (and opportunities) of the natural environment;
- inadequate and inappropriate urban infrastructure, both in terms of investment and especially operations, maintenance and management; and
- lack of coordination and cooperation among key institutions and groups.

Accordingly, the SCP focuses very explicitly on **urban environmental planning and management (EPM)**; it works directly with local governments and their partners to develop and nurture local capacities, system-wide, for more effective and responsive local governance, highlighting:

³⁰ *Special mention should be given to the generous support from the Netherlands and from Denmark.*

³¹ *Numerous UN-related programmes are active partners, such as UNEP’s International Environmental Technology Centre (IETC), the Awareness and Preparedness for Emergencies at Local Level (APELL) programme, WHO’s Healthy Cities Programme, the Urban Management Programme (UMP), the LIFE programme of UNDP, the UNEP/GRID programme, etc.*

- more relevant and more appropriately utilised environmental information and technical expertise;
- better identification and understanding of priority environmental issues, leading to more soundly-based decision-making about urban development and environment;
- improved processes and mechanisms for formulating coordinated environmental strategies and for implementing them effectively;
- enhanced and institutionalised managerial capacities in the public, private and community sector partners;
- more effective mobilisation and use of available technical and financial resources.

Similarly, the SCP is essentially concerned with the *process* of environmental planning and management - certainly *not* concerned with the production of plans and technical report and studies. Most cities are already well-endowed with master plans of various types, as well as numerous technical studies, often produced at great expense; but in most cities, these plans have had little effect on the reality of urban growth and development! Even in those few cases where such plans and reports have been (usually only partially) implemented, very often the consequences are quite different from what was originally foreseen or intended.

A key characteristic of the SCP is its emphasis on understanding the *two-way relationship between environment and development*:

- urban development affects the environment (air pollution, exhaustion of ground water supplies, draining of wetlands, etc); but
- the environment in turn affects urban development (water supply shortages, flooding, land subsidence, etc).

The SCP also emphasises understanding the *long-term implications* of the environment-development relationships. Often, severe and lasting (perhaps even permanent) damage is done to the environment simply because the long-term consequences are not properly appreciated and are not properly incorporated into the planning and decision-making processes. This is particularly true when the short-term actions are taken in isolation by one activity sector (e.g. filling in marshes and wetlands for urban development) while the longer-term consequences are felt later by other activity sectors (flooding from water displaced to other areas, loss of wildlife, increased land erosion, etc.).

Almost everywhere in the world, urban government systems are organised in traditional hierarchical bureaucracies with vertical lines of communication and responsibility and fragmented into highly-compartmentalised departments and sections, themselves often separated by rigid sectoral and professional/technical boundaries. These local government structures basically evolved for simple forms of administration and service delivery and are generally narrow and short-term in focus. This traditional type of government structure, however, is very poorly suited to the complex demands of urban development and environmental management in the modern world. Environmental issues generally cut across departmental and sector and professional boundaries, having complicated sets of short-term and especially long-term interactions in a wide variety of realms; these interactions, moreover, are often very inadequately understood. Hence, the development and strengthening of

cross-sectoral and inter-institutional connectivity is a central feature of every SCP city project.

The Sustainable Cities Programme also has a central commitment to the *widest possible range of participation* in urban environmental planning and management. This commitment is not based on theory or ideology - but on the practical reality that effective and sustainable environmental management requires the active and meaningful involvement of all those different groups and organisations and interests whose cooperation is necessary for successful action and implementation. Environmental planning and management is *not* a task which can be accomplished by 'government' alone. On the contrary, ultimate success depends on proper involvement of:

- **the Public Sector** - focused particularly on the local or metropolitan level and including all the relevant agencies, departments, authorities, etc. - and involving politicians as well as officials;
- **the Private Sector** - the economic sectors (trade, business, industry), both large-scale modern participants and those in the "informal" sector; and
- **the Community Sector** - Non-Government Organisations, both local and national, Community Based Organisations, Private Voluntary Organisations, special environmental interest groups, etc.

The SCP approach accepts the reality that there are many different and often conflicting interests with respect to any particular environmental or development question. Indeed, the very existence, and the nature and severity, of environmental problems depends upon whose point of view - whose interest - is being adopted. One person's environmental opportunity (filling in a marsh for building land) is another person's environmental danger (displaced flooding). It is therefore quite unrealistic to search for "neutral" or purely "technical" solutions. It is much more important to understand the full range of costs and benefits, of advantages and disadvantages, and especially the distribution of likely gains and losses attached to alternative courses of action (or inaction).

For this reason, concerning any particular environmental issue the SCP approach insists that the *full range of "stakeholders"* (interested parties or groups) should be identified and incorporated properly into the environmental planning and management process. The range of stakeholders - from the public, private or community sectors - should include:

- those possess relevant information, knowledge, or expertise concerning the environmental issue;
- those who control or influence relevant instruments for intervention and implementation;
- those whose interests are directly affected by, or whose activities affect, the particular environmental issue.

Finally, it is quite clear, from long and varied experience, that the SCP approach requires sustained and long-term commitment to change. There are no easy answers to urban environmental problems - deep-seated and structural difficulties are not resolved by extra dollops of capital investment or by discovery of a shiny new technology. The basic task is one of changing the ways in which people and organisations go about the business of urban

development management. This can only be a slow, difficult, and challenging task.

The SCP approach is therefore flexible, pragmatic, and responsive. It is based on the premise that the environment is a critical ingredient for the success or failure of urban development, and that participatory management is the most effective response to environmental concerns. The SCP introduces a management approach that seeks to involve and reconcile, rather than exclude and restrict, the various stakeholders in urban development. Most important, the SCP is a general approach which is always adapted in application to the particular local circumstances.

The SCP Process in Summary

The SCP process has evolved through application and development in a wide variety of cities, and it is still changing in response to new knowledge, new experience. However, the basic approach of the Sustainable Cities Programme in a city-level demonstration project retains the same general form, which can be briefly summarised. Each SCP project typically passes through three broad, and typically overlapping, phases:

- a six to nine month *Start-Up Phase*;
- a *Strategy and Action Planning Phase* of 15 to 24 months; and
- an open-ended *Follow-up and Consolidation Phase*.

During the *Start-up Phase* the foundations for the whole SCP project are laid, and therefore considerable effort goes into ensuring this is done carefully and successfully. The key activities during this phase are:

- (i) establishing and organising the project team;
- (ii) identifying and clarifying environmental issues;
- (iii) assembling and analysing relevant information;
- (iv) identifying and mobilising key stakeholders;
- (v) agreeing priority environmental issues to be taken up;
- (vi) confirming broad-based support for the approach and the project.

Identifying and clarifying urban environmental issues, for example, is much more complex and difficult than it seems. To assist in this process, an SCP project will normally prepare an Environmental Profile, which is a special way of organising information to highlight environment-development interactions as well as illustrate critical management aspects. To assist in organising the necessary information (both for phase one and, especially, for phase two) it is common to establish a simplified GIS/EMIS system. Another critical task is the identification and the mobilisation and involvement of relevant stakeholders. Extra effort is required to ensure that stakeholders who have not traditionally been involved can become active participants.

Phase One is normally concluded with a large-scale City Consultation, a three to five day workshop with 150 to 300+ people attending. At this Consultation, carefully structured review and discussion of the main environmental issues will lead to agreement on which are the priority issues to be taken up by the SCP project. In addition, the Consultation will confirm political support and consolidate stakeholder participation, as well as agree

the institutional arrangements for the remainder of project activities, including the establishment of broad-based cross-sectoral Working Groups.

The *Second Phase* encompasses the main work period of the project, and in general it will involve the following activities:

- (i) further clarification and assessment of environmental issues and sub-issues;
- (ii) negotiation of agreed issue-specific environmental management strategies;
- (iii) aggregating across issue for an overall environmental strategy;
- (iv) developing agreed issue-specific environmental action plans;
- (v) working out collaboration with other projects and programmes;
- (vi) agreeing and establishing monitoring systems;
- (vii) initiating capacity-building and institutional development;
- (viii) formulating capital investment and technical support project proposals.

At the City Consultation, Working Groups will have been set up for the agreed priority issues; there may be several topic-specific Working Groups in relation to each main issue.³² Each of these Working Groups will comprise members from the important stakeholders, for example from all the different municipal departments and agencies relevant for the topic and from private sector and NGO groups as well. The key point is that the Working Groups are issue-specific, rather than general, so as to encourage cross-sectoral cooperation on a more pragmatic “problem-solving” basis. These various Working Groups, supported by the SCP project team and aided by specialist resources made available through the project, carry out the main work of the SCP project.

These Working Groups will then undertake a variety of tasks. Reviewing the information available on the environmental issue and especially on the studies, strategies, and plans which have previously been prepared or considered, the Working Group will further clarify the issue and assess the various implications of alternative interventions. Out of this process will come a negotiated consensus on the basic environmental management strategies to be adopted for that particular issue. This will almost certainly differ from earlier strategies, because under the SCP this will have been done through a broad-based cross-sectoral forum through which differing interests and viewpoints can be discussed and reconciled.

Probably working through a special Coordinating Working Group, the SCP project will also work to aggregate the several issue-specific strategies into an overall environmental management strategy, through which the crucial inter-linkages among environmental issues can be taken into account. This will also provide a basis for a framework environmental management plan, as well as a foundation for developing a Local Agenda 21.

The Working Groups will also work on the translation of the agreed strategies into environmental action plans, embodying agreed time-schedules, resource commitments, coordination mechanisms, respective responsibilities, etc. Utilising the broad base of representation in the Working Groups, these action plans will develop packages of mutually supporting interventions using a full range of implementation instruments, together with agreed institutional plans

³² *The number of Working Groups varies greatly, from one SCP project to another - and even within one SCP project from one time to another. Typically, SCP projects will begin with a modest number, perhaps 4 or 5, and then expand to 8 or 10 or more as the project matures and gains experience. At one time, the Dar es Salaam project had over 25. In some cities, main issues have been broken down into sub-issues and into geographic sub-areas. There is no standard pattern.*

to support implementation.³³ At this point, the great advantage of broad-based Working Groups becomes more apparent, because it is then possible to mobilise support from private sector groups, NGOs, CBOs, and public sector departments not traditionally involved in decisions about this particular environmental issue.

Implementation of agreed action plans, including initiation of supporting implementation actions (such as policy and regulatory reforms, economic instruments, etc), should also begin during Phase Two.³⁴ Typically this will occur in a phased manner, with some issues or sub-issues reaching this stage before others, depending upon local circumstances. Also, as Phase Two proceeds, it is likely that additional priority issues will be taken up: as the SCP project matures and gains experience, the capacity to handle additional issues will be built up, and in any case, over the life of the project priorities are likely to change.

To support the Working Groups - and the stakeholder organisations from which they draw their representation - a variety of training, awareness-raising and capacity-building activities will be undertaken.

Derived from the action plans and strategies there will be a number of capital investment and technical cooperation project proposals, collected into mutually-supporting “packages” where possible; these will be identified, agreed, and developed upon to “bankable” status and negotiations will be initiated with potential funding sources.

The *Final Phase* of the SCP project (which will overlap with some activities of the Second Phase) will include a number of activities:

- (i) initiation of priority capital investment & technical support projects;
- (ii) consolidation and extension of capacity-building initiatives;
- (iii) institutionalisation of SCP procedures and approaches;
- (iv) extension of monitoring systems and initiation of evaluation;
- (v) initiation of steps for replicating the SCP process in other cities.

³³ *It should be emphasised that the Working Groups do not take formal or legal responsibility for interventions; this rests firmly, as it must, with the institutions which are represented on the Working Group. The Working Group acts as the forum through which institutions agree and coordinate actions, working through their representatives.*

³⁴ *It is the experience of many SCP cities that the Working Groups and their activities provide a natural focus for collaboration with other special projects or programmes, and in many cases substantial other donor assistance has been channelled through or closely coordinated with the SCP Working Groups.*

The capital investment and technical support projects which were formulated should be taken through to funding and implementation on the ground (although with the typical lead-times for funding agencies this typically only begins well into the Final Phase). The coordination and monitoring systems set up through the SCP project will be valuable here, to help promote not only effective investment implementation but also to provide back-up support for the essential operations, maintenance and management aspects.

Through the activities of the different Working Groups, and supported through the different capacity-building undertakings, the experience of doing the SCP project will allow these new capabilities to be firmly rooted in the various local institutions. In this way, the SCP capabilities will be institutionalised in a lasting way.

Finally, through the capturing of lessons of experience of the SCP city project, supported by its monitoring mechanisms, and through the personal and institutional capabilities established through the project activities, the resources will be available for replication of the SCP process and its extension to other cities.

