

## Conference

Urban  
development strategies  
in the Mediterranean

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# Urban Development Strategies in the Mediterranean

Context, Issues, and Outlook

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## ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
AECID	Agencia Española de Cooperación Internacional para el Desarrollo (Spanish Agency for International Development Cooperation)
AFD	French Development Agency
AUDI	Arab Urban Development Institute
CA	Cities Alliance
CDS	City Development Strategy
CIDA	Canadian International Development Agency
CIDEU	Centro Iberoamericano de Desarrollo Estratégico Urbano (Ibero-American Center for Strategic Urban Development)
GDLA	General Directorate of Local Authorities
DH	Dirham
ECOLOG	Program for Stimulating Local Economies in West Africa
EIB	European Investment Bank
FCP	Facts, Challenges and Projects
FNVT	Fédération Nationale des Villes Tunisiennes (National Federation of Tunisian Cities)
FUM	Forum Urbain Maroc (Morocco Urban Forum)
GIZ	Acronym for the group that brings together several German agencies for technical cooperation since January 2011
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Agency for Technical Cooperation)
LDP	Local Development Plan
LRED	Local and Regional Economic Development
MedCities	Network of Mediterranean coastal cities created in Barcelona in 1991
OECD	Organization for Economic Cooperation and Development
PMD	Partnership for Municipal Development
PSP	Participatory Strategic Planning
RTI	Research Triangle Institute
SEMC	Southern and Eastern Mediterranean Countries
SUDS	Sustainable Urban Development Strategy
UDS	Urban Development Strategy
UMP	Urban Management Programme
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
WB	World Bank

### ***The Future is Urban***

In 2008, for the first time in history, the number of people living in cities reached more than half of the world's population, and this trend will continue with almost five billion people living in cities by the year 2030. Around the Mediterranean, the urban challenge is particularly critical since its cities face steady urban growth and will give shelter to 75% of the local population, or 240 million people, by 2020.

The issue is no longer how to stop this increasing urbanization trend but how to better organize for cities to benefit from economic growth. For years, unplanned urban extension has led to the development of metropolises and megalopolises that lacked basic services and public transport, expansion of informal settlements, and increasing vulnerability to natural disasters and climate change. The multiplication of the urban development plans initiated by a variety of stakeholders did not succeed in overcoming efficiency, financing, and governance weaknesses.

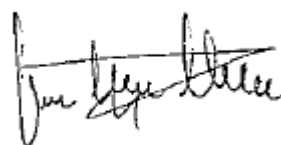
Even though Urban Development Strategies implemented in some cities have achieved unequal results, it appears that this approach, based on consultation, including with the private sector and civil society, can improve the quality of strategic action planning over medium and long term. Decisions taken by urban development stakeholders, ranging from local and national governments, civil society representatives, private companies, international organizations and multilateral development agencies, will have an impact on social, economic and environmental issues.

It is these official representatives, governments, development agencies, city networks, and financial institutions that must now coordinate their efforts to bring concrete solutions to city strategic planning. The ongoing, unprecedented socioeconomic and political transformations in the Mediterranean Southern Countries provide a unique historical opportunity to lay the ground for a sustainable urban development for the benefit of all.

The study on *Urban Development Strategies in the Mediterranean* is a first step in this direction. It will be deepened at the Barcelona Conference, taking place on March 14 and 15, 2011. The following stocktaking report aims at contributing to this on-going debate.



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## **INTRODUCTION**

Since the 1980s, traditional urban planning tools have become less and less effective in dealing with urban challenges, both in developed and developing countries, and in achieving sustainable and

harmonious development in cities and megacities. New strategies were gradually designed to offset the limitations of traditional mechanisms. These include, among others, the Local Agenda 21 (LA21), City Development Strategies (CDS), urban and territorial projects. All these strategies fall under what is known as “Strategic Urban Planning” or “Urban Development Strategies”. Although they share common concepts and objectives, these new urban development strategies have been or may be adapted to local specificities. According to UCLG’s latest report<sup>1</sup> *“Strategic planning helps decision makers select appropriate goals that steer towards that collective vision for the future, and is created through participation and partnership with citizens and stakeholders. Strategic planning differs from urban planning, and it complements other planning tools and usually results in a planning product such as a City Development Strategy.”*<sup>2</sup> In this context, the characteristics of strategic urban planning or of an Urban Development Strategy (UDS) may be summarized in six points:

1. **Leadership:** an instrument that allows local decision-makers to have a clear vision of the development of their city.
2. **Holistic:** a broad-spectrum, multi-sectoral development tool that may be used to address all urban issues: economic, political, social, environmental, etc.
3. **Local:** more than a social and economic plan, a UDS is inherently local and bound to urban planning.
4. **Participatory:** a participatory tool that offers the possibility of involving all urban actors in the decision making process.
5. **Flexible:** a flexible tool for long-term perspectives that complements other regulatory spatial planning tools.
6. **Progressive:** a strategic planning tool which enables the implementation of short-term actions within a long-term strategy.

Put together, these different characteristics make up the ideal method to confront on-the-ground economic realities in cities and countries. Developed countries have greatly improved and operationalized this model. In developing countries, the progress made in the design and implementation of urban development strategies is directly related to the level of national and local urban governance.

This report aims at contributing to the evaluation of the quality and evolution of Urban Development Strategies and their implementation in Southern and Eastern Mediterranean Countries (SEMC), as well as to determine potential similarities and differences in UDS practices in these countries. Based on the terms of reference (ToR) of the study<sup>3</sup>, this paper is divided into three sections:

- A section on the theoretical conception of UDS that analyzes the different Urban Development Strategy methodologies depending on their origin: MedCities, Cities Alliance, OECD, the World Bank, AFD, GIZ, UNDP/Art Gold, Morocco, etc.
- A section on the implementation of UDS that presents a quantitative and qualitative assessment of UDSs in SEMC and compares them to strategies in other regions around the world.
- A final analysis through concrete examples that will focus on the praxis of local and central actors, particularly in terms of institutional organization, investments, participatory processes and governance, as well as on the impact of City Development Strategies (CDS) over the medium and long term on the SEMC city or region. A particular emphasis is made on emergent urban development practices put forward by local and central governments.

<sup>1</sup> United Cities and Local Governments (UCLG), “Policy paper on urban strategic planning: Local leaders preparing for the future of our cities”, November 2010.

<sup>2</sup> United Cities and Local Governments (UCLG), Ibid, pp 10-11.

<sup>3</sup> Center for Mediterranean Integration, ToR: Contribution to the preparatory process for the Barcelona Conference on Urban Development Strategies for the Mediterranean (In French) November 2010.

## 1. CONTEXTS AND GENERAL TRENDS IN URBAN DEVELOPMENT STRATEGIES

### 1.1 FOREWORD: BEFORE URBAN DEVELOPMENT STRATEGIES

In the middle of the twentieth century, more specifically in the 50s and 60s, the most popular form of urban planning was based on master plans designed and adapted for spatial planning that were considered as the panacea for urban organization and harmonious development: the dream of a new urban world. Land-use planning was one of the principal tools used to avoid urban sprawl, rationalize the use of available land and enable the development of the necessary infrastructure, particularly for modern transport systems.

However, since the 80s, in parallel with the increasingly prevailing neoliberal ideas, this type of planning began to tail off since it could no longer achieve the goals it had set for itself. On the one hand, the procedure was expensive for developing countries and on the other, the production of master plans extended over several years, sometimes ten or more. This serious problem was aggravated by the fact that master plans were rarely implemented, in particular in developing countries where real life did not correspond to the life that had been planned and where informal urban growth drastically interfered with the projections and the plans of the city that were meant to be put in place.

A daily reality, the informal sector was all the same disregarded in master plans even when its unpredictable evolution rendered obsolete all the projections that were based exclusively on formal data.

Sectoral programs that produced visible results and concrete social and economic benefits took over city planning and focused more on urban management. However, unable to develop a vision of the future of the city, sectoral programs were quickly replaced by new notions of urban governance, multi-sectoral approach and other initiatives that already forecasted urban development strategies.

### 1.2 THE THREE PHASES OF URBAN DEVELOPMENT STRATEGIES

Interventions by international organizations dealing with urban issues have had a crucial impact on public urban policies both in developed and developing countries. The way we now think and act around urban issues is the result of three decades of assessments, studies and practice. In this process, three phases may be identified in developing countries leading gradually from a sectoral approach, exclusively oriented to solving urban problems (slums, infrastructure, urban poverty, etc.), to an approach in which the city is considered as a whole (as “a city system”) that must be studied and approached through the integrated analysis of its strengths, weaknesses and opportunities while emphasizing the key role of all the actors involved in its development.

For each phase, the analysis looks at priority actions as identified by the principal international organizations:

- Phase I: Urban management and the reduction of poverty
- Phase II: Sustainable and participatory urban development
- Phase III: Promoting urban governance

#### 1.2.1 PHASE I: URBAN MANAGEMENT AND THE REDUCTION OF POVERTY (1980-1991)

*“One of the greatest failures of planning in the developing world has been its inability to respond to growing poverty and exclusion. Therefore, the burgeoning informal sector was not fully included in master plans, and its unpredictable evolution played a significant role in rendering plans obsolete.”*

*Thus the obsession with formal statistics contributed to the failure of planning to deal satisfactorily with one of the major issues of the time - that of urban poverty.”<sup>4</sup>*

Taking stock of the situation and wishing to take into account the concerns of urban actors, the World Bank and UNCHS (today, UN-Habitat) engaged an analytical process on urban issues during the first phase that would eventually lead to proposals for action: .

- The World Bank programme aims at supporting governments through aids and loans for housing and infrastructure for the poor<sup>5</sup>;
- The UNCHS leads the two following activities:
  - The Urban Management Programme (UMP) mainly centered on the identification and implementation of cooperation instruments, dissemination of new practices to address slum upgrading, land management, liquid and solid sanitation issues, etc. and;
  - The Sustainable Cities Program.

These programs pioneered innovative techniques for inclusive urban decision-making and focused on sectoral issues like environment, poverty and gender.

### 1.2.2 PHASE II: SUSTAINABLE AND PARTICIPATORY URBAN DEVELOPMENT (1992-1996)

This second phase started after the Rio Summit of 1992 that promoted a participatory approach for sustainable cities within the framework of the Local Agenda 21 (LA21). The implementation of LA21s was presented as a planning tool for sustainable development at city level. Local Agenda 21 processes are based on a diagnosis of the city (city profile) and an action plan drawn up through a participatory process involving the population, the private sector, civil society, NGOs and local authorities. A Local Agenda 21 is characterized by:

- The relationship between the city's economic dynamics and the environmental impact.
- The fact that local problems are addressed from a local and long-term perspective.
- The fact that the points of view of all citizens and socio-economic stakeholders are taken into account during the decision-making and planning process.

Although promoted worldwide, the Local Agenda 21 approach was chiefly addressed to local authorities, with national governments acting as facilitators.

Northern and Southern Mediterranean countries did not implement the Local Agenda 21 right away. It is only in 1997 that the first LA21 initiatives were launched in France, Italy and Spain. As for Morocco and Tunisia, the first LA21 projects started in the year 2000<sup>6</sup> with the support of UN-Habitat.

Even if governments and local actors in Northern Mediterranean countries have better integrated the LA21 process, it remains centered on issues related to environment, eco-efficient energy sources and quality of life at local levels. Moreover, tackling sustainable development objectives through an inter-sectoral approach is still not easy<sup>7</sup>. However, it is noteworthy that several Northern Mediterranean countries have concentrated their efforts to ensure the effective participation of the population and economic partners by institutionalizing the process<sup>8</sup>.

- The following difficulties, met by Morocco, are characteristic of the limited implementation of Local Agenda 21 in Southern Mediterranean Countries: A limited number of LA21 programs,
- The lack of ownership of the process by elected representatives,
- Failure to implement actions and projects.

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<sup>4</sup> Paul Taylor, "Planning for a better future", In: *Habitat Debate* December 2004.

<sup>5</sup> World Bank, "Thirty Years of World Bank Shelter Lending", 2006.

<sup>6</sup> With the exception of Essaouira's Local Agenda 21 launched in 1995.

<sup>7</sup> Corinne Larrue, "Les Agenda 21 locaux : un outil au service du développement durable?" in "Villes du XXI<sup>e</sup> siècle", "Actes du colloque de la Rochelle", Collection Certu, 2001.

<sup>8</sup> Corinne Larrue, *Ibid*, p. 582.

But in spite of these weaknesses, the main contribution of LA21 experiences in the four cities of the program—Agadir, Essaouira, Marrakech and Meknès—is that they started a public debate “in the context of an incipient decentralization with significant challenges [...] to a point that we could pay more attention to the emergence of local democracy than to spatial planning, environmental, economic and social concerns.”<sup>9</sup>

### 1.2.3 PHASE III: PROMOTING URBAN GOVERNANCE (SINCE 1997)

One of the emerging concepts proposed to fill the gaps observed in previous processes is urban governance. It emphasizes the importance of citizen participation, especially of the most disadvantaged. Urban governance is the answer to civil society’s growing demands for public policies to take into account excluded poor populations and to meet their needs. In this approach, the debate is focused on the priorities of the poor, contrary to traditional planning tools that were criticized because they focused exclusively on technocratic, bureaucratic and planning concerns.

After the Habitat II conference in Istanbul in 1996 that established cities as engines of global economic growth and as the future home of practically all the world’s population (80% by 2060), a critical account was made of poorly managed cities, particularly in developing countries. Two conclusions were drawn:

- Good urban governance is at the heart of economic and social development in all countries around the world.
- The improvement of urban performance depends on a long-term vision and permanent efforts for innovation and change.

To achieve this goal, transversal approaches and methodologies were developed:

- City consultations recommended by UN-Habitat within the framework of their Urban Management Programme.
- City Development Strategies of the World Bank redeveloped by the Cities Alliance.
- Following the example of the WB and UN-Habitat, international NGOs and cooperation agencies also developed their own methodological tools. Among others, ECOLOC, launched by the Partnership for Municipal Development (PMD), the Sahel and West Africa Club and the GIZ Local and Regional Economic Development (LRED), various documents on methodologies by the CIDEU network, and the Sustainable Urban Development Strategy (SUDS) of MedCities.
- Some countries, like the Philippines or Morocco, developed their own strategies based on existing methodologies.

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<sup>9</sup> E. Matteudi, “Les Agenda 21 locaux au Maroc: Evaluation du programme engagé par le Ministère de l’Aménagement du Territoire, de l’Eau et de l’environnement, le PNUD et UN-HABITAT”, January 2005, p. 58.



TABLE 1: EVOLUTION OF THE UDS APPROACH ACCORDING TO DIFFERENT INTERNATIONAL ORGANIZATIONS

Methodology	Organization	Year	Definition	Key Words
Local Consultations	UN-Habitat	1997	City consultations deal with urban management issues in terms of good governance and aim at creating a local decision-making process through a dialogue between local governments and civil society. <sup>10</sup>	Urban management Urban issues Good governance Inclusiveness
City Development Strategy (CDS)	World Bank, Cities Alliance, UN-Habitat	2000	<i>“A CDS is an action plan for equitable growth in a city, developed and sustained through public participation to improve the quality of life for all citizens. The goals include a collective city vision and an action plan to improve governance and management, increasing investments to expand employment and services, and systematic and sustained programs to reduce poverty”.</i> <sup>11</sup>	Equitable growth Economic development Collective vision Good governance Participation
LRED (Local and Regional Economic Development)	GIZ	2008	<i>“LRED is an ongoing process by which key stakeholders and institutions from all spheres of society, the public and private sector as well as civil society, work jointly to create a unique advantage for the locality and its firms, tackle market failures, remove bureaucratic obstacles for local businesses and strengthen the competitiveness of local firms.”</i> The approach is focused on the conditions to improve cities' attractiveness and to reinforce firms <sup>12</sup> , competitiveness.	Business Competitiveness Attractiveness of cities Local governance Participation
ECOLOC	PMD	2004	The ECOLOC method, launched by the Partnership for Municipal Development (PMD) and the Sahel and West Africa Club, aims at developing concrete actions to stimulate local economy and to improve fiscal systems within the framework of an innovative local governance that is better informed and more inclusive. <sup>13</sup>	Local economy Local governance Local fiscal systems Participation
Participatory Strategic Planning (PSP)	USAID/ Research Triangle Institute (RTI)	2004	PSP aims at improving management and promoting a future-oriented approach to identify present and future needs of the population and to anticipate change. It offers a framework for consultations on development opportunities through a participatory approach. Finally, it improves communication within the local community and encourages ownership and commitment of all stakeholders to the action plan. <sup>14</sup>	Needs of the population Vision Participation Improved management
Sustainable Urban Development Strategy (SUDS)	MedCities	2009	The objective of a SUDS is to incorporate public-private partnerships in the definition of the fundamental elements of urban socio-economic development ensuring that it will not go against or substitute to the responsibilities of those who should take the final decisions on the different issues at stake. <sup>15</sup>	Public-Private voluntary cooperation Localization of urban projects Urban planning
Strategic Urban Planning	CIDEU	1993	Strategic Urban Planning is a permanent process of analysis, dialogue and proposals led by the city's public and private actors. Through participation and consensus, they contribute to a more efficient management of the urban development that all actors involved hope for. <sup>16</sup>	Multi-level planning Consultation Global-local Project

<sup>10</sup> CNUEH-HABITAT, Urban Management Programme, Regional Office for Africa, « Overview of the phase III », page 4, 2001.

<sup>11</sup> Asian Development Bank, “City Development Strategies to Reduce Poverty”, 2004, p. 86.

<sup>12</sup> GTZ: LRED Guide: <http://www2.gtz.de/wbf/lred/info/use-it.asp>

<sup>13</sup> Henry Glorieux & Claude Ouattara, “Le Développement Economique Local : Principes, fondements et étude de cas sur la démarche ECOLOC”, Workshop organized by the United Nations Capital Development Fund (UNCDF) in Niamey, December 11-18, 2006.

<sup>14</sup> Research Triangle Institute (RTI), « Guide pratique de la Planification Stratégique Participative dans les collectivités locales » USAID, DGCL/Maroc, 2004.

<sup>15</sup> <http://www.medcities.org>

<sup>16</sup> CIDEUS presentation (2011) at [www.cideu.org](http://www.cideu.org).

TABLE 1: EVOLUTION OF THE UDS APPROACH ACCORDING TO DIFFERENT INTERNATIONAL ORGANIZATIONS (CONTD)

Methodology	Organization	Year	Definition	Key Words
Territorial Reviews (urban entrepreneurialism)	OECD	2007	<i>"The essence of entrepreneurialism is to apply innovative thinking to policy planning in a strategic way, based on a long-term vision. Such an attitude, which could be called "strategic innovativeness", is an essential property not only of competitive private enterprises in the global market, but also of competitive cities in ever-intensifying inter-city competition. Strategic innovativeness manifests itself in identifying and building up unique local assets, in harnessing "old policy tools" with totally new perspectives, and in mobilising the collective potential of all the actors in the local economy by motivating and empowering them."</i> <sup>17</sup>	Long-term vision Innovative thinking Competitive cities=Competitive enterprises - Innovative use of old urban planning tools

The different methodologies described above may be grouped under the term "Urban Development Strategy". They share a common concern for inclusiveness and good governance in urban development. They differ only with regard to their areas of intervention:

- Local economy and fiscal systems for the ECOLOC method of PMD;
- Attractiveness of cities and competitiveness for the LRED of GIZ and Territorial Reviews of the OECD;
- Urban management and urban issues for Local Consultations of UN-Habitat.

The greatest similarities are found in the CDS of Cities Alliance and the SUDS of MedCities because they both prioritize the notion of urban project and the key role of the private sector. They are also very similar in the analytical and implementation process they recommend: diagnosis, vision, strategy, action plan, monitoring and evaluation of the plan's implementation. However, the method that is most common and most frequently implemented in developed countries (sometimes called "territorial project", "urban project", "strategic urban planning", or other) and that has also been widely adopted in developing countries by the Cities Alliance is the "City Development Strategy" (CDS).

The City Development Strategy, recommended since the end of the 1990s by major international organizations like the World Bank, UNDP or UN-Habitat is now established as part of the urban development vocabulary. It is a synthesis of the different types of approach recommended by UN-Habitat because it has been developed on the basis of experiences in participatory strategies conducted under Local Agenda 21 and city consultations supported by UN-Habitat and UNDP, within the framework of the Urban Management Programme (UMP) during the 1990s.

A city development strategy is therefore a different approach to the economic, social and spatial development of a city. It complements traditional urban planning that has shown its limitations in a rapidly changing urban context, both in developed and developing countries.

It is defined by the Asian Development Bank in "City Development Strategies to Reduce Poverty" as: *"an action plan for equitable growth in a city, developed and sustained through public participation to improve the quality of life for all citizens. The goals include a collective city vision and an action plan to improve governance and management, increasing investments to expand employment and services, and systematic and sustained programs to reduce poverty. A city is expected to drive the process and local ownership is essential. [...] A CDS is focused on the process of change. [...] A CDS is focused on a city as the unit of analysis... A CDS helps a city to make the most out of its strengths and opportunities, determine where it is headed and where it wants to be, improve its competitive position and thus contribute more to national development."*<sup>18</sup>

<sup>17</sup> OECD, "Territorial Reviews Competitive Cities: A New Entrepreneurial Paradigm in Spatial Development", 2007, p. 126

<sup>18</sup> Asian Development Bank, "City Development Strategies to Reduce Poverty", 2004, p. 86.

### 1.3 URBAN DEVELOPMENT STRATEGIES IN NORTHERN MEDITERRANEAN COUNTRIES

*“The experience of European cities offers insights for other parts of the world and appears to support conclusions reached in other regions.”<sup>19</sup>*

Confronted with inadequate planning tools to tackle new challenges and the necessity of more efficient urban management, urban institutions in northern Mediterranean countries had no other alternative but to find new planning methods and operational frameworks. In fact, they had become less and less capable of implementing effective public policies in a context of globalization and competitiveness between cities.

Starting in the 1980-1990s, mayors of European megacities formulated urban policies to develop the competitiveness of their cities.

Cities had to be organized by zones (residential, industrial, commercial) according to models and standards, and to be competitive in a context of inter-city competitiveness at national, regional and international levels. This approach implies that cities should:

- Promote all the elements that make them attractive;
- Stimulate and promote new investment possibilities;
- Create a new urban culture for urban actors.

Besides urban planning tools, they needed more transversal plans and forecast models involving more actors and strategic choices.

In these countries, a CDS combined long-term vision and short-term actions structured through close linkages between spatial planning and urban investments. However, as observed in UCLG's document<sup>20</sup>, contrary to urban planning and development responsibilities, City Development Strategies (CDS) or strategic plans are not an obligatory function of local governments in northern Mediterranean countries. Under different names, these proactive strategies reflect a vision for the city or megacity's development, underpinned by the analysis of past trends (deindustrialization, evolution of economic structures, demography, changing activities in urban zones) and future projections (creation of new economic centers, globalization and the influence of the European Union, new technologies, climate change and the impact of environmental legislation, immigration, etc.), and propose a socio-economic development model as well as priority actions over the short and medium terms to achieve the desired vision for the city's future.

The major elements of a CDS in northern Mediterranean countries are:

- Strategic planning in close interaction with city or urban planning;
- Institutionalization of the process for the development and implementation of the CDS;
- A previous or specific urban project frequently used to build the strategy;
- Local authorities or associations with strong local support in charge of leading the CDS;
- Institutionalization of structures for consultations, analysis/review and follow-up.

<sup>19</sup> United Cities and Local Governments (UCLG), “Policy paper on urban strategic planning: Local leaders preparing for the future of our cities”, November 2010, p. 84.

<sup>20</sup> Ibid, p. 70.

In European cities, development strategies were led by less institutional more flexible structures that brought together associations, economic actors and elected representatives to think, develop and implement development policies. These think tanks were sometimes created by the State (“development councils” in France), by local authorities (forums established in London and Stuttgart), or by associations (in Turin, Barcelona or Bilbao).

**The most effective urban strategies are based on:**

- i. **Participation and involvement of key stakeholders and the community**
- ii. **Ownership of strategic objectives by the citizens**
- iii. **Robust analysis of the situation and upcoming challenges**
- iv. **Distinctiveness of place and unique advantages and characteristics**
- v. **Engagement with future drivers and international opportunities**
- vi. **Linkages between policy and investments**
- vii. **Coherent message addressed to different audiences**

*UCLG “Policy paper on strategic planning” p. 85*

There are no standard procedures for city development strategies. It is difficult to establish a systematic method due to the diversity of contexts. Nevertheless, four aspects are shared by practically all CDS projects in northern Mediterranean countries:

- It is the key role of a community institution and of local actors;
- Strategic planning is a process: it is not a sequence of sporadic urban plans. Most city development strategies have been going on for more than a decade: among others, Barcelona, Marseille and Bilbao;
- The process is based on an initial urban development program;
- Institutionalization of a solid partnership with the private sector through ad hoc structures. For example, the EuroMediterranean Public Establishment in Marseille, Bilbao-Ria 2000 in Bilbao, or the Greater Zurich Area Standormarketing in Zurich.

#### **1.4 URBAN DEVELOPMENT STRATEGIES IN SOUTHERN AND EASTERN MEDITERRANEAN COUNTRIES**

In developing countries—in a context of changing urban and rural interactions—the objective of a CDS is to make up for time lost in terms of employment, habitat infrastructure, etc. and at the same time enable economic growth and better urban governance.

During the 1990s, major international organizations stressed the poor results obtained by development policies in these countries:

- Disparities in terms of development and the population’s access to essential services and goods (schools, drinking water, sanitation, housing, etc.) that had not been remedied;
- Uncontrolled urbanization in a context of escalating urban growth;
- A steadily increasing concentration of the poor in urban centers;
- All the above within a framework of inadequate technical and financial resources of local authorities.

But the major concern of these organizations was the expansion and quickened pace of urbanization in developing countries.<sup>21</sup>

If urban governance has become so important, it is because it is framed within a situation of excessive population concentration in large cities of developing countries. Confronted with these structural dynamics, local governments in developing countries had to address major urban issues (exclusion, economic development, housing, infrastructure, etc.) with often very limited human and economic resources and fiscal revenue.

“Urban governance” appeared in this context as the most appropriate urban management method to deal with urbanization in developing countries particularly with regards to the Millennium Development Goals<sup>22</sup>. Within this framework, urban institutions should:

<sup>21</sup> United Nations Population Fund, “State of World Population 2007”.

<sup>22</sup> Bernard Jouve, “La gouvernance urbaine : nouvelle catégorie d’action des politiques urbaines” 2007, p. 9.

- Control more efficiently urbanization and its consequences in terms of poverty and ecological footprint;
- Be more responsive to citizen needs and meet their needs in education, health, housing, etc.;
- Set up new consultation mechanisms with civil society.

#### 1.4.1 THE CDS, INITIAL APPROACH OF THE WORLD BANK AND ITS EVOLUTION

In 1999, the World Bank developed a new urban strategy in a document named: “Strategic View of Urban and Local Government Issues: Implications for the Bank». This document highlights the increasing importance of cities and local governments and calls for a renewed assistance strategy for the World Bank. *“The ultimate aim of this strategy is to promote sustainable cities and towns that fulfill the promise of development for their inhabitants—in particular, by improving the lives of the poor and promoting equity—while contributing to the progress of the country as a whole.”*<sup>23</sup> The strategy sets out a program for the promotion of cities according to four interdependent dimensions:

- First and foremost—Livability—, cities must ensure that all their inhabitants, including the poorest, are able to achieve a decent quality of life;
- Competitiveness—In order to have livable cities, they must also be competitive;
- Good governance and management;
- Bankability—cities must be financially sound and their creditworthiness should allow them to be financed through the capital market.

Along with these principles, assistance is provided to developing countries for the operational implementation of their **National Urban Strategies** and their **City Development Strategy**.

#### Formulating National Urban Strategies

National urban strategies that aim to contribute to national objectives of broad-based growth and poverty reduction should be consistent with other economic and sectoral studies in order to enable the implementation of appropriate public policies and institutional conditions required for sustainable cities. These may include:

- Intergovernmental (local-central) fiscal relations;
- National policies concerning safety nets in favor of the urban poor;
- Regulations relative to the improvement of the urban environment;
- Regulations affecting the business climate and incentives for public-private collaboration in the development of urban infrastructure;
- Development of the domestic financial market as a basis for municipal credit.

*“The national urban strategy would aim to place the urban agenda properly [...] in the country assistance strategy process and the comprehensive development framework.”*<sup>24</sup>

#### Supporting City Development Strategies

A city development strategy is both a process and a product to create enabling conditions for cities to integrate the four dimensions mentioned above, i.e. livability, competitiveness, good management and bankability.<sup>25</sup> The process for the formulation and implementation of CDS should be driven by cities.

<sup>23</sup> World Bank, “Cities in Transition: World Bank Urban and Local Government Strategy”, 2000, p. 6.

<sup>24</sup> World Bank, Ibid p. 63.

<sup>25</sup> World Bank, Ibid p. 64.

Each urban development strategy is unique but they all include three major phases:

- A first phase of analysis or diagnosis which provides a quick evaluation of the state of the city, the main concerns of the citizens and the private sector (industry, commerce and the banking sector).
- A second phase which is a more in-depth assessment of the local economy and trends, possible institutional, financial, environmental and social obstacles and the strategic options for the development of the city.
- A third phase which concerns financing sources and mechanisms for investment plans, access to and type of outside assistance, if needed, particularly the modalities for any possible intervention of the World Bank and other agencies.

To implement this strategy, the World Bank and UN-Habitat launched the “Cities Alliance”<sup>26</sup> whose mission will be to provide support to cities in developing countries in two principal areas: the development and implementation of City Development Strategies and slums upgrading citywide and nationwide to improve the living conditions of at least 100 million slum dwellers by 2020, according to the Cities Without Slums initiative (MDG Objective n°11).

#### 1.4.2 OPERATIONAL AND METHODOLOGICAL EVOLUTION OF THE CDS

As remarked in the recent Concept and Issues Note of the World Bank, many objectives have been achieved through the 2000 Urban Strategy “*without clearly impacting urban development*”.<sup>27</sup> The four focal points of this strategy were:

- Support to National Urban Strategies;
- Launching of City Development Strategies;
- Services in favor of the poor, and;
- Capacity building.

Concerning **National Urban Strategies** destined to take stock of the urbanization process nationwide and to implement public policies and institutional conditions, the World Bank observes that these strategies “*have often taken the form of a topical focus on one or more key urban issues*”. Hence, with the exception of a few countries that have worked in this direction on the initiative of the central government (Morocco) or of local governments (the Philippines), most strategies have not been formulated or are limited to assessments (some are well advanced) within the framework of “State of City Reports” (South Africa, Tanzania, India, Nigeria, Brazil and Syria).

The World Bank placed National Urban Strategies back in its agenda for 2009.<sup>28</sup>

The **City Development Strategy** methodology has evolved considerably through the many experiences conducted worldwide and the publication of several guides, among others, the “Guide to City Development Strategies: Improving Performance” published by the Cities Alliance in 2006 and “City Development Strategies to Reduce Poverty” published by the Asian Development Bank in 2004.

At present, about a hundred countries have implemented the CDS approach that has demonstrated its relevance and has been shown to contribute to urban governance. Fund donors have even declared they preferred collaborating with local governments that adopt the CDS methodology. The French Development Agency (AFD) believes that before conducting interventions in favor of local governments, it is necessary to clearly understand the national and local context. Local governments are therefore encouraged to have a strategic vision of their territories. In cases where there is no strategic vision, AFD could contribute to its formulation through an urban development project.<sup>29</sup>

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<sup>26</sup> World Bank, Ibid pp 73-75.

<sup>27</sup> World Bank, “The World Bank Urban and Local Government Strategy”, Concept and Issues Note, April 15, 2009, p. 8.

<sup>28</sup> World Bank, “Systems of Cities: The World Bank Urban and Local Government Strategy”, 2009.

<sup>29</sup> AFD, “Cadre d’Intervention Sectoriel, Collectivités Locales et Développement Urbain 2010-2012”, 2010, p. 61.



## 2. THE CDS IN SOUTHERN AND EASTERN MEDITERRANEAN COUNTRIES

### 2.1 CITY DEVELOPMENT STRATEGIES SUPPORTED BY CITIES ALLIANCE

Between 2000 and 2010, Cities Alliance approved 149 city development strategies, including 119 national projects (mostly on the initiative of local authorities and approved by the Government of the beneficiary country) and 30 regional/global projects (aimed at building public awareness, creating networks for knowledge and information sharing for CDS, etc.).

The overall funding for these projects exceeds US\$29 million for all national projects and US\$8 million for regional/global projects.

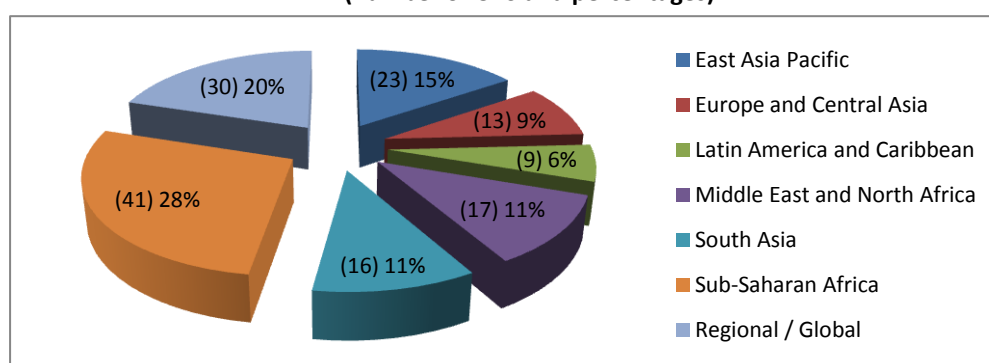
Geographically, the 149 projects are distributed as follows: 28% for Sub Saharan Africa where the largest number of projects were approved followed by 15% in Asia and the Pacific, 11% in the Middle East and North Africa, 11% in South Asia, 9% in Europe and Central Asia and 6% in Latin America and the Caribbean.

At first sight, the distribution of CDS operations supported by the Cities Alliance shows substantial disparities between the Latin American, the Caribbean and the Europe and Central Asia regions compared with other regions, including MENA, even though it is smaller and less populated. This may be explained as follows:

- Urban population growth is taking place essentially in Africa, Asia and the Middle East.
- Strategic urban planning in Europe is an old well-established urban practice.
- In Latin America, strategic urban planning is relatively recent yet very dynamic due to the involvement of a number of NGOs that participate not only in the design of methodologies but also in the implementation of the strategies. It is also a region where municipalities (for example, Porto Alegre in Brazil) often have a strong tradition of participatory democracy (participatory budget, subsidiarity and transfers of powers to the community, etc.) that has allowed them to deal with exclusion, at least to a certain extent.

Cities Alliance assistance is therefore focused on regions with projections of escalating urban growth, where the CDS experience is in its embryonic stages and constrained by still unfinished decentralization processes as in Africa and in the MENA region. This is why it is necessary to anticipate not only the physical growth but also its social, economic, institutional and environmental dimensions, which the different CDS should address to help cities anticipate population growth and to integrate it in harmonious cities by limiting the development of slums.

**Geographical distribution of CDS financed by Cities Alliance between 2000 and 2010  
(number of CDS and percentages)**



## 2.2 OTHER STRATEGIES THROUGHOUT THE WORLD

Having reviewed the experiences conducted with the assistance of the Cities Alliance, it is important to mention initiatives in other cities around the world that have been supported by international organizations or carried out with the cities' own means since the 1980s. UCLG's report<sup>30</sup> highlights the worldwide use of these strategies that have similar methodologies and yet reflect the specific conditions of the countries and regions concerned:

- In Africa where decentralization has not been completed, these strategies play a frontrunner role for institutional responses (South Africa, Mozambique, Malawi, Namibia, etc.).
- In Latin America, many local governments have developed inclusive strategies based on participatory local democracy (Brazil, Colombia, Argentina, Mexico and Chile).
- In Europe (Spain, Italy, France, United Kingdom, Germany, etc.) strategic planning has made possible building local and long-term solutions to address issues resulting from new imperatives such as competitiveness, changes in labor markets, etc.
- In North America, the financial crisis has revived comprehensive planning and community development.
- Finally, in Asia (Philippines, China, Indonesia, Korea, India, etc.), strategic plans stress the critical role of climate change and social dialogue.

## 2.3 STATE OF CITY DEVELOPMENT STRATEGIES FINANCED BY CITIES ALLIANCE IN MEDITERRANEAN COUNTRIES<sup>31</sup>

Cities Alliance approved 14 projects in Mediterranean countries from 2000 to 2010. These CDS projects cover different areas such as local capacity building, improving the lives of the population living in slums and informal settlements, economic development, the environment, etc. The CDS may concern one city (8 projects) or several municipalities (6 projects).

TABLE 2: CITY DEVELOPMENT STRATEGIES APPROVED BY CITIES ALLIANCE (NUMBER OF CITIES)

Country	City CDS	CDS for Several Municipalities	Total
Albania	1		1
Bosnia-Herzegovina	1		1
Egypt	3	1	4
Jordan	1	1	2
Lebanon		1	1
Morocco	1		1
Syria	1	2	3
Tunisia		1	1
<b>Total</b>	<b>8</b>	<b>6</b>	<b>14</b>

Source: Cities Alliance

The Development Strategy for Greater Tunis was the first project supported by Cities Alliance since 2000, followed by the project for the metropolitan zone of Tetouan. These projects introduced regional urban partners and actors (central governments, mayors of large cities and urban professionals, such as the MENA Urban Forum) to strategic urban planning and showed the relevance of such an approach. Amman and Alexandria developed their own CDS in 2004, followed by Al Fayhaa in Lebanon, Ramallah in Palestine, Sfax in Tunisia and Aleppo in Syria. The most recent assistance applications approved by the Cities Alliance concern the municipalities of Greater Cairo and secondary cities in Jordan.

<sup>30</sup> United Cities and Local Governments (UCLG), Ibid, p. 6.

<sup>31</sup> The following Mediterranean countries: Albania, Algeria, Bosnia-Herzegovina, Croatia, Cyprus, Egypt, France, Greece, Israel, Italy, Jordan, Lebanon, Libya, Malta Morocco, Monaco, Palestine, Slovenia, Spain, Syrian Arab Republic and Turkey.



While the oldest city development strategies have been completed, the CDS processes for Sfax, Aleppo, Ramallah, Izmir, Greater Cairo and the secondary cities of Jordan and Al Fayhaa are at different stages of their development.

Two Mediterranean countries have not applied for assistance to the Cities Alliance: Algeria and Libya, and it seems they have not carried similar initiatives on their own.

In Southern and Eastern Mediterranean countries<sup>32</sup>, there are 13 CDS (active or closed) approved by the Cities Alliance.

TABLE 3: CITY DEVELOPMENT STRATEGIES (PROJECT STATUS)

Country	Active	Closed	Cancelled	Total
Albania	1			1
Bosnia-Herzegovina		1		1
Egypt	1	3		4
Jordan	1	1		2
Lebanon	1			1
Morocco		1		1
Syria	2		1	3
Tunisia	1			1
<b>Total</b>	<b>7</b>	<b>6</b>	<b>1</b>	<b>14</b>

Source: Cities Alliance

Seven of these thirteen city development strategies have been chosen for this study, some have been completed and others are in process. The six remaining strategies are projects that have just started, that were cancelled, or for which no information was available.

In order to have a meaningful sample for evaluations, taking into account the diversity of CDS projects, 6 strategies whose nature or funding differed from Cities Alliance projects were also included:

- Five CDS financed by sources other than Cities Alliance (three in Morocco, one in Tunisia and one in Turkey);
- The rehabilitation of the old city of Aleppo (Syria) was included in the study because of the methodology used and the lessons learned during the long-term implementation and execution of the action plan.

Therefore the analysis will include 13 City Development Strategies distributed in eight countries: Egypt, Lebanon, Morocco, Palestine, Syria, Tunisia, Turkey and Jordan.

Six countries—Jordan, Lebanon, Palestine, Syria, Turkey and Egypt—have only one CDS.

Tunisia has 3, and Morocco has 4.

7 of the 13 CDS are supported by the Cities Alliance. The remaining 6 are financed by municipal budgets (3 in Morocco and 1 in Turkey) and by the Urban Management Programme of UN-Habitat for the CDS of Tunis, or by different fund donors for the CDS of Sfax Phase2.

<sup>32</sup> The Southern and Eastern Mediterranean Countries are: Albania, Algeria, Bosnia-Herzegovina, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine, Syrian Arab Republic and Turkey.

TABLE 4: FUNDING SOURCE OF CDS IN SEMC

Country	CA* Funding	Other Funding Sources	Total of CDS
Egypt	1		1
Jordan	1		1
Lebanon	1		1
Morocco	1	3	4
Palestine	1		1
Syria	1		1
Tunisia	1	2	3
Turkey		1	1
<b>Total</b>	<b>7</b>	<b>6</b>	<b>13</b>

Source: Cities Alliance

TABLE 5: SAMPLE OF CITY DEVELOPMENT STRATEGIES STUDIED

Project Name	Country	City	Project Focus	State	Project funding	Sponsor	Implementing Agency	Approval Date
Alexandria City Development Strategy for Sustainable Development	Egypt	Alexandria	CDS	Closed	Cities Alliances	GIZ, USAID, World Bank	World Bank	April 21, 2004
Alexandria City Development Strategy for Sustainable Development – Phase II	Egypt	Alexandria	CDS	Closed	Cities Alliances	CIDA (Business Dev. Services Support), IFC, UN-Habitat, UNEP, World Bank	World Bank	November 11, 2005
Greater Amman Development Strategy	Jordan	Amman	CDS	Closed	Cities Alliances	GIZ	World Bank	January 26, 2004
Jordan – Secondary Cities Development Strategy Project	Jordan	Secondary cities	CDS	Active	Cities Alliances	World Bank	Ministry of Municipal Affairs (Jordan)	March 15, 2010
Al Fayhaa Sustainable Development Strategy (AFSDS)	Lebanon	Al Fayhaa	CDS	Active	Cities Alliances	French Development Agency (AFD), Cities of Barcelona and Marseille, MedCities, UN-Habitat, UNEP, World Bank	Al-Fayhaa Union of Municipalities, World Bank	June 12, 2006
El Jadida Metropolitan City Development Strategy	Morocco	El Jadida	CDS	Active	DGCL	World Bank	Local authority	2007
Settat City Development Strategy	Morocco	Settat	CDS	Active	DGCL	World Bank	Local authority	2007

TABLE 5: SAMPLE OF CITY DEVELOPMENT STRATEGIES STUDIED (CONTD)

Project Name	Country	Cities	Project Focus	State	Project funding	Sponsor	Implementing Agency	Approval Date
Tetouan Metropolitan City Development Strategy (Tetouan 1)	Morocco	Tetouan	CDS	Closed	Cities Alliance	Morocco Urban Forum, UN-Habitat, USAID	Morocco Urban Forum, UN-Habitat	October 2, 2002
Tetouan 's Municipal Development Plan (Tetouan 2)	Morocco	Tetouan	PCD	Active	Implemented by the Government	Art Gold-UNDP, MedCities	MedCities	April-October 2010
Ramallah	Palestine	Ramallah	CDS	Active	Cities Alliance	GIZ, World Bank, French Development Agency (AFD), UN Habitat	GIZ	July 2005
Aleppo City Development Strategy	Syria	Aleppo	CDS	Active	Cities Alliance/GIZ	GIZ	GIZ	December 2007
Greater Sfax Development Strategy (GSDS) – Phase 1	Tunisia	Sfax	CDS	Closed	European Union	UN Habitat, MedCities, GIZ, Cities of Barcelona, Marseille and Rome	ATU and MedCities	October 2002- April 2005
Greater Sfax Development Strategy (GSDS) – Phase 2	Tunisia	Sfax	CDS	Active	Cities Alliance	French Development Agency (AFD), MedCities, World Bank	Association for the Preservation of the Medina, World Bank	May 3, 2007
Tunis Metropolitan City Development Strategy	Tunisia	Tunis	CDS	Closed	UN-Habitat	UN-Habitat	FNVT	2000
Izmir Metropolitan Municipality Strategic plan 2010-2017	Turkey	Izmir	CDS	Active	Izmir metropolitan municipality		Izmir Metropolitan Municipality	2008

### 3. EVALUATING THE METHODOLOGY FOR THE FORMULATION AND IMPLEMENTATION OF A CDS IN SEMC

In “Planning for a Better Future”, Paul Taylor recalls the animated debate that took place during the Second Urban Forum in Barcelona in 2004 on a revival in urban planning. The participatory approach, establishing the need to involve ordinary citizens and particularly the poor in the decision-making process, was adopted with enthusiasm.

Strategic planning, now the dominant methodology, moves away from the global approach in order to emphasize priority urban problems and the corresponding action plans set out with realistic budgets and timetables. This approach seems to offer SEMC a more economic solution than traditional planning that had become too expensive, even though the architecture of this new form of planning is not yet fully developed and if the term “strategic planning” may convey a different meaning to the different actors:

- a means to define a vision of the future of the city for some,
- a tool to focus on priority infrastructure projects for others, or then again,
- a means to integrate technical rationality in a political decision-making process.

Admittedly, urban development strategies change from one location to the other and there is no one ready-made formula, even though several institutions, for example Cities Alliance or UN-Habitat, have prepared a number of CDS guidelines.

An analysis of ongoing or completed city development strategies in southern and eastern Mediterranean countries, most of them with the support of Cities Alliance, shows that although many CDS projects are similar, significant differences exist at all levels.

This section will present a qualitative analysis of the CDS process in SEMC. Each CDS is analyzed separately using an evaluation framework based on the progress achieved in the stages of each CDS, according to existing methodological guidelines.<sup>33</sup> There are six key stages according to this method:

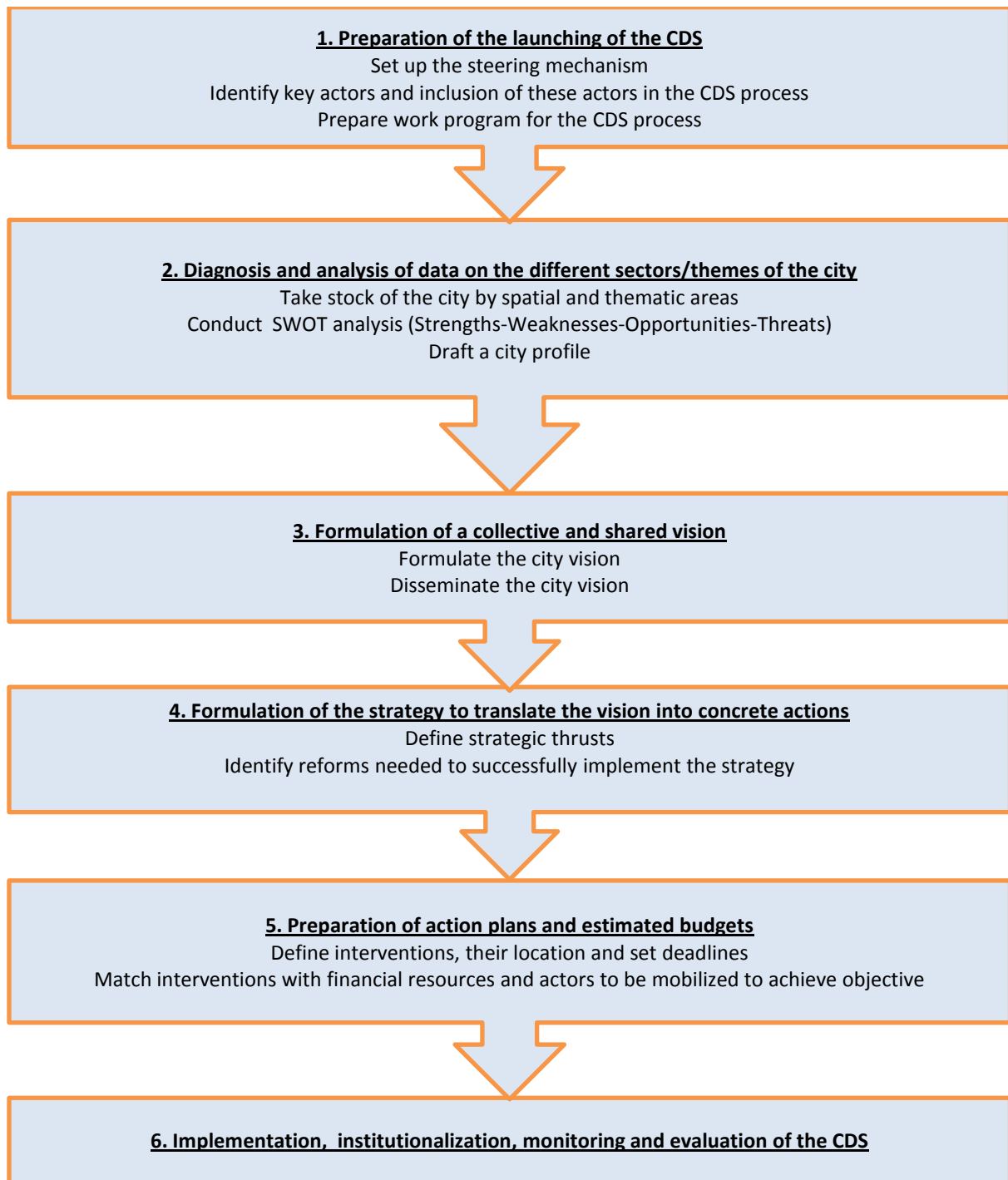
- Preparation of the CDS launching through the mobilization of local actors, the creation of a steering mechanism and the preparation of the work program for the CDS process;
- Collection and analysis of information on the different sectors/themes of the city;
- Joint formulation of a collective vision and diffusion of the vision;
- Formulation of the strategy;
- Development of action plans and estimated budgets;
- Implementation, institutionalization, monitoring and evaluation of the CDS.

All these different stages highlight the importance of a participatory process and the inclusion of the population, NGOs, civil society, the private sector and local authorities in the formulation and implementation of the CDS.

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<sup>33</sup> CDS guides prepared by the Cities Alliance and the Asian Development Bank (ADB).

## Key Stages in the Formulation and Implementation of a CDS



### 3.1 PREPARING THE LAUNCHING OF A CDS

The entire CDS process will depend on this crucial stage of preparation for the launching of the strategy. The process is designed during this stage, including the creation of steering mechanisms, which will be in these steering structures, their work program and responsibilities, the resources and the CDS project schedule/timetable.

Three essential conditions must be met before launching the CDS process, according to lessons learned worldwide and confirmed by CDS practice in the SEMC region<sup>34</sup>.

- A steering mechanism underpinned by a political will and by technical capacities. As stated in the guide prepared by the Cities Alliance, *“If a mayor (or equivalent senior official) is not willing to spend a significant amount of time initiating the process and considering the assessment of the city that would be produced, the whole process should be abandoned.”*<sup>35</sup>
- A work program for the different actors in charge of conducting the CDS, which will define the framework of the process, its components, objectives, results, the actors involved and their responsibilities, the means and the schedule for its execution (a realistic lifespan should be planned for the process), and a management system.
- Dynamic participation from the start, involving key actors and the citizens: the city’s top-level authority (the mayor), representatives of the private sector (both formal and informal), academia, representatives of the population, including women, the youth and disadvantaged groups.

To what extent are these elements found in the preparation of City Development Strategies in SEMC? The analysis is based on synoptic tables summarizing the main data obtained for the different stages of each CDS process.

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<sup>34</sup> Morocco Urban Forum, “Stratégie de Développement des Villes : Guide Méthodologique”, January 2007, p. 19.

<sup>35</sup> Cities Alliance, “Guide to City Development Strategies: Improving Urban Performance”, 2006 p. 41.

TABLE 6: PREPARATION OF THE LAUNCHING OF THE CDS: LEADERSHIP

City	Leader of the initiative	Funding (different sources) or other support	Organization of steering mechanism
<b>Aleppo</b>	Mayor of the city	CA, GIZ, Municipal budget	<ul style="list-style-type: none"> <li>- A Steering Committee (headed by the mayor and composed of representatives of the private sector, chambers of commerce and industry, etc. Academia, professional associations and GIZ) formulates the project's strategic targets and monitors the CDS progress.</li> <li>- A working group for each priority theme/sector that comprises experts in the field concerned, in charge of developing theme/sector related activities.</li> <li>- A technical coordination unit, headed by the GIZ project manager, in charge of the follow-up of the different stages and the secretariat for the steering committee.</li> <li>- A network of resource persons asked to provide insight and observations on the strategic targets of the project.</li> </ul>
<b>Rehabilitation of the old city of Aleppo</b>	The Adiyaat Association (for the preservation of the historic heritage) initiated the process; the mayor took over the project's leadership with the support of the governor	GIZ and contribution from a German association of "friends of the old city of Aleppo"	<ul style="list-style-type: none"> <li>- A steering committee headed by the Mayor determines the strategies and priorities, guides and controls the process in general.</li> <li>- A technical committee, chaired by the director of the Agency of the old city, makes technical decisions on the different options submitted by the head of the Agency, ensures follow-up of construction and preservation work and approves construction permit locations. The head of the Agency reports to the steering committee.</li> </ul>
<b>Al Fayhaa</b>	Mayor of Tripoli and president of the union of municipalities, represents the mayors of the three cities	Budget of the Union of municipalities, Cities Alliance, World Bank, MedCities, UN-Habitat, UNEP, Cities of Marseille and Barcelona, and AFD	<ul style="list-style-type: none"> <li>- A steering committee gathers all the partners involved in the project.</li> <li>- A local technical team with ad hoc experts employed coordinated by the Direction of the Union of Municipalities.</li> <li>- A citizen forum with representatives of authorities and civil society approves the principal stages.</li> </ul>
<b>Alexandria</b>	Governor of Alexandria and Secretary General of the Governorate	CA, WB, GIZ, UN-Habitat, AUDI, GOPP, CIDA, IFC	<ul style="list-style-type: none"> <li>- Political guidelines: Under the governor's authority, a multidisciplinary CDS committee (senior officials, the Alexandria businessmen association, academia, leading civil society organizations) has supported the entire process.</li> <li>- Development of strategy: A forum of partners (elected councilors, heads of districts, local and central public agencies concerned, and donors active in Alexandria) guarantees a broader representation and participatory base.</li> <li>- Implementation and follow-up: group under the authority of the department for the "development of the city".</li> </ul>
<b>Amman</b>	Mayor of the city	GIZ, World Bank	No information available.
<b>El Jadida</b>	The Directorate General of Local Authorities (DGLA) launched this CDS as a pilot project to be replicated nationwide.	Provincial budget (World Bank support)	<ul style="list-style-type: none"> <li>- A Steering Committee headed by the governor with the participation of the presidents of urban and rural municipalities of the metropolitan area, elected officials, external services, economic actors and representatives of the civil society.</li> <li>- A Technical Committee of staff of the Province, the regional investment centre, the Urban Agency and urban municipalities.</li> <li>- A CDS Follow-up Team.</li> </ul>



TABLE 6: PREPARATION OF THE LAUNCHING OF THE CDS: LEADERSHIP (CONTD)

City	Leader of the initiative	Funding (different sources) or other support	Organization of steering mechanism
Izmir	Mayor of the city (the metropolitan municipality is required by law to develop a strategic plan)	Municipal funds	<ul style="list-style-type: none"> <li>- An executive committee, headed by the mayor, composed of a secretary general, five secretary general deputies and a director of financial services;</li> <li>- A follow-up committee with representatives of all the departments of the municipality;</li> <li>- A coordination team; and</li> <li>- Thematic study groups.</li> </ul>
Ramallah	Not available	CA, GIZ, WB, AFD, UN-Habitat	- Not available
Settat	The Directorate General of Local Authorities (DGLA) launched this CDS as a pilot project to be replicated nationwide.	Provincial budget (World Bank support)	<p>A steering committee chaired by the governor. The committee comprises external services, city elected officials and services of the municipality.</p> <ul style="list-style-type: none"> <li>- A technical committee composed of the Urban Agency, and one representative for the Ministry in charge of Habitat, for the university and for the regional investment center.</li> </ul>
Sfax Phase 1	Mayor of the city of Sfax	UN-Habitat, GIZ, Euro-Med Cooperation, MedCities	A steering committee made up of the seven mayors of the municipalities of Greater Sfax.
Sfax Phase 2	The first deputy mayor of the city of Sfax	Cities Alliance, MedCities, AFD	A follow-up committee plus sectoral commissions, one for each theme/sector of the CDS.
Tetouan 1	The Governor and Mayors of the municipalities of Greater Tetouan	Cities Alliance, USAID and municipal budgets	<p>An Executive Committee presided by the Wali and composed of the president of the provincial council, the presidents of the municipalities of Greater Tetouan and the Morocco Urban Forum (FUM).</p> <ul style="list-style-type: none"> <li>- A Technical Team and a coordinator from the Urban Agency.</li> <li>- Technical councilors (INTA, UN-Habitat, consultants) whose activities are coordinated by the FUM.</li> </ul>
Tetouan 2	The municipality is required by law to develop a Local Development Plan	UNDP/Art Gold, MedCities, Municipal budget	<p>A Steering Committee chaired by the mayor of the city of Tetouan and made up of representatives of local authorities, deconcentrated administrations and private and public agencies in charge of managing public services (water, electricity and sanitation).</p> <ul style="list-style-type: none"> <li>- A municipal technical team composed of municipal staff and technicians, supported by MedCities consultants who supervise the LDP within the framework of a partnership with UNPD (Art Gold program).</li> <li>- A consultative committee comprising the leading public and private actors of the city.</li> </ul>
Tunis	The mayor of the municipality of Tunis	UN-Habitat through its Urban Management Programme (UMP)	<p><u>Participatory/decision-making bodies:</u> The Municipal Council, a project team led by the Mayor and a steering committee composed of the leading public and private actors concerned.</p> <p><u>Technical and Consultative bodies:</u> Thematic working groups and a team of six experts to support and encourage debate (through notes and reports) and to capitalize on the results achieved through the participatory process.</p>

The CDS is a very demanding approach in terms of leadership and coordination, a function that should be held effectively and over the long term by the city's highest authority. In most SEMC, cities have a dual governance consisting on the one hand of authorities designated by the central government (walis, governors), and on the other of elected authorities headed by mayors.

### 3.1.1 LEADERSHIP

Because the concept and the process of City Development Strategies are still new in most southern and eastern Mediterranean cities (except in Izmir and Tetouan <sup>36</sup> where they are not regulatory tools), the decision to initiate a CDS does not result from a planned and systematic process. It is often the will of one local authority or elected official in conjunction with the support of an international organization that enables the launching of the CDS. The city development strategies of Aleppo, Al Fayhaa, Sfax, Tunis and Ramallah resulted from the will of the **mayors** of these cities backed up by support from international institutions such as the Cities Alliance, GIZ, MedCities, UN-Habitat, the World Bank and USAID. For others, such as Alexandria, Cairo, Tetouan, Settat and El Jadida, the **governor**, representing the deconcentrated state administration, took the initiative for the CDS. In all cases, a consensus between the two structures (deconcentrated administration and elected officials) is the *sine qua non* for launching a CDS.

Identifying a champion for the CDS is necessary, but it also involves the risk of undermining the process in the context of municipal institutions in SEMC. A change in mayor or governor could interrupt the process or endanger the implementation of the CDS. This was the case in:

- Tunis—The process was interrupted at a very advanced stage before its completion.
- Tetouan—Local officials did not take over the implementation of the action plan after the governor's departure, in the absence of effective ownership at local level.
- Alexandria—It was quite difficult to carry on with the process after a change in governors, and because the new authorities extensively revised the action plan.
- Amman—The arrival of a new mayor along with a new team that was not immediately available to work on the CDS delayed the process significantly.

On the contrary, the completion of some CDS processes like Izmir's and Al Fayhaa's seems to confirm the importance of having a stable leading authority throughout the project. It is worth mentioning, however, that some strategies were not affected (or only slightly) by a change of mayors, in Sfax for instance, probably because the technical team in charge of the CDS stayed in place.

#### Alexandria's CDS I & II

Alexandria's city development strategy is a good example of the difficulties that may encounter a CDS led by a governor. Alexandria's Governor, who had initiated the CDS I & II and had led the process practically until the end, was appointed Minister of Local Development in the middle of 2006. The CDS process faced a difficult situation when the assistance of Cities Alliances came to an end and it was time to act on the results and disseminate the strategy's outcome to a large public including the media. The main actors of the CDS process of the governorate of Alexandria were replaced, including the Secretary General (head of the CDS team) and the director of the planning department. The World Bank team made great efforts to convince the new governor who in the end openly supported the initiative and endorsed its results.

<sup>36</sup> We shall see later on how after the first city development strategies, public authorities often considered turning the process into a general practice, as in Morocco, or even granting them a more important role in the regulatory framework.

TABLE 7: PREPARATION OF THE LAUNCHING OF THE CDS: CDS WORK PROGRAM AND ACTIVITIES

City	Technical Staff/ Working Groups	Studies and Consultations	Other Actors
<b>Aleppo</b>	Steering Committee Working Groups	Under the authority of a technical coordination unit, consultants are organized in pairs (a local expert and an international expert). The work accomplished is presented to the working groups for their remarks, contribution and approval.	<ul style="list-style-type: none"> <li>- Senior international consultant</li> <li>- Local technical coordinator</li> </ul>
<b>Rehabilitation of the old city of Aleppo</b>	Director of the Agency of the Old City	The Agency of the Old City of Aleppo and several technical departments of public administrations, with the support of consultants employed by GIZ.	
<b>Al Fayhaa</b>	Mayor of Tripoli	The project's Management Team hires experts with the support and advice of MedCities.	
<b>Alexandria</b>	Implementation and Follow-up Team	Local consultants and confirmed international consultants conduct studies and draft reports, which will be reviewed by the follow-up team.	
<b>Amman</b>	Municipal Council	Assistance of the World Bank and hired consultants.	
<b>El Jadida</b>	The Governor of the Province of El Jadida	Studies are conducted by the local technical committee with the support of a consultant financed by the World Bank.	
<b>Izmir</b>	Municipal Executive Committee	Direct participation of different municipal services and support from the Ege University administration (consultations).	University
<b>Ramallah</b>	Not available	Not available.	
<b>Settat</b>	Governor of the province of Settat	Studies are conducted by the local technical committee with the support of a consultant financed by the World Bank.	
<b>Sfax Phase 1</b>	Steering committee composed of the seven mayors of the municipalities of Greater Sfax	Studies are supervised by the project team with the support of the National Federation of Tunisian Cities (FNVT) and the Tunisian Association of Urban Specialists (ATU, for "Association Tunisienne des Urbanistes").	National and international consultants <ul style="list-style-type: none"> <li>- French cooperation (APUR)</li> <li>- Experts of the strategic plan of Barcelona (MedCities)</li> <li>- German cooperation (GIZ)</li> </ul>
<b>Sfax Phase 2</b>	Deputy Mayor of Sfax	Studies are carried out by local consultancy firms. The Terms of Reference of these studies are validated by the World Bank.	French cooperation (APUR), MedCities, Marseille, Diputació of Barcelona, the World Bank
<b>Tetouan 1</b>	FUM and Executive Committee	Studies are conducted by national consultants supervised by the local coordinator and the NGO Morocco Urban Forum (FUM).	INTA prepared a study and organized a participatory workshop to validate the strategy.
<b>Tetouan 2</b>	Mayor of Tetouan	A local technical team composed of municipal staff and technicians supported by MedCities consultants.	
<b>Tunis</b>	Mayor of Tunis	Consultants and academics under contract with the National Federation of Tunisian Cities (FNVT).	

### 3.1.2 THE STEERING STRUCTURE

Steering committees are often organized in the same way, but they function differently depending on the city. In general, steering structures are composed predominantly of administrative government officials and a variable number—sometimes marginal as in Tetouan 1, Settata and El Jadida—of representatives of the private sector and civil society. The private sector plays a very dynamic role in Aleppo where the CDS process is strongly characterized by the large participation of associations of professionals, both in terms of the number of their representatives in the different steering structures (follow-up committee and working groups) and in a most remarkable way by their contributions to a number of analyses and evaluations, as well as through their direct involvement in the preparation of studies and in decision-making (particularly in local economic development). In Alexandria, even though it participated in the process and particularly in the steering committee, the private sector had a more advisory role.

In general, municipal representatives are largely present in steering committees where policy guidelines are decided. Sometimes, they have almost a dominant role. For example in Izmir, the steering committee is headed by the mayor and is composed of the secretary general, five secretary general deputies and the director of financial services.

As we will see later on in this report, the structures that will be in charge of implementing the action plan (dedicated agency or service) are rarely set up at the beginning of the process and therefore do not collaborate with the steering structures. Hence, opportunities are lost to ensure the continuity of the process—with the exception of the program for the rehabilitation of the old city of Aleppo, a true CDS before the term was coined.

### 3.1.3 TECHNICAL RESOURCES FOR THE CDS

A technical committee, working group or team, conducts the analytical process of the CDS. This structure is headed by the project manager and is composed of staff that will provide the necessary technical support for the CDS process. This technical committee fulfills different functions, among others:

- Serves as secretariat for the steering committee,
- Provides the internal technical expertise required for the CDS process or seeks the relevant national or international expertise,
- Supervises the participatory process by organizing workshops, meetings and communication campaigns,
- Supervises the preparation of the different CDS documents.

The cases studied showed that these activities were conducted differently from one CDS to another:

- For Tetouan 1—The FUM (Morocco Urban Forum) association, acting as the executive agent, plans and distributes the work to the different consultants.
- Sfax 1—The project is led by the Mayor and the work is carried out by a local technical team and by participatory groups with the support of the Tunisian Association of Urban Specialists (ATU).
- Sfax 2—The National Federation of Tunisian Cities supervises the preparation of CDS documents, while a national expert (a World Bank task manager) is in charge of coordinating activities. Led by a representative of the civil society, strongly committed public and private actors work in teams that are created for each strategic project.
- Settata and El Jadida—Two teams of public officials reporting to the governors of each city wrote all CDS reports.
- Alexandria—A consultative committee was set up for each of the three pillars of the CDS. These committees were in charge of initiating studies and of reviewing the reports drafted by national and international expert consultants. The consultants were required to provide on-the-job training aimed at building local capacities. The World Bank task manager provided active support throughout the process.

- Aleppo worked through a technical service directly managed by the local head of GIZ. The service included an international consultant that coordinated the process, a local coordinator and experts hired by GIZ working complementarily in pairs (national-international), enabling knowledge transfers.
- Ramallah—The CDS also benefited from the support of GIZ that managed the program locally through international experts (for the urban development strategy).
- Izmir—Activities were conducted through the efforts of the different and multiple technical structures of the city, with the support of experts put at the city's disposal by the Ege University and MedCities.
- Tetouan 2—Similarly to Izmir, the municipal technical team received the support of MedCities consultants.
- Old City of Aleppo—Aleppo's process is similar to a CDS. A managing agency whose activities were almost exclusively dedicated to the old city contributed to ensure uninterrupted efforts by the municipality and GIZ and to engage in large-scale rehabilitation work.

### 3.1.4 ROLES AND RESPONSABILITIES

The effectiveness of these technical committees varies greatly across cities. The local administrative authority (governor or mayor) is empowered to determine the policy guidelines of the CDS, particularly as president of the steering committee. In principle, technical committees are in charge of carrying out the analysis and evaluation of the local context, of leading and coordinating the group work, and of proposing to the steering committee the elements that could make up the strategy and the action plan. These multiple and complex activities are rarely carried out by one unique technical structure, and the general rule consists in resorting to the expertise of external consultants (national and international) who report to the staff of the technical committee.

**Communicating with the public:** In the absence of municipal communication agencies and of established participatory practices involving citizens and economic actors, there were different ways of communicating about city development strategies. In Ramallah and Aleppo, CDS communication was conducted through well-designed and carefully organized actions while in Tetouan 1 and Tunis communication was sporadic. These differences generated different levels of mobilization of actors and of the population behind CDS projects. Tetouan 2 and Sfax prepared remarkable communication campaigns that included brochures and films, while other strategies produced websites that are still operational<sup>37</sup>.

In general, it appears that steering teams understood the importance of the participatory approach and communication, and played a central role in the process. The technical team was given a free hand to design and carry out communication campaigns. So that in addition to the forums organized with stakeholders (private sectors, civil society, representatives of the population living in informal settlements, etc.), almost all cities developed their own websites (Sfax, Aleppo, or Izmir whose site offers the possibility to exchange on the CDS process). In Ramallah, a multi-media information kit was prepared not only for local use but also to help other Palestinian cities wishing to engage in a similar process. The technical coordination unit of the CDS of Aleppo developed and implemented under the mayor's authority a broad media campaign with the participation of representatives of all levels of society.

Some technical teams—for instance, the Morocco Urban Forum in the Tetouan 1 CDS—felt frustrated because they were limited to a technical/bureaucratic role and were not assigned the key task of coordinating the participatory process. The most likely explanation for this would be that the technical teams were seen as lacking the necessary legitimacy with regard to the population, the administration or the political authorities.

<sup>37</sup> For Tetouan 1: <http://www.sdv-tetouan.ma>  
For Aleppo: <http://madinatuna.com>

### 3.2 DIAGNOSIS AND ANALYSIS OF THE DATA ON THE DIFFERENT SECTORS/THEMES OF THE CITY

The thematic areas of the diagnosis reflect the extent to which city problems have been identified. It is recommended to choose a limited number of themes, sectors or strategic areas instead of drawing up long “wish lists”<sup>38</sup>. Exhaustive lists are useless and even risky because they could lead to scattered efforts and reduce the effectiveness of the analysis.

The document which results from an analysis with clearly defined targets relative to limited themes/sectors is the basis and point of reference for the work to be accomplished in later stages of the process, and particularly for the formulation of the vision of the city and the strategy.

Based on the above, a review of the city development strategies studied shows that their strategic goals cover all sectors/themes due to the extent of weaknesses identified in these cities. In practically all the city assessments, the priorities identified may be classified under the following six themes:

1. Economic and social development;
2. Transport and traffic management systems;
3. Urban infrastructure, equipment and services;
4. Slums upgrading and urban regeneration;
5. Governance with regards to management and modernization of the local administration and finances;
6. Urban environment.

This focus on the same themes is due to the similar economic social and spatial issues confronted by the cities of southern and eastern Mediterranean countries (SEMC).

On the contrary, differences in the thematic areas chosen are indicative of interesting distinctive characteristics or specificities.

Izmir, for instance, was the only city to choose from the start energy and risk management as a thematic component, gaining a head start on what has become today a central issue. Aleppo is the only city that “added” child welfare but at the same time reduced the scope of the natural risks and disasters component.

Although climate change is a ubiquitous topic in the agenda of all world forums, cities in SEMC appear very hesitant on this issue that is most certainly not going to spare the region. This “oversight” could be the sign of the different priorities of central governments (environmental agencies or ministries) local authorities, or even the population.

Finally, local governance and the gender approach stand out as clearly emerging issues, specifically in Tetouan 2. Other strategies (Tetouan 1, Settlat, El Fayhaa, Amman, El Jadida) have clearly chosen to focus on local governance.

The participation of civil society, the will to undertake a participatory approach and the often central contribution of the private sector to debates seem to confirm the determination of SEMC to tackle this issue, starting, perhaps, at a local level.

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<sup>38</sup> Cities Alliances, “Guide to City Development Strategies: Improving Urban Performance”, 2006.

Morocco Urban Forum, “Stratégie de Développement des Villes : Guide Méthodologique”, 2007.

TABLE 8: THEMATIC COMPONENTS IDENTIFIED

City	Theme / Sector
<b>Aleppo</b>	<p>5 initial thematic components:</p> <ul style="list-style-type: none"> <li>- Local economic development</li> <li>- Delivery of urban services and disasters management</li> <li>- Urban environment</li> <li>- Spatial development</li> <li>- Modernization of municipal administration and finances</li> </ul> <p>Added later on in the process:</p> <ul style="list-style-type: none"> <li>- Child welfare</li> <li>- Informal and disadvantaged settlements</li> </ul>
<b>Rehabilitation of the old city of Aleppo</b>	Not applicable
<b>Al Fayhaa</b>	<p>Pre-diagnosis: City profile</p> <ul style="list-style-type: none"> <li>- Territorial development and master plan</li> <li>- Society and poverty</li> <li>- Development</li> <li>- Transport and logistics</li> </ul> <p>Diagnosis: Key sectors/themes</p> <ul style="list-style-type: none"> <li>- Complex local management</li> <li>- Image of the cities of Al Fayhaa</li> <li>- Weak local economic structure</li> <li>- Poverty production</li> <li>- Cross-sectoral governance tools</li> </ul>
<b>Alexandria</b>	<p>Stakeholders identified five key themes:</p> <ul style="list-style-type: none"> <li>- Local economic development (aimed particularly at creating a local business environment more favorable to investors).</li> <li>- Developing priority economic infrastructure to support local economy development (mainly through the environmental rehabilitation of the Lake Marriout area and development of neighboring areas)</li> <li>- Participatory urban upgrading of informal settlements.</li> <li>- Human development and participatory strategic planning (health, education, etc.)</li> <li>- Sustainability of the CDS process through the creation of the Alexandria Development Agency.</li> </ul>
<b>Amman</b>	<ul style="list-style-type: none"> <li>- Urban governance</li> <li>- Reinforcing the city's urban development department, updating the city's urban development plan.</li> <li>- Upgrading slums and refugee camps</li> </ul>

TABLE 8: THEMATIC COMPONENTS IDENTIFIED (CONTD)

City	Theme / Sector
El Jadida	<ul style="list-style-type: none"> <li>- Slum upgrading</li> <li>- Urban transport and intra-urban traffic management problems</li> <li>- Management of public facilities</li> <li>- Deficient tourism infrastructure</li> <li>- Improvement of local finances management</li> <li>- Local governance, particularly improving the performance of local administrations to achieve greater efficiency and more transparency</li> </ul>
Izmir	<ul style="list-style-type: none"> <li>- Administration</li> <li>- Environmental management</li> <li>- Urban planning and aesthetic urban design</li> <li>- Urban infrastructure, transport, energy</li> <li>- Health, sports, culture, education and social services</li> <li>- Tourism, exhibits and foreign relations</li> <li>- Risk management and security</li> <li>- Information and communication technologies</li> </ul>
Ramallah	<ul style="list-style-type: none"> <li>- Capacity building in each municipality to initiate and prepare short and long-term development plans</li> <li>- Ways of cooperating across the three cities</li> <li>- Five-year investments plan with priority projects to achieve short and long-term objectives</li> <li>- Rational use of the severely limited land resources</li> <li>- Funding sources for the plan's implementation</li> <li>- National skills in CDS as a tool for sustainable development</li> </ul>
Settat	<ul style="list-style-type: none"> <li>- Urban economic development</li> <li>- Urban rehabilitation and urban infrastructure upgrading</li> <li>- Sustainable development promotion</li> <li>- Transversal actions, specifically to promote a good governance approach</li> </ul>
Sfax Phase 1	<ul style="list-style-type: none"> <li>- Economic and social development</li> <li>- Urban development and municipal management</li> <li>- Transport and traffic management</li> <li>- Environment</li> <li>- Youth</li> <li>- Culture, communication and relations with the media</li> </ul>
Sfax Phase 2	<p>During the first stage, five thematic components were defined to successfully implement the shared vision of the city:</p> <ul style="list-style-type: none"> <li>- Formulate an economic development strategy for Greater Sfax</li> <li>- Define and engage a local employment strategy for the population mostly affected by unemployment</li> <li>- Prepare an urban integration strategy for the inclusion of old city centers and the most disadvantaged working-class sectors</li> <li>- Prepare, in close collaboration with the Ministry of Transport, a study to improve the performance of the public transport system of Greater Sfax</li> <li>- Reinforce institutional steering structures and good local governance</li> </ul>



TABLE 8: THEMATIC COMPONENTS IDENTIFIED (CONTD)

City	Theme / Sector
<b>Tetouan 1</b>	<ul style="list-style-type: none"> <li>– The city's future: aesthetics, identity and upgrading of the main urban spaces</li> <li>– Urbanization of high potential areas</li> <li>– Local history and heritage capitalization as development opportunities for Greater Tetouan</li> <li>– Reconciliation of Tetouan with its river banks (Oued Martil and M'hannech): upgrading fallow lands and wetlands for sustainable development of the river frontage</li> <li>– Public spaces promotion and urban marketing</li> <li>– Integration and redevelopment of peripheral urban settlements to build an inclusive city</li> </ul>
<b>Tetouan 2</b>	<p>The themes analyzed by the four thematic commissions are:</p> <ul style="list-style-type: none"> <li>– Local economy: commerce, industry and services, tourism, handicrafts, transport and mobility</li> <li>– Health and environment: environmental protection and health infrastructure</li> <li>– Social services: national education, professional training/education, sports and cultural facilities</li> <li>– Urban development and land use</li> </ul> <p>Local governance and gender approach are considered as transversal themes</p>
<b>Tunis</b>	<ul style="list-style-type: none"> <li>– Economic and social development</li> <li>– Municipal finances and local management</li> <li>– City center evolution, major urban projects and rehabilitation of the Medina</li> <li>– Municipal cultural strategy and communication</li> <li>– Urban transport and traffic management</li> <li>– Environment, environmental infrastructure and services</li> </ul>

### 3.3 SWOT ANALYSIS (STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS)

Most CDS projects adopted the SWOT approach, with the exception of Tetouan 2 whose method was based on Facts, Challenges and Projects (FCP). The SWOT analysis is a precious tool to prepare and sustain the formulation of a vision and strategy. It provides information on the strengths of the city and the opportunities it may seize and exploit, as well as on the threats to be averted, minimized, or whose impact could be reversed.

A SWOT analysis consists in the identification and evaluation of the city's internal Strengths and Weaknesses, as well as the Opportunities and Threats present in its external environment.

In other words, Strengths and Weaknesses are internal factors under the control of urban actors, whereas Opportunities and Threats, as external factors, are beyond their control.

A review of the SWOT analyses of the different city development strategies in SEMC and the results achieved leads to the following observations.

**First**, the strengths identified in the different city development strategies are overall very similar. In practically all CDS analyses the same strengths are put forward:

- The city's geographic location, the climate, its convenient location within road and railway networks;
- Cultural and architectural heritage;
- Available infrastructure and facilities, such as an airport, a university, etc;
- Available land and industrial zones for investment projects;
- The city's attractiveness for major projects and investors;
- Available human resources.

Nevertheless, having identified their true strengths, some cities wisely stated their advantageous position for economic development, for instance, Aleppo (access to the Arab free trade zone), Al Fayhaa (port of transit to Arab countries) or Alexandria (important local market). It must be noted that among the strengths identified by Ramallah, transfers of migrants could be diluted by the region's uncertain political situation.

Finally, similarly to other CDS components, the SWOT analysis often included far too many strengths: decision makers are unable to focus their attention and a targeted approach is not possible. Izmir conducted a SWOT analysis for each of the eleven (!) strategic components and identified dozens of points for each theme analyzed.

**Second**, among the weaknesses, we often find:

- The city's economic base;
- Problems related to unemployment, immigration and urban poverty;
- Problems related to urban settlements and urban sprawl;
- Problems related to basic facilities, transport and traffic management;
- Environmental problems;
- Problems related to local management and qualifications of the local administration's personnel.

Once more, there are weaknesses in practically all sectors. It seems unrealistic to try to set priorities in these conditions. Most city development strategies did not set priorities for their strengths and weaknesses, which made the analysis less relevant, even when it was carried out by some cities with great insight and a good understanding of the different aspects of a SWOT analysis (particularly concerning the threats).

**Third**, opportunities and threats are either confused with strengths and weaknesses or they are simply ignored. Alexandria confused strengths with opportunities and weaknesses with threats. Tetouan 1 and Tunis left out the analysis of opportunities and threats. This confusion between

strengths and opportunities on the one hand and weaknesses and threats on the other, or the fact that they are omitted in the analyses, clearly shows that these key concepts are misunderstood and would justify having more explicit explanations in CDS guides (Cities Alliance guides or other) along with examples of cases where the analysis was carried out correctly. Ramallah's case is particularly interesting because the notions of opportunities and threats were well understood, analyzed and rendered. It should be mentioned that in this case, the political situation "facilitated" the SWOT analysis: the development of the urban community of Ramallah-El Bireh-Beitounia depends indeed to a great extent on the prospects of a solution to local political problems.

As for the "Facts, Challenges and Projects" (FCP) approach adopted within the framework of Tetouan 2 and suggested by MedCities consultants, it consists in identifying salient facts through thematic workshops in order to determine the economic, territorial and social challenges the city must confront in relation to each fact identified. Finally, a project is aligned with each challenge.

The innovative aspect of this FCP approach is that workshop participants have to venture off beaten tracks to look into the critical aspects of the city—whether positive or negative—and must choose a limited number as strategic targets. This approach was adopted for Tetouan 2 because the local technical team only had a few months (April-October 2010) to prepare the Local Development Plan (LDP).

TABLE 9: STRENGTHS AND WEAKNESSES OF CITIES WITH A CDS

City	Strengths	Weaknesses
<b>Aleppo</b>	<ul style="list-style-type: none"> <li>- Strong entrepreneurial spirit</li> <li>- Access to the Greater Arab Free Trade Area (GAFTA)</li> <li>- Good quality services and “single window” for permits in the Sheikh Najjar industrial zone</li> <li>- Low municipal debt</li> <li>- The Municipal Administration Modernization (MAM) project identified a realistic approach aimed at achieving substantial improvements in financial management. It has not been implemented yet.</li> </ul>	<ul style="list-style-type: none"> <li>- The progress of Aleppo’s process has been severely slowed down by difficulties encountered to gain access to central government decision-making.</li> <li>- Poorly qualified workforce</li> <li>- Not very competitive transport sector (particularly the airport)</li> <li>- Limited direct foreign investments</li> <li>- Political constraints and US and OECD embargo</li> <li>- Limited participation of women workers</li> <li>- Financial system too centralized and limited municipality powers to make decisions regarding its finances.</li> <li>- No policies for debt / deficit management</li> <li>- Poor management of the municipality’s human resources</li> <li>- Modern technologies not used by municipal personnel</li> </ul>
<b>Rehabilitation of the old city of Aleppo</b>	No CDS and no SWOT analysis (Different approach)	No CDS and no SWOT analysis (Different approach)
<b>Al Fayhaa</b>	<ul style="list-style-type: none"> <li>- The analysis was carried out for each of the five key themes included in the Diagnosis.</li> </ul>	<ul style="list-style-type: none"> <li>- The analysis was carried out for each of the five key themes included in the Diagnosis.</li> </ul>
<b>Alexandria</b>	<ul style="list-style-type: none"> <li>- Favorable geographic location and climate</li> <li>- Available workforce and numerous higher education institutions</li> <li>- Attractive salaries and work hours</li> <li>- Low rate of non-reimbursement of loans granted through microcredit</li> <li>- Available land for development in the Burg Al Arab area, in areas surrounding Lake Marriout and in the south</li> <li>- Commerce: important local market (more than 70 million inhabitants)</li> <li>- Infrastructure: a port and two airports</li> <li>- Strong and diversified industrial base</li> <li>- Powerful chambers of commerce and industry</li> <li>- Strong leadership of Alexandria’s Governor</li> <li>- Funding available for strategic projects</li> </ul>	<ul style="list-style-type: none"> <li>- Large numbers of entrants to the labor market with limited qualifications</li> <li>- High unemployment rate</li> <li>- Lack of statistical data on Alexandria’s economy</li> <li>- Complicated business environment (many different laws, administrations and lengthy procedures)</li> <li>- Land: no clear zoning or land-use planning for zones to be developed</li> <li>- Inadequate information on industrial zones</li> <li>- Infrastructure: congested roads, frequent power cuts</li> <li>- Insufficient support to businesses</li> <li>- Limited municipal budget</li> </ul>

TABLE 9: STRENGTHS AND WEAKNESSES OF CITIES WITH A CDS (CONTD)

City	Strengths	Weaknesses
Amman	<ul style="list-style-type: none"> <li>- No information available.</li> </ul>	<ul style="list-style-type: none"> <li>- No information available.</li> </ul>
El Jadida	<ul style="list-style-type: none"> <li>- Strategic geographic location</li> <li>- Remarkable natural, cultural and historic heritage</li> <li>- Important and diversified economic potential (industry, tourism, agriculture)</li> <li>- Well-developed infrastructure and road network</li> <li>- Many structures are being created offering new opportunities for long-term employment.</li> </ul>	<ul style="list-style-type: none"> <li>- Limited integration of the conurbation</li> <li>- Natural and historic potential not adequately exploited.</li> <li>- Not enough tourism hotels/accommodations</li> <li>- Few cultural events and insufficient publicity</li> <li>- Qualifications that do not match job offers.</li> <li>- Limited local financial capacity to sustain the development of Greater El Jadida</li> </ul>
Izmir	The analysis of Strengths, Weaknesses, Opportunities and Threats was carried out for each of the 10 sectors (Refer to Annex).	The analysis of Strengths, Weaknesses, Opportunities and Threats was carried out for each of the 10 sectors (Refer to Annex).
Ramallah	<ul style="list-style-type: none"> <li>- Existing transport plan</li> <li>- Existing external financing opportunities</li> <li>- Municipal team fully aware of the importance of the participation of the local community.</li> <li>- Effective participation of women in the labor market</li> <li>- The central location of the three cities in the West Bank enables them to play an important role in the economy.</li> <li>- Close to the Bir Zeit University</li> <li>- Transfers of migrants</li> <li>- Some donors are interested in funding key projects.</li> <li>- All stakeholders endorse urban development rules and regulations and their application.</li> </ul>	<ul style="list-style-type: none"> <li>- Limited possibilities of expanding the road network</li> <li>- Lack of qualified personnel for traffic management and no specialized service in municipalities</li> <li>- Limited (or nonexistent) road maintenance programs</li> <li>- Citizens not truly aware of the relationship between rights and duties.</li> <li>- The elevated price of land is an obstacle to urban expansion.</li> <li>- Unequal income distribution</li> <li>- Area frequently closed by Israel.</li> <li>- Lack of industrial zones</li> <li>- Lack of municipal strategic plans having identified development projects that need to be financed.</li> <li>- Interference between land uses: industrial, residential, agricultural</li> <li>- No public-owned land dedicated to services and facilities</li> <li>- Limited coordination with the ministries concerned</li> </ul>
Settat	<ul style="list-style-type: none"> <li>- Located close to Casablanca and the Mohamed V international airport</li> <li>- Center of an important agricultural region</li> <li>- Good location within road, highways and railway networks</li> <li>- Main urban center between Casablanca and Marrakech</li> <li>- Availability of highly attractive facilities</li> <li>- Already developed industrial zone, with expansion possibilities</li> </ul>	<ul style="list-style-type: none"> <li>- Limited economic activity</li> <li>- High unemployment rate</li> <li>- Few new industries established in the city</li> <li>- Unattractive urban living environment</li> <li>- Not competitive enough compared with neighboring cities</li> <li>- Poor organization of urban space</li> <li>- Natural potential inadequately exploited</li> </ul>

TABLE 9: STRENGTHS AND WEAKNESSES OF CITIES WITH A CDS (CONTD)

City	Strengths	Weaknesses
<b>Sfax Phase 1</b>	<ul style="list-style-type: none"> <li>- Hospitable city and favorable geographic location</li> <li>- Abundant and diversified economic activities</li> <li>- Important human capital</li> <li>- Expertise and entrepreneurial spirit</li> <li>- Infrastructure and facilities that have so far promoted the city's growth and development</li> <li>- Will to take action within an inter-municipal approach</li> </ul>	<ul style="list-style-type: none"> <li>- Excessive urban sprawl undermines efforts made with respect to facilities and generates transport and traffic problems.</li> <li>- Disproportionate basic infrastructure compared with the true and potential needs of the city</li> <li>- Adverse effects of environmental problems on the quality of life</li> <li>- Need to be prepared for the country's regionalized and globalized economy</li> </ul>
<b>Sfax Phase 2</b>	The SWOT analysis was prepared during Phase 1 of the Greater Sfax strategy.	
<b>Tetouan 1</b>	<ul style="list-style-type: none"> <li>- Tetouan's mountains and surrounding natural reserve areas</li> <li>- Excellent quality coast—a vacation destination for thousands of tourists</li> <li>- Regional airport with flights to other destinations in the Province, including Ceuta and the new Tanger-Med commercial sea port north of Tetouan. Modern high-capacity road infrastructure (expressways and highways).</li> <li>- Close to quality infrastructure, particularly for training and higher education (University)</li> <li>- The Medina historic centre—in UNESCO's World Heritage List— and its animated and densely populated urban centre (500,000 inh.)</li> </ul>	<ul style="list-style-type: none"> <li>- Fragmented urban fabric with a significant proportion of informal settlements</li> <li>- Shortage of facilities and services</li> <li>- Ineffective organization of urban mobility and transport</li> <li>- Constant degradation of the environment</li> <li>- Weak economic base</li> <li>- Local governance incapable of meeting the challenges confronted by the city</li> </ul>
<b>Tetouan 2</b>	Tetouan's LDP is based on an approach that identifies salient facts in order to explore through thematic workshops the economic, territorial and social challenges the city will face in relation to the facts identified. Finally, a project is aligned with each challenge. Projects are classified under three categories: Project Proposals (PP), Programmed Projects (P), Current Ongoing Projects (C).	
<b>Tunis</b>	<ul style="list-style-type: none"> <li>- Increase of urbanization despite a slowdown in population growth.</li> <li>- Development of major urban projects.</li> <li>- Building of new public and commercial facilities.</li> <li>- Major road and transport infrastructure under construction.</li> <li>- National and international firms continue to come to Tunis.</li> <li>- The Medina of Tunis is one of the most lively and well-preserved urban centers of the Arab-Muslim world.</li> <li>- Capitalization on the Kasbah: the City Hall and the government's palace</li> <li>- Remarkable rehabilitation and upgrading of the modern urban heritage that had been neglected for a long time: Habib Bourguiba Avenue and surrounding areas.</li> </ul>	<ul style="list-style-type: none"> <li>- Persistent informal settlements: one-fourth to one-third of urbanized areas</li> <li>- Serious shortage of subsidized housing and available land for construction</li> <li>- The quality of the urban environment in many of the city's sectors falls short of the aspirations of its residents and visitors.</li> <li>- Many sources of pollution that have not been adequately identified.</li> <li>- Not enough green areas in urban peripheries.</li> <li>- The lake of Tunis has been decontaminated, but work still remains to be done on the lake's shores.</li> <li>- Other lakes and areas require major interventions: Sekhat Sejoumi and Sebkhath Ariana.</li> <li>- Traffic congestion still affects certain itineraries.</li> <li>- Chaotic parking practices that interfere with circulation, and affect the city's image and the attractiveness of the capital.</li> <li>- Declining proportion of public transport trips</li> <li>- The majority of households that depend on public transport live in urban peripheries.</li> </ul>

TABLE 10: OPPORTUNITIES AND THREATS

City	Opportunities	Threats
<b>Aleppo</b>	<ul style="list-style-type: none"> <li>- The free trade agreement between Turkey and Syria</li> <li>- Financial and insurance services with strong development potential</li> <li>- Proximity with European markets</li> <li>- The decentralization process will boost the competitiveness of Aleppo</li> <li>- The creation of the Urban Observatory will facilitate decision-making</li> </ul>	<ul style="list-style-type: none"> <li>- The seemingly inexorable decline of Aleppo's old industries relative to the development of new economies</li> <li>- Population growth exceeds global economic development</li> <li>- Trend towards deindustrialization</li> <li>- Strongly dependent on the textile industry (30% of jobs)</li> <li>- The liberalization of the Syrian market will endanger the local market</li> <li>- Higher energy costs</li> <li>- Uncertainties as to the government's policy on local debt could lead to financing problems</li> <li>- The decentralization process could be a source of uncertainties and confusion</li> <li>- Resistance to change could slow down reforms</li> </ul>
<b>Rehabilitation of the old city of Aleppo</b>	No CDS and no SWOT analysis (Different approach)	No CDS and no SWOT analysis (Different approach)
<b>Al Fayhaa</b>	Undetermined	
<b>Alexandria</b>	<ul style="list-style-type: none"> <li>- Good macroeconomic environment</li> <li>- Leadership: new government committed to conduct a proactive program of reforms</li> <li>- Good trade agreements</li> <li>- Industries: low customs duties, considerable potential for technology transfers</li> <li>- Good investment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>- Unstable macroeconomic environment</li> <li>- Limited capacity and resources for the education system</li> <li>- Inability to move ahead with reforms concerning the business environment; strong bureaucracy</li> <li>- Diminished protection for the local market</li> <li>- Obsolete technology in key industries</li> <li>- Financing and access to credit</li> <li>- Land: complex land titling and registration system</li> <li>- Problems in settling litigation</li> </ul>
<b>Amman</b>	No information available	- No information available
<b>El Jadida</b>	<ul style="list-style-type: none"> <li>- Execution of major structuring projects of national scope</li> <li>- Its role as active urban center close to Casablanca for industries and other economic activities related to the industrial park and the Jorf Lasfar port</li> <li>- Geographic location at an economic crossroad and strong potential of the surrounding agricultural land</li> </ul>	<ul style="list-style-type: none"> <li>- The projects planned could have only limited positive impact</li> <li>- Gradual deterioration of urban living conditions due to rural migrations and increasing unemployment</li> <li>- Environmental risks related to the development of industrial activities</li> </ul>

TABLE 10: OPPORTUNITIES AND THREATS (CONTD)

City	Opportunities	Threats
Izmir	The analysis of Strengths, Weaknesses, Opportunities and Threats was carried out for each of the 10 sectors (Refer to Annex)	
Ramallah	<ul style="list-style-type: none"> <li>- Concrete opportunities for external funding</li> <li>- Presence in the region of most governmental offices</li> <li>- International community willing to provide support in this area</li> <li>- A peace treaty putting an end to Israeli occupation and the dismantling of Israeli settlements would stabilize the political situation and could be the beginning of economic growth enabling the expansion of the three cities</li> <li>- Coordination across the three municipalities would improve service delivery and lower their cost</li> <li>- Financing opportunities for environmental protection projects</li> <li>- The implementation of the development project for the metropolitan area could contribute to urban development in the three cities</li> </ul>	<ul style="list-style-type: none"> <li>- Restrictions imposed by Israel and closed roads</li> <li>- Weak authorities responsible for the enforcement of regulations</li> <li>- Political instability and threats of reduced international assistance</li> <li>- The role of municipal councils is not clearly understood and is confused with the government's role, which resulted in a negative impact these past years.</li> <li>- Israeli settlements and the network of bypass roads surrounding the three cities obstruct urban development</li> <li>- Israeli checkpoints and the frequent Israeli military incursions</li> <li>- The area is frequently closed by Israel</li> <li>- Israeli control over energy sources and water supply</li> <li>- Impact of the separation wall on the development of the cities and agriculture</li> </ul>
Settat	<ul style="list-style-type: none"> <li>- Become an active urban center on the road between Casablanca and Marrakech</li> <li>- Develop residential areas and sports and leisure activities in peripheral areas of Casablanca</li> <li>- Saturation of the industrial zone and higher land prices in Casablanca and Berrechid</li> </ul>	<ul style="list-style-type: none"> <li>- The city is gradually becoming less attractive</li> <li>- Growing unemployment</li> <li>- Degradation of the urban environment</li> <li>- Strong competitiveness of bordering cities</li> <li>- Competition from new industrial zones and parks (Nouacer, Bouskoura, Lakhayta, etc.)</li> </ul>
Sfax Phase 1	<ul style="list-style-type: none"> <li>- The Taparura project</li> <li>- Close down of the SIAPE site</li> <li>- Significant investments programmed within the framework of the 11<sup>th</sup> Plan (logistics platform, sports complex, university hospital, South highway, the Tunis-Sfax-Gabes railway)</li> <li>- Structuring national projects with an impact on the Sfax region (international airport and commercial port in Enfidha)</li> <li>- Tunisia's advantageous position with respect to direct foreign investments</li> <li>- Quick development of global services market</li> <li>- Growing tendency of multinational companies to offshore services</li> <li>- Better integration in the Euro-Mediterranean area</li> </ul>	<ul style="list-style-type: none"> <li>- Growing informal sector (tax evasion, no contribution to the social security, chaotic and unhygienic distribution networks)</li> <li>- Strict labor laws, in terms of social protection, lead to a deficit in HR insourcing in companies</li> <li>- Morocco and Egypt have suddenly become extremely attractive countries for direct foreign investments</li> <li>- World economic crisis</li> </ul>
Sfax Phase 2	The SWOT analysis was prepared during Phase 1 of the Greater Sfax strategy	
Tetouan1	Not available	
Tetouan 2	Not available	
Tunis	Not available	



### 3.4 FORMULATION OF A COLLECTIVE AND SHARED VISION

Based on the previous stage, key urban actors formulate a vision that reflects their collective aspirations for the city's future. The vision describes the ideal situation "where a city wants to be". It answers the question: What does the city have the potential to be (become) within a determined time horizon?

The report on "The Impact of City Development Strategies"<sup>39</sup> defines the vision as: *"A forward-looking ideal of where a community wants to be. It not only inspires and challenges but is meaningful enough to all residents"* because it captures their essential aspirations.

- It should answer the question: *"what does the city have the potential to be"?*
- It should be *"based on the spatial definition of an economic region"*.
- It should reflect *"the unique attributes of the urban region: (i) comparative and competitive advantages, (ii) values & preferences of its residents, (iii) its relationship to the global, domestic, and sub-national economies, (iv) its history, & (v) its physical characteristics"*.

The question that arises concerning SEMC is whether or not they were able to formulate a vision including essential characteristics of the CDS approach<sup>40</sup> in spite of weaknesses observed in their methodology during the analysis stage. Moreover, once the vision had been formulated, did it become a point of reference for the city's identity and for the actions of all public and private actors?

In some cities, steering structures did not pay enough attention to the formulation of the vision. The vision is sometimes implicit, as in the CDS of Tetouan 1 or Tunis. It is explicitly stated for Settat and Tetouan 2 but it was not disseminated through the media and there was no true ownership of the vision by public and private actors. Actually, the ownership of the vision in the actions of public and private actors remains vague in most cities. Nevertheless, this is not entirely the case in Alexandria, Aleppo, Al Fayhaa and Izmir where the vision was explicitly formulated and, sometimes shared by the city's actors. Aleppo included a complementary stage which addressed the following question to thirty representatives of city residents: Do you have a dream for Aleppo? Answers and pictures of the people concerned were publicly displayed in different parts of the city becoming a major communication event.

In Amman, on the contrary, the stereotyped formulation of the vision sounds like an electoral campaign slogan.

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<sup>39</sup> Cities Alliance, "The Impacts of City Development Strategies", 2005, pp 41-42.

<sup>40</sup> The vision should:

- Have a long-term horizon (10 to 15 years) but enables the city to take short-term actions;
- Be stimulating yet realistic;
- Be easily understood by all;
- Assign responsibilities to all the actors involved;
- Reflect the identity of the city in a short and inspiring statement that does not exceed 60 words;
- Be positive "improve the quality of life of its residents" instead of "the eradication of poverty".

TABLE 11: CITY VISIONS

City	Vision Components
<b>Aleppo</b>	Aleppo's prosperous economy is competitive both on local and international markets. The city adapts its products to changing demands and offers employment opportunities for its increasingly educated citizens, including women. It is a city where the private sector may flourish. (Excerpt from the vision of the working group on local economic development.) Well-trained municipal personnel working in decentralized structures where there will be no place for corruption... (Working group on improving the administration.)
<b>Rehabilitation of the old city of Aleppo</b>	Protect the old city's identity and improve the quality of life of its residents.
<b>Al Fayhaa</b>	The developed cities united in Al Fayhaa play a key role in the region; citizens enjoy living in Al Fayhaa and their well-being and open-minded attitude are derived from its historic heritage and values.
<b>Alexandria</b>	"Alexandria takes advantage of its competitive endowments, better manages its local assets, and removes constraints to private sector-led growth, while ensuring the socio-economic integration of the poor". (Alexandria City Development Strategy, Cities Alliance, p.9)
<b>Amman</b>	Together with the citizens of Amman, our objective is to achieve excellence in municipal services delivery exceeding the aspirations of the population and of economic sectors and to further maintain and expand public facilities so as to improve Amman's competitiveness while preserving the unique cultural heritage and spirit of the city.
<b>El Jadida</b>	The vision is confused with a long-term strategic thrust, i.e. strengthening Greater El Jadida's industrial and tourism capacity. There is neither a slogan nor a visual identity for the city.
<b>Izmir</b>	Izmir seeks to be counted among cities that pass on the heritage of civilization to future generations, placing the Mediterranean's abundant resources at the disposal of its citizens and the world, and whose philosophy will be remembered. Izmir aims to become a symbol of democracy where all may live free and in peace.
<b>Ramallah</b>	Together we seek to develop a prosperous zone underpinned by an economy based on reliable services and infrastructure, by adopting good governance principles that will ensure public participation, respect diversity and the rights of citizens and preserve its environment and heritage.
<b>Settat</b>	"Settat 2030" is the slogan used to characterize the vision chosen by city actors. Limited public communication campaign using this slogan.
<b>Sfax Phase 1</b>	The slogan "Greater SFAX 2016" was largely publicized through advertisements, brochures, CD-ROMs and short films.
<b>Sfax Phase 2</b>	The city maintained the "Greater SFAX 2016" slogan.
<b>Tetouan 1</b>	There is no explicit vision statement. However, it may be inferred from the CDS strategic targets: The city of Tetouan is a cultural and tourism center and a regional capital. Tetouan must strive to become once more the "Metropolis of the Mediterranean coast" and a major regional crossroads, because it could face strong competition on the Fnideq-Rabat axis by the attractiveness of the new Mediterranean port.
<b>Tetouan 2</b>	The "VISION OF TETOUAN 2020" states that Tetouan 2020 will no longer be a stopover but a meeting point, a cultural, tourism and economic reference of Morocco and the Arab world in the Mediterranean.
<b>Tunis</b>	The participatory process engaged to formulate the vision of Tunis was never completed. The Tunis CDS team could not (or did not think to) come up with a slogan or logo for the city's vision. The vision is therefore indirectly implied in the strategic goals.

### 3.5 FORMULATION OF THE STRATEGY TO TRANSLATE THE VISION INTO CONCRETE ACTIONS

A strategy is a set of structured actions aimed at producing time-bound outcomes that can be measured through performance indicators.<sup>41</sup> According to the Cities Alliance Guide, *“Strategic thrusts are not wish lists, lists of projects, or comprehensive sectoral plans.” [...] In many CDSs, the strategic thrusts identified are not true strategies but themes or even objectives, such as “improve the urban environment”, “improve accessibility through balanced transportation systems”, or “eliminate slums”. Implementation of a true strategic thrust should be measurable; as such, it needs to consist of specific actions.*<sup>42</sup>

As we shall see below, the recommendations of the Cities Alliance Guide are far from being fully understood and current practices still confirm the observation made in the 2009 report: *“Preliminary analyses suggest that some of the city development strategies [...] Tend not to be truly strategic; [...] Do not often establish priorities.*<sup>43</sup>

In view of the foregoing, some observations may be made on the strategic thrusts of the city development strategies studied:

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

<sup>41</sup> Asian Development Bank, “City Development Strategies to Reduce Poverty”, 2004.

<sup>42</sup> Cities Alliance, “Guide to City Development Strategies: Improving Urban Performance”, 2006, p. 53.

<sup>43</sup> Cities Alliance, 2009 Annual Report p. 33.

TABLE 12: THE STRATEGIES FORMULATED

City	Strategic Thrusts	Observations
<b>Aleppo</b>	<ul style="list-style-type: none"> <li>- Supporting investments and attracting foreign investments</li> <li>- Reinforcement of the municipality's autonomy concerning expenditures</li> <li>- Development of a municipal financing policy and better fiscal performance</li> <li>- Strengthening political decentralization through periodic performance evaluations and the necessary corrective actions, particularly in the fields of human resources management, management of municipal finances and development of infrastructure</li> <li>- (Partial non-validated conclusions of the mid-term forum)</li> </ul>	
<b>Rehabilitation of the old city of Aleppo</b>	<ul style="list-style-type: none"> <li>- Local economic development</li> <li>- Development of tourism</li> <li>- "Selling" the city's image</li> <li>- International cooperation</li> <li>- Communication strategy</li> </ul>	
<b>Al Fayhaa</b>	<ul style="list-style-type: none"> <li>- Towards an integrated and sustainable management of the territory and upgrading of the urban space</li> <li>- Promoting the competitiveness of the cities of Al Fayhaa by supporting economic sectors and the development of infrastructure and facilities</li> <li>- Reinforcing social development</li> <li>- Economic development based on competitiveness, training and job creation</li> <li>- Improving the urban image of the cities of Al Fayhaa by developing cultural dynamics</li> </ul>	
<b>Alexandria</b>	<ul style="list-style-type: none"> <li>- Developing priority economic infrastructure to support local economic development (sanitation, land development in the Lake Marriot area, construction of important access roads)</li> <li>- Improving the investment climate for private sector-led growth (improved land titling registration and reporting procedures, participation of the private sector in industrial zones management)</li> <li>- Slums upgrading and fight against poverty</li> <li>- Human development and participatory strategic planning (health, education, etc.)</li> <li>- Sustainability of the strategic planning process (creation of the Alexandria Development Agency; updating the city's master plan for urban development)</li> </ul>	The Development Agency as a tool for sustainability
<b>Amman</b>	<ul style="list-style-type: none"> <li>- Urban planning and preservation policies</li> <li>- Protection of agricultural land</li> <li>- Cooperation policies for refugee camps</li> <li>- Slums upgrading and policies to discourage illegal settlements</li> <li>- Traffic management systems and control measures</li> </ul>	

TABLE 12: THE STRATEGIES FORMULATED (CONTD)

City	Strategic Thrusts	Observations
El Jadida	<ul style="list-style-type: none"> <li>- Turn Greater El Jadida into a first class industrial center</li> <li>- Promote Greater El Jadida's tourist attractions nationwide and worldwide</li> <li>- Meet the urban demands of the new vision of Greater El Jadida</li> <li>- Exploit cultural assets to further local development and enhance the city's regional influence</li> <li>- Set up and develop in Greater El Jadida the mechanisms and synergy needed to successfully complete its local project</li> </ul>	
Izmir	<ul style="list-style-type: none"> <li>- Administration, environmental management, urban planning and preservation of urban aesthetics, urban infrastructure, transport, health and sports, culture, education and social services, tourism, exhibits, foreign relations, ICT, energy (10 strategic thrusts)</li> </ul>	Practically all themes related to the city are analyzed. No priorities were defined.
Ramallah	<ul style="list-style-type: none"> <li>- Prepare an urban development plan for the three cities, which corresponds to the vision</li> <li>- Develop a comprehensive traffic management plan</li> <li>- Develop joint infrastructure projects</li> <li>- Preservation of historic sites</li> <li>- Institutionalize cooperation among the three municipal councils</li> <li>- Reinforce the role of the law</li> <li>- Revise and develop the necessary laws and regulations</li> <li>- Improve relations with central authorities</li> <li>- Train municipal personnel</li> <li>- Create a joint municipal council for development</li> <li>- Develop regulations offering incentives for investments</li> <li>- Develop cultural and social facilities in the three cities in partnership with community organizations</li> <li>- Transparency in relations with the public and sensitize citizens to their rights and duties</li> <li>- Encourage voluntary cooperation—key human resources—jointly with community organizations</li> </ul>	
Settat	<ul style="list-style-type: none"> <li>- Local economic development by turning Settat and its peripheries into a center of excellence for industries</li> <li>- Build local capacity and develop scientific research by positioning Settat as a pole of expertise for the region and even nationwide</li> <li>- Promote urban development through a better quality urban environment and by ensuring its sustainability and attractiveness</li> </ul>	

TABLE 12: THE STRATEGIES FORMULATED (CONTD)

City	Strategic Thrusts	Observations
<b>Sfax Phase 1</b>	<ul style="list-style-type: none"> <li>- Sfax, a competitive Mediterranean metropolis</li> <li>- Sfax, a high-technology and innovative metropolis</li> <li>- Sfax, a sustainable and attractive city</li> <li>- Sfax, a city reconciled with its coastline</li> </ul>	
<b>Sfax Phase 2</b>	The main objective of Phase 2 is to look more closely into the strategic thrusts identified during the first phase and proceed to their implementation	
<b>Tetouan 1</b>	<p>Six strategic goals were chosen as the most relevant for Greater Tetouan's development:</p> <ul style="list-style-type: none"> <li>- Developing the coastline and the tourism potential of the region</li> <li>- Developing the Oued Martil valley within the framework of an environmental plan</li> <li>- Cultural heritage and development</li> <li>- Economic development and fight against poverty</li> <li>- Mobility and transport to improve the performance of the urban system</li> <li>- Urban upgrading program</li> <li>- Reinforcing management capacity of local actors</li> </ul>	
<b>Tetouan 2</b>	<ul style="list-style-type: none"> <li>- <u>Tetouan and its natural and cultural heritage</u>: Tetouan develops its territory, stops the expansion of informal settlements, protects and promotes the sustainable use of its water and energy resources and enhances its natural and historic heritage.</li> <li>- <u>Economic and production sectors</u>: Tetouan multiplies its leading added-value economic activities while making the most of its location close to the Tanger-Med port. It should exploit its academic, cultural, commercial and tourism potential.</li> <li>- <u>Transport and mobility</u>: The city provides simple and sustainable communication systems across the different urban sectors by giving priority to public urban transport and to non-polluting means of transportation.</li> <li>- <u>Oued Martil</u>: It is gradually becoming a pivotal axis and a reference for urban life. A public space for the enjoyment of citizens offering a wide array of sustainable, educational, cultural, health and leisure activities.</li> <li>- <u>Social action</u>: Improving the lives of citizens by lowering the rate of the illiterate population and school dropouts, and improving urban habitat and social and health services delivery with the objective of enhancing human capital and achieving enabling conditions for social cohesion with a gender mainstreaming approach.</li> <li>- <u>Networks and local governance</u>: In order to address urban challenges and to develop programs and projects for the city, it is necessary to promote and strengthen cooperation networks among local actors and economic, social and institutional actors on the one hand, and on the other, to develop multi-level governance among the different administrative tiers and international institutions.</li> </ul>	
<b>Tunis</b>	<ul style="list-style-type: none"> <li>- Enable Tunis to become an attractive and competitive Mediterranean metropolis</li> <li>- Tunis, a city for every man, woman and child where they will be guaranteed their rights as citizens</li> <li>- Develop the historic and cultural identity of Tunis</li> <li>- Take full advantage of its natural assets and preserve the environment</li> <li>- Build new capacities so that Tunis may efficiently plan and manage its development</li> </ul>	

### 3.6 PREPARATION OF ACTION PLANS AND ESTIMATED BUDGETS

Action plans translate strategic objectives into programs and projects for implementation. Based on agreements and arrangements between partners, they answer the following questions: Who does what with what resources? For how long, or when do they start and when do they finish?

*“The action plan will clearly indicate who (which agency) is responsible for what.”*<sup>44</sup> Financing modalities are closely linked to the implementation of the CDS. If no provisions are made for funding, the CDS could become just an exercise.

It is essential to know what financial resources are available or those that could be potentially mobilized in order to decide which projects will be given priority. The two prerequisites for the formulation of an operational action plan are:

1. The evaluation of the city's financial capacity and its capacity to mobilize local, national and international funds.
2. Including in the action plan the specific modalities for the mobilization of the funds needed for the implementation of the projects programmed.

To what extent did city development strategies of SEMC meet these conditions?

Two general observations on the action plans of the cities studied:

- The city is not the competent authority to implement many of the interventions included in action plans (building a hospital, schools, cultural centers, etc.). So even if these actions are relevant, they are not validated by the institutional authority and therefore their implementation exists only in the planners' imagination, unless the actions were already being implemented or had been programmed outside the CDS and later integrated into the action plans.
- Rarely do the action plans provide a detailed analysis of the financial capacity of the city or discuss the means to improve such capacity.

More specifically, there are four types of action plans in city development strategies of SEMC:

- Action plans that are nearly completed, which is the case for Al Fayhaa.
- Ambitious action plans that have no identified sources of financial resources in Tetouan 1 and Tunis.
- Action plans structured through projects that may be financed by international fund donors, which is the case of Alexandria. Actions proposed by Alexandria coincided with fund donor's financing criteria increasing the chances of mobilizing external financial resources. Nevertheless, the city's capacity to mobilize local complementary resources (municipal or national budgets, private sector) remains to be determined. Moreover, although the project has successfully dealt with the change in governor and CDS team, the objectives have nonetheless been modified and some investments identified as high priorities are not being implemented at the pace or scale initially set out in the strategy.
- Action plans consisting mainly of sectoral projects that come under the authority of ministerial departments, in the case of Settat, El Jadida, Tetouan 2 and Sfax.

Two different action plans:

- In the rehabilitation of the old city of Aleppo, most resources come from the annual municipal budget (5%).
- Ramallah's particular situation and the delicate political context have kept away fund donors, and the Five-year Investment Plan has become a mere list of possible projects.

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<sup>44</sup> Cities Alliance, "Guide to City Development Strategies", 2006, p. 54.

TABLE 13: ACTION PLANS AND BUDGETS

City	Actions	Budget	Observations
<b>Aleppo</b>	<ul style="list-style-type: none"> <li>– Developing small and medium-sized enterprises (support to SME creation and regularization of the informal sector)</li> <li>– Aleppo's promotional campaign as a an attractive place for investments</li> <li>– Training program and activities for human resources</li> <li>– Improvement of urban infrastructure, rehabilitation/modifications to the airport, improved access to the city</li> <li>– Setting up a "local economic development" service in the municipality</li> <li>– General inventory of the municipalities assets</li> <li>– Rationalizing budget choices and reducing waste of resources</li> <li>– Setting up a "single window" to simplify administrative procedures</li> <li>– Defining quality standards to measure the performance of municipal employees</li> </ul>	The analysis stage has not been completed but available financing is being used for projects already programmed that are consistent with the CDS (quick win projects).	Budgeting for the implementation of the action plan is scheduled for a later stage.
<b>Rehabilitation of the old city of Aleppo</b>	<ul style="list-style-type: none"> <li>– Integrated development plan</li> <li>– Preservation plans</li> <li>– Plans of intervention areas</li> <li>– Building codes</li> <li>– Renovation of infrastructure</li> <li>– Restoration of residential housing</li> <li>– Monuments restoration</li> <li>– Renovation of public spaces</li> </ul>	The Agency of the old city prepares annual budgets and submits them to the municipality so they can be financed through the municipal budget (5% is allocated to the Agency).	
<b>Al Fayhaa</b>	<ul style="list-style-type: none"> <li>– Economic infrastructure, facilities and tools for development : special economic areas, revival of the industrial zone, rehabilitation of the railway, maritime station, Rachid Karame international exhibit, tourism circuit, ICT; etc.</li> <li>– Urban management and development, land use : legal procedure enabling the rehabilitation of historic urban sectors; creation of three urban parks; land development in the Al-Fayhaa coastal zone, reorganization of the urban transport system, unification of the three master plans, roads and highway infrastructure.</li> <li>– Image of the city and quality of life: subsidized housing, organization of the handicrafts sector, socio-cultural centers, creation of a Local Development Bureau, organization of urban events (agenda of activities), feasibility study for the creation of museums.</li> </ul>	Undetermined	
<b>Alexandria</b>	<ul style="list-style-type: none"> <li>– Program for the development of a model industrial zone</li> <li>– Business start up simplified procedures</li> <li>– Facilitating registration of property informally held by investors</li> <li>– Reducing industrial and wastewater pollution (treatment of discharged sewage and engineering works) in Lake Marriout</li> <li>– Development of a land-use plan for the area surrounding the lake</li> <li>– Urban rehabilitation strategy and detailed plans for three informal settlements</li> <li>– Municipal finances, strategies for public housing</li> <li>– Profile and proposal for the creation of the Alexandria Development Agency</li> <li>– Tourism development strategy for Alexandria, etc.</li> </ul>	<p>Application to the Global Environment Facility (US\$7.5 million) approved.</p> <p>The Alexandria Growth Pole project:</p> <p>Infrastructure: US\$97.75 million (including 78 WB)</p> <p>Environmental improvement investments: US\$2.2 million (including 2 WB)</p> <p>Slums: US\$20 million (including 15 WB)</p> <p>Institutional development: US\$5 million</p>	<p>Other Funding Sources</p> <p>Cities Alliance, 2<sup>nd</sup> stage of CDS: US\$50,000</p> <p>IFC: US\$900,000</p> <p>GPOBA: US\$4.5 million</p> <p>Microcredit program: equiv. US\$10 million</p> <p>WB and JICA: EPAP II, US\$165 million, etc.</p>



TABLE 13: ACTION PLANS AND BUDGETS (CONTD)

City	Actions	Budget	Observations
Amman	Not available (incomplete documents)	A grant of 2 million Euros by the AFD for the development of Amman's master plan, as part of the co-financing (World Bank-AFD) of the project for "local and regional development". (WB progress report)	
El Jadida	The strategic thrusts of the priority action plan for 2009-2013 are: <ul style="list-style-type: none"> <li>- Industrial development (estimated budget 19.3%)</li> <li>- Tourism development (23%)</li> <li>- Urban development (56.5%)</li> <li>- Cultural development (1.2%)</li> </ul>	The total estimated budget for the 2009-2013 period amounts to 1.161 million Dirhams.	Only actions initially programmed outside the CDS and later incorporated into the CDS project are being implemented. They represent 60% of the budget set out for the CDS action plan.
Izmir	<ul style="list-style-type: none"> <li>- 31 strategic thrusts proposed for 10 strategic themes</li> </ul>	Undetermined	Financing sources are not identified in the strategic planning report prepared by the municipality.
Ramallah	<ul style="list-style-type: none"> <li>- Five-year investment plan, already prepared</li> </ul>	Due to the political situation and following the victory of the Hamas, fund donors withdrew and the plan became a "list of possible projects".	Direct impact of the political situation.
Settat	<ul style="list-style-type: none"> <li>- Equipment and infrastructure (32%)</li> <li>- Health and higher education (44.6%)</li> <li>- Improving traffic management and transport (7.8%)</li> <li>- Enhancing the city's attractiveness and improving its cultural, tourism and sports potential (15.6%)</li> </ul>	The total estimated budget for the 2009-2013 period amounts to 1,280 million Dirhams.	Only actions initially programmed outside the CDS and later incorporated into the CDS project are being implemented. They represent 20% of the budget set out for the CDS action plan.
Sfax Phase 1	<ul style="list-style-type: none"> <li>- Urban development: urban development of the coastal zone, institutionalization of the metropolitan structure, large-scale support infrastructure for social and cultural activities</li> <li>- Economic development: a center for agricultural, food-processing, biotechnologies and health sectors</li> <li>- Communication and Information Technologies Park, Commercial &amp; Economic Activities Park</li> <li>- Transport: Exclusive right-of-way transport, port and airport</li> <li>- Environment: Reducing pollution in Greater Sfax, developing and protecting the southern coast</li> <li>- Youth and culture: International Festival of Mediterranean Music</li> </ul>	The action plan of the Greater Sfax Development Strategy was used as reference to develop the 11 <sup>th</sup> Local and Regional Plan. Actions comprised in the plan concern essentially transport and some public facilities.	

TABLE 13: ACTION PLANS AND BUDGETS (CONTD)

City	Actions	Budget	Observations
Sfax Phase 2	<p>Sfax Phase 2 introduces new strategic actions:</p> <ul style="list-style-type: none"> <li>- Improving the economic competitiveness of Greater Sfax</li> <li>- Access to employment for women and young workers (with or without qualifications)</li> <li>- Urban integration of old city centers and working-class sectors</li> <li>- Development and implementation of an urban transport plan for Greater Sfax</li> <li>- Reinforcement of institutions in charge of leading inter-municipal projects</li> </ul>		
Tetouan 1	<p>The action plan consists of six strategic targets that are each composed of “immediate measures” and “long-term measures”:</p> <ul style="list-style-type: none"> <li>- Enhancement of key urban spaces</li> <li>- Adequate urbanization of zones with strong potential</li> <li>- Capitalize on the city’s heritage as a source of potential development for Greater Tetouan</li> <li>- Reconcile Tetouan with its lake shores for managed development of the river frontage</li> <li>- Public spaces, urban marketing and promotion</li> <li>- Integrating settlements for an inclusive city</li> <li>- More effective institutions and local governance</li> </ul>	No budgeting for these actions.	
Tetouan 2	<p><b>1. Projects being implemented in the city by different ministries:</b></p> <ul style="list-style-type: none"> <li>- Modernization of urban infrastructure (2009-2012): 1,063 million DH</li> <li>- National Human Development Initiative (2010-2013): 32.78 million DH</li> <li>- School upgrading (2010-2013): 45 million DH</li> <li>- Rehabilitation of historic sites and the Medina (2010-2013): 101.2 million DH</li> </ul> <p><b>2. Projects set out in the LDP whose implementation falls under municipal jurisdiction:</b> 49 projects (no budget specified)</p> <p><b>3. Projects set out in the LDP whose implementation falls under the authority of national ministries:</b> 47 projects (no budget specified)</p>		
Tunis	<p>Feasibility studies for four priority actions defined in the 2010 Tunis Action Plan:</p> <ul style="list-style-type: none"> <li>- A comprehensive urban development plan for the City Center, including the Medina and future urbanization zones on the lake’s shores next to the inner center, particularly the future “Lac Sud” marina</li> <li>- A Social and Economic Development Charter and for the Rehabilitation of the Tunis Medina Heritage</li> <li>- A Local Development Charter for Sebkheth Sejoumi lake and the Sidi Hassine fringe zone, including a program for the integration of young people into working life</li> <li>- A Marketing and Communication Plan for Tunis 2010 by and for the Municipality of Tunis</li> </ul>	None of these feasibility studies were carried out, at least as part of the Tunis City Development Strategy (TCDS).	

### 3.7 IMPLEMENTATION, INSTITUTIONALIZATION, MONITORING AND EVALUATION OF THE CDS

At city level, the CDS strategy should be both a *product* (an action plan consisting of short, medium and long-term projects with estimated and feasible financing budgets) and a *process*, through the institutionalization of the CDS approach. To this end, the following conditions must be met:

- Setting up political and technical structures for the implementation of the CDS once it has been approved. These structures may be created from the teams or committees that prepared the CDS, or they may be totally independent from the initial team.
- Implementation of actions and projects that could demonstrate that the CDS is effectively operational, in order to give the CDS process credibility in the eyes of stakeholders.
- Reinforcing participatory actions and public and private sector lobbying to mobilize financial resources to meet the budget estimates of the CDS.
- Setting up stable institutions with appropriate means, which in addition to monitoring CDS implementation will be in charge of CDS revisions and evaluation.

To what extent did the CDS studied meet the above-mentioned conditions?

A review of the CDS projects in the following table shows that:

- Structures in charge of implementing CDS actions plans are created (sometimes no decision is made on this respect) toward the end of the analytical stage, thus losing the opportunity to anchor them to the CDS and to test their reliability.
- The only exception is the project for the rehabilitation of the old city of Aleppo, actually a CDS before the term was coined, which is limited to the historic city. A project management agency was set up from the beginning of the process with an annual budget allocation by the municipality<sup>45</sup>.
- Institutionalization concerns more the projects set out in action plans than the CDS itself: for example, a development agency was created for the Lake Marriout project and in Al Fayhaa, an interactive network was established in each municipality to support sustainable development actions.
- Some city development strategies have not been completed, for instance, in Sfax.
- In Settat and El Jadida, however, city development strategies were launched before their institutionalization, which took place in 2009. Tetouan 2, carried out during 2010, comes under the new CDS approach in Morocco. But in Tetouan, as in other Moroccan cities, the formulation of local development plans is still experimental.

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<sup>45</sup> It is noteworthy that the process for the rehabilitation of the old city of Aleppo that preceded the CDS for the entire city not only benefited from broad participation of the private sector (craftsmen and small informal crafts) but it also quickly set up a project management structure (the agency for the old city) whose director reports directly to the steering committee, thus laying the foundations for the project's sustainability, which has been confirmed today.

TABLE 14: IMPLEMENTATION, INSTITUTIONALIZATION AND MONITORING AND EVALUATION OF THE CDS

City	CDS Implementation Stages	Observations
<b>Aleppo</b>	Analysis stage remains to be completed	Analysis stage remains to be completed
<b>Rehabilitation of the old city of Aleppo</b>	<p>The Agency for the old city of Aleppo is in charge of implementing CDS actions under the supervision and authority of the municipality. It monitors and evaluates the work and results achieved within the framework of existing procedures.</p> <p>The overall rehabilitation process has been launched:</p> <ul style="list-style-type: none"> <li>- Intervention zones planning</li> <li>- Renovation of infrastructure</li> <li>- Housing fund</li> <li>- Modified traffic circulation plan</li> <li>- Rehabilitation of public and green areas</li> </ul>	Project to be developed over the long-term; strong institutionalization through the agency. 5% of the municipal budget is dedicated to the old city
<b>Al Fayhaa</b>	<ul style="list-style-type: none"> <li>- Actions currently being developed: identifying performance indicators and setting up a Local Development Bureau that will have several functions, among others, to drive and monitor the Plan</li> <li>- The project obtained funding from the Diputació of Barcelona for the first two years of operations of the Local Development Bureau</li> </ul>	
<b>Alexandria</b>	<p>Phase II of the CDS initiated the execution of the action plan:</p> <ul style="list-style-type: none"> <li>- Establishment of the lake's management agency with an executive board and independent operational and accounting mechanisms</li> <li>- Local participatory planning of investments plans</li> <li>- Preparation of urban development and land-use plans (1:5000 scale) for the three pilot zones</li> </ul>	
<b>Amman</b>	A consultative group (Amman's planning council) was established by the mayor to complete and implement the city's master plan	No information available for other CDS components
<b>El Jadida</b>	Measures for the implementation and follow-up of the CDS of Greater El Jadida included a proposal for the creation of a steering committee with a strategic mission and of a CDS team for the implementation of the CDS action plan. These two structures are attached to local authorities.	The institutionalization of these structures is still pending.
<b>Izmir</b>	The CDS process was institutionalized through the creation of an executive council for strategic planning and a coordination team for strategic planning, in addition to the executive committee. The different services submit monthly reports to the executive council.	
<b>Ramallah</b>	The CDS led to the creation of a "Joint Coordination Unit" of the three municipalities that will be in charge of implementing the strategy and the action plan but with no authority over urban policies.	

TABLE 14: IMPLEMENTATION, INSTITUTIONALIZATION AND MONITORING AND EVALUATION OF THE CDS (CONTD)

City	CDS Implementation Stages	Observations
<b>Settat</b>	Settat's CDS report suggests creating a strategic steering committee to pursue the work of the committee that supervised the formulation of the CDS, and a permanent structure that will be in charge of the implementation, monitoring, evaluation and revision of the CDS.	The institutionalization of these structures is still pending
<b>Sfax Phase 1&amp;2</b>	The CDS process has not been completed. It is currently in its second phase, which consists in evaluating the feasibility of projects proposed during the first phase.	In progress
<b>Tetouan 1</b>	Proposals and recommendations were made for the implementation and institutionalization of the CDS, particularly the need to create: <ul style="list-style-type: none"> <li>- Political and technical steering structures</li> <li>- A project board</li> <li>- A development council</li> <li>- Urban district councils</li> <li>- Etc.</li> </ul>	None of these recommendations have materialized
<b>Tetouan 2</b>	The Local Development Plan, using the CDS approach, was institutionalized by Morocco's municipal charter in 2009	
<b>Tunis</b>	In 2006, the Mayor of Tunis proposed to update and expand the CDS to about ten of the 35 municipalities of Greater Tunis. The initiative did not go through probably because the city of Tunis is not authorized to decide on joint actions with other municipalities	To date, there has been no implementation or institutionalization

Overall, the analysis shows that CDS institutionalization concentrates more on specific CDS actions than on the CDS as a whole. As far as institutionalizing the process is concerned, proposals are made; but no concrete results are achieved because central governments have not promoted the CDS process. In Morocco, the government decided to institutionalize a strategic planning system that is similar to a CDS. All Moroccan cities have to prepare a Six-year Local Development Plan (LDP) that must be updated every three years<sup>46</sup>.

#### Morocco's Local Development Plan

Article 36 of the municipal charter provides that: The municipal council shall examine and vote a project for a local development plan prepared by the president of the municipal council. To this effect, it shall:

- Determine, within the limit of the municipalities' own resources and those put at its disposal, the program for the development of municipal infrastructure;
- Propose actions to be engaged jointly or in partnership with the administration, other local authorities or public organisms.

According to a sustainable development approach and based on a gender sensitive participatory process, the municipal development plan provides a description of development actions that should be carried out during a six-year period in the municipality's territory.

It may be updated as of its third year of implementation until the first year of the following mandate during which the local development plan will be formulated for the duration of the new mandate. The local development plan document must include the following elements:

- An diagnostic analysis showing the economic, social and cultural potential of the municipality;
- Priority needs identified jointly with the population, the administrations and all actors concerned;
- Projected resources and expenditures relative to the first three years of implementation of the local development plan.

A regulatory framework determines the procedure for the formulation of the local development plan.

Morocco's experience is ambitious and aims at nation-wide coverage, including both urban and rural spheres. It has the merit of granting total freedom to municipalities on how they will develop their local projects and also provides assistance to municipalities that lack the necessary skills to prepare their LDP. The Directorate General of Local Authorities (DGLA) provides technical assistance to prepare the plan: it does not prepare the plan for them. This assistance is granted through a partnership whose members include the DGLA and a wide array of different actors, among others, NGOs, international institutions, public development agencies, private consultants, etc.

Designed as a medium to long-term process, this experience should nevertheless avoid a certain number of obstacles, in particular the proliferation of erratic methodologies and the risk of losing enthusiasm along the way, a trend that has been observed today among elected officials who do not see concrete results from LDP for the years to come.

<sup>46</sup> Law n° 17-08: published in Morocco's Official Gazette n° 5714 of March 5, 2009. The institutionalization of the CDS by the Government has proved to be effective in South Africa where the Municipal Systems Act (Act n°32 of 2000) requires local governments to develop Integrated Development Plans (IDP). Additional information in: United Cities and Local Governments (UCLG) "Policy paper on urban strategic planning: Local leaders preparing for the future of our cities", November 2010, pp 28-29.

## 4. CDS OUTLOOK IN SEMC

The previous section described the weaknesses of some city development strategies. These deficiencies are related either to the methodology used to develop the CDS or to the national institutional context, or both. But progress has been made since the year 2000 when most city development strategies were initiated. There are clear signs of a trend towards the localization of this methodology for urban management in Southern and Eastern shores of the Mediterranean over the next years. In order to accelerate this trend and to enable the city development strategies of Southern and Eastern Mediterranean Countries (SEMC) to become more effective—similar to those of countries with more experience in this area, in particular in the northern Mediterranean—efforts are needed to seize existing opportunities and to remedy to some weaknesses.

Three questions come to mind:

- What is the current situation of city development strategies in SEMC? What are the emergent practices in the development of the CDS?
- What factors make CDSs in SEMC relatively less operational than in northern Mediterranean countries?
- What weaknesses must be overcome and which opportunities should be seized for CDS to become drivers of change in urban governance?

### 4.1 DIFFERENT LEVELS OF OWNERSHIP OF THE CDS PROCESS IN SEMC

Similarly to Northern Mediterranean countries, most national governments and local authorities in SEMC are convinced that given the current context of national and international economic competition among cities and urban regions, it is necessary to think and act differently at local level. The CDS innovative approach enables urban centers to formulate a long-term vision so as to develop a concerted urban project and a medium-term (five to six years) development and action plan that will have been discussed, owned, shared and endorsed by the different local and national partners concerned. Initially adopted by SEMC through initiatives of international organizations, this approach appears today to have gained increasing ownership by local actors, although to a varying extent in the different cities and countries.

We are currently at the start of third generation city development strategies. Each generation is defined according to three criteria: i) how the CDS was initiated; ii) the involvement of local actors; iii) the attitude of national and international fund donors with respect to the CDS.

- **First generation** of CDS: Tetouan, Tunis and Alexandria (phase 1) fall in this category. This generation is characterized by:
  - The initiative for the launching of a CDS was the result of the joint determination of a local actor (NGO, local official, local authority) and an international organization (Cities Alliance or UN-Habitat, etc.) that provided practically all the funds to cover CDS costs.
  - Moderate involvement of local elected officials and a variable participation of deconcentrated local authorities (governors) that sometimes seem to “force” the process (except in Tunis and Sfax 1 & 2 where the mayors led the CDS from the start).
  - Varying participation of fund donors in the financing of projects identified by the CDS. The most substantial mobilization of donor (WB, GEF, etc.) resources is observed in Alexandria.

- **Second generation** of CDS: These include Sfax II, Al Fayhaa, Amman, Ramallah, Settat and El Jadida. This generation is characterized by:
  - The city development strategy is no longer exclusively initiated by international institutions and there is increased financial commitment of local actors to support the CDS.
  - Strong involvement of local authorities or municipalities (president/mayor of the municipality).
  - Fund donors see the CDS as a tool to identify sound projects for sustainable urban development.
- **Third generation** of CDS: They are currently being formulated in Turkey (Izmir), Jordan (secondary cities), Morocco, and Tunisia:
  - The CDS is not exclusively initiated by one or several international institutions. Central governments take legal and regulatory measures to promote the CDS approach and provide financial support.
  - Strong participation of local actors and central authorities.
  - Concrete support of fund donors to the action plans of the CDS.

In third generation city development strategies, the role of the strategy in urban governance has changed. There are three main reasons for this:

- First, central governments have become aware of the need to adopt a strategy approach on both sectoral and territorial levels.
- Second, the need to involve as many stakeholders as possible in the development of the strategies to ensure their success.
- Third, more and more urban problems can only be solved at local level through medium to long-term strategies.

Although hesitantly, there is an incipient trend toward the generalization of the CDS approach (pending its institutionalization) in some countries in the region, for example, Tunisia, Morocco, Jordan and Syria.

#### 4.1.1 THE CASE OF TUNISIA—THE CDS OF GREATER SFAK I & II, A MODEL OF VOLUNTARY PARTICIPATION

The Tunis CDS<sup>47</sup> is the first one to be developed in SEMC. The Tunis City Development Strategy (TCDS) was financed by UN-Habitat within the framework of the Urban Management Programme and was conducted under the management of the National Federation of Tunisian Cities (FNVT). The Tunis CDS was an isolated process, developed amid indifferent deconcentrated State authorities and private actors and faced not only institutional constraints (difficulty to mobilize the different public and private actors) but also methodology weaknesses due to the lack of experience of the technical team. Nevertheless, in March 2002, the Tunis Municipal Council adopted the Action Plan and the program of priority actions formulated by the CDS team. Since then, the CDS has been abandoned<sup>48</sup>.

The experience acquired by the FNVT and by consultants who participated in the Tunis CDS was used to launch the CDS for Sfax in 2002. The CDS of Sfax consists of two phases: from 2002 to 2006 and from 2007 to the present.

<sup>47</sup> In 1999, the city of Tunis was among the first seven cities in the world to receive assistance from the Urban Management Programme. (Interview of Henda Gafsi, Tunisian consultant in urban and local development).

<sup>48</sup> In 2006, the Mayor of Tunis, Abbes Mohsen, proposed to update and expand the CDS to around ten of the 35 municipalities of Greater Tunis. The proposal did not go through probably because the city of Tunis is not authorized to decide on joint actions with other municipalities (Interview with Henda Gafsi).



## 1) The Greater Sfax Development Strategy, Phase I (GSDSI), 2002-2006

Phase I produced a shared vision of the city of Sfax with a 2016 horizon, based on a collective analysis that used strategic planning “think tools” developed by GIZ (German cooperation), and a strategy and action plan consisting of 15 structuring projects and 37 related actions.

Contrary to the Tunis CDS, the GSDS was endorsed at two levels:

- At local level, by the 7 municipal councils that make up Greater Sfax and by the local deconcentrated authority (the governor);
- At State level, by the ministries of Interior, Environment, Infrastructure and Economic Development that encouraged the development of the CDS and endorsed its results.

As a result, the action plan of the GSDS was integrated into the State’s regional economic development plan (the “Eleventh Plan”). Moreover, projects resulting from the GSDS were taken up by international decentralized cooperation (MedCities, the cities of Barcelona and Marseille) and bilateral or multilateral cooperation (Cities Alliance, the World Bank, UN-Habitat, UNDP, GIZ, AFD, etc.).

## 2) The Greater Sfax Development Strategy, Phase II (GSDSII), from 2007 to the present.

This second phase is characterized by two major initiatives:

- The launch of the Southern Sfax Integrated Coastal Zone Management Project<sup>49</sup> One of the objectives of this project will be to develop an action plan for the integrated management of the coastal zones of the municipalities of Greater Sfax with the support of the European Commission (WWF Project) APAL, UNDP, MedCities, the SEACNVS Taparura Project and the University of Sfax.
- In 2007, the seven municipalities that make up Greater Sfax applied to Cities Alliance for assistance for the implementation of the second phase of the GSDS. The objective of this second phase is to stimulate economic development in Greater Sfax by developing a local strategy aimed at: i) promoting access to jobs; ii) integrating old city centers and working-class districts; iii) setting up an efficient public transport system; and iv) reinforcing steering structures of inter-municipal projects.

These two projects are currently in their last phase. Out of the 15 structuring projects planned in the GSDS, around ten have been completed or are in progress.<sup>50</sup> Different actors are now suggesting the possibility of a Greater Sfax Strategy with a 2030 horizon.

The success factors identified in the GSDS I & II are:

- The ownership of the strategy by elected officials of the seven municipalities;
- A certain continuity concerning the members of the steering committee;
- The strategy took into account the actions set out by urban planning documents;
- The lobbying capacity of members of the steering committee with regard to international fund donors.

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<sup>49</sup> The project consists in preparing two action plans for the Integrated Coastal Zone Management Project (ICZM) in the region of Kroumirie and Mogods and the municipalities of Greater Sfax to serve as pilot projects for the development of the Tunisian coast.

<sup>50</sup> Proceedings (in French) of the steering committee’s meeting of the Greater Sfax Development Strategy, Phase 2, September 29, 2009.

#### 4.1.2 THE CASE OF MOROCCO—INSTITUTIONALIZATION OF THE CDS IN PROGRESS

Besides the traditional urban and regional planning tools, in the beginning of the 2000s, Morocco developed a series of national sectoral strategies in tourism (*Plan Azur*), industry (*Plan Emergence*), trade (*Plan Rawaj*) and agriculture (*Plan Vert*). Even though these were sectoral plans, they were nevertheless localized. At the same time, the State launched a cross-sectoral plan to reduce urban and rural poverty (National Human Development Initiative) that was managed at city level by local authorities with the participation of elected officials and civil society. In 2009, another component is added through the Local Development Plan (LDP). Required by law<sup>51</sup>, LDPs have become the principal planning tools at local level. According to a sustainable development approach and based on a gender sensitive participatory process, the municipal development plan describes the development actions that should be carried out in the municipality during a six-year period. It must include the following elements:

- An diagnostic analysis showing the economic, social and cultural potential of the municipality;
- Priority needs identified jointly with the population, the administrations and all actors concerned;
- Projected resources and expenditures relative to the first three years of the implementation of the plan.

The LDP is structured on three pillars: a participatory analysis, the future vision and the financial and institutional provisions for its implementation.

- **A participatory analysis:** Its purpose is to evaluate the economic, social and cultural potential of the municipality, as well as the condition of its basic infrastructure and public facilities. Priorities are established jointly with the population, economic and social actors and public administrations concerned.
- **A future vision** with a six-year horizon: the municipal council is responsible for developing a strategy from the vision it has formulated for the city's future. The strategy will have an action plan comprising the projects that will be carried out by the municipality with its own resources and those that will be conducted by public and private partners.
- **Financial and institutional provisions** for the plan's implementation: Within this framework, the municipality is required to improve its financial resources through an evaluation of its projected expenses and income. Operational proposals for LDP financing must be formulated and implemented.

Morocco's General Directorate for Local Authorities (DGLA) developed a partnership to provide effective assistance to municipalities for the development of their LDPs by mobilizing the necessary expertise, local staff and technical assistance. Members of the partnership include national institutions such as the Office of the High Commissioner for the Plan, the Social Development Agency, regional social and economic development agencies and international institutions (UNICEF, UNDP, USAID, CIDA, JICA, Art Gold, UNIFEM, UNFAP, ACDI, etc.). Among the nation's 1,503 urban and rural municipalities, over 1,000 rural municipalities and small municipalities with less than 35,000 population receive financial assistance adding up to US\$65.5 million—including the DGLA's contribution of US\$35.7 million—for the formulation and the implementation of LPDs, particularly for the first three years of the program.

In urban municipalities whose population exceeds 35,000, the municipality is directly responsible for LPD financing and actions. Some cities have obtained support from international institutions like the Art Gold program in the region of Tangiers-Tetouan and in the Oriental Region<sup>52</sup>. The Canadian International Development Agency (CIDA) supports the urban municipalities of Taza, Al Hoceima and Taounate within

<sup>51</sup> Law n°5714 of March 5, 2009 published on Morocco's Official Gazette. Downloadable from the government's general secretariat website: [www.sgg.gov.ma](http://www.sgg.gov.ma)

<sup>52</sup> The cities in the Art Gold program are: Oujda, Berkane, Taourirt, Jerada, El Aioun, Beni Ensar, Nador, Driouch, Sidi Mellouk, Martil, Fnidiq, Mdiq, Ouazane, Chefchaouen, Larache, Ksar El Kebir, Tangiers and Tetouan.

the framework of its Local Governance Morocco (LGM) project. Other cities like Casablanca, Rabat, Sale, Meknes, Sefrou, and Sidi Slimane have turned to private consultants firms.

Even though the institutionalization of strategic planning is only in its initial stages in Morocco, certain issues are raised regarding the treatment of municipalities on equal terms by its legal and regulatory framework. Indeed, there are strong disparities from one municipality to another, particularly urban municipalities. These concern management capacity, surface area of the territory, economic potential and population. Aware of this situation, the DGLA has been developing since 2007 (in parallel to the implementation of Local Development Plans) a National Urban Development Strategy that served as framework for the two city development strategies of Settlat and El Jadida. In January 2009, a national forum on urban development was organized in Rabat. During the event, the first elements of the National Urban Development Strategy<sup>53</sup> and the results achieved by the CDSs in Settlat and El Jadida were presented to experts, researchers, government leaders, local officials and members of parliament. The DGLA is currently working on a reference framework for cities. A number of criteria—economic, demographic, the city's position within the urban network, urban expansion trends, etc.—are taken into account for this framework in order to propose differentiated methodologies for city strategies. To this end, cities have been classified as follows:

- Intermediate cities whose population exceeds 50,000
- Large cities, engines of economic growth
- National metropolis

The implementation of institutional reforms along with the different strategies is also being considered.

#### 4.1.3 THE CASE OF JORDAN—KEY CITIES DEVELOP A CDS

In 2004, Jordan engaged the CDS for Greater Amman with funds from the Cities Alliance and the support of the World Bank, GIS and AUDI. The CDS was aimed at developing a strategic framework for sustainable development and ensuring equitable development in the city to improve the lives of its citizens through a participatory process that would involve all stakeholders. The success of this experience and its outcomes—in spite of difficulties encountered—encouraged the government to launch similar processes in four secondary cities: Karak, Mafraq, Zarqa and Tafilah. The objective of this initiative is provide development opportunities to local economies outside the capital in cities that have the highest poverty rates, while contributing to improve municipal capacities in Jordan's largest cities.

This long-term CDS program is therefore a second step after Amman's CDS that seeks to develop a model of inter-municipal strategic planning to be replicated across the country.

Its immediate objective is to assist Jordan's four secondary cities to develop a CDS in order to:

- **Support local economic development through a participatory approach** in the respective regions of these cities (North, Center and South);
- **Build the capacity of Greater Amman Municipality** to support the four cities in their CDSs in areas where Amman has acquired considerable experience (urban planning, governance, financial management, management of local tax administration, etc.);
- **Enhance the competitive advantage of these cities** by creating job opportunities for vulnerable groups, particularly the youth and migrants, through improved social and economic integration and increased investment possibilities for the private sector.

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<sup>53</sup> Ministry of the Interior and Ministry of Habitat, Spatial and Urban Development, "Cadre d'orientation pour une Stratégie Nationale de Développement Urbain" with the support of the World Bank, 2009

This second generation of CDS targets a twofold outcome, that is, not only to have a social impact in the cities and their economic region but also to have a national impact by anchoring the CDS process in all Jordanian cities. At local level, the agreement signed with Cities Alliance expects the following results:

- Firmly establish the participatory approach in the four municipalities by involving local stakeholders;
- Build awareness on fundamental concepts like local and regional development process;
- Reinforce municipal management for urban and financial planning, define and implement a number of economic strategies based on local resources, etc.

But the agreement with the Cities Alliance signed by a national authority, Jordan's Minister of Municipal Affairs, explicitly provides and underlines that the project shall develop capacities that will serve as an **institutional mechanism** to support and deliver consulting services to other Jordanian cities enabling them to develop and conduct their own city development strategies.

#### 4.1.4 THE CASE OF SYRIA—AFTER ALEPPO'S CDS, A "STATE OF SYRIAN CITIES"

Apart from the nearly completed CDS of Aleppo, Syria has not engaged actions to scale up the CDS approach to other cities or to institutionalize the CDS process. However, the work in progress confirms the government's decision to carry out reforms that will put an end to centralized planning and engage a decentralization process devolving powers to local authorities.

It should be noted that Syria's five-year plan (2006-2010) already transferred broad responsibilities to local authorities for a transition towards a "social market economy" providing, among others:

*"Implementation of national strategic programs and vital infrastructure;*

*Local participation in formulating and implementing of local development plans;*

*Involvement of representatives of the private sector, banking sector and civil society in local development projects;*

*Improvement of inter-governorate cooperation in the context of regional plans".*

A new legal framework to accelerate the decentralization process and transfer political, fiscal and administrative responsibilities to regional and local governments came into effect in 2008.

The Municipal Administration Modernization (MAM) program financed by the European Union contributed to lay down the basis for the decentralization process and to reinforce capacities in different urban processes—including urban planning—as well as the capacities of the Ministry of Local Administration and of cities like Damascus, Aleppo, Homs, and Latakia. Some of the program's activities consisted in providing assistance to prepare new legislation for local administrations and support for Local Agenda 21 projects, local development strategies and regional planning, all indicative of a trend (albeit slow) towards the generalization of the CDS approach.

On account of the development of Aleppo's CDS, many Syrian cities were informed of the CDS approach and the project's progress and participated regularly in the different forums organized for each stage of the process. This is probably the reason why the application was submitted by the four cities to Cities Alliance, with the support of GIZ, concerning a preparatory study for a "State of Syrian Cities" report, which has been recently approved. Activities are planned in five key areas:

- Local economic development;
- Improvement of urban services;
- Rehabilitation of the urban environment;
- More-balanced spatial development;
- Modernization of municipal fiscal and administrative systems.

This project targets many objectives, among others, collecting urban data in Syria (many have underlined the scarcity of available data), data analysis, debates on urban policies and what could pave the way the future expansion of the CDS approach, the institutionalization of a platform enabling Syrian mayors to engage in dialogue and exchanges that will initially take the form of an annual conference of Mayors.

**A growing, yet sporadic, interest in City Development Strategies in the region:**

Countries like Syria where there has been long-standing resistance to decentralization of powers to local levels are gradually becoming more receptive to local democracy. Efforts by international partners and changes in the political context in the region towards increased decentralization will most certainly motivate SEMC to use the CDS tool more systematically (Tunisia, Egypt, etc.) provided, however, that ongoing projects demonstrate the legitimacy of the CDS by meeting the conditions required for their success.

**Ramallah: Lack of financial resources delays scaling-up of CDS process in Palestine**

Developing national capacities for the implementation of the CDS process as a tool for sustainable development in Palestine is one of the objectives of the grant agreement between the Cities Alliance and the cities of Ramallah, Al-Bireh and Beituna. A multimedia methodological tool for the development of a CDS aimed at replicating the process in other Palestinian cities was prepared and disseminated after consultations with several municipalities. However, it has remained a theoretical tool due to difficulties encountered to secure financing for new city development strategies. The Municipal Development Credit Fund could be the solution to expand the process to other municipalities, if measures are taken requiring municipalities to prepare a strategic plan as a precondition to qualify for credit.

Reference: GTZ, Final Progress Report, February 2007

## 4.2 CDS OUTLOOK AND URBAN GOVERNANCE IN SEMC

The analysis of the most representative urban strategies in northern Mediterranean countries—Barcelona in Spain or Greater Lyon in France—shows that besides the right methodology for strategy formulation, a CDS will not be operational unless it is associated to other spatial planning tools and is underpinned by one or several projects and a functional urban governance mechanism. Based on the above, an efficient CDS may be described as:

**A complementary planning tool to be associated to existing planning tools:** For example, in northern Mediterranean countries, the urban development strategy came into being when municipalities became aware that traditional urban planning instruments were inadequate to address new challenges confronted by cities and that *“in addition to the spatially oriented instruments, plans and projections had to become more cross cutting, involving more actors and strategic choices”*.<sup>54</sup>

**A local tool underpinned by a structuring project:** According to the MedCities approach, two elements are essential for an effective urban strategy:

- Strategies must be localized taking into account the scope of the problems in each urban zone;
- One or several structuring projects should underpin the urban strategy because in the absence of feasible projects with strong economic, social or territorial repercussions, strategies become a mere a sum of wishes lacking true impact.<sup>55</sup>

**A tool that will benefit from a favorable urban governance context:** The CDS is part of a given urban governance context: this context may be favorable or unfavorable. City development strategies in European countries and in North America are developed in contexts that have a number of similar characteristics:

- An institutional and legal framework that grants broad powers to local authorities;
- Qualified and motivated human resources. The presence of a local leader who drives the project, qualified municipal personnel and active civil society;
- Self-governing local authorities that have management and decision powers over the allocation of financial resources;
- Reliable information systems and relatively healthy and transparent management structures for human and financial resources.

Admittedly, in most SEMC the conditions mentioned above are not truly met and are sometimes far from being present.

This is why city development strategies in SEMC were developed until recent years as isolated projects ignoring the constraints of the national context or as a tool that could impact local governance but that does not fall within the powers of local authorities. It is unrealistic to employ a local tool to directly influence national issues such as the financial prerogatives of local governments or the relations between central administrations and local authorities. Aware of these limitations, frail or “subdued” strategies were developed, for example, in Settat and El Jadida. In Morocco, understanding how the context affects the strategy and its limited impact on the institutional environment, led to the development of Local Development Plans, but they are only legally applicable to municipalities and public administrations may freely accept or reject LPDs, in part or in whole.

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<sup>54</sup> United Cities and Local Governments (UCLG), Policy Paper on Urban Strategic Planning: Local Leaders Preparing for the Future of Our Cities, November 2010, page 70.

<sup>55</sup> MedCities, Sustainable Urban Development Strategies, Note 1 (In French).

Based on the above, should a CDS be less ambitious to render it operational or is it necessary to take action on the context of city development strategies to enable them to fully develop?

City development strategies may become drivers of change in urban governance in SEMC in the years to come provided action is taken to:

- 1) Identify and strengthen emergent practices that may be the success factors of the CDS.
- 2) Identify and overcome weaknesses to render the CDS more operational.

#### 4.2.1 CONSOLIDATING SUCCESS FACTORS OF THE CDS

The three emergent practices that could become success factors are:

- Development of large-scale urban projects in urban centers, outside the framework of traditional planning tools.
- Awareness of deficiencies in old urban planning systems widely supported by the States, which has prompted reform efforts.
- Implementation in some countries of national (or regional) urban strategies with the support of international institutions, particularly the World Bank.

All these complementary factors may improve the environment in which a CDS is developed enabling its operational implementation and success.

##### 4.2.1.1 LARGE-SCALE URBAN DEVELOPMENT PROJECTS

The majority, if not all, of the cities in SEMC have at least one structuring project consisting of large-scale urban development operations. For example:

- In Morocco: the development project for the Bouregreg valley in Rabat-Sale and in Casablanca the project for urban renewal of the old Casa-Anfa international airport.
- In Lebanon: the rehabilitation of Beirut's urban center.
- In Tunisia: the development of the Tunis port area or the northern banks of the lake, and of southern lake banks in the near future.
- In Algeria: the Bay of Algiers Seafront Development along with the construction of the tramway, metro, a business center, and other large-scale social infrastructure (mosque, Trade Center, etc.).
- Alexandria's CDS is mainly focused on a broad rehabilitation program of the Lake Marriout Area.
- Etc.

All these projects involve substantial land and financial resources, and public-private contracting authorities have decision-making powers for the mobilization of land resources. This definitely guarantees the initial phase of development operations. As for urban development activities, they are carried out through partnerships with national or foreign private firms—for example, the land-tax base that will support the projects for Algiers business center, Anfa in Casablanca, Alexandria, etc.

These operations show that SEMC are able to lead top-down multi-dimensional urban development involving the State and private foreign businesses. However, since they are exceptional projects, they entail the risk of excluding local authorities because of the complex technical skills required to build partnerships and to secure financing for such large-scale projects. Cities lacking the necessary technical skills and funds are often excluded from the decision-making process. Moreover, there are no joint learning opportunities for local actors when projects are led by independent structures with no connection to the cities. Finally, from a political point of view, local authorities will take over and manage projects that were designed without any democratic consultations or controls.

While bearing in mind these reservations, these projects may be a source of opportunities for cities if political, financial and institutional obstacles are removed or at least abated. They could become the pillars for the construction of the CDS and may facilitate direct involvement of cities in the decision-making process of structuring projects.

#### 4.2.1.2 EVOLUTION OF OLD URBAN PLANNING SYSTEMS

Despite the criticisms addressed to urban development instruments in SEMC (difficult to implement, not consistent with the reality in the field, lack of ownership by all local actors, etc.), one has to recognize that they exist and are supported by long-standing legal and technical frameworks shared by central State services and local authorities.<sup>56</sup> Planning systems are undergoing changes almost everywhere. Urban development administrations aspire to set up new planning systems capable of urban upgrading. This requires radical changes to current urban planning and management methods through effective deconcentration (until true deconcentration is achieved) and increased contractualization of services. In Morocco, for instance, progress has been made in deconcentrating responsibilities to local authorities for urban development studies. Urban agencies have been instructed to gradually withdraw from the management of plotting authorizations and building permits and to focus on strategic issues such as restructuring urban projects, updating urban documents, etc.

#### 4.2.1.3 THE “NATIONAL URBAN DEVELOPMENT STRATEGY”: A TOOL FOR DIALOGUE BETWEEN CENTRAL AND LOCAL GOVERNMENTS

In countries with a long tradition of centralized decision and management systems, as in SEMC, a process in which strategic urban planning is conducted by local authorities and actors is likely to generate resistance and attempts to control strategic choices, under the pretext of not wasting energies or of avoiding prejudicial competition among cities of the same country. Moreover, in the absence of completely transparent transfers of resources from central to local tiers—which is not yet the case in SEMC—it is to be feared that opaque procedures may disadvantage cities with limited capacity to lobby central levels or international cooperation and financing institutions. In order to set the right course and to facilitate equitable decision-making, National Urban Development Strategies could structure analysis and coordinated efforts.

##### National Urban Strategies: the World Bank’s Proposal

*“Planning urbanization will require national urban strategies supported by new diagnostic frameworks. The Bank will assist countries in responding to urbanization pressures by piloting a new diagnostic framework and analytical tool. The Urbanization Review will be a client-driven instrument to examine demographic trends nationally and within critical urban agglomerations. It will look at impacts on land and housing availability and affordability. It will also look at mobility and access to jobs and critical infrastructure services. It will monitor the urban-rural spatial transformations. The Urbanization Review will inform country assistance strategy formulation with appropriate policy and institutional responses in countries where rapid urbanization requires a strategic plan.”* World Bank, The World Bank Urban and Local Government Strategy, 2009, p. 5.

<sup>56</sup> Judith Ryser and Teresa Franchini, “International Manual of Planning Practice”, ISOCARP, 2008.

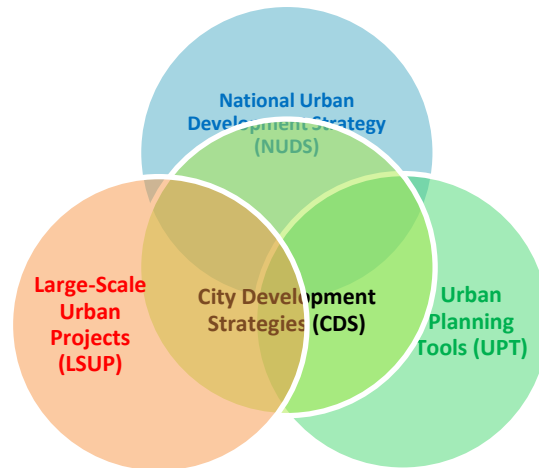


In its simplest form, this instrument should provide a coherent policy framework for sectoral public investments. It does not have legal force, but it is a reference document based on constant analysis and updating. It encourages multi-level governance in which central State services and cities work as partners to achieve common goals:

- Cities will have an up-to-date cross-sectoral vision of their local development context and of local strategies conducted by the different ministerial departments so that they can define their CDS on a realistic and acceptable basis at national level.
- The different ministerial departments will have at their disposal a CDS that takes into account the projects they have already programmed, such as hospitals, universities, large-scale infrastructure in urban peripheries, etc., but with a local perspective enabling central services to adjust or revise their initial decisions.
- Through a central-local dialogue, the new projects proposed by the CDS may be gradually integrated into sectoral ministerial strategies.

By linking these practices to the CDS process, the strategy would stand on more solid ground thus contributing to its operational implementation. However, the strategy will only become operational when weaknesses in urban governance are remedied or at least mitigated.

## Links between the CDS, UPT, LSUP and NUDS



### 4.2.1.4 DEVELOPING THE CONTRIBUTION OF REGIONAL CITY NETWORKS TO CDS

The success of networks in Latin America, the Philippines or South Africa should serve as an example for the Mediterranean that could benefit from the support of existing initiatives such as MedCities and the coordination of international institutions like the European Union or the Marseille Center for Mediterranean Integration.

### 4.2.2 STRUCTURAL WEAKNESSES TO BE OVERCOME

In this analysis, structural weaknesses designate deficiencies in local governance that cannot be remedied by local authorities that lack the necessary powers and that require national reforms to improve the operational implementation of city development strategies.

#### 4.2.2.1 NATIONAL OVER DECONCENTRATED OVER LOCAL AUTHORITIES

Southern and Eastern Mediterranean countries have achieved varying degrees of decentralization. Even in countries where responsibilities are largely decentralized, true devolution of powers has not been achieved. Responsibilities are decentralized, but matching powers or resources are not transferred. The local representative of the State (governor, wali, prefect, etc.) always has more power than municipal leaders. Moreover, the governor who represents central authorities but is more aware of local realities must often follow the instructions of central ministerial services. This is clearly the situation in Algeria, Morocco, and Tunisia and to a lesser extent in Egypt where some governors concentrate large powers (for example, the governor partially questioned the CDS of Alexandria, even if only temporarily).

#### 4.2.2.2 LOCAL FINANCING AND INVESTMENTS

The formulation of an ambitious city development strategy will be pointless (and even useless) if cities do not have the human and financial resources required to meet the needs in infrastructure, social services and public equipment. As a general rule, SEMC cities included in this analysis did not have the necessary local administrative skills, management capacity and fiscal and legal frameworks to efficiently

manage and develop their resources. Action plans in several cities (Alexandria, Amman, Ramallah, Al Fayhaa) largely depend on resources that the cities cannot generate at the present time. There is no clear indication of efforts to define a legislative and regulatory framework enabling access to sustainable resources (increased fiscal income, access to private capital markets) to finance investments that often represent huge amounts.

#### ***4.2.2.3 LOCAL CONTRACTING: REINFORCING PUBLIC-PRIVATE PARTNERSHIPS***

To compensate for the weaknesses previously mentioned, the task of managing urban services is generally delegated to public establishments or to the private sector. The Moroccan experience shows that outsourcing certain services (water, electricity, waste treatment, urban waste collection and cleaning services, public lighting) may be necessary to compensate for poor municipal skills, but raises accountability issues with regard to the population. Given their limited contracting capacity, local authorities are frequently not capable of negotiating contracts or of supervising the application of contract clauses that bind the city to public service providers.

Moreover, concerning the execution of complex urban projects, some suggest creating dedicated planning structures through public and private partnerships. These initiatives are also confronted to the limited technical capacity of local authorities that are outpaced by their semi-public or private partners. This situation leads local authorities to adopt a clearly passive attitude that is often an obstacle (sometimes impossible to overcome) to public-private partnerships for urban projects (in Casablanca and in Marrakech in Morocco, for example).

## 5. CONCLUSIONS AND RECOMMENDATIONS

### 5.1. MAIN CONCLUSIONS ON THE CDS PROCESS IN SEMC

#### 5.1.1 CONTRIBUTION OF THE CDS

CDS contributions concern different levels:

- 1) In some cities, the CDS is the first occasion for the population, the private sector, NGOs and deconcentrated administrations to come together to discuss the city's problems and future. The CDS enables local actors to meet public decision-makers and local authorities allowing them to express their points of view at a time when such meetings are rare, or never occur. This concerns essentially the first city development strategies: Tetouan 1 and Tunis.
- 2) The CDS helps understand the responsibilities of local authorities. Through the participatory approach, the population becomes aware of the municipalities' powers and limitations with respect to those of central services, and enhance the demands to reform municipal institutions and local-central relations. CDS reports for Sfax, Tetouan 2, Aleppo, Settlat and El Jadida, for example, include the aspirations of the population and local economic actors.
- 3) It is a national and international communication tool that has been wisely exploited by some local leaders. During Tetouan 1, a CDS Guide was prepared and distributed in the Near East and North Africa Region through the network of the NENA Urban Forum. Tetouan 1 was the subject of several presentations abroad, in Hanoi and Barcelona, just as the Sfax strategy was presented in several international conferences.<sup>57</sup>
- 4) It was yet another occasion for some elected officials to meet with national and international experts and consultants and to become part of urban development networks. This was the case for Aleppo, Al Fayhaa, Ramallah, Sfax and Tetouan 1.
- 5) It also enabled building the capacity of elected officials and municipal technical staff in areas related to strategic planning and municipal management. Practically all the city development strategies supported by the Cities Alliance comprise modules for municipal capacity building. It is the case of Tetouan 1, Sfax, Alexandria and Izmir.
- 6) A number of studies were carried out to inform decision-makers and it was sometimes the first time that critical urban issues were highlighted through detailed diagnostic analyses. The city development strategies for Alexandria, Aleppo, Al Fayhaa, Sfax, Tetouan 1, and Izmir produced thoroughly detailed diagnostic analyses for each city.
- 7) Cities often use the action plans prepared during the CDS process as benchmarks for projects to be carried out by public administrations and national and international fund donors.

#### 5.1.2 REMARKS ON THE FORMULATION AND IMPLEMENTATION OF THE CDS

Even though city development strategies in SEMC are not fully mature and in spite of the modest sample analyzed (a dozen cities), a number of similarities may be observed, as well as some significant disparities. A review of the different stages of the process and the answers provided may be useful to remedy to weaknesses or, on the contrary, to reinforce the positive aspects. Although non exhaustive, the remarks that follow may give new insights to the different actors concerned (local authorities, central governments, fund donors, professionals) and contribute to adapt the methodology to the specificities of the regional context. The analysis follows CDS stages and is based on the tables that summarize the process conducted by each city.

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<sup>57</sup> Particularly during the international workshop on urban strategy organized in Marrakech by the World Bank, December 7-9, 2004.

### **1) Preparation of the launching of the CDS**

- Leadership (when too much leadership is too much): The need to have a strong, visible and totally committed leader for the development of a CDS is a constant recommendation in all CDS guides. It is clearly essential for the CDS project to be personified by a recognized local authority who is identified with the city (in general the mayor or governor). However, this may be a double-edged sword if the project relies too much on one unique leader and is not shared by other local actors (elected officials, civil society, representatives of the private sector, professionals, etc.). A change in the city's leadership may, in the best scenario, slow down the process (Alexandria, Amman) or change its initial trajectory (Alexandria), but it may also drain all its vitality. In Tetouan, for example, following the departure of the governor who led the strategy, the process was left in the hands of mayors who were not motivated to conduct its implementation and was interrupted.
- Steering structure (showing the direction): The structures in charge of orienting and monitoring the CDS process are systematically composed of members of the local administration (entirely in Izmir, Settlat and El Jadida), along with representatives of the private sector and academia, but they rarely include representatives of disadvantaged groups. This structure is underpinned by working groups in charge of organizing and monitoring activities. Each group is specialized on a thematic area and is made up of a variety of stockholders. As for truly technical studies, these are carried out by consultants or researchers. Some cities, like Aleppo, made the wise choice of working systematically in pairs—one international expert and one local expert—to ensure the effective implementation of the CDS and enable others to replicate the experience. It should be noted that in Izmir, Alexandria, Morocco and Tunisia, practically all analytical studies were carried out by local experts.
- The role of cooperation partners (technical assistance agency and financial support) (*experts exchanging expertise*) CDS projects are directly supported by international cooperation agencies (GIZ in Ramallah, Aleppo, the old city of Aleppo; the World Bank in Amman and Sfax 2; the MedCities network for Sfax 1 and 2, Al Fayhaa and Tetouan 2) rely on local resources (Tetouan 1, Tunis, Izmir, Settlat and El Jadida). While the assistance of an international agency promises broader technical skills, it may also entail the risk of leaving cities unable to continue the process and to replicate it to other cities. This situation is described in the evaluation report for Ramallah's CDS by the Cities Alliance that recommends local implementation as a means to build local ownership and capacity and also to give increased visibility to local actors. The Cities Alliance initiative that encourages peer-to-peer exchanges is noteworthy. It enables cities that have initiated a CDS to mutually enhance their skills and expertise providing new perspectives on their respective projects. This approach is strongly encouraged by Cities Alliance to obtain financing under new catalytic fund instruments. Its strong potential for local capacity building could facilitate replicating the CDS process.

### **2) Diagnosis and analysis of data on the different sectors/themes of the city**

- Thematic components of the CDS (focus on essential issues without forgetting the most important): Thematic components reflect the concerns, difficulties and aspirations of the city and its managers. They are generally proposed beforehand by the authority who initiates the process. Even if, by definition, they are not the result of consultations with actors who are still not part of the process (in fact the document submitted to Cities Alliance is sometimes written by the cooperation agency itself), strategic components are rarely revised during the CDS, with the exception of Aleppo that added a theme (child welfare and slums) and excluded others already found in other studies (modernization of the municipal administration and natural hazards). As mentioned earlier, all cities have similar themes: infrastructure, urban development, transport, master plans, local economy, slums upgrading and reduction of poverty, governance through local management and modernization of local administration and finance. Themes that are not among the concerns of most

cities and citizens include the gender approach (except for Tetouan 2), climate change, and the related issue of efficient energy consumption (except Izmir).

- Participation of the central administration (local efforts require national support): It does not appear to be systematic. State authorities played an important role in the strategy for the old city of Aleppo that received strong support from the highest national authorities, but it is often a mere tacit support. This may be explained by the still informal status of the CDS process and the different ways in which central authorities approach the process. In Morocco, for instance, where some of the first city development strategies were initiated, local authorities hope to receive more attention from the central government.<sup>58</sup> The lack of participation of the central administration in the CDS process will have a negative impact on the mobilization of resources needed to finance the investments proposed.
- Number of thematic components identified: They are limited to a more or less manageable amount of 5 to 6 themes for most cities, but they exceed 10 in Izmir's CDS that analyzed all the functions of the city. This tendency to be all-inclusive is observed in almost all the stages of Izmir's CDS (SWOT analysis, strategic goals, action plan, etc.) resulting in a thorough and comprehensive process, but it does not necessarily present a clear account of the city's priorities.
- Sector analysis reports and endorsement: The quality of the different sectoral or thematic analyses—most are conducted by highly qualified experts—is rarely questioned in evaluation reports. However, it is more difficult to form an opinion on the efforts of steering committees or other monitoring teams concerning the ownership of these studies and their endorsement. Specialized working groups, such as those in Aleppo's strategy, examined and debated on the thematic studies, which not only contributed to improve the quality of the final output but also involved local actors in this critical stage of the process. Therefore, transforming a study into an assimilated product would depend on the local skills available.

### **3) Formulation of a collective and shared vision**

- The message: In some cities, steering structures did not pay enough attention to the formulation of the vision. The vision is sometimes implicit, as in the CDS of Tetouan 1 or of Tunis. It is explicitly stated for Settat and Tetouan 2, but it was not communicated through the media nor is there a sense of true ownership of the vision by public and private actors. The only cases in which the vision was specifically formulated and widely disseminated concern Sfax and Aleppo. In Sfax, however, there is no clear indication of ownership of the vision by public and private actors. The situation is somewhat different in Alexandria, Aleppo, Al Fayhaa and in particular in Izmir where the vision was explicitly stated and, in some cases, shared by local actors.
- Did the vision become a point of reference for the identity of the city and for the actions of all public and private actors? It is not always certain. In fact, the vision is a very short statement (a few sentences at the most), often generic, and sometimes idealistic. The strategies proposed in the following stages of the process did not seem concerned with the initial message of the vision. Actually, some actors dared question whether the vision had been truly useful in guiding the approach or even, if it had served a purpose. Some answered that, in any case, the CDS process had brought together at the same time and place the mayor, a teacher, a businessman, an elected official and a mother to talk and share their opinions about their city.

<sup>58</sup> Mayor of Casablanca: "Sometimes it is difficult to establish cooperation with national governments on our strategies..." UCLG, "Policy paper on urban strategic planning", p. 118.

#### **4) Formulation of the strategy to translate the vision into concrete actions**

- The SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis: This type of analysis appears to give CDS actors the opportunity to lay out a maximum number of factors that they believe could contribute to the development of the city or, on the contrary, stall its development. Even though they are often specifically identified, once again, the common error consists in including each and every single one of them. It becomes an even greater problem when the analysis is not conducted from the start on the city as a whole but separately for each sector. This was the case in Izmir or Aleppo that compiled exhaustive lists of factors (often disorganized).
- The notions of “opportunity” and “threat”: Most cities had difficulties in identifying external factors outside the scope of the city and simply restated their strengths and weaknesses. This exercise should be better explained in CDS guides.
- Strategic goals: Based on thematic areas, strategies were in general coherent with key themes. However, it is tempting at this stage to include all topics and, particularly, not to determine priorities. The downside may be revealed during consultations, since each one will see his/her own problem as a first priority.
- Setting priorities: A review of some city development strategies in the region shows that some cities succeeded in concentrating their efforts on the most urgent priorities (Alexandria focused on the development of Lake Marriout area) while others, like Ramallah, are too ambitious for the city's limited resources.

#### **5) Preparation of action plans and estimated budgets**

- Matching action plans with financing capacity: The same mistakes are observed during the preparation of action plans, particularly the tendency to make exhaustive lists of investments. Because of overly ambitious action plans with inadequate (or inexistent in Ramallah's case<sup>59</sup>) financing for the investments proposed, the CDS would not only become largely inapplicable, but it could also be reduced to a theoretical exercise undermining its credibility.
- Quick win projects (I believe what I see): On the other hand, action plans based on mature projects with adequate financial resources, or likely to be financed, contributed to legitimize the process and gained the confidence of local actors (rehabilitation of the old city of Aleppo partially financed with local resources complemented by grants from fund donors; the renewal of the Lake Marriout area in Alexandria, or the transfer of the slaughterhouse in Sfax, etc.).
- Opportunities to mobilize external financial resources (Alexandria) were multiplied when actions proposed by the city coincided with the financing priorities of fund donors.

#### **6) Implementation, institutionalization, monitoring and evaluation of the CDS**

- City development strategies are relatively recent in the region, therefore, it is too early to evaluate the implementation or the effectiveness of the action plans adopted, with the exception of the rehabilitation of the old city of Aleppo. This quite unique experience confirms the legitimacy of recommendations generally made:
  - Institutionalization of the process to ensure its effective and sustainable implementation, particularly through the creation of a dedicated structure at this stage. Aleppo created an agency for the old city with its own human resources and budget. This agency was set up early enough in the project thus preserving the continuity of the process. Alexandria also created the Alexandria Development Agency (ADA) for the Lake Marriout development.

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<sup>59</sup> This statement should be qualified since financing sources that could have been obtained disappeared after the Hamas won the elections and Western donors withdrew from the project, a situation that was out of the city's control.

- Coordination with central authorities to get their approval (when the necessary support and assistance cannot be obtained).
- Coordination with the municipality and involvement of local actors (particularly civil society and citizens).
- In general, *ad hoc* technical teams are recruited to draft the action plan and related documents. When the decision is made to create a technical structure in charge of managing and conducting the strategy and the projects, it is then necessary to employ new technicians. Since many of them were not involved in previous stages, the continuity between technical teams is compromised. Knowledge transfers by international partners are lost and the benefits of the process are undermined.
- In some cases however, the steering structures that initiated the process are also in charge of monitoring the strategy's implementation (assuming the functions of an executive board for strategic planning, as in Izmir). In others, dedicated teams ("CDS teams") are set up to take over, as in Settat and El Jadida. As already mentioned, the CDS of Tetouan 1 came to an end after the governor changed and it seems like it was never implemented.
- Finally, an uncertain political situation may have a strong impact on the implementation of action plans, as in Ramallah, where local and central authorities have no leverage to make certain decisions (regarding land, mobility and circulation, and even planning) and where political changes destroy any possibilities of financing from fund donors.



## 5.2. RECOMMENDATIONS

### 5.2.1 RECOMMENDATIONS ADDRESSED TO LOCAL GOVERNMENTS

These recommendations concern essentially the methodology to formulate, conduct and implement the CDS. Topics to be considered include:

**Communication with the population and the private sector:** In a world where information and communication technologies appear to be increasingly standardized, Mediterranean cities and particularly those on the eastern and southern shores have specificities that should be exploited, as in Aleppo where in addition to web and radio communication programs, the city also prepared a poster campaign and invited prominent citizens to speak about their city. These persons who are close and well known to the population may communicate even complex messages. Among private sector actors, the representatives of the informal economy play a key role in relaying the message if they are convinced by ideas proposed in the CDS.



"My dream for Aleppo is that our children's dreams are not stolen".  
Hanifa al Jabiri, NGO member.

- **Focusing on the diagnostic analysis**, particularly for cities with important deficits in recent and reliable data. In this case, inductive rather than deductive diagnostic analysis minimizes efforts and maximizes outputs. Preliminary work by the technical team enables the identification of key themes that may be studied in detail through a participatory process with committed local actors.
- **Defining a CDS consistent with spatial planning**, the Urban Development Strategy (or sectoral strategies) and large-scale urban projects.
- **Setting up structures for the implementation of CDS action plans** and mobilizing investments: The sustainability and effective implementation of a city development strategy depends on the dynamism and motivation of the team (agency, services, board of the CDS) created for that purpose. They will be all the more motivated if the team is integrated into the process as early as possible. The team should be empowered to speak for the city.
- **Networking cities with a CDS**: There are more and more cities that have or are developing a CDS in the Mediterranean region. Existing networks or networking efforts in progress (MedCities, UCLG/NA, CoMun of GIZ) should contribute to facilitate exchanges and scale-up current dynamics.
- **Taking advantage of networks** to sensitize local actors to climate change, a critical and imminent concern that should be included among CDS priorities, and to the need of aligning local strategies with global environmental strategies.
- **In order to develop a broader decision-making basis** and avoid stalling or interrupt the process in case of the initial leader's departure (change of mayor or governor), it is necessary to gradually delegate the leader's powers (mayor, governor) to those that emerge as new champions and group leaders. This will also facilitate putting into practice the principles of subsidiarity and local democracy and will encourage the vital participation of citizens, local associations and private actors in the development of strategic plans and their implementation.

- **Identifying new forms of public-private partnerships (PPP)** is increasingly important, above all, in a context characterized by the lack of adequate public resources to meet urban needs. This implies agreeing on major courses of action with the private sector which is the central partner in PPPs.
- **Anchoring strategies in concrete and visible achievements** to gain the support of the population and to give credit to the “realistic and feasible” nature of the process (the CDS is not a theoretical exercise it is capable of producing concrete results). Mature projects should and must be initiated and completed even before the end of the process, whenever possible. For example, it would be useful to integrate into the CDS process the multiple initiatives for the rehabilitation of old urban sectors and medinas. It would also show the coherence between the neighborhood level and the urban agglomeration as a whole.

## 5.2.2 RECOMMENDATIONS ADDRESSED TO NATIONAL GOVERNMENTS

### 1- Institutionalization of the CDS (DOs and DON'Ts)

Whereas in northern Mediterranean countries the decision to develop a CDS is a local initiative, in SEMC a more institutionalized approach reflecting the approval (and support) of the central government is more likely to encourage cities to initiate and implement medium-term development plans, instead of dealing with urban issues one day at a time.

This institutionalization should nevertheless avoid certain drawbacks observed through the Moroccan experience:

- Systematically adopting and scaling-up of the CDS approach and a standard methodology should be avoided. It is necessary to take into account the differences between urban and rural centers, as well as the size and characteristics of each city.
- Requiring all cities to conduct a CDS without taking into account the municipalities' capacity and their specificities entails the risk of turning the CDS into a bureaucratic exercise similar to what is still happening with urban development documents.

Moreover, by institutionalizing the process, it should be possible to take ancillary measures to:

- Create overall enabling conditions for collaboration with local authorities in legal, institutional, and financial areas and provide better-targeted support for the development of the CDS, in particular to the largest cities that face more complex problems.
- Set up coordination and support structures for monitoring and evaluation of the CDS by mobilizing substantial means proportionate to the tasks to be accomplished.
- Develop a program aimed at building local expertise (administration, university, private sector, associations), and
- Finally, in the SEMC context where many local prerogatives fall within the scope of deconcentrated State services (governorate, public local agencies), it is necessary to involve these deconcentrated authorities in the implementation of the mechanism that will allow the institutionalization of the CDS. The lack of communication between local authorities and central State services while the CDS is being developed may become a handicap for its implementation.

- 2- Promote the development of inter-municipal CDS:** Encourage the development of city development strategies within the framework of inter-municipal cooperation to take full advantage of the benefits obtained through combined efforts (synergy, scale economy, attractiveness of structuring projects) and provide at the same time incentives, for funding or assistance in capacity building, etc.

- 3- **Set up specialized agencies** to provide structured support through a national decentralization policy aimed at reinforcing political decision-making and financial autonomy at local level.
- 4- **Take into consideration emergent issues** such as urban vulnerability to natural disasters, climate change, energy savings, etc.
- 5- **Meet the huge needs for capacity building** of local actors by implementing a national policy with specialized institutions.

### 5.2.3 RECOMMENDATIONS ADDRESSED TO INTERNATIONAL INSTITUTIONS

- 1- **Support the SEMC that have engaged National Urban Development Strategies** aimed at delegating more political powers to local spheres by putting at their disposal the necessary methodological tools and lessons learned from previous experiences through networks of cities and countries in the region.
- 2- **Support the mobilization of funds** for investments programmed in action plans, particularly structuring projects and infrastructure projects whose funding requirements exceed the funding capacity of local and even national authorities.
- 3- **Adapt the CDS methodology** to problems faced by urban agglomerations in the region (increasingly large and densely populated centers, territorial limits, land preservation, speculation, rural influx, etc.) and support the development of city development strategies in all large Mediterranean cities that request assistance to conduct the CDS process.
- 4- **Use existing initiatives** by international institutions (MedCities, GIZ-CoMun, the Strategic Urban Development and Cities and Climate Change programs of the CMI/Caisse des Dépôts and the World Bank) to set up a network of city development strategies in SEMC.
- 5- **Adapt to the SEMC context**, and disseminate documents, methodological and technical tools prepared by international organizations for the promotion of a participatory approach.

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- Strategic Plan for Malaga: <http://www.ciedes.es/2>
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## ANNEX 1 GLOSSARY

- **City Development Strategy (CDS):** The CDS is a variation of the UDS that concerns essentially 149 projects worldwide supported by the Cities Alliance since the year 2000 when the Cities Alliance was created at the initiative of the World Bank and UN-Habitat.
- **Deconcentrated authorities:** Deconcentrated authorities represent national governments at local levels. In general, these deconcentrated State representatives have authority over the municipalities (“communes”). This is the most common situation in southern and eastern Mediterranean countries.
- **FCP Approach:** The “Facts, Challenges and Projects” approach is similar to the SWOT analysis but may be completed in less time. Suggested by MedCities consultants and adopted within the framework of Tetouan 2, it consists in identifying salient facts through thematic workshops in order to determine the economic, territorial and social challenges the city must confront in relation to each fact identified. Finally, a project is associated to each challenge. The innovative aspect of the FCP approach is that workshop participants have to venture off beaten tracks to look into the critical aspects of the city—whether positive or negative—and must choose in a very short period of time a limited number as strategic targets.
- **Local authorities or governments:** Local authorities are the institutional or administrative structures of a geographic area: a region, a department, an urban agglomeration, a city, etc. In general, cities are managed by a local government (the municipality or “commune”), a legal person governed by public law that may be more or less financially autonomous depending on the country. Local governments are either elected (Morocco, Jordan, Lebanon) or appointed by central authorities (Tunisia, Syria).
- **SWOT Approach:** The acronym SWOT stands for Strengths, Weaknesses, Opportunities and Threats, a method used to analyze strategic contexts. It is used to identify internal strengths and weaknesses of a city, business, public or private institution, etc. and opportunities for change, as well as the threats that may affect its future or stand in the way of the objectives expected.
- **Urban Development Strategy (UDS):** A methodology and a process that complements other urban planning tools enabling the definition of a more holistic product for the social, economic and spatial development of a city.



**ANNEX 2 GUIDE FOR INTERVIEWS WITH RESOURCE PERSONS WHO ARE (OR HAVE BEEN) DIRECTLY OR INDIRECTLY INVOLVED IN THE PREPARATION AND/OR IMPLEMENTATION OF THE CDS**

**1. Initiatives taken to engage a CDS :**

- Who is (are) the person(s) or institution(s) that took the leadership in initiating the city CDS?
- How was the CDS process financed (local contribution, other donors or supporting agencies, Cities Alliance, etc.)?
- Does an agreement exist on the distribution of roles and responsibilities between different stakeholders involved in the CDS process?
- What are the main items of this agreement? Are costs and responsibilities for the piloting of the CDS process shared?
- What have been the estimated costs and the real ones?

**2. leadership of the process:**

Who took the leadership?

- The Mayor?
- An association?
- The Governor?
- A committee?
- A public organization?
- Others?
- What types of organizations have been set up to pilot the CDS process (steering committee, technical committee, working groups, etc.)?
- How would you assess the level of participation of different social groups, including :
  - Community representatives,
  - Neighbourhood committees,
  - Women,
  - Youth, etc.

**3. Operationalizing the CDS process**

- Communication campaigns to sensitize and inform about the CDS:
  - Nature of the communication process,
  - Frequency of actions,
  - Actors and target population.
- Has a dedicated WEB site been set up? Please indicate the address if it is still operational.
- Frequency and location of participatory meetings (city hall, public buildings, association premises, others such as hotels, private location, etc.)

**4. Actors who participate(d) including private sector, representatives of civil society, women, etc.**

Party in charge of the technical process of the CDS :

- A consulting office or consultants hired by an international partner?
- A local association supported by experts/consultants?

- Municipal staff with technical support of experts/consultants?
- Academics under contract with municipality?
- Others?

**5. Political validation of the CDS**

- How CDS results have been validated by municipal council (example through a special session of municipal council?)
- Validation by local authorities/ (governor)?
- Has the central government been involved or expressed support/interest to the CDS process and output?
- Was the private sector (including professional associations) informed of the CDS? Was it involved, and to which extent?

**6. What judgement do you make on the outputs?**

- Assessment studies: do you consider them accurate and representative of the situation of the city?
- City Vision: do you consider that the formulation of the vision has added value to the CDS process? How?
- Relevance of the strategy components with the concerns of the city and the citizens :
  - Do they relate to essential problems facing the city and the citizens?
  - Have additional components been considered during the CDS process?
  - Are there still, according to you, some gaps? And if so, which ones?
  - How do city authorities and city managers address these gaps (through an extension of the CDS process? through city consultation? through additional technical studies? etc.?)
- Action Plan:
  - What actions have been taken since the CDS process was completed?
  - Have financial resources been made available for the investments listed in the action plan and where did they come from?

**7. Institutionalisation of the process (what remains of the SDU) :**

- Has a dedicated structure/institution been established to ensure the implementation of the outcomes of the CDS process and its continuation?
- Has any regulatory or legislative decision been taken to sustain the CDS process and ensure its implementation (e.g: decision to subordinate financial resources for municipal investments to the adoption of these investments in an action plan as a consequence of a CDS)?
- **Monitoring and evaluation:** Have M&E tools been adopted and used to ensure the CDS process is sustained and followed by actual implementation?

**8. What is, today, the impact of the CDS on local (national) planning practices both from an economic and spatial perspective?**

### ANNEX 3 LIST OF RESOURCE PERSONS INTERVIEWED

Country	Last Name	First Name	Position	e-mail	Tel. Number
Morocco	Ben Abdelkrim	Abdelaziz	Director of the LDP team of Tetouan	<a href="mailto:azizmary15@hotmail.com">azizmary15@hotmail.com</a>	(212)661092652
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Morocco	Boulais	Louise	Planning and Spatial Development Consultant, Morocco Local Governance Project	<a href="mailto:festsy@yahoo.fr">festsy@yahoo.fr</a>	(212)619799608
Morocco	Benchrif	Hamid	Head of the Department for Capacity Building of the Social Development Agency	<a href="mailto:benchrif.h@ads.ma">benchrif.h@ads.ma</a>	(212)661377029
Tunisia	Gafsi	Henda	Urban and Local Development Consultant	<a href="mailto:hgafsi@planet.tn">hgafsi@planet.tn</a>	(216) 98 328 613
Tunisia	Yaiche	Samia	Director of the Agency for the Preservation of the Medina	<a href="mailto:semiaakrout.yaiche@planet.tn">semiaakrout.yaiche@planet.tn</a>	(216) 98 335 577
Tunisia	Haj Taieb	Riadh	Technical Director of the Municipality of Sfax	<a href="mailto:dtechnique.munisfax@gnet.tn">dtechnique.munisfax@gnet.tn</a>	
World Bank	Ortiz	Alexandra	Task Manager Sfax CDS	<a href="mailto:Aortiz@worldbank.org">Aortiz@worldbank.org</a>	
World Bank	Eiweida	Ahmed	Task Manager Alexandria CDS	<a href="mailto:aeiweida@worldbank.org">aeiweida@worldbank.org</a>	
World Bank	Karam	Stephen	Task Manager Ramallah CDS	<a href="mailto:Skaram1@worldbank.org">Skaram1@worldbank.org</a>	
World Bank	Maurer	Robert	Lead Urban Sector Specialist, Sustainable Development Department, Middle East and North Africa Region, The World Bank - Cairo Office	<a href="mailto:rmaurer@worldbank.org">rmaurer@worldbank.org</a>	
Turkey	Ozcoban Kaplan Meriç	Bugra Eylem Pinar	EU and Foreign Relations Department Strategic Development Department Strategic Development Department	<a href="mailto:pinarmeric@izmir.bel.treylemkaplan@izmir.bel.trbugraozcoban@izmir.bel.tr">pinarmeric@izmir.bel.treylemkaplan@izmir.bel.trbugraozcoban@izmir.bel.tr</a>	
Albania	Veli Cico	Mirela Mihail	Head of Donor Coordination Unit Project Director	<a href="mailto:mveli@tirana.gov.almcico2001@yahoo.com">mveli@tirana.gov.almcico2001@yahoo.com</a>	
Syria	Pritzkat	Thomas	Project Director Aleppo UDP	<a href="mailto:thomas.pritzkat@giz.de">thomas.pritzkat@giz.de</a>	
Egypt	Madbouli	Mustapha	Deputy Director GOPP	<a href="mailto:madbouly@yahoo.com">madbouly@yahoo.com</a>	
GIZ	Spiekermann	Meinolf	Project Manager	<a href="mailto:meinolf.spiekermann@giz.de">meinolf.spiekermann@giz.de</a>	
Cities Alliance	Cobbett	William	CA Manager	<a href="mailto:wcobbett@citiesalliance.org">wcobbett@citiesalliance.org</a>	
Cities Alliance	Silva	Federico	Research Analyst	<a href="mailto:fsilva@citiesalliance.org">fsilva@citiesalliance.org</a>	

## **ANNEX 4 DESCRIPTIONS OF CITY DEVELOPMENT STRATEGIES OF THE CITIES STUDIED**

### **ANNEX 4.1 ALEPPO, SYRIA**

#### **Development Strategy of the City of Aleppo**

##### **Process**

In the 1990s, the city of Aleppo established a partnership with cooperation agencies (mainly GIZ) for the rehabilitation of the old city. Encouraged by this experience that was similar in many aspects to a CDS process and methodology, the mayor of Aleppo approached the Cities Alliance in 2007 with a project to develop a CDS for the entire city. The proposal clearly stated that the city would be fully responsible for the CDS process thus showing from the start their will to assume the leadership, while GIZ would be in charge of administrating the funds.

The process actually started in May 2008 with a broad consultation process open to all potential stakeholders. During the consultation, the CDS process was described and discussed including its objectives and success factors, specifically the participation of the largest possible representation of the different social and professional segments of Aleppo.

A **monitoring committee** was created headed by the mayor and composed of representatives of the city's administration, the private sector, different chambers of commerce and industry, NGOs working in areas related to urban development, the university and the media. The monitoring committee's main functions are to guide and supervise the process and to evaluate and endorse the different outcomes. Five multi-disciplinary **working groups** are in charge of the preparation and follow-up of technical studies in five focal areas of Aleppo's CDS. A **technical coordination unit**, headed by the local officer of the GIZ program, coordinates the activities of the working groups and reports to the monitoring committee. It also serves as secretariat for the monitoring committee. Finally, a **network of resource persons** made up of people and institutions that may provide temporary support has been established.



In addition to this organization, **forums** are held regularly to present the CDS process to stockholders, to inform them of the projects completed and to discuss the results achieved as well as future activities. During these forums, stockholders endorsed the strategic areas of the CDS, proposed additional components and identified resource persons who could directly contribute to the process.

## **State of the City**

Aleppo is Syria's second largest city but it is the nation's leading economic center, and UNESCO has included its old city in its list of world heritage sites. The country and the region are identified with the city of Aleppo and while Damascus is the administrative capital, Aleppo's draws its strengths from the entrepreneurial spirit of its citizens and trade.

However, in spite of its vitality, the city has many pockets of poverty and estimates anticipate a 6% population growth during the next fifteen years since it will continue to attract the rural population from the north of Syria. Although the per capita income of Aleppo is higher than in rural centers, it has high poverty and unemployment rates and a high proportion of informal settlements that lack adequate infrastructure and social services. The informal sector plays a very important role. It represents 20 to 40% of the urban habitat and, according to some estimates, it accounts for over 60% of the economic activity.

Compared with the national proportion of the population living in poverty—an estimated average of 11 to 30%—the figures for the governorate of Aleppo would fall between 20 and 44%. A survey for the old city and informal settlements suggests that only 25% of the population lives above the poverty threshold.

Aleppo aspires to play a leading role in the government strategy for administrative modernization and reforms as provided in the tenth five-year plan. This plan is consistent with the priorities of the municipality for Aleppo's development that make up the five themes of the CDS.

## **Principal Themes of the CDS**

The five themes identified for the CDS of Aleppo as initially engaged are:

1. Local economic development, including fundamental objectives of poverty reduction, higher income and job creation. Its main target is to reinforce the competitive advantages of the local economy and to make it less dependent on investments decided by the central government. This would require strengthening the private sector and adequate planning of economic zones.
2. Delivery of urban services in order to improve infrastructure and to meet the population's needs in transport, habitat and economic activity. It will be necessary to formulate a vision that goes beyond the physical aspects and includes access to financing, efficient administrations and risks management.
3. The urban environment in order to find solutions to air, land and water pollution resulting from unplanned development and inefficiently enforced and limited regulations, inadequate water distribution and treatment services, and inappropriate solid waste management and urban transport systems. This theme also concerns the quality of the built environment and green spaces and leisure areas.
4. Spatial urban development and particularly a debate on the master plan to determine if it is consistent with the city's sustainable development objectives.
5. Modernization of the city's administration and finances. This theme covers issues related to decentralization, enhancement of human resources, financial resources and management, transparent operations and access to information by the public in general, as well as improving governance.

Two themes were added to the initial five. They are:

6. Under the title “Aleppo, a city close to its youth”, issues related to the youth, and children welfare and support.
7. Informal habitat. This ongoing activity seeks to define a policy to gradually reduce slums by encouraging partnerships with slum dwellers and the active participation of the population.

GIZ and the municipality of Aleppo finance these two activities.

### **SWOT Analysis**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Strong entrepreneurial spirit</li> <li>- Access to the GAFTA (Greater Arab Free Trade Area)</li> <li>- Good quality services and a “single window” to obtain permits in the Sheikh Najjar industrial zone</li> <li>- Low municipal debt</li> <li>- The Municipal Administration Modernization (MAM) project identified a realistic approach aimed at achieving substantial improvements in financial management. It has not been implemented yet</li> </ul>	<ul style="list-style-type: none"> <li>- The progress of Aleppo’s process has been severely slowed down by difficulties encountered to gain access to central government decision-making.</li> <li>- Poorly qualified workforce</li> <li>- Not very competitive transport sector (particularly the airport)</li> <li>- Limited direct foreign investments</li> <li>- Political constraints and US and OECD embargo</li> <li>- Limited participation of women workers</li> <li>- The financial system is too centralized and the municipality has limited powers to make decisions regarding its finances</li> <li>- No policies for debt / deficit management</li> <li>- Poor management of the municipality’s human resources</li> <li>- Municipal personnel do not use modern technologies</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>- The free trade agreement between Turkey and Syria</li> <li>- Financial and insurance services with strong development potential</li> <li>- Close to European markets</li> <li>- The decentralization process will boost the competitiveness of Aleppo</li> <li>- The creation of the Urban Observatory will facilitate decision-making</li> </ul>	<ul style="list-style-type: none"> <li>- The seemingly inexorable decline of Aleppo’s old industries</li> <li>- Population growth exceeds global economic development</li> <li>- Trend towards deindustrialization</li> <li>- Strongly dependent on the textile industry (30% of jobs)</li> <li>- The liberalization of the Syrian market will endanger the local market</li> <li>- Higher energy costs</li> <li>- Uncertainties as to the government’s policy on local debt could lead to financing problems</li> <li>- The decentralization process could be a source of uncertainties and confusion</li> <li>- Resistance to change could slow down reforms</li> </ul>

The principal local actors, mainly representatives of the administration, the private sector and some representatives of civil society contributed during the mid-term forum to the formulation of **long-term visions**. However, all the visions developed in the different workshops have not been combined yet into one unique vision.

### **Long-term Vision for the City of Aleppo**

Aleppo's prosperous economy is competitive both on local and international markets. The city adapts its products to changing demands and offers employment opportunities for its increasingly educated citizens, including women. It is a city where the private sector may flourish. (Excerpt from the vision of the working group on local economic development.)

...well-trained municipal personnel working in decentralized structures where there will be no place for corruption... (Working group on improving the administration)

Green and Safe Aleppo: safe and sustainable constructions; adequate social and health safety; women are considered key social actors... (Working group on urban development)

...alert, educated, healthy children who play a role in the community, protected by a sensitive family and supported by society, and who live in a clean and safe environment enjoying the benefits of a school education... (Working group on children)

### **Observations:**

The city of Aleppo is currently conducting its CDS process. The next stages will capitalize on the results of the analysis, the debates of the mid-term forum and ongoing consultations to fine-tune the strategic components of the CDS and to define an action plan.

However, since a new mayor comes into office beginning of 2011, the process could be slowed down as in other cities in the region (Amman, Alexandria) where the leader of the CDS changed during the development stage.

We can only hope that similarly to Amman and Alexandria the slowdown will only be temporary and will not compromise the results achieved.

**Union of Municipalities of Al Fayhaa, Lebanon  
Sustainable Development Strategy of Al Fayhaa**



Source [www.panoramio.com](http://www.panoramio.com) (Panoramio Photo)

**Process**

The project for the Sustainable Development Strategy of Al Fayhaa was proposed to the Cities Alliance by the Mayor of Tripoli on behalf of and as president of the union of municipalities. In addition to the Cities Alliance grant, the project received support from the World Bank, MedCities, UN-Habitat, UNEP and AFD, as well as from the cities of Marseille and Barcelona.

Under the mayor's authority, the following structures were set up for the project:

- A steering committee that gathers all project partners.
- A local technical team with the support of experts hired according to the activities to be conducted. This team is coordinated by a director from the union of municipalities.
- A citizen forum composed of representatives of authorities and civil society, which endorses the principal stages of the project.

MedCities provided assistance and counseling throughout the different stages of the process, among others, for recruiting qualified experts.

**State of the City**

Located 85 km north of Beirut, the metropolitan zone of Tripoli consists of the union of three municipalities—Tripoli, El Mina and Beddawy—known as Al Fayhaa. It is the second largest urban agglomeration of Lebanon. Its distinctive attributes define Al Fayhaa as:

- A regional economic growth pole conveniently located in the eastern Mediterranean coast;
- A center for tourism due to its cultural heritage, the historic old city and its architecture;
- Equipped with large-scale public infrastructure, including port facilities, the railway station, the oil refinery, etc.





Panoramio Photo

Furthermore, Al Fayhaa has recently conducted other important development projects like the preservation of the cultural heritage of the old city of Tripoli (World Bank funding), the rehabilitation of the traditional commercial districts (souks) of El-Bazerkhan and El-Haraj, the rehabilitation of the Medina's alleys, street lighting, the creation of the Tripoli Environment and Development Observatory (European Union, MedCities and UNDP), improvements to solid waste collection services (MedCities, the World Bank), etc.

However, in spite of these interventions, Al Fayhaa is confronted with many challenges due to:

- Population growth and social changes: the average size of households is among the highest in the region.
- Poverty and social exclusion: over 40% of the population lives in slums.
- Degradation of the urban environment and uncontrolled use of peripheral areas by new developments.
- The region's exclusion: the region did not benefit from reconstruction efforts after the Lebanese war.
- Degradation of the urban environment and weak governance structures.

### **Principal Strategic Targets**

The main purpose of the sustainable development strategy of Al Fayhaa is to help the union of municipalities to design a strategic development framework to achieve three objectives that are to:

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

### **Long-term Vision of Al Fayhaa**

The developed cities united in Al Fayhaa play a key role in the region; citizens enjoy living in Al Fayhaa and their well-being and open-minded attitude are derived from its historic heritage and values.

## **Main Development Objectives**

Al Fayhaa's proposal to the Cities Alliance contains the following strategic components:

- Towards an integrated and sustainable management of the territory and upgrading of the urban space.
- Promoting the competitiveness of the cities of Al Fayhaa by supporting economic sectors and the development of infrastructure and facilities.
- Reinforcing social development.
- Economic development based on competitiveness, training and job creation.
- Improving the urban image of the cities of Al Fayhaa by developing cultural dynamics.

## **Main Elements of the Action Plan**

The objectives will be detailed in an action plan whose main elements include:

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

#### ANNEX 4.3 ALEXANDRIA, EGYPT

### Alexandria City Development Strategy for Sustainable Development<sup>60</sup>

#### Process

A cross-sectoral team, composed of senior public officials, Alexandria business associations, academia and the most important civil society organizations of the city was in charge of the entire CDS process for the city of Alexandria. The governorate's executive authorities championed the initiative led by the governor. A **Partnership Forum**, comprising elected councilors, heads of departments, local and central administrations and cooperation agencies present in the city, was set up to review work reports and to provide assistance and information to the **CDS team**. The forum convened every three months.

The strong commitment of the authorities and the broad participatory process enabled the success of Alexandria's CDS that became the framework for the city's development and to which both local and central authorities adhered.

The following priorities were established by the Forum:

- Economic priorities: Development of a medium to long-term development strategy, building on the city's competitiveness to diversify and expand the economic base of the city.
- Physical priorities: Development of an inclusive urban upgrading strategy for informal settlements surrounding the Lake Marriout and preparing a land-use plan.

Three **Advisory Committees** (that make up the Partnership Forum) were created to:

- Formulate a local economy development strategy,
- Design a comprehensive urban upgrading strategy for informal settlements.

#### State of the City

Alexandria, Egypt's second largest city with a 3.7 million population, is facing a number of challenges:

- 30% of its population lives in slums,
- Only 25% of its residents are employed, and
- Serious environmental problems, despite its large development potential and substantial free land that could be used to alleviate the pressures of urbanization.



Informal settlements on Alexandria's Canal (S. Wahba)

<sup>60</sup> Source: Cities Alliance reports and other documents and presentations.

In 2004 the city of Alexandria requested the assistance of Cities Alliance to develop a long-term city development strategy based on a broad participatory process.

### **Main Themes Analyzed**

Five main themes were analyzed within the framework of the Alexandria CDS:

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

### **SWOT Analysis**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Favorable geographic location and climate</li> <li>- Available workforce and numerous higher education institutions</li> <li>- Attractive salaries and work hours</li> <li>- Low rate of non-reimbursement of loans granted through microcredit</li> <li>- Available land for development in the Burg Al Arab area, in areas surrounding Lake Marriout and in the south</li> <li>- Commerce: important local market (more than 70 million inhabitants)</li> <li>- Infrastructure: a port and two airports</li> <li>- Strong and diversified industrial base</li> <li>- Powerful chambers of commerce and industry</li> <li>- Strong leadership of Alexandria's Governor</li> <li>- Funding available for strategic projects</li> </ul>	<ul style="list-style-type: none"> <li>- Large number of people entering the labor market with limited qualifications.</li> <li>- Lack of statistical data on Alexandria's economy</li> <li>- Complicated business environment (many different laws, administrations and lengthy procedures)</li> <li>- Land: no clear zoning or land-use planning for zones to be developed</li> <li>- Inadequate information on industrial zones</li> <li>- Infrastructure: congested roads, frequent power cuts</li> <li>- Insufficient support to businesses</li> <li>- Limited municipal budget</li> <li>- High unemployment rate</li> <li>- Environmental pollution</li> <li>- Informal settlements</li> </ul>

Opportunities	Threats
<ul style="list-style-type: none"> <li>- Favorable geographic location and climate</li> <li>- Available workforce and numerous higher education institutions</li> <li>- Attractive salaries and work hours</li> <li>- Low rate of non-reimbursement of loans granted through microcredit</li> <li>- Available land for development in the Burg Al Arab area, in areas surrounding Lake Marriout and in the south</li> <li>- Commerce: important local market (more than 70 million inhabitants)</li> <li>- Infrastructure: a port and two airports</li> <li>- Strong and diversified industrial base</li> <li>- Powerful chambers of commerce and industry</li> <li>- Strong leadership of Alexandria's Governor</li> <li>- Funding available for strategic projects</li> <li>- Good macroeconomic environment</li> <li>- Leadership: new government committed to conduct a proactive program of reforms.</li> <li>- Good trade agreements</li> <li>- Industries: low customs duties, considerable potential for technologies transfers</li> <li>- Good investment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>- Large number of people entering the labor market with limited qualifications.</li> <li>- Lack of statistical data on Alexandria's economy</li> <li>- Complicated business environment (many different laws, administrations and lengthy procedures)</li> <li>- Land: no clear zoning or land-use planning for zones to be developed</li> <li>- Inadequate information on industrial zones</li> <li>- Infrastructure: congested roads, frequent power cuts</li> <li>- Insufficient support to businesses</li> <li>- Limited municipal budget</li> <li>- High unemployment rate</li> <li>- Environmental pollution</li> <li>- Informal settlements</li> <li>- Unstable macroeconomic environment.</li> <li>- Limited capacity and resources for the education system</li> <li>- Inability to move ahead with reforms concerning the business environment; strong bureaucracy</li> <li>- Diminished protection for the local market</li> <li>- Obsolete technology in key industries</li> <li>- Financing and access to credit</li> <li>- Land: complex land titling and registration system</li> <li>- Problems in settling litigation</li> </ul>

All local actors participated in the formulation of a **long-term vision** for the development of the city and contributed to identify key programs for local economic development.

### **Long-term Vision for the City of Alexandria**

"Alexandria takes advantage of its competitive endowments, better manages its local assets, removes constraints to private sector-led growth, while ensuring the socio-economic integration of the poor" (Alexandria City Development Strategy, Cities Alliance, p.9)

## Development of the Strategy

The main deliverables of the CDS led to the following results:

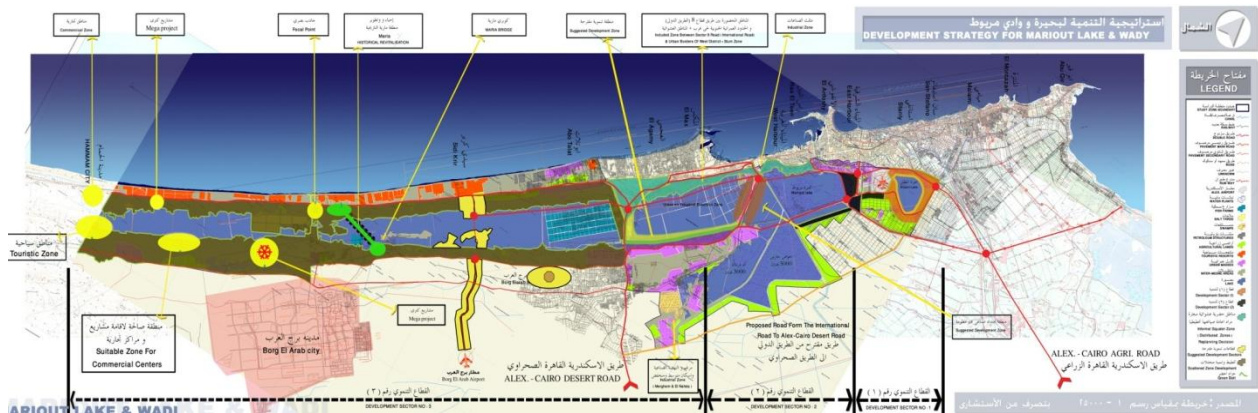
**a. The Alexandria Local Economy and Competitiveness Assessment** concluded that most industrial sectors located in Alexandria registered growth during the past three years, especially the food and beverage sector, chemicals and petrochemicals, and the basic metals industry. But at least 40,000 new jobs need to be created annually for those entering the work market. The informal sector (with an estimated 100,000 businesses) should contribute to this objective.

However, the report describes several challenges to be overcome for a healthy development of the local economy, such as the need to create additional and better quality jobs, integrating formal and informal sectors, improving the local business environment, promoting better industrial zoning and planning, rehabilitating the ports of Alexandria and Dekhila and reinforcing dynamic sectors (textiles and garments, food processing, petrochemicals and tourism).

**b. The Comprehensive Strategic Development Plan for the Lake Mariout Zone** proposed an action plan for the rehabilitation of the lake area that consists of three main programs:

- a technical program aimed at reducing industrial pollution and wastewater,
- a program of institutional reforms for the creation of a Lake Mariout management authority,
- a socio-economic program to improve the living conditions of fishermen and residents of informal settlements surrounding Lake Mariout.

**c. The Strategic Development Plan for Land Surrounding Lake and Wadi Mariout** identified several sites around the lake that are suitable for multi-use development. It analyzed current land use and determined the various sites that remain available for investment. It also includes a preliminary land-use plan.



Preliminary land-use plan for the area surrounding the Lake and Wadi Mariout

**d. The Squatter Settlements and Urban Upgrading Strategy.** 1.36 million people live in 30 informal settlements. A preliminary rehabilitation strategy for the entire city was prepared, as well as urban development and land-use plans.

**e. The Alexandria Tourism Development Strategy** highlights the contribution of the tourism industry to the city's economy.

## **Results**

A key twofold aspect of the Alexandria CDS was its capacity to become a focus of interest and to lead to other projects. The Egyptian government and aid agencies (GIZ/KfW, UN-Habitat, the Social Fund, Bibliotheca Alexandrina, CIDA, IFC, UNICEF/Audi) contributed financially to several new projects such as the Alexandria Growth Pole, due to the strong visibility of the CDS process.

It is noteworthy that most of these partners were directly involved in the CDS process and made their financial contributions in parallel to the project. Furthermore, the Global Environment Facility (GEF) grant, JICA and the World Bank Second Egypt Pollution Abatement Project (EPAP II) will contribute to address environmental issues in Lake Marriout.

In this context, action plans and priority projects were identified by the CDS components dealing with Strategic Local Economic Development, Urban Rehabilitation Policies and the Lake Marriout Development Plan.

Seeking to capitalize on these results and to consolidate the work in progress, the governorate of Alexandria requested additional assistance to the Cities Alliance to engage phase II for the completion of the CDS for sustainable development.

The table below summarizes the principal results obtained.

<b>Themes</b>	<b>Results</b>
<b>Institutionalization</b>	<ol style="list-style-type: none"><li>1. Strong CDS team in partnership with other stockholders.</li><li>2. On-the-job training for governorate personnel.</li><li>3. Technical visit to Ismailia.</li><li>4. The CDS has become the official framework for the development of the city.</li><li>5. Capacity building of urban development services.</li></ol>
<b>Local Economic Development</b>	<ol style="list-style-type: none"><li>1. The Assessment Report on Alexandria's local economy has been completed.</li><li>2. A list of objectives and programs has been compiled.</li><li>3. An executive board was created for industrial development.</li><li>4. Reforms to business start-up procedures.</li></ol>
<b>Urban Rehabilitation</b>	<ol style="list-style-type: none"><li>1. The inventory of informal settlements has been completed.</li><li>2. 20 participatory evaluation reports were drawn up.</li><li>3. Detailed urban upgrading plans and socio-economic development programs were developed in three pilot zones.</li><li>4. A strategy on housing accessibility for the poor has been developed.</li><li>5. Establishment of an urban rehabilitation unit.</li><li>6. The GIS team has been equipped.</li></ol>
<b>Lake Marriout Environment</b>	<ol style="list-style-type: none"><li>1. Assessment of the environmental challenges of Lake Marriout and initiatives designed for the lake's de-pollution.</li><li>2. The application submitted to the EMF (US\$7.5 million) has been approved.</li><li>3. Other investments about to be completed (expansion of east and west wastewater treatment plants).</li><li>4. The government has invested E£407 million in wastewater collection and treatment.</li></ol>

## **Main Characteristics of the CDS of Alexandria**

The Alexandria city development strategy was based on two principles aimed at improving the sustainability of strategic planning and local economic development efforts:

- Broad-based participation of the civil society and public and private sectors in the formulation of the CDS through a “partnership forum” that convenes regularly for consultations and follow-up.
- Using the CDS as foothold for leveraging donor support and to organize that support for current and future commitments.

The CDS and related investments suggest strategic interventions at two levels:

- Physical infrastructure to improve the living conditions of the population and to remove the main obstacles to the development of the private sector and to economic growth, and
- Eliminating barriers so as to encourage investments and build local capacity (business start-up procedures, enabling the registration of property informally held by investors, private sector participation in the management of industrial zones, strengthening municipal capacity in local assets management).

This twofold approach is crucial in a city like Alexandria. The CDS of Alexandria and its investment plan changed local development practices in Egypt, far from the traditional top-down and supply-driven approach. The supply-driven approach had been criticized because of its narrow focus on infrastructure problems and the little interest in the dynamics, needs and institutional and financial aspects of the local economy, as well as the lack of participatory planning and decision-making.

In Alexandria’s CDS, a bottom-up approach enables stronger local ownership of the process and CDS principles and facilitates the participatory process for the formulation of the long-term vision and the shared definition of development programs. Moreover, the CDS process stressed the importance of close interaction with the central government to allow replicating the process in other cities. Alexandria could be a pilot city to test some strategic reforms aimed at removing obstacles to investments and to develop the capacity of local authorities in urban management and service delivery to the population. To this end, Alexandria is one of the two cities that have been authorized to demand payment from users for services provided.

## **Lessons Learned**

1. A key lesson learned concerns the governor’s role as leader of the CDS. The initiative gained wider visibility through his leadership that gave a strong impetus to the process during the initial stage. However, when the governor changed, it was not certain that the new authorities would be committed to continue the process. The uncertainty was fortunately temporary.
2. The CDS process showed the advantages of: a) a programmatic approach through the creation of an efficient CDS team that carried out a proper analysis of the role of stakeholders who had been identified and included in the process; b) working on a limited number of themes to make sure the process would be manageable and would lead to rapid results to build trust in the CDS; and c) creating a partnership with several fund donors.
3. Alexandria’s CDS showed that an exhaustive assessment of local finances is a valuable tool for cities that are preparing a local economy development strategy. The CDS also enabled achieving coherent efforts, particularly better targeting of public financing and more effectively prioritized and catalyzed investments.
4. The CDS brought together actors and organizations that under normal conditions did not have the occasion to interact.
5. In terms of knowledge transfers, Alexandria’s CDS confirmed the vital importance of on-the-job training by international consultants that was more effective than traditional courses.



## **Development Strategy of Greater Amman**



### **Process**

The project was led by the mayor of Amman and received the support of the Cities Alliance and the World Bank, AUDI and GIZ. The purpose of the CDS of Greater Amman is to:

- Develop a strategic framework for sustainable development, and
- Ensure equitable development in the city to improve the lives of all its citizens through the effective participation of all stakeholders.

In order to achieve these objectives, the CDS is centered particularly on:

- The formulation of a city-wide urban development and slums upgrading plan,
- Municipal management to modernize and develop local management performance.

To this end, local authorities recruited a municipal management expert to assess and identify the weaknesses, gaps and overlapping functions and missions in the municipality. A communication strategy for the city and measures destined to improve the performance of the “center for community services” were also prepared.

Right from the launching of the CDS, a series of workshops were held, among others in February 2004, to present the conclusions drawn by consultants to approximately 400 participants. Community participation was established as well as a debate on urban planning activities and on how the Greater Amman municipality could improve services and meet the needs of its residents.

### **State of the City**

Amman has a total population of 2.8 million. For many years, it has played key role regionwide and worldwide with direct consequences on urban growth and the city’s structure. Amman is facing a number of challenges due to a sudden population influx. As a result of the Gulf War, the urban population increased by 300,000 contributing to larger informal settlements, refugee camps, damaging urban infrastructure and affecting urban services. The city concentrates 38% of the country’s population. Faced with this population growth, city managers must deal with increased demands for service delivery without neglecting to preserve the quality of infrastructure.

## **Main Themes Analyzed**

The objectives of the CDS are to:

- Initiate and develop citizen participation in the decision-making process, including a more active involvement of elected officials,
- Engage in an entirely new urban planning approach by launching a strategic initiative to formulate an urban development plan,
- Use the city's positive urban rehabilitation experience to expand the initiative to slums and refugee camps.

These objectives correspond to several gaps observed in current practices. Following a two-year implementation, Amman's development plan for 2002-2006 revealed serious deficiencies that traditional planning could not remedy. The CDS seeks to find a solution to this situation by focusing on improvements to urban governance, municipal reforms, and a slums upgrading plan to ensure an inclusive city for all, particularly the poor.

This brief description of Amman's CDS will highlight the central issue of a new approach to urban planning, means and tools.

Jordan's legal framework is still incomplete, relatively complex and contains some contradictory elements; consequently, its enforcement is complicated. Moreover, there is no comprehensive policy on land management (taxes, management, assessment). Other problems were also pointed out:

- Zoning instruments—instead of planning tools—regulate urban development.
- Current legislation is limited to building standards.
- There is no coordination between the different administrations.
- Laws penalizing illegal constructions are loosely enforced.
- Etc.

Problems between the two departments in charge of urban development—the zoning department and the planning department—originate in external factors, particularly the absence of a legal strategic framework and appropriate planning. The weaknesses observed are due to internal factors such as the lack of coordination between services, poorly qualified human resources and the lack of appropriate technology. Zoning and planning departments do not share the same vision concerning their planning strategy, do not communicate enough and therefore have serious coordination problems.

Furthermore, concerning the zoning department, there is no effective coordination between zoning and other sectoral departments (drinking water supply, sanitation, electricity, etc.); it cannot effectively meet the demands of the private sector and does not have an appropriate planning framework.

## **Long-term Vision for Amman**

Together with the citizens of Amman, our objective is to achieve excellence in municipal services delivery exceeding the aspirations of the population and of economic sectors and to further maintain and expand public facilities so as to improve Amman's competitiveness while preserving the unique cultural heritage and spirit of the city.

## **Main Development Objectives**

The CDS process coincides with the decision to develop a new master plan for Greater Amman and with the Amman Development Corridor Project. It is an ideal scenario to revise current planning legislation as well as land laws and to find solutions for the problems previously exposed. The new legislation should establish the master plan as the instrument to be used by municipalities to orient and control urban development according to revised land-use regulations.

On this particular aspect, at its present stage, Amman's CDS recommendations concern:

- Developing master plans, detailed land-use plans and reviewing urban development regulations that could allow for a certain flexibility according to local scenarios,
- Formulating urban development and building codes and clarifying existing regulations,
- Modernization of public administrations in charge of urban development.

The non-application of the different master plans developed during the past fifty years and current functional problems in the different public services have led to a proposal for a development strategy aimed at improving planning procedures for urban development and overhauling public services.

## **Strategic Components of the Strategy**

The strategy aims at implementing strategic policies relative to the revision of land laws and regulations and the legislative framework.

Action plans will deal with:

- New transport systems and a policy for intermodal regional transport, as well as traffic management and related regulating measures.
- Improvements to public security, particularly road signs and signals.
- Protection of the environment, farmland and urban heritage through adequate planning policies.
- Implementation of a cooperation policy with regards to refugee camps and slums upgrading.
- Adopting appropriate fiscal measures and land management to combat land speculation.

## **Lessons learned at this stage of the CDS**

- Communication between the World Bank and the municipality of Amman was interrupted when the mayor changed during the process and while the new municipal team took over local affairs.
- Once the contact was renewed, the process restarted and the new mayor showed a particular interest in the new master plan and in the creation of a consultative group (the Amman Planning Council).
- However, some CDS objectives are not realistic in terms of impact since they depend on factors and resources that donors were not willing to propose.

## **Development Strategy of Greater El Jadida (DSGJ)**

### **Process**

The Development Strategy of Greater El Jadida is one of the two pilot projects initiated by the Ministry of the Interior and the Ministry of Habitat and Urban and Spatial Development in Settat and El Jadida within the framework of the National Urban Development Strategy. It was made possible by the strong commitment of a broad range of local actors, particularly elected city officials. A number of meetings and work sessions were organized by the province of El Jadida and the Ministry of the Interior, with the support of the Directorate General of Local Authorities and the World Bank. The process for the development of the strategy was led by:

- A Steering Committee headed by the governor with the participation of the presidents of urban and rural municipalities of the metropolitan area, elected officials, external services, economic actors and representatives of the civil society.
- A Technical Committee of staff of the Province, the regional investment centre, the Urban Agency and urban municipalities.
- A CDS Follow-up Team.

### **State of the Urban Agglomeration**

Greater El Jadida comprises the cities of El Jadida and Azemmour and three urban centers: Sidi Bouzid, Moulay Abdellah and Oulad El Ghdbane. Together they concentrate a population of 265,000 inh. (2004 census) on a surface area of 10,153 hectares.



In the 1980s, large-scale industrial activity developed in the Greater El Jadida area, among others the El Jadida industrial zone and installations for Africa's leading port for ore shipments, the Jorf Lasfar port. El Jadida is currently the second largest industrial center after Casablanca.

## **Principal themes of the CDS**

The themes chosen correspond to weaknesses identified during the analysis. Weaknesses were observed in the fields of habitat, transportation and traffic management, public facilities, infrastructure, finances and local governance, and led to the following thematic thrusts:

- Slums upgrading;
- Urban transport and intra-urban traffic management problems;
- Management of public facilities;
- Deficient tourism infrastructure;
- Improvement of local finances;
- Local governance, particularly improving the performance of local administrations to achieve greater efficiency and more transparency.

## **SWOT Analysis**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"><li>- Strategic geographic location</li><li>- Remarkable natural, cultural and historic heritage</li><li>- Important and diversified economic potential (industry, tourism, agriculture)</li><li>- Well-developed infrastructure and road network</li><li>- Many structures are being created offering new opportunities for long-term employment</li></ul>	<ul style="list-style-type: none"><li>- Limited integration of the conurbation</li><li>- Natural and historic potential is not adequately exploited</li><li>- Not enough tourism hotels/accommodations</li><li>- Few cultural events and insufficient publicity</li><li>- Qualifications do not match job offers</li><li>- Limited local financial capacity to sustain the development of Greater El Jadida</li></ul>
<b>Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"><li>- Execution of major structuring projects of national scope (PIJL, STMZ)</li><li>- Its role as active urban center close to Casablanca for industries and other economic activities related to the industrial park and the Jorf Lasfar port</li><li>- Geographic location at an economic crossroads with the resulting growing interest in El Jadida and attractiveness for industrial investors and tourists (national and international)</li><li>- Potential to capitalize on the varied territorial assets that may generate wealth (coastline, inland, environmental and cultural heritage, etc.)</li></ul>	<ul style="list-style-type: none"><li>- The two large-scale structuring projects could have limited socio-economic impact, in time and space.</li><li>- Gradual deterioration of urban living conditions due to limited investments in maintenance and upgrading of the urban fabric, infrastructure and facilities</li><li>- Massive rural exodus with the risk of disordered urbanization of urban peripheries</li><li>- Environmental risks related to the development of industrial activity, urban traffic and urban growth in general</li><li>- Diminishing competitiveness of Greater El Jadida in the local context (Tanger-Med, Casablanca, Marrakech, etc.)</li></ul>

## **Vision**

The vision is confused with a long-term strategic thrust, i.e. strengthening Greater El Jadida's industrial and tourism capacity. There is neither a slogan nor a visual identity for the city.

## **Strategy**

The DSGJ was built on five strategic targets:

- Turn Greater El Jadida into a first class industrial center.
- Promote Greater El Jadida's tourist attractions nationwide and worldwide.
- Meet the urban demands of the new vision of Greater El Jadida.
- Exploit cultural assets to further local development and enhance the city's regional influence.
- Set up and develop in Greater El Jadida the mechanisms and synergy needed to successfully complete its local project.

## **Results**

As in Settat's CDS, the results of the DSGJ are evidenced in the priority action plan for 2009-2013 with an estimated budget of 1.161 million Dirhams (US\$145 million). Thematic thrusts of the 2009-2013 priority action plan include:

- Industrial development (estimated budget 19.3%)
- Tourism development (23%)
- Urban development (56.5%)
- Cultural development (1.2%)

Contrary to Settat, most projects of the action plan fell within the scope of sectoral programs of different ministerial departments. Added to the interventions of the DGLA and the Ministry of Habitat and Urban and Spatial Development that initiated the DSGJ, more than two-thirds of the actions and budget programmed will have been implemented by 2013.

## **Key Lessons Learned**

We may consider the CDS achieved its objective because it chose a realistic approach:

- The action plan did not go beyond the 2013 horizon; therefore, the exercise was operational and illustrative.
- The DSGJ action plan is consistent with projects set out by the different ministerial departments.

These precautions would not have been enough without the strong support of the DGLA that set the example by mobilizing funds for the city and encouraged other ministries to do the same. Some ministerial departments complained (the Ministry of Infrastructure, for instance) but in general they all contributed, knowing that each ministry could negotiate the extent of their contribution that, if necessary, could be a symbolic gesture.

El Jadida's CDS raises two questions:

Would it be possible to replicate the support provided to El Jadida in all Moroccan cities? The answer is obviously no; however, this experience shows that strategic planning is spreading and that it is the appropriate approach, above all, when local and central authorities work hand in hand.

Is it possible to build an urban development strategy over the long term based exclusively on short-term sectoral projects of the State? As for the first question, the answer is also no. This raises the issue of the limited financial capacity of local authorities. Neither of the two action plans—Settat or El Jadida—contemplated applying for internal financing (for example, a loan from the Municipal Development Fund (Fonds d'Équipement Communal)) or for external aid.

### **Strategic Planning of the City of Izmir, Turkey**



In accordance with Municipal Laws n° 5216 and n° 5393 of Turkey's public management legislation, the metropolitan municipality, as a local government, is required to prepare a strategic plan. In addition, the law on public finance management and controls provides that public administrations shall prepare a strategic plan on which they will base their budgets.

#### **Process**

The preparatory process was engaged in accordance with the strategic planning guidelines for public administrations prepared by the under-secretariat of the State Planning Organization. As the strategic planning studies were being carried out, meetings were held with the executive council, the different departments and representatives of the administrative units related to the municipality.

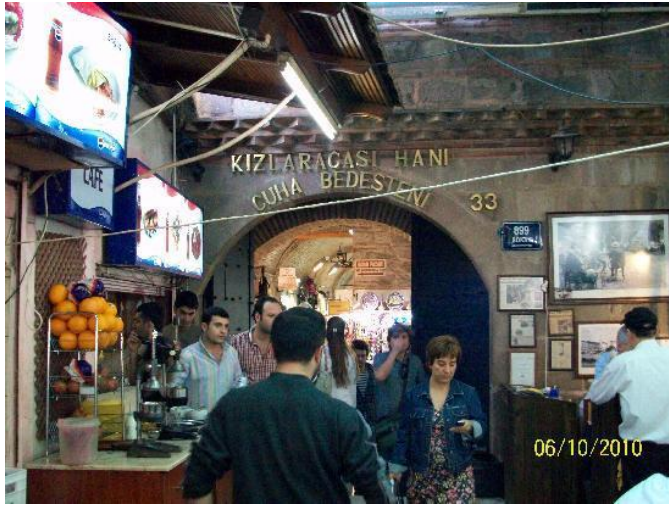
At the beginning of the process, a structure in charge of the organization of the strategic plan was created. It consisted of:

- An executive committee, headed by the mayor, composed of a secretary general, five under-secretaries general and a director of financial services;
- A follow-up committee with representatives of all the departments of the municipality;
- A coordination team ;
- Study groups representing the different municipal administrative units.

Analyses of the municipality's internal and external environment were conducted at the same time. The process that led to the formulation of Izmir's planning strategy was largely based on surveys and interviews to city residents (over 5,000 interviews) and to personnel under the authority of the municipality, particularly to measure the satisfaction of the persons interviewed.



## **City of Izmir**



A city proud of its centuries-old past, Izmir has a 3.8 million population (all districts included) with 1.53% growth rate essentially due to immigration. It is one of the three leading cities in Turkey in terms of wealth production, industrialization and industrial jobs, exports, and its rich and varied economic activities.

Its unemployment rate is approximately 12%—close to the national average of 11%—while the unemployment rate for women exceeds 14%, and is higher than the national average.

The service sector accounts for 61% of the city's economy, followed by the industrial sector (31.5%). The tourism sector has the highest potential for rapid growth.

As for home ownership, 61% of urban population own their residence and 35.9% live in rentals.

### **Analysis of the External Environment**

Macroeconomic plans were analyzed first (9<sup>th</sup> Development Plan for 2007-2013, Short-term financing program and plan for 2009-2011, regional plans, etc.) in order to prepare a coherent municipal strategic plan. A statistical analysis was carried out on the requests and claims that had been addressed to the municipality. The citizens' opinions on their city, the satisfaction level and their expectations were then submitted to the appropriate units for evaluation. A study was also carried out on the competitiveness of several cities around the world, whose socio-cultural, geographic and demographic profiles are similar to Izmir's.

### **Analysis of the Internal Environment**

Areas covered in this analysis include:

- The history of the municipality;
- Applicable laws;
- Local technical and technological infrastructure;
- Municipal organization ;
- Human resources and their responsibilities.

Besides studying how the local personnel functions within the municipal institution, the analysis took into account their opinion on the administration and to what extent they were satisfied with their professional activity.



## **SWOT Analysis**

A detailed SWOT analysis was carried out for each of the municipality's areas of intervention (11) with a strong participation of Izmir's municipal departments. The SWOT analysis below for the strategic themes "Urban infrastructure" and "Energy" illustrates this part of the process.

Strengths	Weaknesses
<p><b>Infrastructure:</b></p> <ul style="list-style-type: none"> <li>- Current work on the metro and the pedestrian bridge for safer transport and circulation</li> <li>- Completion of the Great Canal</li> <li>- Urban roads surfacing completed</li> <li>- Improved alternate routes and transport vehicles</li> <li>- The municipality has its own establishment for infrastructure maintenance.</li> </ul> <p><b>Energy:</b></p> <ul style="list-style-type: none"> <li>- Production sites for wind and hydraulic energy have already been approved.</li> <li>- Public information campaign on geothermal energy</li> <li>- Support to projects for renewable energy sources</li> <li>- Partnership between the municipal utility and specialized companies</li> <li>- Support to energy saving initiatives (insulation systems)</li> <li>- Promoting the use of natural gas</li> </ul>	<p><b>Infrastructure:</b></p> <ul style="list-style-type: none"> <li>- Poor coordination between the services concerned during road surfacing work</li> <li>- Digital cards for the different structures not ready yet</li> <li>- Insufficient navigation system</li> </ul> <p><b>Energy:</b></p> <ul style="list-style-type: none"> <li>- Not enough projects to meet domestic and industrial demand</li> <li>- Renewable energy sources may not be used because of poor quality transport and distribution systems</li> </ul>
Opportunities	Threats
<p><b>Infrastructure:</b></p> <ul style="list-style-type: none"> <li>- Favorable climate for infrastructure work</li> <li>- Existing alternate routes</li> <li>- The city's good location for supplies provisions</li> </ul> <p><b>Energy:</b></p> <ul style="list-style-type: none"> <li>- Abundant thermal resources</li> <li>- Positive impact of climate on energy consumption</li> <li>- Enough sunlight for solar energy production</li> <li>- High potential for wind energy production</li> </ul>	<p><b>Infrastructure:</b></p> <ul style="list-style-type: none"> <li>- Difficult infrastructure work in informal settlements</li> <li>- Diversity of geological structures in the city</li> <li>- The city is located in a seismic zone.</li> <li>- High maintenance and repair costs</li> </ul> <p><b>Energy:</b></p> <ul style="list-style-type: none"> <li>- Dependent on foreign technology for renewable energy and elevated cost of initial investment</li> <li>- High cost of electricity needed to produce geothermal energy</li> <li>- It is possible that our institutions would be denied the authorization to drill geothermal wells</li> </ul>

## **Long-term Vision for Izmir**

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

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

### **Strategic Targets**

Following the analysis of the local context and the assessment of the city's current situation, the process focused on strategic components. **10 strategic objectives were identified** taking into account the broad range of municipal activities. Performance indicators were also established, as well as strategies to reach the objectives set out. Izmir's strategic targets are:

- The administration
- The environment
- Urban protection, planning and urban aesthetics
- Urban infrastructure
- Transport
- Health and sports
- Culture, education and social services
- Tourism and international relations
- Natural disaster management and security
- Information and communication technologies
- Energy

### **Observations on Izmir's Planning Strategy**

Izmir's planning strategy adopted a specific approach based on:

- A comparative analysis with other cities in Turkey;
- Comprehensive statistical data and carefully conducted interviews of a large sample of the local population;
- The analysis of a wide range of municipal activities.

This analysis produced thoroughly detailed work on all the activities under municipal jurisdiction and a comprehensive action plan used to determine city budget allocations.

However, the approach mobilized substantial and quality municipal human resources. It is not certain that this approach could be replicated to other cities in the SEMC region with less local capacity.

#### **ANNEX 4.7 RAMALLAH, PALESTINE**

### **Integrated Strategic Planning for the Neighboring Cities of Ramallah, Al-Bireh and Beituna**

#### **Process**

The preparation of the CDS for the urban agglomeration of Ramallah, Al-Bireh and Beituna followed the traditional process:

- Mobilization of actors and stakeholders,
- Preparation of the city profile through the analysis of urban actors and the city's characteristics,
- Adoption of a city vision and strategic priorities through a participatory approach,
- Formulation of an investment plan to enable mobilization of resources, particularly aid from fund donors,
- Promotion of the strategy and the investments plan.

Local authorities of the three cities organized themselves to ensure overall supervision of the process whose implementation would be managed by GIZ.

#### **State of the City**<sup>61</sup>

##### ***Political and macro-economic context***



The project started in 2005 during the second Intifada, which together with the restrictions imposed by Israel, severely constrained the scope and outcome of the planning exercise, particularly over the long-term. The economic and social development of the Palestinian territory, as well as land-use planning and development, are handicapped by the occupation of the West Bank and its fragmentation into zones, the construction of a separation barrier and restrictions on movements of people. In fact, more than any type of measure or decision from the Palestinian Authority, these restrictions need to be removed as an essential condition for long-term development.

Moreover, the sanctions imposed on Palestinians by western countries after the victory of the Hamas severely interfere with any type of development. The consequences are:

- An economic blockade has left the Palestinian Authority with no resources to pay services and salaries;
- Revenue from taxes was blocked by Israel, aggravating the humanitarian crisis;
- A physical blockade prohibits agricultural exports and food and medicines imports;
- Israeli attacks have damaged vital infrastructure, including water and electricity facilities;
- Visas are not renewed to Palestinians with foreign passports.

<sup>61</sup> Source: Pelle Persson, Establishment of an Integrated Strategic Planning Process for the Neighbouring Towns of Ramallah, Al-Bireh and Beitunia. Draft Final Evaluation Report: Assessment of Activities, Outputs, Outcomes and Impacts. March 2008

An unemployment rate of 40 to 60% shows the impact of this situation on the economy. The current blockade must be removed to enable the revival of the Palestinian economy. Nothing indicates this is being considered.

Nevertheless, municipalities are among the rare institutions that can still function because they are able to generate their own, albeit limited, resources. Hence, a CDS could improve to a certain degree the performance of the cities concerned.

### **Profile of the Urban Agglomeration**

Located in the center of the West Bank, these three neighboring cities are the administrative seat of the Palestinian Authority and gather the principal public administrations, as well as foreign consulates and international agencies. Estimates indicate high population growth rates ranging from 3.5 to 4%. Hundreds of families emigrated to the urban agglomeration during the second Intifada aggravating the difficulties encountered by the municipality to deliver quality services.

Aimed at addressing the rapid population growth and citizen demands for better living conditions, a CDS for the three cities was initiated with funds from Cities Alliance and technical support by GIZ.

### **Main Themes of the CDS**

The thematic areas chosen for the CDS are:

- Strategic planning,
- Institutional development,
- Financial management, and
- Infrastructure management.

### **SWOT Analysis**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Existing transport plan</li> <li>- Existing external financing opportunities</li> <li>- The municipal team is fully aware of the importance of the participation of the local community.</li> <li>- Effective participation of women in the labor market</li> <li>- The central location of the three cities in the West Bank enables them to play an important role in the economy.</li> <li>- Close to the Bir Zeit University</li> <li>- Transfers of migrants</li> <li>- Some donors are interested in funding key projects.</li> <li>- All stakeholders endorse urban development rules and regulations and their application.</li> </ul>	<ul style="list-style-type: none"> <li>- Limited possibilities of expanding the road network</li> <li>- Lack of qualified personnel for traffic management and no specialized service in municipalities</li> <li>- Limited (or nonexistent) road maintenance programs</li> <li>- Citizens are not truly aware of the relationship between rights and duties.</li> <li>- The elevated price of land is an obstacle to urban expansion.</li> <li>- Unequal income distribution</li> <li>- The area is frequently closed by Israel.</li> <li>- Not enough industrial zones</li> <li>- Lack of municipal strategic plans having identified development projects that need to be financed</li> <li>- Interference between land uses: industrial, residential, agricultural.</li> <li>- No public-owned land dedicated to services and facilities</li> <li>- Limited coordination with the ministries concerned</li> </ul>

Opportunities	Threats
<ul style="list-style-type: none"> <li>- Concrete opportunities for external funding</li> <li>- Presence in the region of most governmental offices</li> <li>- The international community is willing to provide support in this area</li> <li>- A peace treaty putting an end to Israeli occupation and the dismantling of Israeli settlements would stabilize the political situation and could be the beginning of economic growth enabling the expansion of the three cities</li> <li>- Coordination across the three municipalities would improve service delivery and lower their cost</li> <li>- Financing opportunities for environmental protection projects</li> <li>- The implementation of the development project for the metropolitan area could contribute to urban development in the three cities</li> </ul>	<ul style="list-style-type: none"> <li>- Restrictions imposed by Israel and closed roads</li> <li>- Weak authorities responsible for the enforcement of regulations</li> <li>- Political instability and threats of reduced international assistance</li> <li>- The role of municipal councils is not clearly understood and is confused with the government's role, which resulted in a negative impact these past years</li> <li>- Israeli settlements and the network of bypass roads surrounding the three cities obstruct urban development</li> <li>- Israeli checkpoints and the frequent Israeli military incursions</li> <li>- The area is frequently closed by Israel</li> <li>- Israeli control over energy sources and water supply</li> <li>- Impact of the separation wall on the development of the cities and agriculture</li> </ul>

### **Long-term Vision**

Together we seek to develop a prosperous zone underpinned by an economy based on reliable services and infrastructure, by adopting good governance principles that will ensure public participation, respect diversity and the rights of citizens, and preserve its environment and heritage.

### **Development Strategy**

A number of important strategic targets were identified:

- Develop an urban development plan for the three cities that corresponds to the vision
- Develop a comprehensive traffic management plan
- Develop joint infrastructure projects
- Preservation of historic sites
- Institutionalize cooperation among the three municipal councils
- Reinforce the role of the law
- Revise and develop the necessary laws and regulations
- Improve relations with central authorities
- Train municipal personnel
- Create a joint municipal council for development
- Develop regulations offering incentives for investments
- Develop cultural and social facilities in the three cities in partnership with community organizations
- Transparency in relations with the public and sensitize citizens to their rights and duties
- Encourage voluntary cooperation—key human resources—jointly with community organizations

## **Key Lessons Learned**

The following key lessons from this particularly complex experience should be given consideration:

- Urban planning is extremely difficult in conflict areas. The impact of improved strategic planning of infrastructure and the creation of job opportunities were severely handicapped by the political and economic situation generated by Israeli occupation.
- Potential private sector investors (national and international) did not participate in the process (not many would risk investing their money in Palestine).
- Therefore, due to funding restrictions, quick win projects were not carried out.
- The CDS methodology is too complex for locally available skills and expertise. It should be adapted to the city in question.
- An exhaustive list was proposed for action plans: priorities must be established.
- Authorities understood the importance of institutionalizing the process and created a “Joint Coordination Unit” for the three municipalities that will be in charge of implementing the strategy.
- The public communication campaign was extremely positive and useful, and contributed to improved tax payment and collection.

## **Urban Development Strategy of Settata (UDSS)**

### **Process**

The Urban Development Strategy of Settata is one of the two pilot projects initiated by the Ministry of the Interior and the Ministry of Habitat and Urban and Spatial Development in Settata and El Jadida within the framework of the National Urban Development Strategy. It was made possible by the strong commitment of a broad range of local actors, particularly elected city officials. Many meetings and work sessions were organized by the Wilaya of the Chaouia Ourdigha region and the Ministry of the Interior, with the support of the Directorate General of Local Authorities and the World Bank. The strategy's formulation process focused on four principal stages:

Stage 1: Where are we now?

Stage 2: Where do we want to go?

Stage 3: What issues should be given priority and how?

Stage 4: What priority actions should we carry out to achieve our objectives?

To provide answers to these questions, elected officials, different socio-economic actors and civil society were mobilized during a two-year period from 2007 to 2009. During this time, several stages were completed.

The structures that supervised the launching, monitoring and implementation of the UDSS include:

- A Steering Committee under the presidency of the Wali of the Chaouia Ourdigha region and governor of the province of Settata. The committee comprises external services of several ministerial departments, city elected officials and technical municipal services.
- A Technical Committee gathering the Urban Agency, the Inspectorate of Habitat and Urban and Spatial Development, the Regional Directorate for the Plan, the university, the Regional Investment Centre, and technical municipal and provincial services.

### **State of the City**

Settata has a total population of 117,000 inhabitants (2004 census), over a surface area of 2,900 hectares.

Apart from the city's assets, particularly its strategic location, the UDSS analysis revealed social, economic and spatial problems.

Degraded housing and deficient or nonexistent basic facilities are clear signs of poverty and social exclusion. In 2005, the urban poor accounted for 8.2 % of households.

The city's poor economic dynamics offer few job opportunities to an increasingly larger population. The informal services sector is predominant in the urban economy consisting of small trade and activities that generate little wealth and skills.

As for spatial development, informal settlements continue to develop along with poverty, social exclusion and inadequate urban services and facilities.



### **Principal Themes of the Urban Development Strategy**

- Urban economic development
- Urban rehabilitation and urban infrastructure upgrading
- Promoting sustainable development
- Developing transversal actions, specifically to promote a good governance approach

### **SWOT Analysis**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>- Located close to Casablanca and the Mohamed V international airport</li> <li>- Center of an important agricultural region</li> <li>- Good location within road, highways and railway networks</li> <li>- Main urban center between Casablanca and Marrakech</li> <li>- Availability of highly attractive facilities</li> <li>- Already developed industrial zone, with expansion possibilities</li> </ul>	<ul style="list-style-type: none"> <li>- Limited economic activity</li> <li>- High unemployment rate</li> <li>- Few new industries established in the city</li> <li>- Unattractive urban living environment</li> <li>- Not competitive enough compared with neighboring cities</li> <li>- Poor organization of urban space</li> <li>- Natural potential is inadequately exploited.</li> </ul>
<b>Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>- Become an active urban center on the road between Casablanca and Marrakech</li> <li>- Develop residential areas and sports and leisure activities in peripheral areas of Casablanca</li> <li>- Capitalize on the university as a lever to promote the establishment of growth-generating activities</li> <li>- Due to saturation of the industrial zone and higher land prices in Casablanca and Berrechid, Settat will become more attractive to industries.</li> </ul>	<ul style="list-style-type: none"> <li>- The city is gradually becoming less attractive.</li> <li>- Growing unemployment</li> <li>- Massive rural exodus</li> <li>- Degradation of the urban environment caused by the expansion of informal settlements</li> <li>- Repulsive urban conditions: deteriorating urban facilities and quality of life</li> </ul>



## **Vision**

“Settat 2030” is the slogan used to characterize the vision chosen by city actors. (Public communication campaign using this slogan are nonetheless limited.)

## **Strategy**

The Settat 2030 vision was translated into three strategic targets viewed as the most relevant:

- 1) Local economic development by turning Settat and its peripheries into a center of excellence for industries.
- 2) Build local capacity and develop scientific research by positioning Settat as a focal point of expertise for the region and even nationwide.
- 3) Urban development through a better quality urban environment and by ensuring its sustainability and attractiveness.

## **Results**

Based on the three strategic components, a priority action plan for 2009-2013 was prepared as well as an estimated budget for each action, identifying the respective institutions that should provide the funds. The total budget set out for 2009-2013 amounts to 1,280 million Dirhams (approx. US\$160 million) distributed as follows:

- Equipment and infrastructure (32%)
- Health and higher education (44.6%)
- Improving traffic management and transport (7.8%)
- Enhancing the city’s attractiveness and improving its cultural, tourism and sports potential (15.6%)

A participatory process was engaged under the aegis of the Directorate General of Local Authorities in its premises in Rabat, with the participation of the different administrations that would carry out projects as part of the UDSS. Only some administrations accepted to participate in the action plan. Others declined contending that the proposals were not consistent with their sectoral plans for the city or that the proposals were not well argued and that it was necessary to carry out feasibility studies. Therefore, the only projects endorsed were those funded by the municipality, the DGLA and the Ministry of Habitat and Urban and Spatial Development. They represent about one-third of the projects set out in the action plan.

## **Key Lessons Learned**

In the beginning, local actors (municipalities and external services) in Settat and El Jadida saw the development of the two strategies as a matter that concerned deconcentrated state authorities (the Wilaya in Settat and the Province in El Jadida). Actually, the first projects were drafted by staff of the wilaya and the province. Public awareness and information meetings, often presided by the wali in Settat and the governor in El Jadida, were organized. Along the process, local actors and external services that had participated as observers began to show interest. External services played an important role in the development of the urban strategy, but they often draw attention to their limited capacity that does not allow for decision-making without the endorsement of central services. Even though local elected officials did participate in the meetings, it was a rather modest contribution to the debates.

After a year’s work, the two strategies had produced a diagnostic analysis identifying strategic areas and an action plan to be carried out in a maximum period of five years. As of July 2008, consultations on

both cities began with the different ministries, with the support of the DGLA. The central services consulted express their doubts regarding the methodology employed in these two pilot operations. Indeed, they are not used to this type of approach in which they are asked to participate, or even “questioned”, in order to develop the components of an action plan designed by local actors. Central services believe strategies should meet a number of conditions before they are submitted to debate. These conditions are:

- Programs should conform to national programs as closely as possible (for example, “Plan Azur” for tourism, or “Plan Emergence” for industries), so that projects planned coincide with the objectives of ministerial departments.
- The infrastructure proposed should not be of national or regional scope (a university hospital, school of medicine, airport, etc.).
- Action plans should be well-argued, on solid, convincing and coherent grounds.
- Cities should make a substantial and visible financial contribution to development efforts so that their demands seem credible to ministerial departments.

These conditions do not solve the problems that arise during consultations nor do they guarantee that ministerial departments will commit to the process. Consultations between local and central services were initiated only because of the strong commitment of the DGLA that gathered local and central actors around the same table. At that time, most departments welcomed the initiative and declared to be willing to continue the debate on action plans with local authorities. Privately, however, they asked themselves how their work methods would be affected if the approach was replicated in other cities. They also wondered about the institutional framework that would structure this approach.

Although in general these two experiences are well under way in Settat and El Jadida, their successful completion depends on the implementation over the short or medium terms of a number of recommendations:

- Setting up regulations to clarify modalities for the implementation of the strategy (leadership, launching, communication, formulation, participatory process prior to and after its formulation, endorsement, monitoring and revisions, etc.)
- Preparing methodology guides that take into account the specificities of each city (metropolis, large or medium-size cities) and the linkages of the CDS with urban planning tools (the Master plan for land-use and urban development (SDAU) or the Development Plan), structuring projects in the city or its peripheries and the National Urban Development Strategy (not yet developed).
- Setting up at local level a permanent technical structure for design and follow-up, gathering representatives of the urban agency, the inspectorate of urban and spatial development, the regional investment center and the directorate for infrastructure and technical services of the municipality and the province.
- Setting up a permanent technical support structure in the DGLA.
- The generalization of the CDS approach should be a gradual process.
- It is essential to build the capacity of local actors in this area.

## **Greater Sfax Development Strategy (GSDS), Phase I & II**

### **Introduction**

The city development strategies of Tetouan and Sfax consist both of two phases. But the analogy ends here: in Tetouan the two phases are loosely connected, whereas in Sfax it is a strong and uninterrupted process. The GSDSII is to a certain extent the operational implementation of the action plan drafted during the first phase.

### **Process**

Initiated in 2002 by elected officials of the seven municipalities that make up the urban agglomeration, the strategy is known as the “Greater Sfax Development Strategy” (GSDS). Elected officials aimed to develop the GSDS through a broad-based participatory process, hence the creation of a steering committee, a project team and thematic commissions.

- The steering committee is headed by the mayor of the municipality of Sfax (the project manager) and consists of the mayors of the remaining 6 municipalities and representatives of the different ministries (ministry of the Interior, Agriculture, Environment, Infrastructure, Habitat and Spatial Development), the university of Sfax, the private sector, NGOs, the National Federation of Tunisian Cities and the Tunisian Association of Urban Specialists.
- The project team is composed of the Presidents of the 7 municipalities of Greater Sfax, the minister of the Interior and the minister of Local Development, the National Federation of Tunisian Cities, the Tunisian Association of Urban Specialists, the coordinators of the 6 working groups, experts/consultants and the administrative team of the Local Agenda 21.
- The thematic commissions, 6 in all, are headed by elected officials and concern the fields of transport, traffic management, the youth, social and economic development, urban development and municipal management, the environment and culture.

The preparatory work mobilized multiple local and national partners (academia, economic actors, NGOs) with the support of international partners, particularly, MedCities, GIZ, the World Bank, and the Cities Alliance. During the development of the GSDS, over 20,000 people were sent mailings with information on process and more than 5,200 persons participated personally in the one hundred or so meetings held between October 2002 and April 2005.

### **State of the Urban Agglomeration**

Sfax is, after Tunis, Tunisia’s second largest city and the country’s economic capital due to its port and large industrial sector, particularly the food industry. Greater Sfax comprises seven urban municipalities with a total population of 500,000 over a surface area of 15,570 hectares and 20 km of coastline. The escalating urbanization of its surrounding agricultural land has generated land-use conflicts between housing and natural and cultural areas (wetlands, salt-marshes and archeological sites), and polluting activities (phosphates, municipal waste treatment plants).

A study on working-class urban zones conducted in 2009 within the framework of the GSDSII shows that within a radius of 11 km, the urban agglomeration of Sfax has 71 underserved neighborhoods (either

isolated or grouped together). These sectors are home to 123,696 residents who represent around one-fourth of the population of Greater Sfax.

Concerning unemployment, the rate of unemployed women rose by 16.9% in 2004 and by 16.8% in 2007, compared to the rate of unemployed men that dropped by 10.3% in 2004 and by 7.7% in 2007.

The analysis of Greater Sfax described the following conditions:

- Excessive urban sprawl, source of many constraints
- A stalling economy in spite of its diverse and dynamic sectors
- Environmental degradation affecting natural resources (water resources, air quality, soil, fish stock, etc.) and the coastal areas
- Declining public transport and a spectacular increase in the stock of private vehicles requiring measures for transport and traffic management systems
- Inadequate port and airport infrastructure

### **Principal Themes of the Development Strategy**

During the first phase (2002-2005), the themes of the GSDS were:

- Economic and social development
- Urban development and municipal management
- Transport and traffic circulation
- The environment
- The youth
- Culture, communication and relations with the media

In 2007, the seven municipalities of Greater Sfax applied for support to the Cities Alliance in order to implement the second phase of the GSDS. This second phase aims to stimulate economic development in Greater Sfax by developing a local strategy to: i) promote access to jobs and urban integration of old city centers and working-class districts; ii) set up an efficient public transport system; and iii) reinforce steering structures of inter-municipal projects. This phase is still in progress.

### **SWOT Analysis**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Favorable geographic location: open economy (port, airport, highway)</li> <li>- Existing infrastructure and structuring facilities (industrial zones, technology park, incubators)</li> <li>- Diversified economy</li> <li>- Large employment area</li> <li>- Satisfactory land/real estate supply</li> <li>- Major university and research cluster</li> <li>- Entrepreneurial spirit and cult of work</li> <li>- Local skills in utilitarian handicrafts and trades</li> <li>- An institutional support network for efficient and dynamic businesses</li> </ul>	<ul style="list-style-type: none"> <li>- Inadequate public infrastructure</li> <li>- Pollution and unattractive living conditions</li> <li>- Inadequate coordination between supporting structures</li> <li>- No regional sectoral studies available</li> <li>- No regional development enterprises and no venture capital investments for the region</li> <li>- Lack of autonomy or insufficient deconcentration of powers to regional structures (including private banks)</li> <li>- The number of new industrial companies is equivalent to the number of liquidations</li> <li>- Majority of family businesses (instead of companies whose shares are officially listed on stock exchanges)</li> <li>- Few purely export companies</li> <li>- Sfax attracts few direct foreign investment projects</li> <li>- Absence of regional marketing</li> <li>- A technology park unable to get off the ground</li> </ul>

Opportunities	Threats
<ul style="list-style-type: none"> <li>- The Taparura project</li> <li>- Close down of the SIAPE site</li> <li>- Significant investments programmed within the framework of the 11<sup>th</sup> Plan (logistics platform, sports complex, university hospital, South highway, the Tunis-Sfax-Gabes railway)</li> <li>- Structuring national projects with an impact on the Sfax region (international airport and commercial port in Enfidha)</li> <li>- Tunisia's advantageous position for direct foreign investments</li> <li>- Quick development of global services market</li> <li>- Growing tendency of multinational companies to offshore services</li> <li>- Better integration in the Euro-Mediterranean area</li> </ul>	<ul style="list-style-type: none"> <li>- Growing informal sector (tax evasion, no contribution to the social security, chaotic and unhygienic distribution networks)</li> <li>- Strict labor laws in terms of social protection lead to a deficit in HR insourcing in companies.</li> <li>- Morocco and Egypt have suddenly become extremely attractive countries for direct foreign investments.</li> <li>- World economic crisis</li> </ul>

## Vision

The slogan "Greater SFAX 2016" was largely publicized during the first phase of the GSDS through advertisements, brochures (20,000 printed copies), CD-ROMs and short films.



## Strategy

Key factors regulating the Sfax urban system, its different components and the corresponding interrelations were identified using strategic prospective tools (Think tools – Micro-Macro analysis), focusing initially on a sectoral approach. This strategic prospective approach and tools highlighted six principal strategies:<sup>62</sup>

- Strengthening the inter-municipal approach
- Greater Sfax: a technology cluster
- Reinforcing the economic and social role of Greater Sfax
- Promoting local development
- Developing civic engagement and citizenship and the feeling of belonging to a community
- Technological and inter-municipal development

<sup>62</sup>"Stratégie de développement du Grand Sfax, Rapport de synthèse, Phase VI", Summary Report on GSDS, in French, May 2005, pp 6-7.

This last strategy was chosen and developed into a global objective for Greater Sfax with a 2016 horizon that is defined as a city that looks forward to become:<sup>63</sup>

- A competitive Mediterranean metropolis
- A leading technology and innovative metropolis
- A sustainable and attractive city
- A city reconciled with its coastline

Contrary to a number of city development strategies in southern and eastern Mediterranean countries, the Greater Sfax Development Strategy (GSDS) did not end with the formulation of the strategy. The steering committee initiated a second phase, the GSDSII. This second phase was launched in 2006 with the SMAP III South Coastal Management Project for Greater Sfax but began officially in 2007 when the memorandum of understanding for the second phase was signed with the Cities Alliance.

### **Outcome and implementation of the GSDSII action plan**

The many results produced by the action plan are visible through:

- The creation of the Greater Sfax Urban Agency (currently under study).
- A set of projects that contributed to the objectives of the 11<sup>th</sup> Plan for social and economic development (upgrading airport facilities, de-pollution of the coastal area, extension of the highway).
- An action plan for the integrated management of the coastal zones of the municipalities of Greater Sfax with the support of the European Commission (WWF Project) APAL, UNDP, MedCities, the SEACNVS Taparura Project and the University of Sfax.
- With the support of the Cities Alliance and the World Bank, the formulation of a local strategy to promote access to jobs, urban integration of old urban centers and working-class sectors, implementation of an efficient public transport system and the creation of a sustainable development observatory for Greater Sfax. Studies are being completed on all these areas.<sup>64</sup>
- The definition of a set of projects served to catalyze decentralized cooperation projects. Fund donors made substantial contributions to these projects: the EIB (the light rail transit network, Taparura and the Medina), AFD (working-class sectors, old urban centers, slaughterhouse) and the World Bank (local integrated development).

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<sup>63</sup> In: *“Stratégie de développement du Grand Sfax, Rapport de synthèse, Phase VI”*, Summary Report on GSDS, in French, May 2005.

<sup>64</sup> The five thematic studies are:

- Local Development Strategy of Greater Sfax
- Job Promotion in Greater Sfax
- Working-class Sectors in Greater Sfax
- Sustainable Development Observatory of Greater Sfax
- Improvement of Public Transport in Greater Sfax

## **Key Lessons Learned**

The Greater Sfax Development Strategy generated a clearly dynamic process evidenced by:

- A participatory and shared diagnosis of the city through the assessment of key thematic areas.
- Improved local planning that became an integrated and sustainable process as local institutions and actors developed a sense of ownership over the CDS process and outcome. Local actors are currently demanding a revision of the GSDS intended for a 2030 horizon.

The following factors were crucial in the achievement of GSDS I & II results:

- Ownership of the strategy by elected officials of the seven municipalities.
- Continuity in the members of the steering committee.
- The strategy took into account actions set out in urban development documents.
- Members of the steering committee lobbied international fund donors.

Nevertheless, the GSDS faced obstacles at different levels:<sup>65</sup>

- The municipalities' limited technical and financial prerogatives compared to the central state that is truly empowered to conduct assessments and to take action.
- Local actors are overwhelmed by day-to-day management.
- The population is not used to participating in public debates on urban issues.
- Lack of an institution dedicated to think about the cities' future and to coordinate urban actors.

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<sup>65</sup> Riadh Haj Taieb, "L'expérience tunisienne des SDV : *Analyse comparative et enseignements*", Marrakech 2004.

### **Greater Tetouan Development Strategy (GTDS)**

#### **Process**

Initiated in 2002, the Greater Tetouan development strategy (GTDS) is the result of the joint efforts of:

- Local and regional actors—the Wilaya and local authorities of the five municipalities comprised in Greater Tetouan;
- The Morocco Urban Forum, a national association actively involved in urban development in close contact with national and international institutions devoted to urban research and projects;
- And, finally, international organizations promoting this new strategic approach that has been proved useful in different cities around the world.

In addition to the technical and financial assistance provided by the Cities Alliance, the CDS of Tetouan benefited from the support of USAID (United States Agency for International Development) and UN-Habitat. Also, the NENA (Near East North Africa) Urban Forum and INTA (International Network for Urban Development) provided their support and technical expertise.

The institutional mechanism of the CDS consists of a political steering committee known as the “Leadership Committee”<sup>66</sup>, a “Technical Committee” and an implementing agency, the Morocco Urban Forum. The partnership agreement provides that the Urban Agency of Tetouan will serve as Secretariat of the Leadership Committee and, considering its high potential to provide technical staff, it will play a key role in the technical work needed for the preparation and implementation of the CDS.

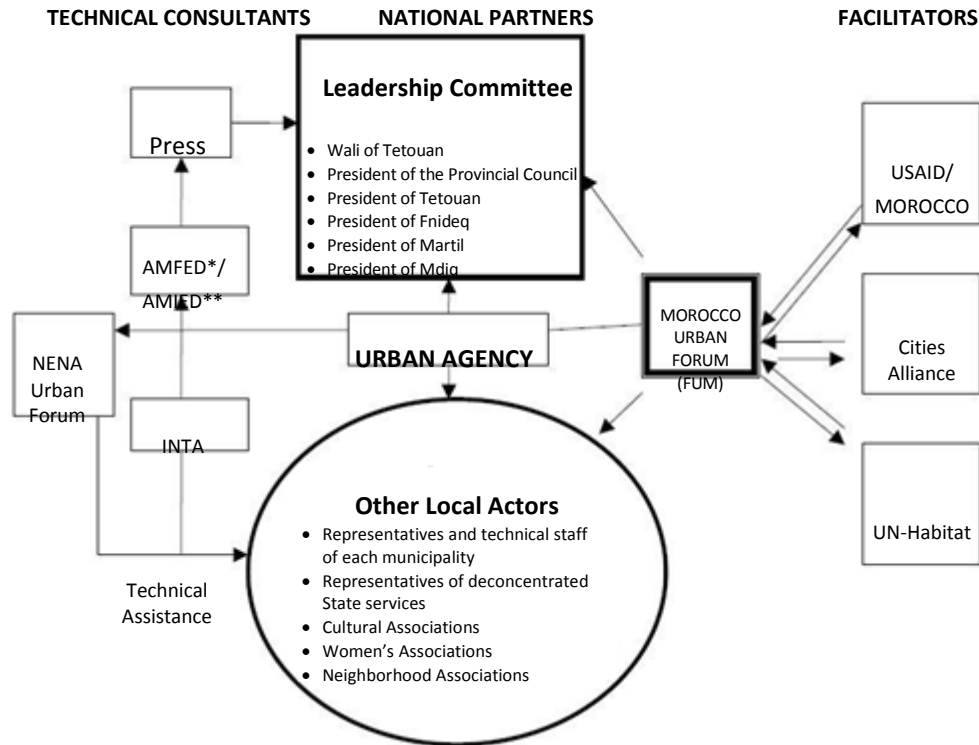
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<sup>66</sup> The Leadership Committee is headed by the Wali and is composed of the president of the provincial council, the presidents of the municipalities of Greater Tetouan and the Morocco Urban Forum (FUM) association.

\* Arab Media Forum for the Environment and Development

\*\* Moroccan Media Association for the Environment and Development





### State of the Urban Agglomeration

Greater Tetouan, whose population exceeds 500,000 inhabitants (2004 census), needs to implement a CDS to address a number of handicaps identified in the INTA<sup>67</sup> report. These concern different areas:

- **Fragile economic base**

Greater Tetouan's economic base is not capable of providing jobs and resources to a rapidly growing population. It can neither be the basis for sustainable development nor is it able to generate sustained wealth creation.

Agriculture (primary sector) only plays a marginal role. A mountainous and mainly maritime region, only 17% of its territory is dedicated to agriculture.

Industrial activity is limited to cement, pottery and tiles industries and small mechanical workshops. Its contribution to the regional economy in terms of the jobs and wealth they generate is practically insignificant.

The dominant economic activities are tourism and commerce. Theoretically, these two activities have considerable growth potential and could become levers for economic and social development in the region.

- **Proliferating informal settlements**

The urban structure of the cities of Greater Tetouan is the result of fragmented urbanization that has taken place outside any legal or planning framework and is characterized by the proliferation of slums. Consequently, today, a large proportion of the urban fabric consists of illegal settlements that concentrate the poor and socially excluded lacking adequate infrastructure, and urban services and facilities.

<sup>67</sup> INTA, FUM & Wilaya of Tetouan, "Rapport panel Tetouan sur la Stratégie de Développement du Grand Tetouan", October 2003. Refer to: [www.sdv-tetouan.ma](http://www.sdv-tetouan.ma)

- **Deficient facilities and services**

The cities of Greater Tetouan also have inadequate infrastructure and urban services and facilities. Several years of efforts through the slums upgrading policy have clearly achieved progress in this area, but it is still a colossal challenge, particularly with regard to basic infrastructure and services in poor neighborhoods.

- **Disorganized urban transport and mobility**

Without being as chaotic as in other large cities, urban mobility in Greater Tetouan is nevertheless dysfunctional. Congested city entrances/exits due to conflicts between pedestrians and vehicles or between different types of vehicles, and congested peak-hour traffic in the city center and on principal roads are all signs of the transport system's deficiencies. If remedied, urban mobility and the quality of life in Tetouan would be greatly improved.

- **Constantly degradation of the environment**

The environment and vital natural resources, particularly water, are being devastated. An obvious example of environmental degradation is Oued Martil. Oued Martil has become a true garbage dump generating numerous problems and nuisances in terms of health, aesthetics, etc.

As for coastal areas, they are under such pressures that their ecological balance is seriously threatened.



### **Main Themes of the CDS**

- The city's future: aesthetics, identity and upgrading the main urban sectors.
- Adequate urbanization of high potential areas.
- Capitalizing on local history and heritage as development opportunities for Greater Tetouan.
- Reconciling Tetouan with Oued Martil and M'hannech: upgrading fallow lands and wetlands for managed development of the river frontage.
- Public spaces, urban marketing and promotion.
- Integration and redevelopment of peripheral sectors to achieve an inclusive city.

## **SWOT Analysis**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"><li>- Tetouan's mountains and surrounding natural reserve areas</li><li>- Excellent quality coast—a vacation destination for thousands of tourists</li><li>- Regional airport with flights to other destinations in the Province, including Ceuta and the new Tanger-Med commercial sea port north of Tetouan. Modern high-capacity road infrastructure (expressways and highways).</li><li>- Close to quality infrastructure, particularly for training and higher education (University)</li><li>- The Medina historic centre—in UNESCO's World Heritage List—and its animated and densely populated urban centre (500,000 inh.)</li></ul>	<ul style="list-style-type: none"><li>- Fragmented urban fabric with a significant proportion of informal settlements</li><li>- Shortage of facilities and services</li><li>- Ineffective organization of urban mobility and transport</li><li>- A constantly degrading environment</li><li>- Weak economic base</li><li>- Local governance incapable of meeting the challenges confronted by the city</li></ul>

## **Vision**

A city vision was not formulated for Tetouan as is usually done in a CDS process. But the work conducted by the INTA group together with national and local experts, which consisted in looking to the future to decide what should be done within possible limits, is very similar to the formulation of a vision in a CDS approach. Actually, using the strategic objectives of the GTDS identified by the same group of experts, it is possible to put together the elements of a long-term vision for Greater Tetouan and its citizens.

## **Strategy**

Seven strategic targets were chosen as the most relevant for Greater Tetouan's development:

Target 1: Development of the coastline and the tourism potential of the region.

Target 2: Development of the Oued Martil valley within the framework of an environmental plan.

Target 3: Cultural heritage and development.

Target 4: Economic development and combating poverty.

Target 5: Mobility and transport to improve the performance of the urban system.

Target 6: Urban upgrading program.

Target 7: Reinforcing the management capacity of local actors.

However, there is a problem with these strategic objectives identified for the Tetouan region during the diagnosis. Neither the targets nor their order of priority were truly validated through a formal participatory process. For instance, they were not submitted for approval to the municipal councils of the municipalities of Greater Tetouan. In addition, they were never translated into specific action plans for their implementation within the CDS.

Admittedly, the Local Development Plans prepared by the municipalities indicate they did engage in and benefit from the strategic framework of the CDS. Likewise, when local actors undertake to carry out CDS development targets such as the Oued Martil development project and local initiatives, it could be interpreted as a sign of ownership of the project by local actors in symbiosis with the spirit of the CDS.

## **Results**

- Support to local and regional authorities for capacity building (local management, human resources management, taxation systems, municipal budget).
- Technical studies were carried out to improve municipal performance.
- A CDS guide was prepared.
- Publication of a website presenting the achievements of the GTDS: ***[www.sdv-tetouan.ma](http://www.sdv-tetouan.ma)***
- Mobilization of local actors through a concerted and participatory approach aimed at developing a common local project.
- Improved knowledge of the territory (problems and challenges are prioritized).
- The GTDS Project: public authorities may use it as a reference tool to orient investments and to schedule financing.
- Promotion of a partnership between public authorities and the civil society to engage in local initiatives.
- Local and national actors acquired and consolidated skills and expertise for the promotion of the CDS approach and its dissemination in the region.

## **Local Development Plan of the City of Tetouan**

### **The difference between the Tetouan 2010 LDP and the Tetouan 2002 CDS**

The Local Development Plan (LDP) of Tetouan launched in April 2010 is essentially different from the 2002 CDS because:

- It is an initiative of the Government of Morocco through a law applicable to local authorities. Contrary to the CDS, it is neither the initiative of the mayor nor of local authorities.
- Compared to the CDS, the scope of the LDP remains within city limits whereas the CDS comprises Greater Tetouan.
- Only the municipality is bound by the LDP. Projects set out for the LDP period (six years) are not entirely financed by the municipal budget; therefore, some of them may never be executed.
- The LDP had to be prepared in a very short period of time so that LDP projects could be included in the 2011 budget. Tetouan's LDP started in April and had to be ready by October, when the municipal council was scheduled to vote the municipal budget for 2011-2013. There was not enough time to build a true urban strategy, all the more so since, by definition, an urban strategy is a continuous process and not a product that has to be delivered in predetermined time periods (six-year periods in the LDP).

### **LDP Process**

The LDP is driven by the following structures:

- A Steering Committee presided by the mayor of the city of Tetouan and made up of representatives of local authorities, deconcentrated administrations and private and public agencies in charge of managing public services (water electricity and sanitation).
- A municipal technical team composed of municipal staff and technicians, supported by MedCities<sup>68</sup> consultants who supervise the LDP within the framework of a partnership with the UNPD Art Gold program.
- Working Groups: Initially, there were six working groups—economy, society, territory, local governance, environment, climate change, and energy development. The gender thematic was treated transversally in all working groups.
- A consultative committee comprising the leading public and private actors of the city. The mission of the consultative committee was to identify the main threats, challenges and project proposals.

### **State of the City**

**(Refer to the State of the City for Tetouan 1.)**

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<sup>68</sup> MedCities is a network of Mediterranean coastal cities created in Barcelona in 1991 at the initiative of the Mediterranean Environmental Technical Assistance Program (METAP): a joint activity of the United Nations Development Programme (UNDP), the European Union, the World Bank and the European Investment Bank. The creation of MedCities resulted from METAP's objective of strengthening decentralized actions involving technical assistance as the best means to promote awareness on urban environmental problems.

## **Main Themes of the LDP**

The four thematic commissions focused on the following areas:

- 1) Local economy: commerce, industry and services, tourism, handicrafts, transport and mobility.
- 2) Health and the environment: environmental protection and health infrastructure.
- 3) Social services: national education, professional training/education, sports and cultural facilities.
- 4) Urban development and land use

Local governance and gender approach are considered as transversal themes.

During the diagnosis stage, each commission was in charge of identifying the main, Fact, Challenges and Project Proposals through a participatory approach.

## **FCP (Facts, Challenges, Projects) Analysis**

Contrary to a CDS where the participatory diagnosis is predominantly based on a SWOT (Strengths, Weaknesses, Opportunities, Threats) approach, Tetouan's LDP used a different method which consists first in identifying salient facts. Then thematic workshops are organized to determine the economic, local and social challenges the city must confront in relation to each fact identified. Finally, a project is aligned with each challenge. Projects are classified under three categories: Project Proposals (PP), Programmed Projects (P), Current Ongoing Projects (C).

The table below shows how Facts, Challenges and Projects are interconnected.

<b>Fact 5: Limited involvement of local actors and emergence of local governance</b>		
<b>Economic Challenges</b>	<b>Local Challenges</b>	<b>Social Challenges</b>
Develop the city's competitiveness by promoting collaboration among enterprises, in particular in the following sectors: <ul style="list-style-type: none"> <li>• Tourism</li> <li>• Environment</li> <li>• Handicrafts</li> <li>• Food industry</li> <li>• Textiles</li> <li>• Logistics</li> <li>• Construction industry</li> </ul>		Develop dialogue and a concerted approach as tools for urban management Consultations with local actors on the city's strategic challenges Fill in legal gaps (implementation decree of article 36 of the municipal charter) relative to the involvement of external services Promote scientific research and development
<b>Economic Projects</b>	<b>Local Projects</b>	<b>Social Projects</b>
<b>(PP)</b> Encourage the creation of clusters of economic activities to improve competitiveness (E) <b>(PP)</b> Set up contract – projects with local actors (E)		<b>(PP)</b> Develop citizen awareness and accountability <b>(PP)</b> Reinforce internal coordination and communication in the municipality (reconsider the municipality's internal administrative structure) (S) <b>(PP)</b> Involve the university and external services in its economic, social and ecological environment (E & S) <b>(PP)</b> Involve the civil society in the preparation of budgets <b>(PP)</b> Pursue public-private cooperation (or public-public) in the development of projects for the LDP

## Vision

“VISION OF TETOUAN 2020”: Tetouan 2020, no longer a stopover but a meeting point, a cultural, tourism and economic reference of Morocco and the Arab world in the Mediterranean.

Tetouan should take advantage of its geographic location in the Mediterranean, natural heritage and the crossing of peoples and goods to become a tourist, cultural and business center for Morocco and the Mediterranean. Tetouan is a reference in the Arab world of converging and strong Mediterranean civilizations and cultures.

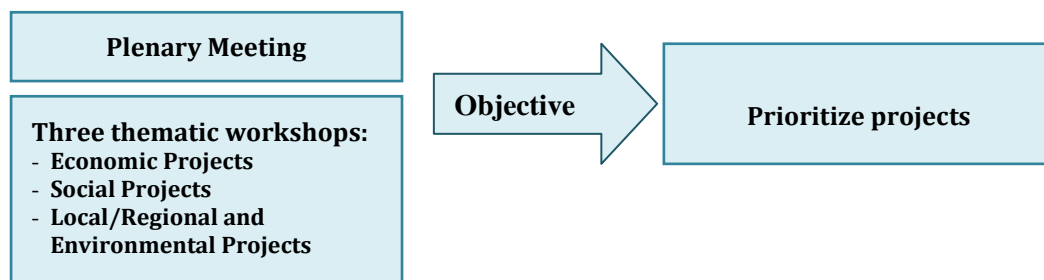
## Strategy

Referred to in the LDP as “Strategic Guidelines”, the strategy includes the following components:

- Tetouan and its natural and cultural heritage: Tetouan develops its territory, stops the expansion of informal settlements, protects and promotes the sustainable use of its water and energy resources and enhances its natural and historic heritage.
- Economic and production sectors: Tetouan multiplies its leading added-value economic activities while making the most of its location close to the Tanger-Med port. It should exploit its academic, cultural, commercial and tourism potential.
- Transport and mobility: The city provides simple and sustainable communication systems across the different urban sectors by giving priority to public urban transport and to non-polluting means of transportation.
- Oued Martil: It is gradually becoming a pivotal axis and a reference for urban life. A public space for the enjoyment of citizens offering a wide array of sustainable, educational, cultural, health and leisure activities.
- Social action: Improving the lives of citizens by lowering the rate of the illiterate population and school dropouts and through improved urban habitat and better social and health services delivery with the objective of enhanced human capital and achieving enabling conditions for social cohesion with a gender mainstreaming approach.
- Networks and local governance: In order to address urban challenges and to develop programs and projects for the city, it is necessary to promote and strengthen cooperation networks among local actors and economic, social and institutional actors on the one hand, and on the other, to develop multi-level governance among the different administrative tiers and international institutions.

## Results

Once the FCP analysis had been completed, participatory meetings (thematic workshops and a plenary meeting) were organized to prioritize projects and to prepare the corresponding budgets.



Projects identified within the LDP are divided into three categories: ongoing urban projects, projects programmed by the LDP whose implementation falls under municipal jurisdiction and projects programmed by the LDP whose execution depends on different ministerial departments.

#### Projects set out by the LDP for 2011-2013:

Type of Project	Amount	Nature of Project	Project Budget (DH millions)	Leader of Project
Projects currently being conducted in the city:	4	1. Modernization of urban infrastructure (2009-2012)	1,063	Wali of Tetouan
		2. National Human Development Initiative (2010-2013)	32.78	Wali of Tetouan
		3. Schools upgrading (2010-2013)	45	Ministry of National Education and the Municipality
		4. Rehabilitation of historic sites and the Médina (2010-2013)	101.2	Ministries of Habitat and Culture and the North Agency
LDP Projects under municipal jurisdiction	49	Varied	No cost estimates	Municipality of Tetouan
LDP Projects whose execution falls under the authority of national ministries	47	Varied	No cost estimates	Several ministries.

#### **Key Lessons Learned**

Compared with the Tetouan 2002 CDS, the LDP plan of the city benefited from several advantages:

- The Plan concerns a smaller territory
- The institutionalization of the LDP
- Technical support provided by MedCities under the UNDP Art Gold program

Nevertheless, certain limits were observed in the formulation of the urban strategy. These concern the conditions in which the LDP was developed and the limited powers of the municipality concerning projects that are engaged or will be engaged in the city:

- Development of the LDP: The LDP was developed between April and October. Seven months is a very short time frame to carry out for the first time such and exercise. In addition, there was limited participation of external services, and members of the technical team were in charge of several missions and could not dedicate all their attention to the LDP.
- The limited powers of the municipality concerning projects conducted in the city are shown in the table above. Most projects are managed by the wilaya or by ministers. Similarly, the municipality has no visibility on future projects. This does not apply exclusively to Tetouan but to all Moroccan cities.



## **Tunis City Development Strategy (TCDS):**

### **Process**

Led by its mayor, the city of Tunis engaged a consultative process on the future of the urban agglomeration: the Tunis City Development Strategy (TCDS). The strategy was launched in 2000 with the support of the National Federation of Tunisian Cities (FNVT)<sup>69</sup> (the mayor is president of the FNVT), the Urban Management Programme (UMP) and the contribution of different public and private actors of the city of Tunis.

A participatory, strategic and prospective approach, similar to the Local Agenda 21, was adopted to conduct the process.

The UMP provided most of the funds needed through UN-Habitat. Funding was initially managed by the UNDP bureau in Tunis and later on by the National Federation of Tunisian Cities (FNVT).

The TCDS consisted of four main stages:

- Stage 1: Where are we now?
- Stage 2: Where do we want to go?
- Stage 3: What issues should be given priority and how?
- Stage 4: What priority actions should we carry out to achieve our objectives?

A CDS mechanism was not formally set up, but two types of structures may be identified:

- Consultation and Decision-making: the Municipal Council, a project team led by the Mayor and a steering committee composed of the leading public and private actors concerned.
- Technical Work: thematic work groups and a team of six experts to support and encourage debate (through notes and reports) and to capitalize on the results achieved through the participatory process.

The TCDS was interrupted in its third stage: the remaining funds were reallocated to the launching of the Sfax development strategy.<sup>70</sup>

### **State of the Urban Agglomeration**

- 800,000 inhabitants
- 60 municipal councilors
- Surface area: 34,000 ha
- Urbanized surface: 8,500 ha

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<sup>69</sup> The FNVT was created in 1973 to accompany the decentralization process. Its annual budget is approximately US\$100,000 consisting of contributions from municipalities (1/1000 of their budget). The missions of the FNVT include to:

- Facilitate coordination and cooperation between municipalities under the supervision of ministerial departments.
- Organize municipal life.
- Enable capacity building for elected officials and municipal personnel.
- Coordinate relations between municipalities and international organizations.
- Contribute to promote civic engagement and citizenship.

<sup>70</sup> The estimated cost of the TCDS was US\$100,000, but since the process was interrupted in its 3<sup>rd</sup> stage, real costs amounted to US\$65,000. The remaining funds were reallocated to Sfax for the GSDD.

## **Main Themes of the CDS**

Participants and working group members chose the following main themes:

1. City center evolution, major urban projects and rehabilitation of the Medina
2. Economic and social development: urban assets for the competitiveness of Tunis in the Mediterranean, development of suburban settlements (Sidi Hassine Séjoumi)
3. Municipal finances and management
4. Municipal cultural strategy and communication
5. Urban transport and traffic management
6. Environment

## **SWOT Analysis**

Strengths	Weaknesses
<ul style="list-style-type: none"><li>- 750 hectares of green areas</li><li>- Natural areas with strong ecological value: "sebkhas", lakes</li><li>- Good coverage of basic environmental services</li><li>- The TCDS offers a possibility for environmental services planning.</li><li>- Tunis is the political capital of Tunisia: this sovereign role requires substantial means to which all Tunisians should contribute, not only the capital's residents.</li><li>- Tunis is Tunisia's cultural capital: it will continue to concentrate and disseminate knowledge, in sciences and the arts.</li><li>- Tunis is the economic capital of Tunisia: its role in the country's economy is changing but it still occupies a strong dominant position.</li></ul>	<ul style="list-style-type: none"><li>- Lack of an overarching planning policy for environmental urban management</li><li>- Threats to natural areas close to urban settlements and due to the pollution caused by untreated wastewater discharges</li><li>- Difficult access to the lake</li><li>- Institutional and financial constraints to modern solid waste management</li><li>- No inter-municipal cooperation that could be instrumental for an efficient management of inter-municipal services and interests.</li><li>- No monitoring systems for air quality or noise pollution</li><li>- Fragmentation of responsibilities in the current management of household waste is not conducive to a global and integrated approach.</li></ul>

## **Vision**

The participatory process engaged to formulate the vision of Tunis was never completed. The Tunis CDS team could not (or did not think to) come up with a slogan or logo for the city's vision. The vision is therefore indirectly implied in the strategic targets.

## **Strategy**

The five strategic targets that emerged from the TCDS process are:

- Enable Tunis to become an attractive and competitive Mediterranean metropolis.
- Tunis, a city for every man, woman and child where they will be guaranteed their rights as citizens.
- Develop the historic and cultural identity of Tunis.
- Take full advantage of its natural assets and preserve the environment.
- Build new capacities so that Tunis may efficiently plan and manage its development.

## **Results**

In March 2002, the Tunis Municipal Council adopted the Action Plan and the program of priority actions formulated by the CDS team. It was decided that 3 to 5 flagship projects would be selected for feasibility studies and would be discussed in a meeting with national, bilateral and international fund donors. The Tunis city development strategy was interrupted and this stage never took place.

What remains of this pilot experience? Looking back, we may say that:

- The TCDS is a pilot Tunisian experience in urban planning and management that gained acceptance and has been followed in Sfax.
- The TCDS initiated a debate on the future of the city that should be pursued.
- The TCDS enabled carrying out significant expert analyses in crucial areas.
- The TCDS produced reference material: a diagnosis, a white paper, a communication strategy.

## **Key Lessons Learned**

The TCDS was an isolated exercise, conducted amid indifferent deconcentrated State authorities and with limited resources (no TCDS bureau in the Municipality). Also, no clear methodology was developed to mobilize civil society, academia and the business sectors.

In 2006 the mayor of Tunis tried to revise and enlarge the TCDS to about ten of the thirty-five municipalities of Greater Tunis, but the project never came through probably because the mayor of Tunis is not empowered to federate actions involving other municipalities.