Laying the Foundations for Transformative Urban Interventions in Emerging Economies

The Value of the Strategic Development Phase in the Global Future Cities Programme

Under the Prosperity Fund's Global Future Cities Programme, the United Kingdom's Foreign and Commonwealth Office (UK FCO) collaborated with UN-Habitat to promote sustainable, inclusive and prosperous development and growth in 19 cities across 10 countries worldwide. Through identification and definition of transformative interventions, cities will be enabled to address challenges of rapid urbanization, climate change and inequality. This report seeks to illustrate the process and methodologies applied during the Strategic Development Phase as part of laying the foundation for implementation, achieving the Programme objectives and ultimately, contributing to the 2030 Agenda for Sustainable Development.
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Foreword

UN-Habitat’s Urban Lab as a strategic partner for the UK Global Future Cities Programme has over a six-month period developed the definition of 30 transformative urban interventions in 10 Countries aiming to spur development, in particular driving prosperity and alleviating poverty. Urban Planning, Resilience, Transport and Data management are at the core of this programme.

UN-Habitat conceptualized the notion of urban prosperity as being composed of the following: productivity; infrastructure; quality of life; equity and inclusion; environmental sustainability, and governance and legislation. Transformative urban interventions are direly needed to address these issues and change cities’ business as usual approach.

To transform the urban systems and to have the greatest possible impact through urban interventions you need commitment of local stakeholders and integration of many different disciplines from the onset. UN-Habitat’s Urban Lab took the role of a neutral broker and dynamic knowledge manager in the Strategic Development Phase of the Future Cities Programme to create stakeholder commitment and to define and refine urban interventions for implementation in a later stage.

The UK Future Cities Programme understood the importance of this role and the relevance of a Strategic Development Phase. Usually, large urban programmes derive from a complex mix of needs, strategy, political agendas and local, national and international forces that are at play in a city. Too often interventions under such programmes come to a full stop before implementation because of this complexity. A Strategic Development Phase such as undertaken in the Future Cities Programme can contribute to a better understanding and definition of what that projects entails and what needs to be in place to maximise its impact in the short, medium and long-term.

Such a process should be considered an important risk mitigation tool. In this sense, we took the effort to organize our thoughts and share which tools and processes we have developed and embarked during the Strategic Development Phase upon to reduce risks and maximise impact of urban interventions contributing to delivering on the SDGs. Similarly, our key findings on the topics of urban planning, transport, resilience and data, have also been captured in a separate document/publication. Collectively, the two documents will hopefully be of interest and use for the implementation of the Future Cities Programme, but also for others who have or will initiate similar interventions.

Rogier van den Berg
Head, Urban Lab, UN-Habitat
### Acronyms and Abbreviations

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<td>City Context Report</td>
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<td>GFCP</td>
<td>Global Future Cities Programme</td>
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<td>IGC</td>
<td>International Growth Centre</td>
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<td>NUA</td>
<td>New Urban Agenda</td>
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<td>Strategic Area Framework</td>
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<td>Terms of Reference</td>
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Executive Summary

OVERVIEW

Fast-growing cities in emerging economies such as Brazil, Indonesia, South Africa, and Turkey, are often drivers of growth and development. By 2025, roughly 440 cities in emerging economies will contribute to nearly half of global economic growth. If well managed and planned, urbanisation in rapidly developing cities can be transformative, creating jobs, reducing poverty, and improving citizens’ quality of life.

In 2015, the UK government created a new cross-government Prosperity Fund worth £1.3 billion from 2016-2021 in order to help promote economic growth in developing countries. The Global Future Cities Programme (henceforth referred to as the Programme) is a specific component of the larger fund. It aims to carry out targeted urban interventions to encourage sustainable development and increase prosperity while alleviating high levels of urban poverty in 19 cities in 10 emerging economies.

The Programme supports the development of strategic interventions in the main areas of urban planning, transport, and resilience, while addressing an emphasis on evidence-based decision making and the application of smart technologies. By investing in urban interventions with a transformative potential, the Programme also aims to strengthen the enabling environment for urbanisation that aligns with the 2030 Agenda for Sustainable Development.

The Programme includes two main phases. The six-month Strategic Development Phase concluded in 2018. It will be followed by the Implementation Phase, which will run from July 2019 until 2021.

This report highlights the core contributions of the Strategic Development Phase, headed by lead agency UN-Habitat, to explain the process and tools used, illustrate its value as a foundation for guiding intervention development, and to help enhance the potential for impact beyond the programme. The report shares recommendations for similar initiatives that aim to promote sustainable urban development, as well as ways to support the ambitions of the Programme’s Implementation Phase.

ROLE OF THE STRATEGIC DEVELOPMENT PHASE

The Programme’s fast-paced Strategic Development Phase established the foundation for the Implementation Phase and brought added value to the Programme in numerous ways: i) It increased the Programme’s alignment with the Sustainable Development Goals (SDGs) while ensuring the appropriateness of the interventions for each context; ii) It fine-tuned the technical direction of interventions, increasing their strategic fit and long-term sustainability; iii) It ensured the evidence-based decision making, increasing the impact of interventions; iv) It facilitated the structuring of the process, ensuring the alignment with the 2030 Agenda for Sustainable Development.

The Programme’s Strategic Development Phase contributed to achieving the SDGs, structuring the process, increasing the impact, and ensuring long-term sustainability, as shown in Fig. 1. The report highlights these core contributions and provides recommendations for similar initiatives.

![Fig. 1. Core contribution of the Strategic Development Phase](image-url)
term sustainability by laying a foundation to broaden their potential impact on the overall urban system iii) It enhanced the engagement and commitment of local stakeholders to the Programme and the specific interventions; iv) It promoted international dialogue between local and international actors as well as impartial and critical feedback throughout the decision making process through the presence of a neutral facilitator; v) Finally, it resulted in the development of interlinked programme-specific tools for analysing, defining, and validating the interventions.

CONCLUSION

Through its participatory and multi-level approach, the Strategic Development Phase created a shared understanding among key stakeholders of what is required for further developing and implementing the 30 transformative urban interventions in the 19 cities of the Programme, pegged to an SDG framework. It provided a well-rounded definition of each intervention, including advice on how interventions need to be set up, and which policy areas need to be addressed. By identifying key barriers to success from the spatial, financial, and legal points of view, the Strategic Development Phase points to which actors, mechanisms, and regulations need to be considered to improve the chances of intervention success in the medium and long term. Experience with the Programme’s Strategic Development Phase demonstrates that a preliminary phase that lays the foundation for intervention implementation is a valuable component of such a programme and would likely be beneficial for other programmes of similar scope and nature.

KEY TAKEAWAYS

- The Global Future Cities Programme supports sustainable urban development in 19 cities across 10 countries that aims to reduce poverty and increase local prosperity and gender equality.

- Having a Strategic Development Phase in place can allow for the strategic definition of impact-oriented and context-sensitive interventions in a short timeframe.

- Having tools in place that assess and show how interventions can contribute to multiple SDGs, can provide guidance to increase the potential impact of urban interventions on sustainable development.

- Transformative urban interventions need to respond to the specific context of each city and ensure local stakeholders’ commitment and ownership.

- A neutral broker can use local knowledge to inform the global and multilateral debate on sustainable urbanisation, and contextualise the application of international best practices in local contexts, while providing strategic advice to the donor.
Potential Interventions within the Global Future Cities Programme

**STRATEGY & PLANNING**
- Johannesburg: Strategy & implementation
- Durban: Governance & alignment
- Cebu: SDG city strategy
- NCC: Sustainability strategy
- Yangon: Revitalizing streetscapes
- Surabaya: Urban transformation plan
- Bangkok: TOD Plan
- Bursa: Sustainable urban transformation
- Ankara: Quality and accessibility of streets
- Abeokuta: Urban masterplan
- Lagos: Urban renewal guidelines

**MOBILITY**
- Belo Horizonte: Intelligent mobility
- HCMC: Smart ticketing system
- Istanbul: Sustainable urban mobility
- Ankara: Non-motorized transport
- Lagos: Water transport
- Johannesburg: Review 4IR on mobility
- Bandung: Integrated public transport
- Surabaya: Mobility management system
- Melaka: Green mobility & heritage
- Abeokuta: Transport policy

**RISK & RESILIENCE**
- HCMC: GIS Inventory of drainage system
- Bangkok: DSS for flood management
- Istanbul: Planning & capacity building
- Surabaya: Earthquake Preparedness Strategy

**DATA SYSTEMS**
- Cape Town: Data for city strategy
- Durban: Data for city strategy
- Recife: Data for governance
- Bangkok: Data hub for planning
- Bursa: Smart City
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The Value of the Strategic Development Phase

Introduction

Fast-growing cities in emerging economies such as Brazil, Indonesia, South Africa, and Turkey, are often drivers of growth and development. By 2025, roughly 440 cities in emerging economies will contribute to nearly half of global economic growth. If well managed and planned, urbanisation in rapidly developing cities can be transformative, creating jobs, reducing poverty, and improving citizens’ quality of life. But if cities fail to plan strategically to capitalise on the benefits of urbanisation then existing challenges of urban sprawl, climate change, social inequality, and inadequate transport systems will continue to pose major threats to sustainable urban development.

In 2015, the UK government created a new cross-government Prosperity Fund worth £1.3 billion from 2016-2021 in order to help promote economic growth in developing countries by improving the business climate in, and competitiveness of, emerging markets. The Global Future Cities Programme is a specific component of the larger fund. It aims to carry out targeted urban interventions to encourage sustainable development and increase prosperity while alleviating high levels of urban poverty in 19 cities in 10 countries with emerging economies.

The Programme seeks to invest in 30 proposed interventions that will reduce barriers to prosperity in emerging cities. The interventions focus on providing technical and strategic assistance to cities for spatial and strategic planning and urban design, the development of integrated transport systems and better urban mobility, and improved strategies for dealing with climate change and environmental risks. The use of smart technologies and improved data management are components of various interventions for enhancing evidence-based and impact-oriented decision making. The interventions have the potential to be catalytic and strengthen the enabling environment for urbanisation that aligns with the ambitions of the 2030 Agenda for Sustainable Development and the New Urban Agenda.

Aims of the Global Future Cities Programme

Promote urban environments that:
- Enhance inclusive economic growth;
- Reduce poverty and gender inequality;
- Have cleaner air and safe environments; and,
- Are resilient to disasters.
The Global future Cities Programme supports sustainable urban development in 19 Cities across 10 countries.

An Interdisciplinary network of Local and Global experts drives the multi-stakeholder process.

From Strategic Development to Implementation

The Programme includes two main phases. The six-month Strategic Development Phase concluded in 2018 and will be followed by the Implementation Phase, which will run from July 2019 until 2021.

UN-Habitat’s Urban Lab led the Strategic Development Phase. This first phase laid the foundation for enhancing the sound implementation of the programme during the next two years, while increasing the potential impact on sustainable urbanisation. UN-Habitat, supported by a strategic academic partner (International Growth Centre) and a professional strategic group (United Kingdom Built Environment Advisory Group) assisted the United Kingdom Foreign and Commonwealth Office
(UK FCO) during the Strategic Development Phase, in the definition of 30 strategic, relevant, and context-sensitive interventions. Local experts and stakeholders were engaged during the entire process with a participatory approach, while ensuring the alignment of interventions with cities’ long-term objectives for development, the aims of the Sustainable Development Goals (SDGs) and the Programme objectives. The Strategic Development Phase provided an informed definition of the interventions, identified the barriers and opportunities for intervention implementation, and offered advice on how addressing certain policy recommendations could contribute to increasing intervention impact.

The Strategic Development Phase resulted in a Terms of Reference (ToR) for each intervention supported by a City Context Report (CCR) for each city. In combination, the documents detail what is expected of the private sector service providers who will assist UK FCO through technical assistance to deliver the interventions during the Implementation Phase. Jointly, these two main documents will inform the execution of the subsequent Implementation Phase, highlighting relevant factors to take into account regarding technical aspects, as well as the current governance, legal, spatial, and financial issues impacting the sustainability of the interventions in the long term. A set of five Global Recommendation Papers provided a framework on the main international policy debates concerning transport, resilience, and urban planning and key thematic and operational recommendations based on the key findings of the Strategic Development Phase.

CORE CONTRIBUTIONS OF THE STRATEGIC DEVELOPMENT PHASE

Having a Strategic Development Phase in place allowed for the strategic definition of 30 impact-oriented and context-sensitive interventions in a short timeframe and brought added value to the Global Future Cities Programme:

i. It helped localise the SDGs by giving target cities the opportunity to align city planning and broader development goals with the global SDG framework, while ensuring the appropriateness of the interventions for each context.

ii. It resulted in the development of interlinked programme-specific tools for analysing, defining, and validating the interventions.

iii. It increased the strategic fit, technical viability, and subsequent long-term sustainability of urban interventions by laying a foundation to guide the Implementation Phase that broadens the potential impact of interventions on the overall urban system.

iv. It incorporated a dynamic, neutral knowledge broker (UN-Habitat) that served as a conduit between local and international stakeholders, providing a critical feedback loop throughout the decision-making process.

A Collaborative Approach to Defining Interventions

The results achieved in the Strategic Development Phase, and the networks built for knowledge sharing, demonstrate the value of close collaboration between stakeholders on a development programme.

Different partners played pivotal roles in the process. At the programme level, the United Kingdom Built Environment Advisory Group (UKBEAG) was instrumental in identifying gaps in capacity and market maturity in the target cities during initial scoping studies. Its subsequent assessment of the viability of the interventions informed UN-Habitat’s work on the City Context Reports and contributed to the provision of key recommendations to the donor, UK FCO, for
the successful development of the interventions. The International Growth Centre (IGC) provided evidence-based information that elucidated mainly the financial and legal contexts for the interventions, as well as policy recommendations. Collectively, this informed the definition of the interventions and their potential for impact in the medium and long term.

At the city level, the UK FCO’s local posts supported early engagement with decision makers in target cities, and UN-Habitat engaged with its network of regional and country offices as well as 19 Local City Specialists. The Local City Specialists played an integral role in the engagement with local stakeholders. They also provided valuable, locally relevant information about the urban context in each city and the technical viability of the interventions, which helped to shape the final ToRs. The Local City Specialists were essential for the delivery of the Strategic Development Phase and for planning charrettes and meetings. They identified relevant stakeholders to involve in the Strategic Development Phase and beyond.

A CRUCIAL MIX OF LOCAL AND GLOBAL EXPERTISE

The close collaboration between UN-Habitat’s Local City Specialists, regional and national hubs, and its global office in Nairobi, Kenya, was key for successful execution of the Strategic Development Phase.

The Local City Specialists connected UN-Habitat’s Urban Planning and Design Lab to the realities on the ground in each city. This “connector” role is vital for programmes that engage with numerous cities in different parts of the world, and often need a quick appraisal of the local political, technical, and socio-economic situation. The Urban Lab applied its experience with international best practices. UN-Habitat regional and country offices rounded out knowledge gaps at the national and regional levels and localised the technical recommendations from the international Urban Planning and Design Lab. This multi-tiered approach provides a holistic understanding of the local context and surfaces information about development projects already underway in a city, helping to quickly identify risks and opportunities. It allows for international best practices to be shared with local stakeholders, and allows the programme team to have regular communication with relevant local stakeholders.
2
Using the SDGs to Define Interventions

The Global Future Cities Programme interventions have been designed to align with the Sustainable Development Goals (SDGs), the globally recognised set of 17 goals that aim to reduce poverty, and support the development of inclusive, equal societies. SDG 11 is the urban goal that aims to build cities that are “inclusive, safe, resilient and sustainable”. For this goal, UN-Habitat is the custodian agency and is responsible for supporting cities in their ambitions for a better urban future. SDG 9 also has a major urban focus, as it aims to “build resilient infrastructure, promote sustainable and inclusive industrialisation and foster innovation”.

The interventions are also congruent with the aims of the New Urban Agenda (NUA), which lays the foundation for sustainable urban development globally and aims to harness the power of well-planned and well-managed urbanisation to position cities as solutions spaces for development challenges. It promotes inclusive development that enables all people to access urban opportunities in and around cities, creates jobs, and improves quality of life.

While dovetailing with the goals of the SDGs and NUA, the proposed interventions have been developed to fit within target cities’ broader plans for development, maximising their potential to impact upon various aspects of inclusive urban planning. To promote an SDG approach, UN-Habitat aligned its tools and processes, as well as the ToRs for each intervention, with the SDGs. In addition, the Strategic Development Phase used a project-cycle approach (planning and design, building, and operation and maintenance) in order to address the highest sustainability and viability of the interventions in the long term, as explained in section 4.

Weaving an SDG approach into intervention definition and design, and making it necessary for implementation, can create a mechanism for structured review and guidance for cities and donors. The aim is also to encourage and empower city governments and leaders to actively seek opportunities to embed an SDG approach when supported by technical assistance of service providers.

Raising awareness about the SDGs builds commitment to sustainable urban development among stakeholders.
The interventions aim to contribute to the achievement of the SDGs and the implementation of the New Urban Agenda.

Applying the SDGs resulted in recommendations for maximizing potential impact of the interventions.

The SDGs at City Level

The SDGs are often perceived as a global framework targeting national rather than local governments. Cities and local decision makers play an important role in contributing to the accomplishment of these goals. The incorporation of the SDGs approach into day-to-day city governance, management, and planning is fundamental at the local level. Through the Strategic Development Phase, UN-Habitat raised awareness about the value of incorporating SDGs into urban development planning in cities. Additionally, the Strategic Development Phase contributed to visualising how the Programme’s interventions could contribute to the SDGs while aligning with city visions for development.

For example, in New Clark City, a future city under development in the Philippines that is slated to become the twin city to capital Manila, different examples were shown during participatory workshops and bilateral meetings on how adequate design of public space and parks can contribute to the achievement of SDGs as a driver of economic growth, social inclusion, and environmental preservation. UN-Habitat and its partners showed how parks can be designed with retention areas to reduce flood risk (SDG 13), and focused on ways to include gender sensitivity into design (SDG 5). UN-Habitat’s “five principles of neighbourhood planning” were also discussed to illustrate how SDG 11 can be supported through the design of benchmarks for a city.
Achieving the Broader Impact

The Global Future Cities Programme aims to illustrate how cities can benefit from aligning development with the SDGs. The Strategic Development Phase contributed to this by identifying how each intervention could contribute to multiple SDGs and gave recommendations based on international best practices.

To shape intervention definition and broaden the potential impact on SDGs, UN-Habitat’s Urban Planning and Design Lab defined seven thematic clusters and developed a matrix to evaluate the potential impact on the SDGs based on these overall themes. The clusters include: (i) flood management plans and systems; (ii) public space; (iii) heritage and urban renewal; (iv) urban strategies and plans; (v) data systems for integrated urban planning, (vi) multi-modal mobility strategies and plans; and (vii) data systems for urban transport. The matrix shows how interventions under one thematic area could impact related SDG targets, the NUA, the Prosperity Fund programme objectives and cross-cutting issues.

As a result, the 30 interventions are directly aligned with accomplishing the SDGs and have been defined to increase their potential impact on the 2030 Agenda. A chapter in each City Context Report shows how the GFCP promotes achievement of the SDGs in the short, medium and long term, and provides recommendations for successful implementation of the interventions.

RECOMMENDATIONS

- From the beginning of a programme, establish a common language and narrative on how the SDGs are discussed. Share this with local officials and other stakeholders, highlighting the benefits of addressing the SDGs with urban interventions.

- Participatory planning tools like charrettes can be used to introduce the applicability of SDGs to local planning, and to demonstrate the benefits of considering how urban interventions can contribute to numerous SDGs in their design and implementation.

- It is advisable to include a requirement for project definition and design that shows how an intervention will realistically contribute to the SDGs, complementing the priorities of cities and funders. Ensure the SDG alignment, early on in a preliminary programme phase so that it can inform the interventions definition from the outset.
Potential Benefit

- Plans, frameworks and tools that promote more sustainable, resilient, and socially inclusive cities are adopted.
- Increased citizen participation in developing municipal plans and decision making processes. (not directly addressed in the activities for transport)
- Integrated gender equality approach in policies, strategies and plans.
- Increased local capacity for evaluating and monitoring the impact of urban plans, policies, and strategies.
- Comprehensive urban renewal instruments adopted, that enhance linkages between the spatial, economic and social development.
- Better capacity of local governments for ensuring land ownership rights and limiting evictions or disruption of livelihoods.
- Sustainable financing models for urban renewal developed, that enable the city to finance provision of basic services, local infrastructure, and social housing.
- Implemented urban plans for creating sustainable density and mixed use to attain the economies of agglomeration and promote urban vibrancy.
- Increased mobility and accessibility for poor women and men and other marginalised groups.
- Increased ability to access employment and services, particularly for women and lower income groups.
- Lower costs of transporting goods and increased efficiency of the transportation system. Financial and business models for the water public transport.
- Reduction in traffic congestion and in air pollutant emissions.
- More secure, safe, and accessible public transport, particularly for women and elder.
- Increased quality of life, including the promotion of economic equality and poverty reduction.
- Improved access to basic services and affordable housing in informal settlements & peri-urban areas.
- Increased access to safe, inclusive and accessible, and green public spaces, in particular for women and children, older persons and persons with disabilities.

Fig. 5. Potential Impact and Programme Objectives Alignment Table, Lagos City Context Report
Throughout the Strategic Development Phase, UN-Habitat and its partners deployed a suite of programmespecific tools to position the interventions within broader city development trends, assess the viability of the interventions, and identify areas where technical and strategic support could enhance the potential for wider impact. Besides defining and validating the interventions, the tools contributed to creating a shared understanding among stakeholders about the opportunities, challenges, and benefits of the interventions. This, in turn, will guide service providers’ efforts in the Implementation Phase.

UN-Habitat applied a common methodology across the 19 cities. Since the Programme covers a diversity of cities, the tools had to be flexible enough to account for the local context in each city and be adaptable for absorbing changes along the process.

**Context-specific Tools**

19 **City Context Reports (CCRs)**

The CCRs ground the interventions within broader city trends and transformation dynamics. These reports describe the current city context and provide urban analysis on legal, spatial, and financial factors relevant for the interventions’ implementation. They describe each intervention’s potential contribution to the achievement of the SDGs, NUA, and Programme objectives in the short, medium, and long term. They also outline main success factors, based on international best practices, giving recommendations, from a holistic perspective, for ways the proposed interventions could achieve maximum impact.

**19 Stakeholder mapping**

Stakeholder mapping supported the validation process for interventions. The Programme identified key stakeholders (public sector, private sector, civil society, donor organisations) that have influence in the sphere of the proposed interventions. This process identified the actors who then took part in the meetings and workshops. It helped in understanding the local institutional structures and organisations in place as well as who the main stakeholders for leading the Implementation Phase, and the subsequent building, and operation and maintenance of the interventions, should be.
The inclusive and participatory process ensures engagement and commitment among cities while availing relevant information.

Changing city contexts necessitate flexible and adaptable tools.

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Fig. 6. Key tools used in the Strategic Development Phase
Fig. 7. Engagement on sustainable transport and public space during a participatory charrette in Ankara, Turkey © UN-HABITAT (2018)

Fig. 8. Discussions on public transport in Melaka, Malaysia © UN-HABITAT (2018)
20 Charrettes

UN-Habitat led the implementation of 20 charrettes that drove discussion around intervention definition, political objectives, and technical barriers and opportunities among relevant stakeholders in the cities. Participants included city officials, high-level decision makers from the public and private sector, academics, and civil society representatives, who shared their views and opinions through roundtable workshops, plenary feedbacks, and discussions. The charrettes enabled UN-Habitat and its partners to identify the most appropriate interventions for each city, and created a sense of common ownership of the interventions. They served as a platform to showcase best practices from international case studies. Information gained via the charrettes fed directly into other tools, including the Terms of Reference and City Context Reports.

30 Terms of Reference (ToRs)

The ToRs define the framework for the delivery of the main activities of the service providers during the Implementation Phase. They include objectives, expected outputs, and deliverables for the proposed interventions, as well as a tentative timeframe. They provide the standards and criteria required for implementation, and detail the relevant legal, spatial, and financial conditions to consider for intervention development. These documents identify key stakeholders who need to be involved. The ToRs explain how the interventions link to specific SDGs, the NUA, and the goals of the Prosperity Fund. The ToRs aim to clarify expectations between stakeholders and implementing partners, and increase the potential for impact.

19 Validation workshops

Validation workshops were used to consolidate the final definitions of the interventions and Terms of Reference in smaller committees led by key city authorities and high-level political representatives. The validation workshops resulted in key stakeholders and main partners reaching consensus, and increased ownership of the interventions, paving the way for the Implementation Phase.

19 Technical Viability Assessments (TVAs)

The TVAs served as internal rapid assessments to identify knowledge gaps and barriers relevant for the Implementation Phase and the sustainability of the interventions in the long run. They assessed the spatial, legal, financial, and professional capacity barriers to implementation of the interventions using a project-cycle approach at the levels of planning and design, building, and operation and maintenance within a 15-year timeframe. The TVAs were designed to inform UK FCO about the viability and potential benefits of the interventions at a project level, and the strategic considerations for the Implementation Phase.

Tools at the Programme-level

5 Global Recommendation Papers

UN-Habitat and its main partners, IGC and UKBEAG, prepared a set of five “Global Programme Recommendation Papers” that build upon the main findings of the Strategic Development Phase and provide strategic advice on the role of the Strategic Partner for the Implementation Phase. These advise on ways to increase the Programme’s impact, and share academic finding on thematic interventions, regional and local professional capacities, and participatory processes.

1 Potential impact framework

UN-Habitat developed this tool for internal use, based on each of the seven thematic clusters. It was used to make sure the interventions were addressing the goals of the SDGs and NUA and the programme objectives of the Prosperity Fund. In addition, this tool was fundamental for assessing the potential impact of the interventions based on technical aspects and evidence-based assumptions.

7 Cluster papers

Prepared by IGC, data experts, and UN-Habitat, the cluster papers offered an evidence base to inform decision making around each of the seven cluster areas. The papers highlight examples of potential benefits and best practices from cities worldwide, and give policy and technical recommendations for sustainable planning. For example, the paper on “Urban planning for productive and liveable cities” includes sections on key principles for urban master planning and planning around informal settlements. These cross-cutting papers informed the TVAs, CCRs, and ToRs.
Examples of Tools in Practice

FINE-TUNING INTERVENTIONS WITH CITY CONTEXT REPORTS

**Ankara, Turkey**

In Ankara, Turkey, one of the interventions ("Increasing quality and accessibility of streets in Cankaya neighborhoods") is centered on streets and public space upgrading. The spatial analysis done for the City Context Report provided relevant information about the existing conditions of the city and, specifically, the public space in central neighborhoods of Ankara. Subsequently, it allowed for better definition of the ToR. The analysis enriched the intervention definition so that it broadened from localised actions in the streets to include more comprehensive transformations to enable non-motorised transport, increase opportunities for social interaction, and increase green coverage in the city. Furthermore, it highlighted the importance of improving public space in other neighborhoods, not just those targeted by stakeholders. The results of this analysis will provide relevant information for the service providers to better understand the nature and scope of the intervention.

CLUSTER PAPERS TO STRENGTHEN THE POTENTIAL FOR INTERVENTION SUCCESS

**Cape Town, South Africa**

In Cape Town, South Africa, the cluster paper on data systems for urban planning and land management informed the development of the ToR for the city’s Data Strategy. The Data Strategy includes the development of application cases that focus on understanding the needs, dynamics, and trends of informal settlements in order to factor these into city decision making. As the cluster paper pointed out, adapting data systems to the city’s planning needs is crucial. In this regard, the application cases developed through the intervention will facilitate the development of a Data Strategy that is implementable and useful for the City of Cape Town. The ToR also accounts for the importance of addressing barriers related to governance and data sharing. The intervention includes the establishment of a Data Coordinating Committee to oversee the development of the strategy, establish clear roles, and facilitate data sharing.

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![Fig. 9. Urban analysis of the Ankara City Context Report (Cankaya street sections)](image9)

![Fig. 10. Urban analysis of the Ankara City Context Report (Cankaya street hierarchy)](image10)
Fig. 11. Urban analysis of the Cape Town City Context Report
Fig. 12. Stakeholders mapping for Bangkok, Thailand
A Suite of Interlinked Tools

STAKEHOLDER MAPPING TO ENHANCE CROSS-DEPARTMENTAL BUY-IN

Bangkok, Thailand

In Bangkok, Thailand, the Programme identified three interventions: i) providing technical assistance to the city administration to develop a strategy for an urban data hub; ii) development of a transit-oriented development plan for the Khlong Bang Luang area; and iii) technical assistance to set up a Decision Support System for flood management. As a first step in stakeholder mapping, the Local City Specialist identified key stakeholders, including the Sewage and Drainage Department, the Traffic Department, and the Strategy and Evaluation Department. With input from a data specialist, it was emphasised that there was a need to not only design data solutions for the city but also help integrate these solutions into other departments. Based on this insight, further stakeholders such as the City Planning Department were incorporated.

RECOMMENDATIONS

- Tools need to link with each other so that information generated through one tool can feed into other tools. They should be flexible and adaptable so that they can respond to particular city contexts, and be updated as new information becomes available.

- Since availability of city data and information required for analyses during a Strategic Development Phase may be limited, it is necessary to ensure an adequate level of quality for city-specific assessments while working with limited resources and time. Ways of doing this include streamlining assessments, as the GFCP did through its cluster papers, and using participatory processes to get on-the-ground information and validation from key stakeholders.

- When working across different countries, language and cultural differences can pose barriers to accessing data and communicating clearly during participatory processes. Professional translation is needed, especially for the consultations, participatory processes, and convening strategic and policy advice that will form part of the Implementation Phase. This should be factored into planning.

- Sufficient time needs to be allocated for review processes, including internal peer-review, donor revision, and stakeholder validation.
4

Implementation and Long-term Sustainability

A Project-cycle Approach

It is anticipated that the work done in the Strategic Development Phase will bolster the potential for long-term success of the interventions. The project-cycle approach used during this phase was key for assessing the sustainability and viability of interventions in the short, medium, and long term. It took into account factors that could impact interventions according to three stages: planning and design (2-3 years), building (3-7 years), and operation and maintenance (7-15 years) and contributed to a well-rounded definition of each intervention, including advice on how interventions need to be set up.

Through identifying key barriers to success from the spatial, financial, and legal aspects and the local capacity in place, the work done in the Strategic Development Phase points to which actors to engage with, mechanisms to identify, and regulations that need to be addressed to improve the chances of intervention success. At the same time, it identifies opportunities and potential synergies between stakeholders, as well as capacity needs. It provides a common baseline from which cities, donors, and implementing partners can plan for, and address, these challenges.

Ultimately, the success of each intervention will primarily be seen after the Implementation Phase, which also requires monitoring and evaluation. To measure the success of the interventions, it is imperative to define and aim to quantify the desired impact. Some of the factors by which this success could be measured include:

- Whether there is technical and municipal capacity in place to execute and maintain the interventions in the long run.
- Whether additional funding can be secured post-implementation to the area where the intervention takes place.
- Whether the intervention implementation is aligned and enforced by statutory legal and planning frameworks.
- Whether the intervention can be replicated elsewhere in the city, region, or country.
- Whether there is an increase in the target cities of inter-departmental planning projects that incorporate participatory approaches to planning and social inclusion, especially for vulnerable and marginalised groups.
The interventions build upon the local Technical and professional capacities

Embedding components of replicability and scalability can have a catalytic and transformative effect

Linking the interventions to the broader City Development Agenda can increase ownership and commitment among stakeholders

Making a Transformative Change

CONNECTING INTERVENTIONS TO BROADER PLANNING GOALS

For interventions to gain buy-in, it is necessary to identify how they connect to a city’s greater urban vision. It is important to identify, discuss and relate an intervention to a greater purpose in order to address transformative changes in cities and promote sustainable development with a longer-term perspective. UN-Habitat and its partners strategized on the scope of proposed interventions, where necessary, ensuring the alignment of an integrative planning approach.

In Yangon, Myanmar, for example, stakeholder consultations determined the need for evidence to warrant a policy change around public space. It was suggested that a series of pilot projects, taking into account the highly diverse contexts of Yangon’s downtown, would provide an evidence base to generate interest and political will to push forward public space legislation. Since public space policies are interlinked with other municipal policies, it was appropriate to encourage projects that exemplified transformation of public space while touching on related issues. The local evidence that will be generated by the public space upgrades envisioned for Yangon, as proposed for the intervention to “revitalise streetscapes,” has the potential to inform future policies that could change the urban landscape city-wide.
ENSURING REPLICABILITY

The Programme encouraged interventions that could be replicated in the target cities and other urban centres by identifying inclusive approaches to urban development and renewal, as well as financing mechanisms, that could be transferable.

Johannesburg, South Africa

In Johannesburg, South Africa, the proposed planning intervention is aimed at developing a Strategic Area Framework (SAF) for a neighborhood in Soweto. The intervention is aligned with broader objectives of the city’s long-term growth and development strategy, the Spatial Development Framework 2040 (SDF). The SDF is further influenced by the Integrated Development Plan (IDP), the city’s key statutory development plan. Both the SDF and IDP provide direction for the formulation of more detailed spatial planning and strategic frameworks, such as SAFs. Therefore, the Global Future Cities Programme intervention is contributing to the implementation of the city’s long-term policies and plans.

Belo Horizonte, Brazil

As another example, in Belo Horizonte, Brazil, the intervention aims to identify and test innovative technologies to collect urban mobility data. The project focuses on a specific corridor of the city, selected for its strategic relevance regarding the amount of daily commuters, its importance in serving low-income neighborhoods, and its alignment with future municipal plans for the area. The ToR has been developed in a way that makes it replicable in other parts of the city as well as in other cities. Replicability will be ensured by: i) analysing and mapping the gaps and opportunities for using data-collection technology in the current and future mobility system in order to identify the best option for the specific urban context; ii) establishing a clear business model for this project that can be adapted for similar projects related to intelligent mobility; and iii) providing a comprehensive capacity building programme that enables the city to manage innovative systems for data collection.
It is necessary to use a project-cycle approach that considers potential barriers and opportunities for implementation in the short, medium, and long term, especially those that could arise when interventions are built, operated and maintained.

Interventions need to be viable from the technical, financial, and legal perspective. They should be appropriate for the local market and professional capacities in target cities. It is necessary to identify capacity needs early on and introduce ways to strengthen or complement these.

Strategic thinking and an approach to urban development that takes a longer-term perspective – “think long, act now”- is instrumental for ensuring the effectiveness and transformative impact of an intervention.

Working closely with diverse city stakeholders from the outset, and building trust through face-to-face interaction, can ensure a high level of ownership around interventions.

**INCLUDING DIVERSE STAKEHOLDERS TO INCREASE BUY-IN**

In order to improve transparency and strengthen buy-in from diverse stakeholders, it was important to find support among civil society groups and others for the interventions. Charrettes and other stakeholder activities included civil society groups, academics, and private sector representatives, along with city officials. Having direct involvement of civil society helped ensure that the needs of marginalised groups that will be impacted by the interventions were considered.

**RECOMMENDATIONS**

- **Cebu, Philippines**

  In Cebu, Philippines the inclusion of non-governmental organisations and academics in the stakeholder engagement was key for understanding the city's needs and identifying potential solutions. Data gathering and analysis in Cebu is fragmented and scattered across different actors, including the private sector, civil society, and universities. Attendance of these stakeholders at the charrette, and their engagement throughout the process, contributed to a better understanding of the city's data needs and the barriers for data gathering, analysis, and sharing. Academic partners were identified as potential custodians of the data observatory that is part of the intervention.

- It is necessary to use a project-cycle approach that considers potential barriers and opportunities for implementation in the short, medium, and long term, especially those that could arise when interventions are built, operated and maintained.

- Interventions need to be viable from the technical, financial, and legal perspective. They should be appropriate for the local market and professional capacities in target cities. It is necessary to identify capacity needs early on and introduce ways to strengthen or complement these.

- Strategic thinking and an approach to urban development that takes a longer-term perspective – “think long, act now”- is instrumental for ensuring the effectiveness and transformative impact of an intervention.

- Working closely with diverse city stakeholders from the outset, and building trust through face-to-face interaction, can ensure a high level of ownership around interventions.
5 Dynamic Knowledge Management

UN-Habitat’s Urban Planning and Design Lab

The Lab is the integrative multidisciplinary planning and design facility of UN-Habitat that supports member states and their local governments in the implementation of plans and policies. Since its establishment in 2014, it has provided technical assistance in more than 60 cities in 40 countries to achieve sustainable urban development, through the development of urban projects and normative outputs that can be implemented and/or can influence and support political decision making.

A NEUTRAL BROKER IN THE STRATEGIC DEVELOPMENT PHASE

In its position as a neutral broker, the Lab acted as a conduit between local stakeholders across the 19 cities and international donor, the UK FCO, providing a critical feedback loop throughout the decision-making process. The Lab comprises an integrative team of urban planners, legal, financial, data, mobility and climate change experts, that actively contributed and provided technical and strategic advice during the Strategic Development Phase, and strengthened the evidence-based approach of the Global Future Cities Programme.

The Lab as a dynamic Knowledge Manager

It is valuable to note that knowledge is not constant; it changes as new urban data and information becomes available. Management of urban knowledge cannot be linear. In the fast-paced six-month Strategic Development Phase, the Lab acted as a “spinning wheel,” taking information, processing it, applying it to inform and enrich the process at the local level, and pushing it out to relevant stakeholders in a strategic, targeted way. To play its role as a dynamic knowledge manager, the Lab engaged in three core knowledge-related activities:

GATHERING AND APPLYING KNOWLEDGE IN A SYSTEMATISED WAY

To systematise the processes for knowledge capture across all 19 cities, the Lab applied standardised guidelines for stakeholder engagement activities. The information provided by various actors during the charrettes and other stakeholder engagement activities was processed with a global perspective, and fed back to the city level with conclusions and recommendations for the interventions. To round out knowledge gaps, UN-Habitat drew on the expertise of the Agency’s regional
UN-Habitat’s Lab provides strategic advice through its role as a neutral broker.

The Programme contributes to the Global Debate on urbanization building on local experiences and City-to-City learnings.

and country offices, as well as Local City Specialists. It also drew on the expertise of different UN-Habitat thematic branches, including the Legal, Economic and Capacity Building and Research branches, and the Mobility, Climate Change Planning and Public Space units, particularly for the development and review of the ToRs.

When analysing needs at the city level, the team focused on doing strategic analyses and avoiding general discussions. Specifically, the analyses focused on the capacity needs, financial conditions, spatial context, and legal frameworks related to each intervention, all of which were captured in the City Context Reports.

STRUCTURING AND DISSEMINATING KNOWLEDGE

The Lab structured the proposed interventions into thematic clusters that fit within the Programme’s core pillars of sustainable urban development. This began with three themes (urban planning, transport, and resilience) and resulted in seven core thematic clusters to streamline targeted policy and technical recommendations. The Lab filtered and organised questions, and regrouped themes, according to the similarities and contradictions that arose across the different interventions, with input from IGC and UKBEAG. It also provided the Local City Specialists with frameworks, so they could ask the right questions of cities, and fed this information back to its knowledge partners.

The Lab pooled information and knowledge shared from its strategic partners, various UN-Habitat branches and local and regional offices, interpreting it and applying it to relevant city contexts. It also played a key role in providing strategic advice to donor, the UK FCO, and contributed to the global debate on sustainable urbanisation through its global recommendation papers.

STRENGTHENING MUNICIPAL CAPACITIES AND PROMOTING CITY-TO-CITY LEARNING

A core component of the work process during the Strategic Development Phase was to identify capacity gaps at the city level. The Lab and its partners identified a set of themes as common areas where cities would need capacity support during the programme’s Implementation Phase.

- Principles and practices of integrated and inclusive planning
- Achieving impact through evidence-based planning (i.e. the effective use of data)
- Implementation and enforcement
- Project finance and procurement
- Governance and collaboration
During the process, UN-Habitat provided specific recommendations to the UK FCO on which technical, legal, and financial capacities are required to implement the interventions. In several cases, the ToRs include additional activities for cities to strengthen their capacities to execute and maintain interventions in the long term. In Istanbul, Turkey, for example, one of the interventions will include a training programme for stakeholders and municipal civil servants on urban planning for integrative, inclusive urban development.

The Programme’s city-to-city learning component provided opportunities for technical and thematic knowledge exchange, especially between cities with interventions that share commonalities. For example, the development of the ToR for the urban data hub in Recife, Brazil, benefitted from the work done for the ToR for Bangkok’s data hub.

Additionally, one key activity of the Strategic Development Phase was the London Transition Training and Dialogue event that offered a platform for cities to share experiences and learn from each other. Convened by UKBEAG, the five-day workshop brought together 40 delegates from cities taking part in the Programme with delegates from the UK FCO, UN-Habitat, and numerous UK organisations. City representatives had the chance to present on urban challenges they face in their cities, and discuss these with other participants. Delegates left with enhanced knowledge of mixed-use master planning, the value of integrated transport planning and modeling, and other core sustainable design concepts.

Fig. 15. Dynamic knowledge management between local and global contexts
RECOMMENDATIONS

- A global, multidisciplinary approach should be applied that draws on existing networks and is able to contextualise the application of global knowledge in local contexts.

- Dynamic knowledge management and learning exchange is essential to strengthen local capacities and increase the likelihood of intervention success.

- Mechanisms for a continuous process of quality control need to be in place to ensure that knowledge produced meets the needs of a programme.

- The neutral broker can facilitate an effective process of knowledge exchange that needs to be impartial to avoid conflicts of interest.

- The neutral broker needs the ability to be critical and should consider alternative scenarios an intervention could take. It should be able to provide relevant advice for a specific context and able to adapt to change. This requires having a wide network of expertise to draw upon.
Iterative Actions, Relevant Actors and Main Tools

PROCESS SUMMARY

The Strategic Development Phase laid the foundation for the implementation of 30 transformative urban interventions in 19 cities that address the SDGs
achievement, local stakeholders’ buy-in, and strategic advice for long-term impact and sustainability. UN-Habitat’s Urban Planning and Design Lab supported the process and provided strategic support, bridging between multilateral debate and the Donor’s objectives, and the local realities and cities’ goals. This resulted in the definition of 30 urban interventions escorted by a suite of inter-linked tools and activities, that were validated in each city and prepared a solid basis for the subsequent two years of Implementation Phase.
Next Steps: the Implementation Phase

Maximising Impact

Through the Strategic Development Phase, UN-Habitat and its partners provided the strategic support necessary to define and validate the 30 proposed interventions, ensuring their feasibility within each city’s context. The Strategic Development Phase linked local urban realities to the ambitions of the SDGs and the global debate on sustainable urbanisation. This work has created a solid foundation to inform the programme’s Implementation Phase, during which selected service providers will support the cities, through technical and strategic assistance, as they further develop the interventions.

The Global Future Cities Programme incorporates a Theory of Change at the programme level. The Theory of Change should be revised with the aim of identifying opportunities, constraints, and assumptions associated with the Implementation Phase and its potential long-term impact.

It is also recommended to develop an intervention-level Theory of Change for each city in order to locate the proposed interventions in a broader city and global context. This should be agreed between the UK FCO and the service providers, and can also benefit from input from city authorities and a neutral, strategic advisor.

In maximising the impact of the Programme and in order to achieve the overall Programme objectives, UN-Habitat recognises the importance of aligning the 2030 Agenda for Sustainable Development —primarily the Sustainable Development Goals and the New Urban Agenda— with the local level. By bridging between the global and local levels, opportunities emerge to continuously safeguard and ensure progress in the achievement of these wider goals both at Programme and local levels.

Going forward, it will be important to contribute to addressing the identified barriers and enhancing the enabling conditions for the interventions in order to achieve the Programme’s intended impact in the medium and long term. Since various factors may influence intervention implementation, including changes in political systems, fluctuations in the market economy, and environmental risks, it will be essential to maintain a continuous city level engagement so as to periodically reassess possible risks and opportunities.

Finally, the Strategic Development Phase has also recognised that it is vital to capacitate the cities to take on the role of “clients” of the service providers to ensure successful implementation and increase long-term viability.

It is recommended that during the Implementation Phase the Programme seeks to address the components of i) programme management and quality control, and ii) capacity building and strategic and knowledge management, in order to ensure the achievement of its objectives and expected outcomes.

Programme management and quality control

The continuous monitoring and evaluation of intervention implementation is essential to ensure that the interventions will achieve the highest impact possible in the short, medium and long-term. The development and application of key tools and mechanisms that will support the donor and the cities to assess the quality of implementation, and guide the service providers to maximise the potential impact of the interventions, is desirable especially regarding the achievement of the SDGs and the Programme objectives. These kinds of tools are also relevant in order to improve cities’ capacities in their role as a client of service providers.

In addition, the momentum and buy-in created among the key stakeholders can be capitalised upon for maximum benefit, primarily for the cities. Building upon this momentum can increase the likelihood of long-term sustainability beyond the Programme’s period.

In addition, keeping the momentum and buy-in created among the key stakeholders will capitalise upon for maximum benefit primarily for the cities, and increase the likelihood of long-term sustainability beyond the programme’s period.
Strategic and knowledge management

The Global Future Cities Programme presents a unique opportunity to contribute to local and global discourses on sustainable urban development and to establish global knowledge exchange networks. This can allow for sharing of the knowledge generated through the Programme about urban development in emerging cities. The primary aim is to enhance cities’ capacities to implement viable interventions with broad impact, while expanding the Programme’s long-term impact so that it promotes inclusive, sustainable economic development beyond the programme’s lifespan.

Normative outputs are key tools for the collection, analysis, and dissemination of local best practices in order to set trends. The aim is to use these outputs to generate or contribute to new global standards that can be derived from the Programme, as well as to contribute applied learnings and success factors to achieve sustainable urban development in local contexts. It is also advisable to develop a strategic capacity building component, which will facilitate peer-to-peer learning and inter-city knowledge exchange. This can strengthen cities’ abilities to overcome the barriers, and take advantage of the enablers, identified in the Strategic Development Phase.

A knowledge management platform should also be developed as a repository for tools, methodologies, and resources to be shared globally, while facilitating city-to-city learning. Finally, it will be instrumental to develop a Socio-Economic Impact Assessment in order to give an estimation of the impact of interventions at city level and provide policy advice to cities in the long run.

SDG MILESTONE ASSESSMENT TOOL

UN-Habitat has proposed the ‘SDG Milestone Assessment Tool’ as an evidence-based tool to support the monitoring of the GFCP at the Programme level, while assessing the interventions’ implementation at a local level. The tool aims to assess how the implementation of the interventions is aligned to the Programme’s objectives, the SDGs and the NUA, which collectively will inform the Programme’s potential impact in the long term. It seeks to provide an approach through which all stakeholders, through the application of a series of questionnaires and scorecards, reference scenarios and models, can come to understand the process necessary to ensure potential impact is reached. The objective is also to review the service providers’ outputs and provide a basis for the cities to be able to ‘ask the right questions’ regarding the deliverables and their potential to help achieve the SDGs.

RECOMMENDATIONS

- Strengthening the capacity of cities to empower them in their roles as “clients” of service providers is an important enabling condition that can improve the performance of the private sector and increase interventions’ potential for impact on sustainable urban development.

- The technical assistance provided to cities throughout the Implementation Phase should acknowledge the importance of aligning the 2030 Agenda for Sustainable Development with the local context and apply relevant measures and mechanisms to achieve this aim.

- The provision of policy advice is instrumental for addressing potential barriers and enabling conditions for the implementation and sustainability of the interventions in the medium and long-term.

- Enabling a strategic capacity building component can increase cities’ capacities to overcome systemic challenges and implement the interventions in the long term.

- Establishing global networks for leveraging city-to-city learning and knowledge exchange can contribute to improving cities’ capacities to implement viable interventions.

- A knowledge management platform should be developed to share tools, methodologies, and resources, used throughout the Global Future Cities Programme.
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GLOBAL FUTURE CITIES PROGRAMME OUTPUTS

19 CITY CONTEXT REPORTS

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Bursa City Context Report
Cape Town City Context Report
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Ho Chi Minh City City Context Report
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Istanbul City Context Report
Johannesburg City Context Report
Lagos City Context Report
Melaka City Context Report
New Clark City City Context Report
Recife City Context Report
Surabaya City Context Report
Yangon City Context Report

30 TERMS OF REFERENCE

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ENDNOTES

1 UN-Habitat City Prosperity Initiative (CPI) https://unhabitat.org/urban-initiatives/initiatives-programmes/city-prosperity-initiative/  
Under the Prosperity Fund’s Global Future Cities Programme, the United Kingdom’s Foreign and Commonwealth Office (UK FCO) collaborated with UN-Habitat to promote sustainable, inclusive and prosperous development and growth in 19 cities across 10 countries worldwide. Through identification and definition of transformative interventions, cities will be enabled to address challenges of rapid urban urbanization, climate change and inequality. This report seeks to illustrate the process and methodologies applied during the Strategic Development Phase as part of laying the foundation for implementation, achieving the Programme objectives and ultimately, contributing to the 2030 Agenda for Sustainable Development.