DEVELOPING CITY DEVELOPMENT STRATEGIES (CDS) FOR VIETNAMESE CITIES:

a guide to assist city leaders

Draft May 2007
PREPARED FOR
SDC

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DEVELOPING CITY DEVELOPMENT STRATEGIES (CDS) FOR VIETNAMESE CITIES

A Guide to Assist City Leaders

Prepared for

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Development and Cooperation (SDC)

by

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JUNE 2007

Acknowledgements

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How to Use This Guide

This Guide explains a methodology to develop City Development Strategies (CDS). It has been developed to assist city leaders in Viet Nam along with the other relevant stakeholders develop a CDS for their city.

The Guide provides simple step-by-step information to facilitate the process of developing a CDS. It also provides examples from the CDS's that have been completed in the Vietnamese context over the last in the past five years. Each CDS that has been developed in Viet Nam has been unique, following slightly different steps and processes. This is because each CDS must be suited to the political, institutional and social environment where it is produced. It is therefore very important that you interpret the step-by-step guidance provided in this Guide for your particular context.

The Guide is structured as follows:

Introduction: This section introduces the concept of a CDS and the benefits of developing a CDS. It also introduces the CDS building blocks.

Building Blocks: The following eight sections cover the eight "Building Blocks" which add together to give the full CDS process. During development of a CDS, all of these 8 building blocks will need to be conducted. Five of the building blocks represent steps or stages of conducting a CDS. The other three building blocks are "cross-cutting", this means that they must be addressed in each of the five stages listed above.

Each building block has the following sections:

> What is this building block?

> Why is this building block important?

> Key components of this building block

> How to do this building block

> How to monitor and evaluate this building block

> How to integrate consultation and participation into this building block

> How to integrate strategic environmental assessment (SEA) processes with this building block

> Helpful Hints

> Resources

References: A list of resources referred to in this document, many of which are likely to be useful for developing your CDS

Introduction to CDS

A CDS is a City Development Strategy. It refers to a planned development process for a particular city. The aim of a CDS is to produce a multi-dimensional development framework, with wide-ranging stakeholder support, that will improve city governance, enable sustainable economic growth, reduce poverty and improve the urban environment.

City Development Strategies (CDS) have been used by cities, donors and international agencies since the late 1990s. A CDS is not a tightly defined planning methodology but rather an approach to strategic planning at the city (or in some cases regional) level which has certain general attributes.

The CDS approach is a framework, or guide for planning and action. Any city can use it. As a general approach to integrated planning it can also be used by other levels of local governments, including Provinces, as a " Comprehensive Development Strategy" However each city is different, each is at a different stage of development and each faces different issues. For these reasons, each city's CDS will be different. A basic principle of the CDS approach is that it can be adapted to the needs of the city that is using it. This means each city and community will decide exactly what their CDS looks like, how it is developed and what issues it addresses. The city leadership and stakeholders will build up their CDS in a way that addresses local issues of importance and is appropriate for local conditions. There is no single 'right way' to design a CDS – each one will be different.

A CDS will be based on:

1. Broad input and support

2. Reality and opportunity

3. The city's initiative

While all CDSs will vary, there is normally an expectation that they will provide:

> A consensus-building process to establish priorities, strategies and actions;

> Urban poverty reduction and sustainable urban development;

> Economic growth linked to employment and to regional and national development objectives;

> A need for local authority financing and investment list; and,

> Capacity building.

CDSs tend to use a common set of 'building blocks'. In addition, most cities will define a list of themes or issues that they intend their CDS to address. The building blocks and themes are discussed below.

CDS Building Blocks

The eight building blocks are the kinds of work that make up a CDS.

Five of the building blocks are steps or stages that you carry out to do a CDS. They are shown as shaded blocks on the Building Blocks diagram:

> > Process design and preparation
>
> > Initial or updated assessment
>
> > Vision, objectives and strategies
>
> > Action planning
>
> > Implementation and integration

The remaining three building blocks are cross-cutting, and these building blocks present processes that are used in *each* of the steps or stages.

> > Consultation and participation
>
> > Monitoring and evaluation
>
> > Strategic Environmental Assessment (SEA)

Ideally, a CDS should include all these stages. However, they can be carried out in various combinations and in different orders. This is why the stages are referred to as 'building blocks' – a city will need to build a CDS that suits its own needs and they can fit the building blocks together in whatever way they choose.

There is no single starting point for a CDS, as the model recognises that different cities will need to, or choose to, start at different points. For example, a CDS may build upon early studies or plans that have been carried out in the city, such as an economic development strategy. Or, they may complement an existing plan by using some of the 'building blocks' to add some components that are missing from the existing plan (such as an implementation strategy). For these reasons, the best way to think about the building blocks is as parts of a cycle (see figure below).

Figure 1: The CDS Building Blocks - five steps or stages (shown around the outside) and three cross-cutting building blocks (shown in the centre)
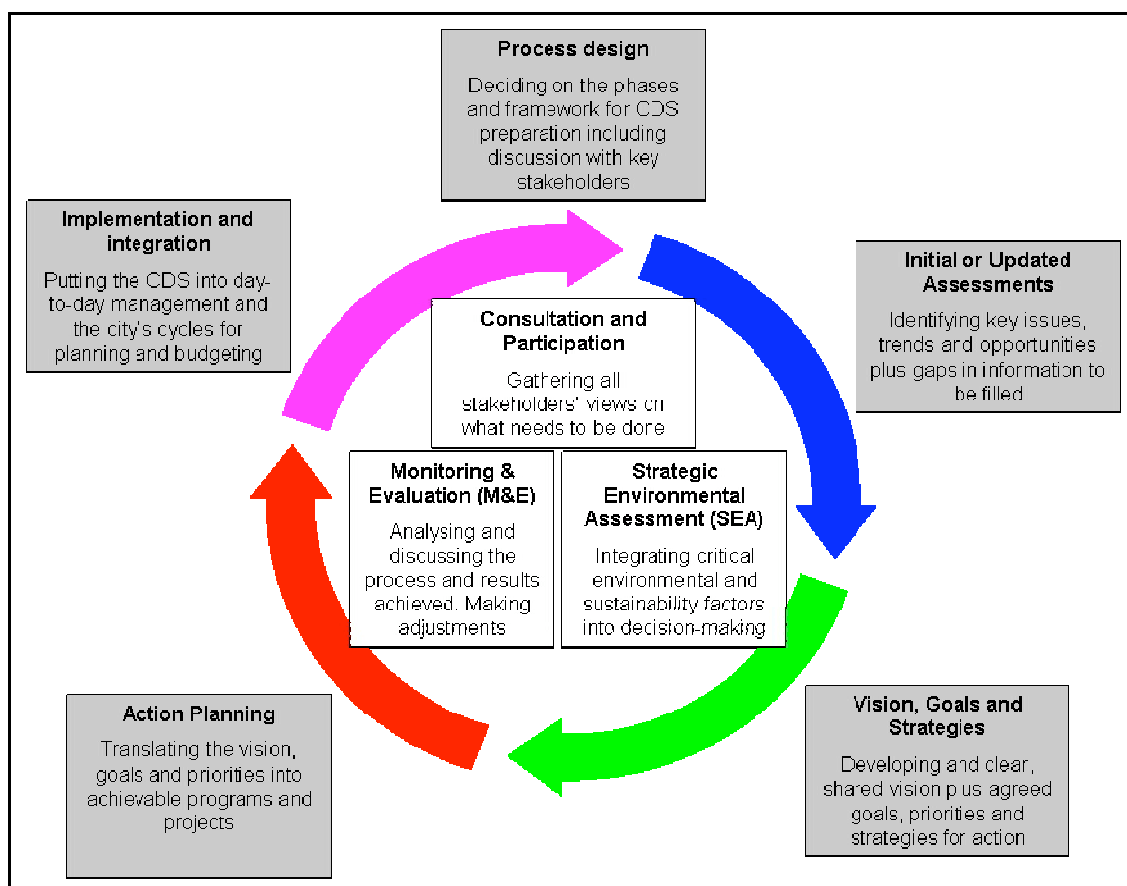
CDS Themes

CDSs generally explore a number of issues or themes. Typical themes include:

> Shelter (housing and basic services, health, safety)

> Social development (social integration; support for disadvantaged groups; gender equality, culture)

> Poverty reduction/eradication

> Environmental management

> Economic development (productivity, employment, investment)

> Infrastructure provision and improvement

> Good governance (decentralization, inclusion/participation of all groups, civic engagement, accountable, transparent governance, financial management).

Each city will need to determine which are the most important themes. The meaning and interpretation of the themes will vary from one city to another and some of the themes may be more important than others for different cities. The emphasis on the different themes is likely to change over time for each city. Decisions on themes will be determined by the city's vision for its future, including special assignments from central government to the city/region (see Vision, objectives and strategies) and its assessment of the current situation (see Initial or updated assessment).

Viet Nam has developed Vietnamese Development Goals (VDGs) to identify how the United Nations developed Millennium Development Goals can be applied in Viet Nam. Cities preparing CDSs can refer to the VDGs when developing CDS themes, strategies and city level indicators for success.

Viet Nam Development Goals (VDGs)

1. Eradicate Extreme Poverty and Hunger

Although world poverty rates have declined since 1990, 1.2 billion people still live on less than $1 a day. Viet Nam has already met the target of halving poverty by reducing the proportion of people living below the poverty line to approximately 35% in 2000. Viet Nam commits to reduce the poverty rate by a further 40% by 2010. While these are impressive achievements, the challenge now is to reduce increasing disparities and reach deep pockets of poverty in each region of the country.

2. Achieve Universal Primary Education

Globally, 113 million children do not attend school, but this goal is within reach. Viet Nam, for example, is very likely to achieve full primary enrolment by 2015, given its high 95% net enrolment rate in primary education in 1999. However, improving the quality of education, expanding basic education towards international universal primary education targets and reducing disparities in access and coverage present major challenges.

3. Promote Gender Equality and Empower Women

Two-thirds of the world's illiterates are women. By setting the target to eliminate gender gaps in primary and secondary education by 2005 and illiteracy for women under the age of 40 by 2010, Viet Nam re-states its commitment towards this goal. However, girls comprise 70% of all drop-outs, often due to their expected role in family economic activities and geographic disparities persist.

4. Reduce Child Mortality

Worldwide, 11 million young children die every year, but that number is down from 15 million in 1980. Viet Nam has successfully reduced its under-five mortality rate from around 58 per 1,000 live births in 1990 to some 48 per 1,000 live births, but reaching the full target of a two-thirds reduction by 2015 will require much greater

efforts and assistance.

5. Improve Maternal Health

In the developing world, the risk of dying in childbirth is one in 48. But virtually all countries now have safe motherhood programmes and are poised for progress. Viet Nam has reduced maternal mortality rate from 200 per 100,000 live births in 1990 to 100 and set the target to reduce the rate further to 70 by 2010 with particular attention to disadvantaged areas.

6. Combat HIV/AIDS, Malaria and Other Diseases

HIV/AIDS threatens to erase a generation of development gains in many nations. Countries like Brazil, Senegal and Thailand have shown that we can stop HIV in its tracks. Viet Nam has set the target to slow the increase in the spread of HIV/AIDS by 2005 and halve the rate of increase by 2010. The challenge is to take urgent action against the epidemic in a multi-sectoral manner now. Continued leadership is needed to avert a potential crisis.

7. Ensure Environmental Sustainability

More than one billion people worldwide still lack access to safe drinking water, but during the 1990s, nearly one billion gained access to safe water and sanitation. Viet Nam has increased the share of its population with access to safe water from 48% in 1990 to 56% in 2000 and set a target to increase the share a further to 85% in rural areas by 2010.

8. Develop a Global Partnership for Development

Poverty reduction and sustainable development are clearly linked to trade, debt relief and aid. Fair terms of trade for developing countries are necessary to generate employment opportunities and income. In this regard, Viet Nam faces some significant challenges in light of the country's planned accelerated integration into the regional and global economies. Ensuring social equity and sustainability of the country's development process will require great efforts.

http://www.un.org.vn/mdg/mdg.htm

CDS in Viet Nam

CDS has been used widely by cities in Asia and East Asia. The trend in urban growth and level of poverty in Viet Nam indicate potential for development through the CDS objectives of reducing urban poverty and sustainable urban development. The urban population in Viet Nam already constitutes approximately a quarter of the total population and is projected to reach 45% by 2020. It has one of the highest densities of urban population for a country with an agricultural based economy. Rapid urban growth has led to a high concentration of urban poor living in informal settlements

where there are problems of poor health and sanitation, services, housing and infrastructure.

CDS is particularly applicable to Viet Nam during its economic transition to a socialist market economy and the passing of increasing responsibility over decisions and resources to province, cities and local governments under the decentralisation process. CDS helps increase cities' competitiveness and helps them to choose the most strategic options for the future. CDS is also appropriate for the new climate for greater consultation and participation emerging with the Decree on Grassroots Democracy and other initiatives under the agenda for Public Administration Reform

City planning in Viet Nam is characterised by extensive long term strategies for socio-economic development, construction and various sectors. CDS offers a complementary means of addressing three of the acknowledged flaws in the Vietnamese systems:

> Plans are not integrated, often leading to inconsistency;

> Poor implementation of plans resulting from failure to link strategies and objectives to resources or prioritise when resources cannot match intentions;

> Little ownership of the plans by those responsible for implementation.

Despite its potential, CDS is still relatively new and untried in Viet Nam. It has been applied in seven cities since the late 1990s, with varying degrees of success[1].

The CDS for **Ho Chi Minh City** completed in 1998 was one of the first five undertaken globally and was conducted by an international team of consultants.

Success was hindered by miscommunications between the consultant team and the city leadership. The process was complicated by the political structure as there was little decision making power in the local government and the Central Government (which was not directly involved in the CDS) was the ultimate decision maker in most instances. The absence of local authority limited meaningful outcomes of the process and precluded any strategic planning. The only identifiable outcome was the creation and donor funding for an urban coordination centre which was intended to coordinate donor activity.

The northern coastal City of **Hai Phong** has used the CDS process twice. In 1998, an initial CDS was solely conducted by visiting international experts under the auspices of the World Bank. However, it had marginal impact and was not recognised by city officials.

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[1] This brief account summarises an assessment made by Henry Sharpe and Michael Paddon for SDC of the experience of CDS in Vietnam and the detailed reviews of CDSs in Dong Hoi, Nam Dinh and Haiphong conducted as part of that assessment and presented at CDS workshops organised for SDC in Hanoi in December 2006. See also Appendix 1 of this Guide.

The second CDS was jointly sponsored by the city and UNDP's Public Administration Reform Project and implemented under the direction of the City's Department of Planning and Investment and the Urban Management Coordination Council.

This 2001 CDS assessment was carried out through participatory SWOT analysis workshops involving 150 local participants facilitated by a Task Force from different sectors and government departments. A leadership change resulted in draft proposals never been formally approved by the Hai Phong Peoples' Committee. However, the CDS vision and goals were retained in the socio-economic development plan and the priority projects of the Committee. Five major strategies from the proposal were implemented over time. Hai Phong officials extended and replicated the CDS methods for developing strategies for internal departments and socio economic development strategies at district level.

A CDS was conducted in **Da Nang** between 2002 and 2003 with the support of the Asian Development Bank. However, it was managed by external experts over a short period of time with only one substantive visit to the city. The mission, objectives and main targets give due attention to poverty reduction, however priority actions were general statements only addressing physical infrastructure and the CDS did not include specific actions or projects. The overall strategic and/or comprehensive planning approach was not familiar to city officials and delays in providing training prevented the officials from engaging in appropriate public consultation.

Dong Hoi is a class 3 city, and much smaller than the three described above. Dong Hoi conducted a CDS between 2004 and 2005 as a part of a longer term Urban Development Project SDC. The CDS was an external consultant driven process that followed a predetermined methodology previously used in Indonesia. It followed the steps of Atlas (compiling information from available data on existing conditions and trends), Agenda (visioning and planning strategies). A third step, Application (implementation) was never completed. The agenda was integrated with the Socio-Economic Development Plans (SEDP) for the city and was consistent with the infrastructure priority in the SEDP. Dong Hoi's status as Class 3 city, meant that all decisions and plans were required to be approved at the provincial level. Conventional planning practice in Viet Nam does not include extensive public consultation not prescribed in law, so there was little in the CDS and little integration between Departments.

The **Nam Dinh** CDS was conducted over two and a half years, 2004-2006, also as part of the SDC funded Nam Dinh Urban Development Project (NDUDP). . The Nam Dinh CDS was conceived as a capacity building process and was heavily focused on stakeholder consultation. Nam Dinh started by creating a city vision based on a consultative process; and then using the vision as a framework for the development of each other portion of the CDS. A wide range of stakeholders participated in the SWOT process and an outside consultant from the CIEM was engaged to assess the economic situation and opportunities for the city.

The Nam Dinh CDS is not an independent strategy; it built on existing policies and plans. The principal building blocks were derived from the Party policies, socio-economic plans, and spatial master plans at city Provincial and State levels. The Nam Dinh CDS has been supported by the resolution of the Party Congress of the City of Nam Dinh.

The responsibilities and flexibility of Class II cites are limited. Therefore, Nam Dinh's CDS focuses on action plans that emphasize capacity building and enhancement of government capabilities, while avoiding a list of capital projects dependent on external funding. Nam Dinh used the CDS process to identify and develop capacity for the City to take on additional responsibilities consistent with increasing Central Government authorization for decentralization.

The most recent CDSs were completed in **Can Tho** and **Ha Long** between 2006 and 2007. These CDSs were funded by Cities Alliance and administered by the World Bank. The strategies were prepared by a team from the National Institute for Urban and Rural Planning; a consulting organisation attached to the Ministry of Construction and supported by a Project Management Unit (PMU) in each city.

The were prepared in two phases: the first focused on compiling and synthesising key development objects of existing plans and policies for the cities as well as developing a process for stakeholder consultation. Phase two was developed around analysis of six key themes identified by each city that reflect their specific challenges and opportunities. This analysis was used to identify the key development objectives which then framed proposed investment priorities. The final CDS was prepared after consultation on the thematic papers and the key objectives. The resulting CDSs for both Can Tho and Ha Long are made up of six "building blocks": a City vision; a strategic overview; main themes and strategic objectives; investment priorities; action and implementation plans; and a monitoring and evaluation framework.

There is general agreement in Viet Nam, amongst this mixed experience, that the most successful CDS so far has been in the city of **Nam Dinh.** As with Dong Hoi, this CDS was undertaken as part of a broader urban development program. The very extensive consultation conducted at all stages of the CDS process has ensured that its outcomes are practicable within the constraints of city budgets and authority, but are widely owned and understood.

The CDS Building Blocks

The following eight sections of this Guide cover the eight "Building Blocks" which add together to give the full CDS process. During development of a CDS, all of these 8 building blocks will need to be conducted. Five of the building blocks represent steps or stages of conducting a CDS. The other three building blocks are "cross-cutting", this means that they must be addressed in each of the five stages listed above.

Each building block has the following sections:

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> Why is this building block important?

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> How to do this building block

> How to monitor and evaluate this building block

> How to integrate consultation and participation into this building block

> How to integrate strategic environmental assessment (SEA) processes with this building block

> Helpful Hints

> Resources

The diagram that appears at the top of each page is shows the Building Block for that chapter shaded in a dark colour. This is a reminder of how that Building Block fits into the context of the whole CDS process.

Process Design and Preparation Building Block
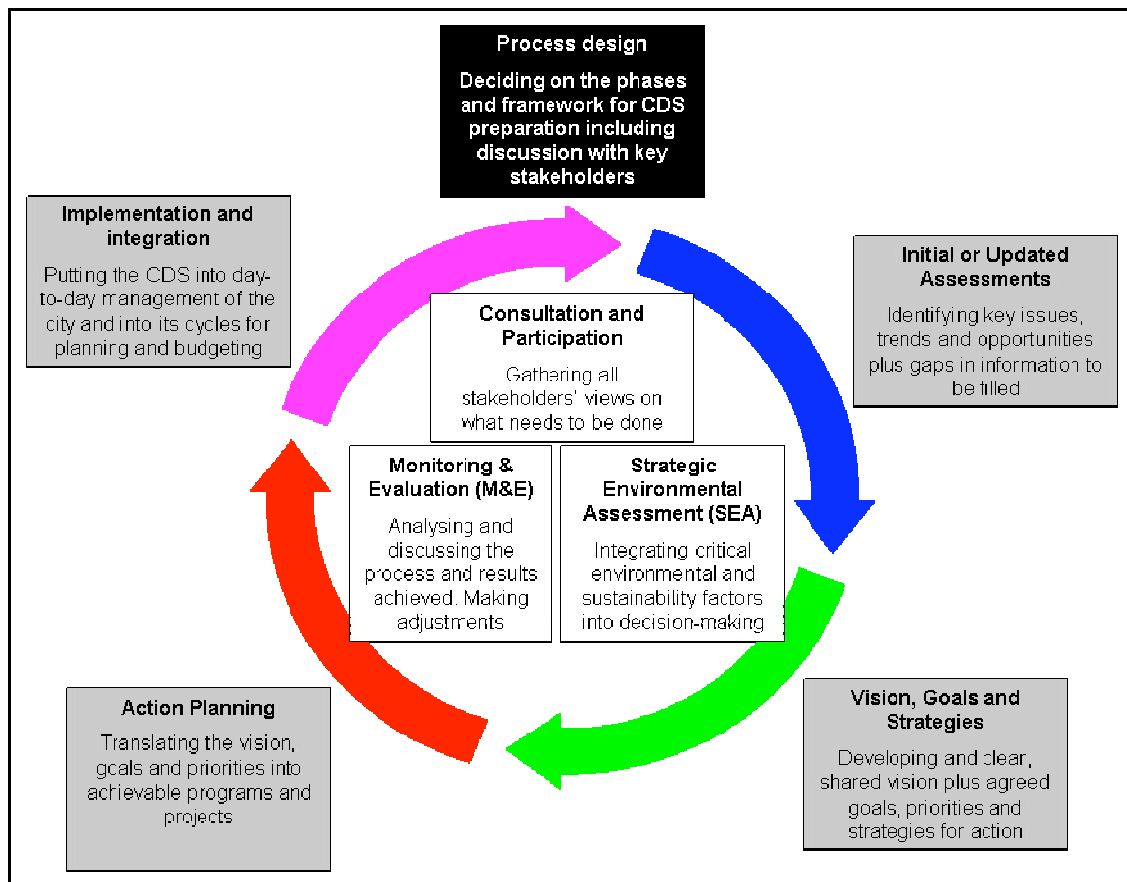
What is 'Process Design and Preparation'?

CDS has been developed internationally not as a tightly defined or prescribed planning methodology but as an approach to strategic planning at the city level with the general characteristics of:

> A strategic direction

> Objectives for the growth development and poverty reduction

> Extensive consultation through a series of stages to prepare.

Because the process of conducting a CDS is as important as the outcome, it is a feature of the overall approach that the details of processes used are designed by the city itself to reflect its particular challenges and resources and the legal and institutional framework in which it is working. Therefore, while the CDSs in Viet Nam have common elements, they have each been designed and carried out differently to meet the particular needs and starting point of each city.

Process design is the first step in embarking on developing a City Development Strategy. It should consider the aspirations for the City Development Strategy (**what are the key things we want to achieve?**), as well as the existing environment (**what do we have to work with? what has worked well in the past? who is available to work on this?**) and any opportunities that might exist in the future (**what are key deadlines or dates we might need to be aware of? What other processes are taking place that we can link to?**).

Spending time designing the process at the start will help make sure that everyone involved in the project has a clear understanding of the 'big picture' – how the process will run, what the key steps are, when they will happen and why. It will help to create ownership of the project within the project team and supporters.

Why is 'Process Design and Preparation' Important?

The objective of process design is to develop a clear picture of how the City Development Strategy project will run, before beginning. This will produce a plan for how the City will proceed with developing and implementing its strategy.

The process design phase will help identify in advance, what will take place and who will do it. It will inform the more detailed planning, which will take place with each Building Block and as the process evolves.

Key Principles that Support Good Practice in 'Process Design and Preparation'

The ideas behind process design and preparation are that:

> Thorough planning can help a project achieve its objectives

> Clarifying roles and responsibilities will result in better outcomes

> Process design allows you to look at the big picture, the whole picture

> Process design allows you to be proactive in making choices and defining priorities between competing needs and limited resources

> The CDS process requires commitment from leaders and so they must be involved from the start

> Doing a CDS requires an acceptance or readiness to change and therefore an opened mind to change

Key Components of 'Process Design and Preparation'

Key components of process design and preparation are:

a) **Project preparation and initiation**

   a) Clarifying objectives of CDS process

   b) Confirming resources – *what is the budget and staff resources available for doing the CDS? What is the timeframe?*

   c) Identifying skills needed – *what are the skills needed to do the CDS and who will provide them*

   d) Seeking commitment and building a sense of ownership for the project

b) **Project planning**

   e) Planning key steps and sequence– *what will be done and in what order? When will each building block be completed by? Who will do what?*

   f) Planning for communications

   g) Assigning roles and responsibilities

In reality there will often be overlap in some of these steps, as initiating, preparing for and planning for the project takes place at the beginning and will possibly involve the same people on the project team (or similar). Ideally all stages will take place at some time during process initiation, but the sequence is not fixed and can vary depending on the needs of the project.

How to Do 'Process Design and Preparation'

a) Clarify objectives

What are the reasons for doing the CDs? What are the main things that the city wants to action? These questions need to be considered when clarifying objectives for doing the CDS. Some of the objectives will probably already be stated, for example by the organisation initiating or funding the CDS process, but clarifying them with all the people to be involved in the project will help make sure that none are overlooked and that the whole team is aware of the full range of objectives.

A workshop held with key project team members could be a useful way to clarify objectives.

Some examples of objectives that cities might have for doing a CDS include:

> To help achieve the development objectives of the city

> To increase grassroots democracy

> To facilitate the process of decentralisation

> To further administrative reform

> To develop plan for action which is detailed and realistic

> To further develop staff skills in strategic planning and help move towards a more strategic 'mindset'

b) Confirm resources

It is important that the project team have a clear understanding of what resources are available to do the CDS. Doing the CDS will involve significant staff time (eg reviewing existing plans and documents, gathering data, creating maps, consulting with other agencies, coordinating consultants, consulting with key stakeholders including the ward members) and materials such as venue hire for workshops, printing and map making.

You should regard preparing the CDS as a project – even though iterative and ongoing, the process of doing a CDS 'cycle' needs to be project managed, needs resources allocated to it, will require consultation and communication, etc.

Overall budget

All CDS processes in Viet Nam to date have been funded with donor support and sources of external funding are something that should be explored and secured during the process design phase. It may be possible for cities to undertake a CDS without external support, or at least some components of the CDS, but the process will need to be adapted to fit the resources available. The scale of the project, including how long is spent on each task, will be shaped by the available budget. It is important to be realistic about what can be achieved with the available budget.

There are two 'budgets' that you will need to think about for your CDS. One is the budget available to 'do' the CDS (this is what you need to think about in process design and related to money available to carry out strategic planning process) and the other is the budget available potentially to implement the strategies through an action plan (this is something you will need to think more about in the action planning phase).

Staffing

Key questions include:

> What do we have available to work with?

> What is the budget?

> Who are our staff?.

Time scale

Time is another key resource and it is important to know at the start how long you have to complete the initial 'cycle' of the CDS process. It is important to design your process to fit an appropriate time scale. Experience in Viet Nam to date is that it takes between 1–2 years to complete well.

c) Identify skills and perspectives needed

Doing a CDS requires a range of types of expertise and skills sets. Broadly, CDS is a strategic planning process, which takes place across traditional sectors and features a high level of participation and engagement with stakeholders. It is important to identify the types of skills needed to do the CDS and who will provide them.

The types of skills that might be needed to do your CDS are:

> > Project management

> > Communication skills

> > Knowledge of economic, urban, environmental and social issues – problems, opportunities, relationships

> > Data collection and analysis

> > Designing consultation

> > Facilitating workshops

> > Conducting interviews

> > Assessing environmental impacts of possible strategies and actions

> > Assessment of potential options against criteria

> > Analysing maps

> > Report writing.

If you do not have all of these skill sets represented in your project team, you may need to run training for your existing team or use consultants (national or international or both).

If consultants are used in the project, you may like to think about 'capacity building' for the other staff involved in the process – eg. having consultants run a series of workshops for project staff as they undertake key stages of work.

Talking to other people who have run a CDS process is another good way to find out what skills are required and where these might be available. The CDSs that have been completed in Viet Nam are summarised in the Introduction to this Guide and in the separate list at Appendix 1.

d) Seek commitment and building a sense of ownership for the project

The amount of support for undertaking a CDS project will differ from location to location. CDS will need to be initiated by the City People's Committee. If it is a Class 2 City, the CDS will need to be supported by the Provincial People's Committee.

In some cases, the project may have high-level support and may be initiated by a formal commitment made by several Government agencies. In other cases, it may be the idea of just one organisation and may need to build support to ensure success.

Here are some possible ways to seek commitment and build a sense of ownership for the project:

> Introduce the idea in a workshop and invite stakeholders to invite them to be part of the project in an ongoing way

> Make sure you have key local figures aware of and supportive of the project – including the Chair of the People's Committee

> Invite people from other successful CDS projects to come and address your workshops, to share what they learnt through the process, which might help your team and what the benefits were for their City/Province

See also the Consultation and Participation Building Block for more information on public participation.

e) Plan key steps and sequence

For each necessary stage of the project, the plan should outline the following details:

> What steps are required to implement the proposed stage?

> Who will take primary responsibility for each stage? Someone needs to be in charge.

> Who else needs to be involved? Many actions require collaboration. Who are the significant collaborators for this action to be successful?

> What resources will be needed to carry out each stage? These can include people, materials, money, equipment and skills.

> How do the stages relate to each other? Does one stage need to be completed before the next one starts or can they run in parallel? Are their benefits in planning certain steps of work to happen sequentially?

> When will each stage be complete? This includes not only how much time will be required but also a realistic date for completion.

> How will you know progress is being made toward carrying out each action? How will you find out to what extent whether the proposed actions are contributing to the realisation of the intended results?

> Who will you integrate sustainability concerns into each stage?

> How will you ensure appropriate participation and consultation in this stage?

It is important to plan, examine existing resources and then revisit the plan. You may need to make choices about where and how to focus so that the scope for each building block is realistic for the skills and resources available.

f) Plan for communications

Good communication during your CDS project has many benefits. It can help the project team work more efficiently, satisfy funding requirements, ensure good ongoing relationships with donor agencies and staff, ensure best value for money with consultants, help maintain political support, raise public awareness of the work of the organisations involved and keep stakeholders (both specific target groups and the general public) aware of how the project is progressing and what the outcomes will be.

Good communication includes sharing information between project team members, sharing information between organisations, in both a vertical (for example higher levels of government) and horizontal (different functional organisations at the same level) direction, reporting to funding bodies and lead agencies, seeking information, reporting to people who help with the project and keeping the public aware of the outcomes. It is important to ensure that there are "no surprises" for everyone involved the process, and that everyone is kept up to date on progress through regular communication.

During the process design phase it is not necessary to plan the detailed communications strategy for each building block (this will be done when you do the building block) but it is important to plan the general, project level communications for the project. This is a good time to make a commitment to what kind of ongoing communication will be necessary to make the project a success. Planning this is important – as different agencies and stakeholders may have different expectations – this could take some time to negotiate before the project begins.

For example, the overall communications plan may involve fortnightly project team meetings, monthly task force meetings, 6-monthly progress reports for the funding body and briefings to the Minster on request. Planning the communications approach during the project design phase allows the project manager to assign resources to these tasks.

g) Assign roles and responsibilities

Assigning roles for the up and coming project is an important part of process design. Clarifying roles at the beginning of the project can help to prevent uncertainty amongst those involved, ensure that tasks are completed and provide time for any negotiation or clarification that needs to take place.

In developing a City Development Strategy there will usually be a number of organisations involved – with one or two in a lead role and many more as partners. It is useful to clarify these roles early in the process. For example, one agency may be the lead, with two other agencies agreeing to provide necessary data and a fourth agency providing some additional funding and staff.

It is important to identify a champion, that is a senior member of government who understands and supports the CDS process and will provide an avenue of

communication to higher levels of government about the project.

The project manager or coordinator of the project team is a key role. This person has the important task of effectively assigning work to others, supervising project progress and involving him/herself in each stage of the CDS to provide leadership and confirm strategic direction.

> What roles will agencies and organisations have?

> Who will provide political leadership? Which department will 'own' this project?

> Who is the lead organisation and who are the partner agencies?

> Who is the co-ordinator of all activities? Who will provide overall coordination and oversee work?

> Who needs to be informed?

> Who will be on the project team?

> Which organisation/s will the project team report to?

> What roles will people on the project team have?

> Who will project manage?

> Who will lead each building block?

> Who will manage budget?

> Who is responsible for documentation and report writing?

How to Integrate Consultation and Participation into 'Process Design and Preparation'

Community consultation is a key feature of the CDS process. It is critical to consider when and how consultation will take place when you are in the design phase. Consultation is a separate building block. However, consultation and stakeholder engagement should not be seen as a process that only happens once. Rather, ongoing processes of participation and stakeholder engagement should be incorporated **throughout** the CDS. The process design should reflect this.

In this phase, you may wish to identify key groups and sectors that you plan to consult with, how you would do it, how long it will take. This will help you plan and assign adequate resources to the task.

For more information on effective community and stakeholder consultation, see Consultation and Participation Building Block.

Use the following questions as a guide to incorporating consultation and participation in the design of the CDS process.

> What steps have been put in place to make sure the CDS is a participatory process?

> Has the whole process that is planned for the CDS been informed by the principle of participatory 'bottom up planning'?

> Can the process design stage draw on the results of any previous consultations?

> Have a cross-section of stakeholders been involved in the design of the CDS process?

> Have a wide range of views and perspectives been considered?

> Have we thought about how to involve those people who are going to be most affected by development outcomes or may sometimes be overlooked in consultation (eg people from poor areas, women, young people, people living in informal settlements)?

> Have we thought about how to involve those people whose actions or input will be crucial to the implementation of the CDS? For example, this means including not just party officials, but other stakeholders such as relevant city departments, community organisations and the private sector.

> How will the process for the CDS be communicated to community and stakeholders? Will there be an opportunity for stakeholders to have further input?

> How will the community receive feedback on the results?

How to Integrate SEA processes with 'Process Design'

Strategic Environment Assessment is both a separate process, and one which can be integrated with a CDS. It is important at the process design stage to consider how SEA will be integrated into the CDS. It will therefore be important to consider both:

> How you do SEA by reading the SEA building block; and

> The specific role that SEA will play with regard to each building block.

Adequate planning regarding how the SEA and CDS processes will work together will ensure process harmony between the two, including:

> Identification of key points in the CDS process where SEA can provide input

> Identification of critical requirements from an environmental and sustainability perspective (such as data and information needs or any formal regulatory requirements

> Team selection that ensures that environment / sustainability expertise will be available in the CDS team with responsibility for SEA resting with one person, but with the necessary links to the remaining CDS team, to ensure both an independent views as well as an harmonised process

> Identification of what additional technical expertise may need to be drawn upon e.g. technical assessment of the impact of options.

How to Monitor and Evaluate 'Process Design and Preparation'

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of carrying out 'Process Design and Preparation' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the 'Process Design and Preparation' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> What were the key outputs for this building block? Were these outputs of the desired quality?

> How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?

> What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?

> To what extent was meaningful consultation and participation achieved?

> How were environmental and sustainability issues (through SEA processes) included?

Helpful hints

Information needed in design

Talking to other cities first; what worked in the way they ordered things? The way they planned their projects? How they staffed and resourced it? How they sought political leadership?

Communicate the planned process

Make sure that your team is up to date with deadlines, processes and next steps throughout the CDS project. A simple table of the main project tasks, the deadlines for each task and the due date; updated after project meetings or key milestones, may be useful to distribute to al team members to ensure a common understanding is shared.

Example: CDS in Hai Phong

Confirming resources

For the Hai Phong CDS the source of finances were Project VIE97/03 and local government budget. The government contributed the salary of the working team who prepared the CDS and provided for some other expenditure. The project paid for study tour of the Philippines; hiring international and national consultants, and workshops during the CDS preparation process.

Having a clear picture of the funding available allows the process design to be realistic within given financial constraints.

Identifying skills needed

Before the start of CDS, the consultants briefly introduced the CDS process, benefits to local authorities and stakeholders in several introductory sessions. Before conducting local assessment, local taskforce members were briefly coached on the process. The project offered comprehensive training on governance capacity for local stakeholders based on the project-training program.

As part of your planning, it is useful to know which groups you intend to consult, what the best way to contact them is and any relevant timeframes that might make work best for certain groups – this will help with your planning.

Example: Designing a six stage consultation process in Ha Long and Can Tho CDSs

In the Can Tho and Ha Long CDSs there were six stages of consultation with an additional specific consultation process with poor households in the two poorest wards or communes of the city:

The first stage was to conduct a round of initial consultations with city stakeholders at the start of the CDS preparations in April 2006.

The second stage was a workshop in the City with a range of invited stakeholders held when the review of existing plans and strategies had been completed in late June 2006. The objectives of the workshop, attended by around participants, were to present the initial review of plans including the SWOT analysis to suggest the main elements to be included in the City's Vision Statement based on the reviews and analysis, and to consult on the main themes on which more detailed work would be undertaken during the second Phase of the CDS Preparations.

The third stage was a further round of individual meetings with stakeholders, including the private sector.

The fourth stage was to undertake workshop discussions with invited stakeholders on the content of the detailed thematic analysis once drafts of six thematic papers had been completed in September 2006.

Immediately following the detailed discussions on the thematic papers, a fifth stage of consultations were held with city leaders and leaders of the ward Peoples' Committees to discuss the proposed draft Vision Statement for the City and the proposed investment priorities which had been identified by the consultant team during the thematic analysis.

The final, sixth stage of the consultation process was to present the draft CDS to a second city wide workshop of stakeholders in February 2007

The consultations with the poorest households involved, first, using official Department of Labour Social Welfare and Services statistics to identify the wards of communes with the largest number of poor households then getting the Peoples Committees of these areas to assist in organising half day consultation workshops with between 50 and 70 households.

Example: Plan of key steps and sequence for the CDS – Nam Dinh

The process of Nam Dinh CDS of NDUDP consisted of the following steps:

Development of strategy

> Design and consultation stages, conduct various consultation activities throughout other stages
> Define future vision for Nam Dinh City by 2020
> Analyse the actual status of Nam Dinh City: Analyse SWOT
> Defined the development strategy for Nam Dinh City by 2020
> Select priority strategies by 2010
> Develop action plans/projects for implementation of priority strategies
> Develop criteria to select priority action plans/projects
> Recommend the priority action plans/projects

Implementation of strategy

> Review, select and approve the priority action plans/projects for implementation
> Implement some priority action plans/projects which are more feasible

Monitoring the implementation of strategy and revising

Monitor implementation of the stages.

Example: CDS in Hai Phong – assigning roles and responsibilities

Many different ways are possible to arrange roles and responsibilities across the participating organisations.

In Hai Phong, the Department of Planning and Investment was in charge of conducting the CDS and there were 14 experts from others sectors as Science and Technology, Construction, Finance, Statistics office, Internal Affairs, Office of People's Committee, etc. The Chairman of People Committee delegated this working group and the Vice Chairman was assigned to be chief of steering committee in carrying out the preparation of CDS.

The standing office of Urban Management Coordination Council under DPI was in charge of coordination for all activities (meeting, printing, photocopy, workshop preparation, etc.).

Example: Involving stakeholders in Process Design in the PRISED project, Viet Nam

The Poverty Reduction through Integrated Small Enterprise Development

(PRISED) project seeks to stimulate local economic growth, create employment and reduce poverty in rural areas of six provinces in Viet Nam, mainly through supporting Viet Nam's Micro and Small Enterprises (MSEs). Although this is not a CDS process, it provides a useful example of how to engage stakeholders effectively in process design.

The local implementing partners of PRISED are DPIs. However, the roles of DPI in each province differ and whether the DPI heads are interested in PRISED depends on the strength of the relationship that the Vietnamese Chamber of Commerce and Industry (VCCI) and the International Labor Organisation (ILO) has with them. Various formal and informal meetings were held to disseminate the ideas of PRISED and its benefits.

Before planning for extensive activities, PRISED coordinators conducted some pilot activities such as training events and discussion seminars on the topics that were of interest to local small and micro business owners. Such events aimed at showing the benefits of the project to both local authorities and beneficiaries. It took the project almost nine months to get stakeholders understand and be ready to participate proactively in the project

Example: Designing Process for the Viet Nam – German Program for Small and Medium Enterprises Development (MPI-GTZ SMEDP)

A Local Coordination Board (LCB) has played a significant role in designing the process at the local level in the Small and Medium Enterprises Development project.

The LCB met during the initial stage of the project to discuss how to achieve the specific objectives of the program in the province. Members brainstormed during long discussions to find out the most efficient way of working with local partners and beneficiaries.

They first agreed on general strategies and approaches (for example, they decided on what sectors should be the focus of project activities, what role some key people in local departments could play, how to work with highest authorities, i.e. Chairman of PPC and Party Secretary, to get their support to as well as approvals for activities), then agreed on a working plan for LCB in the form of a provincial project plan indicating what should be done by whom, who should be responsible for coordination and what output was expected.

The GTZ coordinator facilitated the discussions and provided some information for the LCB to make decisions. She intervened in their discussion only when critical issues arose.

Initial or Updated Assessment Building Block
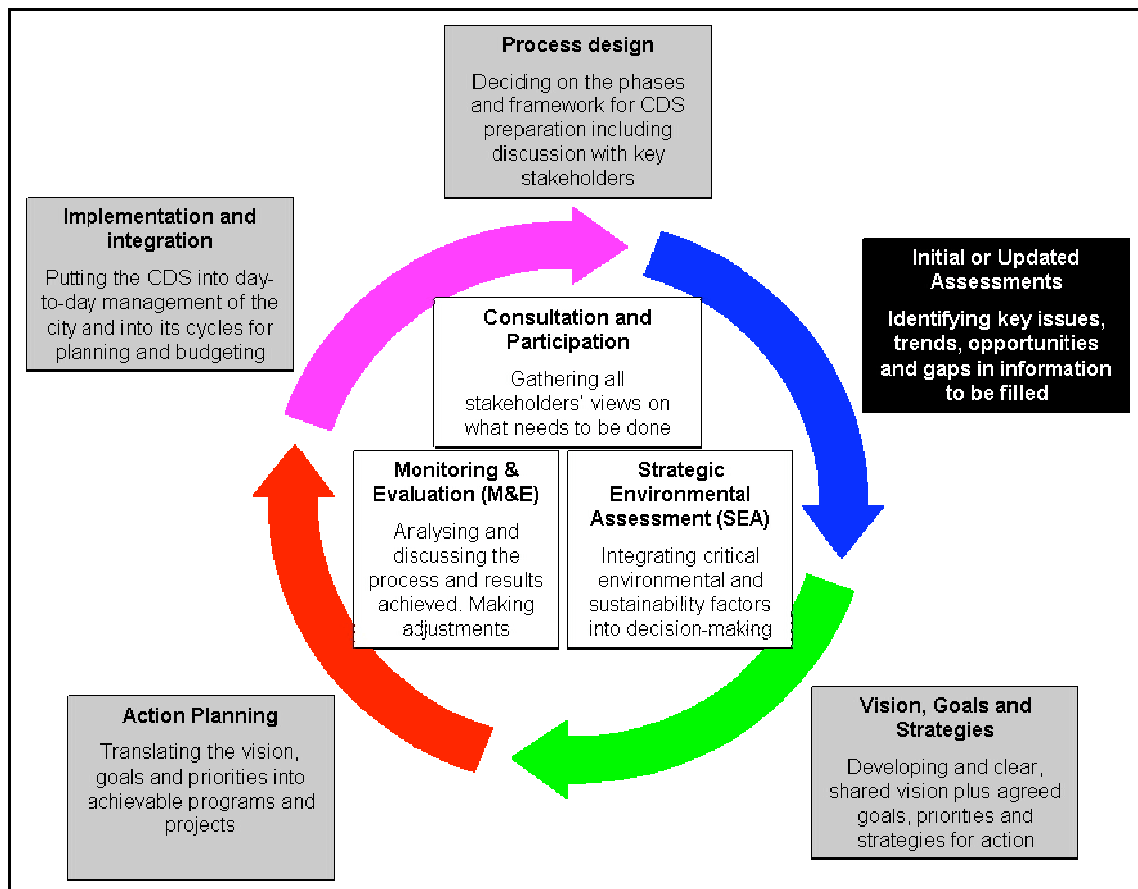
What is 'Initial or Updated Assessment'?

The aim of a city assessment is to gather information about your city so that the greatest needs for city development are understood. An initial assessment can be thought of as the diagnostic phase of the CDS. Social, economic and physical characteristics of the city need to be investigated and 'mapped' to determine the existing development situation and to identify key development needs, potentials and opportunities.

The assessment should consider:

> The social/demographic characteristics of the city

> The economic profile and strengths of the city

> The city environment

> City institutions and planning processes

>   Levels of poverty

>   Governance, resources and management

The purpose of the assessment is to gather information about what *is* happening in the city (answering the question 'where are we now?') which can be used to determine what *could* happen as an outcome of the CDS process and *how* this can be achieved.

The extent of your assessment and its level of detail will depend on available data and resources. It is generally useful to begin by looking at existing plans and reports in particular the Socio-Economic Development Plan, Party report on current situation for the congress term and Party policies, the Construction Master Plan and relevant sectoral plans for the city and the province. It is important to place the city in its regional context. Existing reports, strategies and plans will contain useful information about demographics, economics and investment priorities for your city, the Province and nationally. They will provide essential information about government policies and plans which may be relevant to your CDS.

It is essential to investigate the city's institutional structures as part of the assessment and to consider the position of the city in its wider regional, national and international context (for example your city's position with regard to economic development zones planned by central government).

It is important to remember that the city assessment is only one part of the CDS process. You should not aim to undertake a comprehensive, lengthy and expensive assessment which deprives other CDS building blocks of essential funds and resources. Plan how much time and budget you want to allocate to your assessment and design the scope of the assessment to fit available resources.

It is important to base the assessment both on official government and party information, and also seek creditable external expertise as this helps raise different issues and add different perspectives.

Why is 'Initial or Updated Assessment' Important?

An initial or updated assessment is important because it will help you to establish a baseline for your CDS. It will identify existing institutional structures and processes and share information on existing plans that may have been isolated. Linking the CDS into existing structures and processes will help ensure the CDS is successful and has lasting impact.

Key Principles to Support Good Practice in 'Initial or Updated Assessment'

>   Use existing resources (eg. city plans) where possible.

> Consider different indicators – social/demographic, environmental and economic.

> Balance the thoroughness of your assessment with available budget and other resources.

> Consider the past as well as the present. It is useful to look at how things have changed. This can help you to understand trends and future directions.

> The assessment should include an analysis component – data needs to be interpreted to determine the greatest needs of the city.

Key Components of 'Initial or Updated Assessment'

a) Identify and review existing city plans, reports and regulations

    c) Identify provincial and national regulations which may be relevant for your city.

    d) Collect demographic, economic and environmental data to establish the 'base line' situation (where we are now).

    e) Investigate demographic, economic and environmental trends.

    f) Source outside expertise

    g) Investigate key indicators of the comparable cities for comparison

    h) Undertake a SWOT analysis to make the data you have collected useful for the CDS

    i) Conduct stakeholder surveys

    j) Identify opportunities for your city and for attracting investment

    k) Write a report of the "baseline" situation

How to Do an 'Initial or Updated Assessment'

a) Identify and review existing city plans, reports and regulations

Determine the funding structures and approvals processes relevant to your city plans.

Review city plans including the Socio-Economic Development Plan, the Construction Master Plan and relevant sectoral plans to collect relevant data. These plans are likely to contain useful statistical information about the social and economic characteristics of the city as well as information about visions and planning directions for your city (see Box 1 for an example of development targets used in a socio-economic development

plan). Your CDS should aim to align with these plans where possible. The CDS can draw from these plans and when completed, be a useful resource when long term city plans are revised. The CDS should draw on the relevant Provincial and Regional Plans for Viet Nam.

Box 1: Socio-Economic Development Plan Targets

Useful information in a Socio-Economic Development Plan

Examples of targets used in the socio economic plan. Targets from the socio-economic development plan and any monitoring of progress towards them may be useful for your city assessment.

Major targets for 5 years and by 2010:

Economic targets

> According to price comparison Gross Domestic Product (GDP) in 2010 is 2.1 times higher than that in 2000. Annual average growth rate per capita for the period of 5 years 2006–2010 will be 7.5–8%, aiming at over 8%. GDP per capita will be about USD 1,050–1,100 at current price.
> The shares of different sectors in GDP: Agriculture about 15–16%; Industry and construction 43 - 44%; and services 40 - 41%.
> Total export turnover increases by 16% per annum.
> National budget revenue will be about 21–22% of GDP.
> Annual total social investment accounts for 40% of GDP.

Social targets

> The population growth rate of about 1.14%.
> Agricultural labor accounts for 50% of the labor force.
> Create jobs for over 8 million laborers; urban UE rate stays under 5%.
> The poverty rate will be reduced to 10–11%.
> The universalization of lower secondary school will be completed; trained labor rate reaches 40% of the labor force.
> Under-five malnutrition rate will be under 20%.

The Environment

> Increase forest coverage to 42 - 43%.
> 95% of urban population and 75% of rural population have access to clean water.
> 100% of new production establishment apply clean technologies or are equipped with pollution minimization facilities and waste-treatment systems; more than 50% of production and business establishment satisfy environmental standards; 100% of Level-1, 2 and 3 cities, 50% of Level-4 cities and all industrial zones, export processing zones are equipped with centralized wastewater treatment systems; 80–90 % of solid waste and 100% medical waste collected and treated.

Source: Republic of Viet Nam (2006) The Five Year Socio-economic Plan 2006–2010, July 2006.

b) Identify provincial and national regulations that may be relevant for your city.

List the most significant provincial and national regulations which affect your city. It is important to ensure that the visions and plans of your CDS align with provincial and national regulations. Incorporation of important regulations into your CDS may assist effective implementation of particular regulations at the city level.

c) Collect demographic, economic and environmental data to establish the 'base line' situation (where we are now).

Ideally, most of this data will already exist in various reports and plans and will be available for you to collate and review. This step is therefore closely tied to your review of existing plans and reports. Identify what data is available from existing sources and then determine if your data collection has any significant gaps. New data should only be collected if there is a clear need for the information. What further investigation would be required to gather this data? The Province statistics office holds potentially useful data. Do you have resources available to undertake further investigation? Consider how important additional information would be in light of available resources.

d) Investigate demographic, economic and environmental trends.

Does the data you have collected indicate changes over time? It is useful to note trends in the social, environmental and economic profile of your city to predict likely future scenarios for your city. Understanding existing trends is helpful as your CDS aims to influence the development of your city.

e) Source outside expertise

Where the city does not have the expertise itself, it may need to use particular ouitside organisations with technical expertise. For example, Nam Dinh appointed CIEM to undertake the detailed economic assessment of the city on its behalf.

f) Investigate key indicators of the comparable cities for comparison

It is useful to compare your city with other cities in the same growth area as this will give you a better idea of how your city compares – what challenges or opportunities it shares with other cities, and what specific issues also need to be addressed. For example, the poverty assessments for Can Tho compare can tho with other Class 1 Cities in Vietnam.

g) Undertake a SWOT analysis to make the data you have collected useful for the CDS

You need to analyse the data you have collected to make it useful for your CDS. A SWOT analysis may help you to structure your analysis. A SWOT analysis requires you to consider your city with respect to its **S**trengths, **W**eaknesses, **O**pportunities and **T**hreats. A SWOT analysis is a way of interpreting the data you have collected to

identify opportunities for development and potential constraints. A SWOT analysis is usually conducted as a participatory process with a facilitator. You will need to carefully decide who should attend. The SWOT analysis should be captured in a documented form that is useful for others.

h) Conduct stakeholder consultation

You need to give stakeholders the opportunity to have input into the assessment phase. There are likely to be a range of different stakeholders who can provide information about the current situation of the city, the key challenges and the most realistic opportunities for improvement. There are many methods you might use to obtain stakeholder input, and which one you choose will depend on local circumstances. You may choose to conduct a survey, or use another method – such as workshops. See the **Consultation and participation building block** for more information.

i) Identify opportunities for your city and for attracting investment.

What does your city offer that is unique? What can your city offer that others cannot? What actions and objectives will be most likely to attract investment into your city?What indirect steps might also take the city in the desired direction? Once you are ready to implement your CDS, having necessary financial resources will be essential. It is useful to bear this in mind when undertaking your initial assessment. Look over your SWOT analysis and consider which aspects of your city could help to attract capital. For example, are there particular industries which you think will attract investment? Are educational institutions in your city likely to attract outside financial support? Is tourism a growth industry in your city?

j) Write a report of the baseline situation

Write a report based on the most important data collected. This report will serve multiple purposes as a point of reference for the CDS and its progress and achievements.

Example: Dong Hoi Atlas approach to city assessment

The city assessment undertaken as part of the Dong Hoi CDS involved 4 steps:

> Collection of available data from accessible resources (this data is the 'atlas')
> Selection of relevant information and editing of the atlas
> SWOT analysis
> Assessment of development potentials and possible constraints

Preparing the detailed Atlas was the first step in the Dong Hoi CDS. Local city staff and taskforce members collected existing data from provincial technical departments. A survey of the business environment carried out in parallel with CDS provided more inputs for the SME strategies in the Agenda. Poverty data and maps were collected from relevant departments and served as inputs for the Poverty Action Program at provincial level.

Parallel to the collection of data, existing maps were digitized. Data could then be input spatially to update maps and provide a physical representation in the Atlas.

The SWOT analysis was used as the main tool to analyse current situations in each sector. In addition, the Atlas provides a tool for visualizing issues, infrastructure and resource distribution.

Example: Initial assessment using existing plans in Ha Long

The role of the CDSs in Vietnam has been not to try to replace or supplant the existing plans, but to act as at catalyst to better integration, prioritisation and implementation by clarifying strategic objectives in consultation between the city and all its stakeholders. So The first component of developing the CDS in Halong consisted of reviewing current strategies and plans of cities including relevant regional, provincial and city strategies. The main documents reviewed in Ha Long were:

The Construction master plan for Ha Long city to 2020

The Socio-Economic Master Plan for Quang Ninh Province

The Urban Governance field test report

The ourism development plan for Ha Long city from 2001-10

The Housing development program for Ha Long

These reviews of the plans were use to conduct a 'Strengths Weaknesses Opportunities and Threats' (SWOT) analysis and to identify main themes to be included in the vision statement and for the focus of further more detailed assessments.

Example: Nam Dinh's 4 steps to initial assessment

A series of complementary methods were used to assess the current situation in Nam Dinh focussing on the directions and issues identified in the Visioning process. In other words and as indicated in the Process diagram, the CDS process in Nam Dinh did not start with an extensive assessment process but the assessment was used to inform and guide the strategies once the overall directions for development were provided in a Vision .

First, in addition to a comprehensive economic analysis, a detailed assessment was undertaken which focused on the market oriented economic potential of the City and the Province. This analysis identified activities that could reasonably be undertaken by the City government to promote a positive business and enterprise environment.

Second, an environmental baseline of existing conditions was established to assist in determining which environmental issues merited attention for improved living conditions, particularly of the poor and for enhancing the physical and social environment for business environment for overall city development.

Third, inconsistencies or conflicts between socio-economic plans and the spatial master plan were identified so that they could be rectified in a more integrated and coordinated planning process.

Fourth, the Decree on Decentralization, Party policy and the Public Administration Reform Project were carefully reviewed to assess the opportunities for additional responsibilities in accordance with capabilities, management skills and resources.

To answer the CDS question, "where are we now?" SWOT workshops were held with over 200 stakeholders. Additional to the SWOT workshops, questionnaire surveys were distributed to more than 200 people, tabulated statistically and results used in interviews with officials; direct interview were undertaken with provincial, city and ward leaders; and an independent assessment of the socio-economic situation in Nam Dinh was commissioned from the prestigious national institute, the Central Institute for Economic Management (CIEM).

How to Integrate Consultation and Participation into 'Initial or Updated Assessment'

Consultation is separate building block. However, consultation and stakeholder engagement should not be seen as a process that only happens once during a CDS. Rather, ongoing processes of participation and stakeholder engagement should be

incorporated **throughout** the CDS. This means that participation activities need to be considered in the assessment phase and, in fact, the assessment phase is one of the best times to ensure wide consultation and involvement. This phase is an opportunity to reach out to a range of stakeholders who may not have been previously involved in discussions about the future of their city. Bringing new groups into the assessment stage can be very useful, as it means that the assessment of the current situation of the city is based on a range of different perspectives.

Use the following questions as a guide to making the city assessment phase a participatory one.

Has the process that is planned for the assessment phase been informed by the principle of participatory 'bottom up planning'? What steps have been put in place for consultation and participation in this phase?

Can the processes in the assessment phase draw on the results of previous consultations?

Have a cross-section of stakeholders been involved in the assessment stage?

Have a wide range of views and perspectives been considered?

Pay particular attention to involving:

> those people who are going to be most affected by CDS outcomes,
and
> those people whose actions or input will be crucial to the implementation of the CDS – this means including not just party officials, but other stakeholders such as city departments, non-government organisations and the private sector.

What will happen to the outcomes of the assessment phase? How will the results be communicated to the community? Will there be an opportunity for stakholders to have further input?

How to Integrate SEA processes with 'Initial or Updated Assessment'

When undertaking a city assessment, the crucial aspects of SEA can be achieved by:

> Ensuring that the relevant local, provincial, national and international environmental legislation and policy is included in the analysis of key documents.

> Making sure that the consultation processes identify the environmental and sustainability issues that matter most to people.

> Ensuring that the development of the CDS is participatory

The policy analysis and consultation will help to identify a set of "critical factors" for sustainability. These will be of use in the 'Visions, Objectives and Strategies' Building

Block and also as criteria to take into account in prioritising activities in the 'Action Planning' Building Block.

As part of the initial assessment, SEA can help identify gaps in relevant information (for example concerning dependency of people's livelihoods on the environment and its relevance for overall economic and social development), the inter-relationships between different activities and drivers of sustainability and the potential resultant conflicts between different objectives for development.

How to Monitor and Evaluate 'Initial or Updated Assessment'

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of carrying out 'Initial or Updated Assessment' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the 'Process Design and Preparation' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> What were the key outputs for this building block? Were these outputs of the desired quality?

> How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?

> What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?

> To what extent was meaningful consultation and participation achieved?

> How were environmental and sustainability issues (through SEA processes) included?

Helpful hints

> **Define your study area.** It is important to define the boundary of the study area. A decision to either define the city narrowly or to incorporate outlying areas will affect the results of your situation analysis.

> **Consider the past as well as the present.** While it is important to consider how things are now, it is helpful to look at how things have changed. This can help you to understand trends and future directions.

> **Consider your city with respect to the wider regio**n, nation and world. Look at the relationships between your city and outside to see what outside influences may impact upon your city.

> **Build on other wor**k if it exists. If other studies have been done which provide relevant information, build on existing information and add where necessary.

> **Make links** between the initial assessment and other CDS building blocks.

> **Adapt to data limitations and don't spend too much time on it.** Assessments are often constrained by deficiencies in the quantity or quality of data. Often, 'educated guesses' or 'expert opinion' must be used in place of statistical information (Cities Alliance, p37). In particular, do not waste too much time verifying and debating accuracy of different sources.

> **Learn from other experience**s in Viet Nam. Make use tools and templates where appropriate.

> **Think about how to up-date the assessments periodically**

Resources

Socio-economic Atlas of Viet Nam

The Socioeconomic Atlas of Viet Nam (in Vietnamese and English) is available at

http://www.nccr-north-south.unibe.ch/publications/Infosystem/On-line%20Dokumente/Upload/Socioeconomic%20Atlas%20of%20Viet Nam.pdf.

This document has information about the demographic profile of Viet Nam and provinces. You may like to compare information for your city with wider Viet Nam.

Useful templates

SWOT analysis template as used in Nam Dinh

Note that the SWOT analysis was structured around the CDS Visions. Your city may be undertaking the assessment before developing visions, in which case your SWOT analysis will be structured differently. The table below describes a SWOT analysis structure using typical World Bank criteria

Aspects of the city vision	Strengths	Weaknesses	Opportunities	Obstacles or External Threats
Economy				
Amenity				
Society (including health and education)				
Governance and finance				
Pride in the city				

City indicators template – much of the data for this table should be available in existing city plans.

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Population					
Growth rare of population					
Urban population (%)					
Population density in urban area (person/km2)					
Employment in state sector					
Employment in non-state sector					
Government Indicators					
Local government revenue per person (million VND)					
Subsidies from central budget (million VND)					
% contribution from community to building municipal infrastructure					

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Economic Indicators					
GDP in area at constant 1994 price by sector and ownership.					
Agriculture, Fishery (value, %)					
Industry and Construction (value, %)					
Services (value, %)					
State (value, %)					
Non-state (value, %)					
Foreign investment sector (value, %)					
GDP Growth rate in area by ownership (one year growth)					
State (value, %)					

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Non-state (value, %)					
Foreign investment sector (value, %)					
Revenue					
Revenue from central enterprises (million VND)					
Revenue from local economy (million VND)					
State (%) (million VND)					
Tax from non-state economy (%) (million VND)					
Tax on using land (%) (million VND)					
Tax export and import duties (%) (million VND)					
Tax on income (%) (million VND)					
Other taxes (%) (million VND)					
Tax from FDI economic sector (million VND)					

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Expenditure of state budget (million VND)					
Expenditure for development (million VND)					
Current expenditure (million VND)					
Expenditure for management activities (%)					
Number of FDI projects and registered capital of FDI projects licensed within 5 years					
Licensed FDI capitol (million VND)					
Number of employees in FDI enterprises					
Number of new established enterprises /year					
Capital invested in new enterprises (million VND)					
Number of employees in new enterprises					

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Total number of enterprises in area					
State owned					
Non-state-owned					
IP, IZ, occupancy rate					
Tourism Indicators					
Number of visitors/year					
Number of hotels					
Number of hotels beds					
Number of 3-star and above hotels					
Hotel occupation rate/year					
Number of cultural facilities and historical sites					
Living Standards Indicators					

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Percentage of households with access to clean (piped) water					
Water supply litre/capita					
Percentage of waste water treated					
% of solid waste collected with proper disposal					
Floor space per person					
Green space per person					
Social Standards Indicators					
Rate of literacy					
Percentage of population with higher education					
Hospital beds per 1,000 people (per population)					

Categories (All values of money are stated in million VND)	In city		In province/region		% within city responsibility
City Indicators	**Number**	**%**	**Number**	**%**	
Number of medical doctors/health workers per 1000 population					
Average income /capita (million VND)					
Average income/household (million VND) Proportion of households living below national poverty line					

Consultation and Participation Building Block
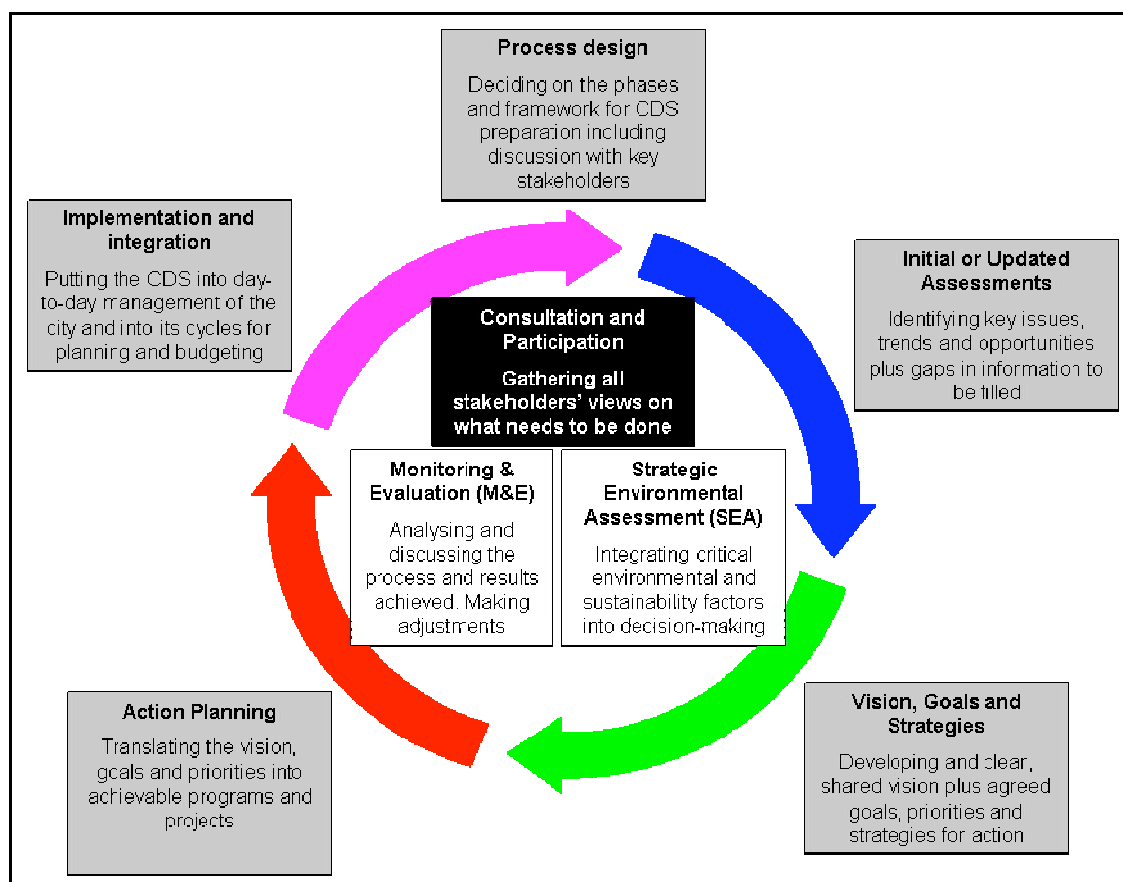
What is 'Consultation and Participation'?

The *Grass Roots Democracy Decree* places great importance on consultation and participation. This building block aims to outline what it means to put these principles into practice in the context of a CDS.

The aim of a CDS is to produce a framework for the development of a city, that has wide-ranging stakeholder support. This requires the CDS process to be a participatory one. A participatory approach involves consulting and engaging different stakeholders so that their views, issues and ideas can be considered and included in the planning process.

A wide and representative cross-section of stakeholders must be involved if the city vision, goals and priorities are to be truly shared and if the CDS is to have wide support

Vietnamese cities and provinces are developing new mechanisms for consulting on their plans and are still building their capacity and experience. For many cities, using the CDS approach will mean finding ways to move beyond the 'usual ways of doing

things'. This may be challenging for cities where planning is usually done in a "top-down" way, with directions coming "from above" and planning done by government officials.

Cities that are used to this approach, may not have a lot of experience with organising widespread consultation and participation of a diversity of stakeholders. However, a basic principle of the CDS approach is "bottom-up planning", meaning that planning involves a wide range of people who will be affected by the CDS, or involved in implementing its strategies. It aims to make sure that "everyone's voices are heard" and helps to empower communities to develop their own approaches and solutions. For these reasons, consultation is an essential part of the CDS.

The CDS approach requires Cities to pay particular attention to consultation with:

> those people who are going to be most affected by CDS outcomes

> the poor and people in informal dwellings)

> those people whose actions or input will be crucial to the implementation of the CDS – this means including not just party officials, but other stakeholders such as city departments, non-government organisations and the private sector.

While it is challenging, a participatory approach can be extremely valuable. It can generate new ideas and help all stakeholders to agree on common goals and priorities and work together to reach consensus on the development of the city. Because different stakeholders will draw on the different perspectives of those who they represent, their participation will be a benefit to the CDS. The final CDS will be based on the discussion among different stakeholders. This will help make sure that the CDS has wide-ranging stakeholder support because it integrates the concerns of different stakeholders.

This Building Block aims to explain the principles behind using consultation and participation in a CDS and provide guidance on how to approach this 'building block'. While consultation and participation is presented as a separate building block, it is something that should occur throughout the CDS process, from initial visioning through to monitoring and evaluation. Further, the CDS will change and develop over time and consultation processes should be incorporated into this changing process wherever appropriate.

Why is 'Consultation and Participation' important?

A critical part of a CDS is to ensure the broad-based participation of stakeholders. A good CDS will effectively engage with civil society and will involve all stakeholders (especially the poor) in open and meaningful discussions about issues, opportunities, visions, goals, strategies and priorities. The aim of consultation and participation is to seek consensus about the development of the city. A good process for consultation and participation allows stakeholders to share diverse opinions and work together on common goals and priorities.

Consultation is an essential first step, however effective engagement and participation requires more than formal consultation. It is a way of working that actively *involves* stakeholders in the design and delivery of the CDS and enables their knowledge and ideas to be incorporated into the CDS on an ongoing basis.

Effective consultation and participation helps to create a sense of 'ownership' of the CDS. This means that that all stakeholders feel that they share the CDS and it represents their ideas, their goals and their vision, rather than being someone else's plan. A sense of ownership will help to give CDS strategies a greater chance of successful implementation. It will make stakeholders more likely to support and commit resources to projects and programs and will enhance cooperation and coordination amongst stakeholders.

Participation and engagement brings other benefits too. Involving the community in the CDS process helps strengthen community organizations and networks. It empowers people by enabling them to use their existing skills and by building their leadership skills and their capacity to participate in city development into the future. It promotes cooperation. Requiring different groups to work together on a CDS encourages relationships to be built and partnerships to be established between parties that have not necessarily collaborated before – such relationships can be maintained over time and transferred to other projects.

The evidence from other cities that have conducted a CDS is that developing consultation and participation mechanisms is seen as one of the most important achievements of the CDS process. This shows how, just by conducting such a process, most CDSs already go beyond the conventional practices for the city.

Key Components of 'Consultation and Participation'

a) Plan for participation and allow enough time

b) Identify stakeholders in general

c) Identify the specific groups of stakeholder for each stage

d) Decide on the structure of the stakeholder participation

e) Carry out the consultation and participation processes

f) Incorporate consultation results into the CDS

g) Provide feedback to participants

h) Public announcement about consultation process

How to do 'Consultation and Participation'

a) Plan for participation and allow enough time

It is an important principle that 'everyone has a right to be heard' in the CDS process. This element of the CDS process demands skilled and thoughtful leadership and a willingness to look beyond current thinking and involve a wider range of people than usual, in order to gain fresh insights and new approaches.

Bringing together a range of stakeholders with different interests and concerns is always challenging. It means making space in the CDS process for very different views, values, attitudes and ideas to be heard. Differences of opinion and disagreements are inevitable. Further, when people are given a chance to speak, they will not always talk only about the issues you ask them to talk about. All this can be very challenging. This is why running consultation processes is a special skill. Cities usually require some specialist assistance, both to plan and to carry out effective participation processes for a CDS.

It is important to allow sufficient time for consulation in the CDS process. Further, consultation should not be seen as a process that only happens once. Rather ongoing processes of participation should be incorporated **throughout** the CDS. This means that participation activities need to be carefully considered and planned in the CDS process design phase, both to allow enough time, but to make sure there is a plan for how the results of the consultations will inform the future CDS stages.

While consultation is crucial to the CDS approach, it can be very time consuming. It is important that a balance is found between doing enough consultation and leaving enough time for the later stages of the CDS. Usually there is a relatively tight timeframe for completing a CDS, so the consultation planning needs to find ways of conducting good quality consultation with a range of stakeholders without using so much time that there is little time left for the actual implementation of the CDS.

It is important to consider the various options for when to start the consultation phase. Some cities, for example Nam Dinh, have used consultation as a "first step" for their CDS and used extensive consultation to help prepare a vision. Other cities start the CDS process by making some initial assessments and then begin consulting before they develop a vision. Many different approaches are possible – the decision about which stage in the CDS to begin consultation should be made during the process design phase.

However, whenever consultation occurs, once it is started it becomes an integral part of how the next stages of the CDS are conducted – the results of the consultation are used to plan the following stages.

b) Identify stakeholders

It will not be possible for the CDS consultation to cover everyone in the city – so it is important to spend some time identifying the range of stakeholders that the process will cover. The focus should be on identifying the range of groups that need to be included and then developing a process for involving individual, representative members of these groups.

Identification of stakeholders at an early stage will help to create a successful CDS. A stakeholder can be any individual, group, organization, government or agency that is interested in, affected by, or can influence the city's development. Stakeholders may be determined by their:

> Stake in the issues (e.g. poor residents, mass and non government organisations)

> Authority (e.g. government authority and responsible departments);

> Control over relevant resources (e.g., money, expertise) and

> Role in implementation (e.g. activist groups, lobby groups, implementing agencies, city departments).

Care should be taken to identify the full range of possible stakeholders, including stakeholders from each sector, individuals, formal and informal groups and organisations, government and non-government sources. The stakeholders should be representative and should include those who can influence the process, those who control resources and are responsible for implementation and those who will be affected by the CDS. In particular, a special effort should be made to include those groups who are not usually involved in city planning and who may traditionally not be heard in these processes (such as women's groups, the poor or people working in the informal economy).

You may want to include different stakeholders at different stages of the CDS. For example, the visioning or assessment stages are an opportunity to include as broad a

range of stakeholders as possible. Groups like the Women's Union, Youth Union, Fatherland Front, citizens from rich and poor wards, students from primary and secondary schools, university students, business sector and veterans will provide many ideas that in the traditional way they would have little chance to contribute. whereas the development of prioritised and fundable action plans may mainly involve a range of city department officials, ward civil servants, party leaders, business associations, donors, development agencies, and environmental groups.

Possible stakeholders for inclusion at various stages of the CDS include:

1. Government officials (at city and province level)
   > Ward civil servants
   > City civil servants – from a range of different departments
2. Party leaders (at city and province level)
3. Peoples' Councils
4. Mass Organisations or NGOs:
   > Women's Union
   > Youth Union
   > Fatherland Front
   > Other community groups
5. Individual residents:
   > Residents from rich wards
   > Residents from poor wards
   > Students – primary and secondary schools, university students
6. Business sector:
   > Small medium and large businesses, from the formal and informal sectors
   > Business Association
7. Other stakeholders:
   > Police, veterans
   > Culture, education, sport and health sectors
   > Research institutions and planning institutes
   > International supporters (eg donors, development agencies)
   > Environmental groups

MPI-GTZ Small and Medium Enterprises Development Program (SMEDP)

This Vietnamese/German project aimed to improve the competitiveness of

private small and medium enterprises (SME) in Viet Nam by improving the business environment for private SMEs.

The pilot project, conducted in Hung Yen, Quang Nam, Dak Lak and An Giang used Local Coordination Boards (LCBs) consisting of key people in local government in the four provinces. The LCBs organised workshops and training on specific topics for the project beneficiaries (local leading firms, SME owners, leaders of business associations and influential people in craft villages). These gave the participants the chance to raise their issues and provide their views about what areas of the local economy needed to be developed and how.

As a result of the workshops, LCB and beneficiaries worked together to develop their ideas into projects. These were later implemented by the LCB and the beneficiaries. Ownership of the projects helped to ensure their success.

c) Decide on the structure of the stakeholder participation

Once the full range of stakeholders have been identified, a structure for engaging the various groups needs to be decided. This can take many forms, for example:

> consultation meetings with different stakeholder groups (many small meetings are better than a few large ones)

> interviews with individuals

> a stakeholder advisory committee. This is a small group of representative stakeholders to provide regular input into the direction of the CDS as it progresses. (it is different to the working group or responsible Taskforce)

> a series of thematic working groups. These would comprise people with interest or expertise in specific issues, who would be responsible for inviting other stakeholders to contribute to discussion and decision-making on those issues. The working group would initiate a range of participatory processes, such as neighbourhood meetings, workshops, focus groups, or public hearings.

In practice, it is probably not possible to engage with all stakeholders simultaneously – some may be consulted at the beginning of the CDS and others a little later.

In deciding what kind(s) of participatory process will be used, it may be useful to refer to this list of characteristics of a good process:

> The objectives of the consultation process should be clearly explained

> The process should be based on openness, respect and fairness

> The process should not overburden stakeholders – particularly those who are participating in their own time

> The process should be explained to the stakeholders from the outset, including the timeframe and scope/terms of reference for the participatory process, the activities to be undertaken and their expected roles. Participants should be informed of the decision-making methods that will be used and provided information on how stakeholder input will be incorporated into the CDS and how it will influence decisions, plans and actions.

In deciding on the kinds of participatory processes to be used, it should be remembered that different stakeholders will have different levels of capacity and different amounts of time and resources that they are able to dedicate to a CDS process. The consultation process will need to be carefully designed to make sure that everyone's voice is heard, particularly those people who should benefit most from CDS (e.g. the poor, ethnic minorities). The design of the consultation process should aim to promote community empowerment; helping communities to develop their own approaches and solutions.

Some stakeholders will be keen to be involved and will put forward their ideas forcefully and confidently. Others will have had little or no experience of consultation and will need encouragement and assistance to participate and to express their views. Some stakeholders will be regarded as highly influential and deserving of very careful attention, especially if they are likely to provide political support or control the funding for implementation projects. Others may be seen as less important, however their views are no less important and indeed, those who are not usually consulted are likely to bring valuable new perspectives to the discussion. In Nam Dinh, each 'activity' or consultation was first conducted with the TaskForce officials who were responsible for the CDS. They were then more comfortable and familiar with the consultation when it was done with a wider spectrum of people who were not usually involved in city planning.

Because many people will not have much experience with consultation, it may be useful to conduct some training for participants before the consultation process begins. The city of Hai Phong used this approach, conducting a two hour training session before each CDS consultation. The training helped people to understand the principles of consultation and the process being used and helped give people the skills to participate.

Participants will also need an explanation of the CDS process, and a summary of the results of previous stages. In Nam Dinh, each consultation workshop included two parts. The first part was a general introduction to the CDS process and an explanation of how the consultation results would be incorporated. The second part sought opinions from participants.

Example: Consultation tool

One consultation tool that has been used successfully in a previous Viet Nam project is PACA, or Participatory Assessment of Competitive Advantage. PACA

was used in the MPI-GTZ Small and Medium Enterprises Development Program (SMEDP).

PACA is a participatory, bottom-up, pragmatic approach to local economic development. It is based on a set of tools that permit rapid appraisal of the competitive advantages and disadvantages of local communities. It delivers concrete, practical proposals to stimulate the local or regional economy.

In the SMEDP program, PACA was applied to identify specific sectors to be developed in each province and the issues that needed to be dealt with. A team of external specialists and local LED champions conducted the PACA exercises.

The process began with a workshop and a series of interviews with local stakeholders (including firms, business associations, supporting institutions and local government) and mini-workshops with groups of local actors. Depending on the size and diversity of the locality, this takes between one and two weeks. The diagnosis and the proposals for practical interventions were elaborated and presented immediately afterwards.

Example: Planning for diverse stakeholder consultation – CDS in Nam Dinh

Consultation with stakeholders in Nam Dinh as part of the CDS included:

> Enterprises
> Women, Youth Unions
> Ward civil servant
> Fatherland Front
> Citizens in rich areas
> Citizens in poor areas
> Police, veterans
> Civil servants in different departments
> Business Association
> Participants from Culture, Education, Sports, Healthcare sectors
> Pupils from Primary and Secondary Schools

Example: Example: Can Tho specific consultation with poor households

As part of the development of a strategy for poverty alleviation, specific consultations were conducted with poor households in Can Tho. The approach used was to organize small group discussions in the poorest areas of the cityIn Can Tho, as in many parts of Vietnam, there are more households living in poverty in rural than urban areas. However, to ensure that the issues of urban poverty were addressed in the CDS, it was decided to focus on the commune with the largest number of poor families, Trung Hung, where 1140 of 5278 households are poor, and the urban ward with the largest number of poor households, Thoi Long where 803 of 7038 households are poor.

Half-day consultation in the form of group discussions were held in in the ward and the commune. Discussions focused on the direct causes of poverty, the difficulties experienced by poor households and the priorities for future action. People from 91 households participated in the consultation workshop in Trung Hung including 8 ward and sub-ward officials. The consultation in Thoi Long was attended by people from 60 households (86% of all households that were invited to attend). Separate discussions were held with four ward and sub-ward officials.

The workshops were organized by the Peoples Committee of the ward and commune and the discussions were facilitated by the group of national consultants preparing the CDS. To make sure that everyone had an opportunity to contribute to the discussion and to ensure that the specific issues concerning different groups in the local communities were identified, the workshop organized people into three groups determined by the characteristics of the people who were there representing their households. The three groups were for older people, younger people and women.

d) Carry out the consultation and participation processes

There are a number of different ways to carry out consultation and participation and a range of different tools and techniques that can be used. These range from processes designed simply to collect people's views (such as surveys or interviews), to processes designed to present information in a public forum and seek some feedback (such as public meetings) and more structured, interactive processes where small groups of people meet to discuss the issues, share ideas and develop strategies (such as workshops or stakeholder working groups).

The decision about which technique to use for various stages of the CDS depends on the purpose of the consultation at that time. At some points of the CDS, the aim may be simply to inform people of what is happening, whereas at other stages, it may be to seek their full, active involvement and participation in the process.

The International Association of Public Participation conceptualises the various processes of public participation on a spectrum. They describe the following approaches, ranging from the least to most participatory:

> > Informing: providing people with information

> > Consulting: obtaining public feedback

> > Involving: working directly with the public throughout the process to ensure concerns are understood and considered

> > Collaborating: partnering with the public in the decision-making process, including developing alternatives and identifying the preferred solution

> > Empowering: placing the decision-making in the hands of the public

This "spectrum" is useful in thinking about the various different tools that could be used to enable participation during a CDS process.

For example, if the intention is to 'consult' with a large number of people and find out their general views, or collect their feedback on something, then a survey is a useful tool. This would be a very basic level of consultation, as it allows only a "one-way" flow of information (from the people to the decision-makers) and does not allow for any discussion or interaction between the two. However it is still very worthwhile. A more advanced approach, where the intention is to work collaboratively with stakeholders and to empower communities would require a more interactive consultation processes. This would require different tools, such as stakeholder workshops.

Example: Collaborative Techniques

A previous project in Viet Nam that used collaborative techniques with a range of stakeholders is the 2002 nationwide consultation on the Comprehensive

Poverty Reduction and Growth Strategy (CPRGS).

Techniques used included focus group discussions and semi-structured interviews held with poor groups at community level and with groups of local officials, enterprise owners and other special interest groups. Results and findings were then validated through local and regional feedback workshops.

Around 1800 people participated in the consultations. About 250 were District and Commune / Ward officials and service providers, and the remainder local people, poor households, special interest groups, enterprise owners and household entrepreneurs.

The consultations involved over 150 focus group discussions ranging between 5 and 20 people in size. In some locations interviews were held with individuals and households to complement the focus groups and interviews. These were an way to gather the views of special interest groups and of poor people who were less confident in contributing to the group discussions.

Hoa Binh Province

Another example of the use of collaborative stakeholder consultation techniques is the community consultation process conducted in 2005 in Hoa Binh Province as part of the revision of the Socio Economic Development Plan (SEDP).

Consultation was conducted in two districts, two communes in each district and two villages in each commune. The consultation sites were chosen to be representative of different economic conditions (wealthy and poor); to include districts and communes that were both near and far from their centres and to be representative of different ethnic groups.

A series of group discussions was used, where participants could speak up about SEDP issues at their own locality, analyze the causes and propose solutions. They were asked to provide opinions on the topics in the province's draft SEDP plan, prioritise issues and recommend changes.

Feedback from the different groups was presented by group leaders in plenary meetings. The topic-based consultation used in Hoa Binh produced results that reflect the community's opinions on six particular topics that relate to the SEDP. The use of group-based consultation meant that the results reflected the opinions of different groups, including local government, social organizations and the business community.

Different participation techniques are useful for different purposes and different stages of the CDS process.

For example:

> **Surveys**: a useful tool for helping collect the views of a large number of people quite easily. Surveys also provide privacy for the respondent, and allow greater freedom of expression. Surveys can highlight different perceptions, for example between the public and officials. A survey can be helpful at the initial assessment stage of the CDS, as it allows a large number of people's views to be gathered. This helps provide an overall picture of the kinds of issues that people think are important to the city. This can then help to inform the visioning phase, because it provides a guide to the kinds of issues that many people think should be addressed by the CDS.

> **Interviews**: a useful technique when the aim is consultation and gathering of views (as above) or when more detailed or complex information is sought. Interviews may be useful during the initial assessment phase of the CDS, for example, when they might help provide information about people's views and attitudes toward the CDS themes. Alternatively, they may be useful at other stages. For example, the Nam Dinh CDS used interviews to reach and involve people in the development of strategies and priorities. Interviewing is useful to capture the views of people who a survey may have missed. However interviewing can usually only be done with a small number of people, as it requires more time and resources than surveys, so this needs to be considered.

> **Public meetings**: can be a useful way to provide information about the CDS to a large number of people. It may be possible to collect some people's views at a public meeting, however, the format is not ideal for this as there will probably be too many people for everyone to speak and those people who are more confident and articulate are likely to dominate the meeting, meaning that not everyone's voices will be heard.

> **Interactive techniques** are useful for enabling people to have input to the visioning stage or the strategy development stage, and they are critical for action planning and determining what is feasible and who will be responsible for actions. Interactive techniques are those that allow a "two-way" discussion, rather than a one-way flow of information. , whereas a public meeting is open to all, interactive techniques tend to be used with groups of participants who are invited – and who are often chosen to represent a particular group. Examples of interactive techniques include focus groups and workshops (see below). It is important to note that, for these kinds of processes to be effective, they require experienced facilitators to make sure that all voices are heard and that discussion is focused on the relevant issues.

> **Focus group**s: small groups of people are invited to gather together at a meeting. The groups could be thematic – with a focus on one or two issues. The faciliator can use various tools and techniques. For example, in Nam

Dinh the focus groups used the technique of small group discussion (4-5 participants in each group) and then presentation to the whole group. The technique of the 'colour card' was also used to help prioritise issues. Focus groups can be used to enable particular groups of people to discuss an issue together. For example one focus group could be for poor residents, or women, or young people, or different groups could be organised for residents of different areas of the city. Care must be given to the mix of people invited, so that people feel comfortable expressing themselves, have the chance to speak, and feel that protocol is followed. For example, having several focus groups with different sectors of society (eg. small business owners, retirees, civil servants) may work better than having mixed groups in which people have very different levels of education, or 'social status'.

> **Workshops**: similar to focus groups. However focus groups usually intend simply to collect views and ideas from participants, whereas workshops tend to be more interactive and provide an opportunity for a more participative process. For example, those attending the workshop might be asked to consider draft plans and prioritise issues, or make decisions about preferred strategies for example.

> **Circulating drafts** of documents for feedback and comment. Or circulating a simple summary of 'this is what we heard, what do you think?'

All these different techniques are useful and the choice about which techniques to use will be made by each city. Different cities will approach consultation and participation in different ways and the choice of process will depend on questions of timing, budget and local needs. Ideally however, a mix of the techniques mentioned is the best approach.

Whichever techniques are chosen, thorough and timely preparation is critical in order to make sure the consultation processes run smoothly. In particular, it is necessary to carefully explain the purpose, approach and methodology to local officials and discuss what local resources will be required. It is useful to make preparatory visits to the consultation sites. It is important to recognise that some of these techniques or approaches might be new for local officials. Many of these techniques are new and will require capacity building and training.

Ideas to encourage people to participate:
> Announce meetings well in advance, remind people close to the date
> Extend direct and personal invitations to groups and individuals
> Target representatives of all opinions, groups and ages, including those who have been traditionally marginalized
> Organize sessions by occupation/sector, social grouping or gender to help participants feel confident and comfortable to participate. Many small sessions each for a different group of people will work better than a few large and mixed sessions

> Follow up those you have invited to confirm their attendance

> Hold meetings close to where participants live and work rather than making them come to you

> Choose a "neutral," non-threatening location for meetings

> Hold sessions on different days and at varying times

> Offer inducements for people to attend, as a way of thanking them for their time. This could involve providing food and drinks, or giving people a small gift to thank them for participating

> Use professional facilitators when possible

> Consider using types of gathering different to the traditional "meeting" format (such as site visits, slide shows)

> Respect the feelings of participants through for example, having someone address the group at the beginning, welcoming them and inviting them to express an opinion, encouraging them to participate.

Nam Dinh City CDS Consultation

The Nam Dinh City CDS was characterised by extensive consultation with stakeholders, both inside and outside city government. The CDS was guided by a taskforce of local officials appointed by the Chairman of the City People's Committee. Members included Directors of Planning and Finance, Economic, Housing and Construction Department, Home Affairs, Statistics departments, former MPC Chairman, PMU Director, PMU Project Manager, Director of UCMC and members of the provincial Department of Planning (DPI). Nam Dinh officials and leaders attended a city meeting to review the findings of the CDS Taskforce. Results of the CDS process were reflected in the City Communist Party Congress held in October 2005.

As well as involving officials, the Nam Dinh CDS involved a broad cross-section of non-government stakeholders, particularly during the situation analysis/initial assessment phase and the visioning process. A number of consultation methods were used, including:

> SWOT workshops with local stakeholders. More than 200 stakeholders participated in the SWOT analysis in 11 workshops. Participants included: SOEs and SMEs, social organisations (including Fatherland Front, the Women's Union, Youth Union, Trade Unions and others), students, representatives from healthcare and education sectors, CDS Task Force members, better-off residents, poor residents, community task forces, ward officials, the army, police and veterans' groups

> Questionnaire survey with those stakeholders who could not attend the SWOT workshops

> Direct interviews with Municipal Leaders Group, Provincial Leaders Group and Ward Leaders Group

During 2004-2005, (when developing the CDS "action planning" Building Block) more than 20 consultation meetings of stakeholder groups were organised (with the participation of more than 450 people in total), to get a broad range of ideas and engagement in the CDS. The process included interviews with many city officials.

During the visioning process for the CDS, the ideas and views of a wide range of stakeholders were solicited, including task force members and participants in the 9 city-wide visioning workshops. The facilitation of the workshops asked participants to describe what they expected Nam Dinh to be in 2020, based on four general criteria for a sustainable city.

The extensive consultation with stakeholders in Nam Dinh meant that the CDS had broad participation and input, included a range of ideas and had wide support. The CDS was an exciting exercise where, for the first time, city citizens could participate in contributing to their future and government officials could see how active the people are and appreciate their capacity to contribute. This helped to increase the level of support for the CDS and ensure that city stakeholders take responsibility for and contribute to the implementation of the

strategy.

e) Incorporate consultation results into the CDS

For consultation and participation to be meaningful, the stakeholder input needs to be incorporated into the CDS strategies. There are various ways of doing this.

The broad stakeholder participation process may involve simply asking participants to develop a vision – to described their desired future for the city. A smaller CDS working group could then be given the task of developing strategies that will achieve this vision. Alternatively, the stakeholder consultation process could go a step further and ask participants to prioritise the issues that they raise and suggest strategies to address them.

Ideally, there should be enough resources secured early in the CDS process to ensure that some actions can be taken that will achieve tangible results fairly quickly. This will enable participants to see that their time has not been wasted, but that their ideas have been incorporated into the CDS and have led to meaningful change.

Example: PRISED

The PRISED (Poverty Reduction through Integrated Small Enterprise Development) project provides a good illustration of how the results of stakeholder consultations can be developed into action plans.

PRISED aims to to stimulate local economic growth, create employment and reduce poverty in rural areas of six provinces in Viet Nam, including Thanh Hoa, Quang Ngai, Binh Phuoc and Tra Vinh. The focus of the project is the support of Micro and Small Enterprises (MSEs). The beneficiaries will be owners, managers and employees of micro and small enterprises, including household enterprises and the self-employed. The emphasis is on benefits for the poor, on rights at work and on equality between men and women.

The project will use participatory planning workshops to bring together several hundred stakeholders to agree on and plan activities. Before the workshops, the Project Support Unit (PSU) provides initial guidance on what the project could support and how to align the project priorities with the local development priorities.

The key local partners then make initial proposals to the PSU. After gathering all the proposals from partners in a province, a planning workshop with local partners is conducted. PSU facilitates the workshop discussions among local partners to prioritise the proposed activities.

Participants are divided into groups based on the specificity of their work (for example, a group of local authorities, or a group of enterprises). Each group agrees on what to select from the proposed activities, based on both the project resources and provincial needs.

After the workshop, the selected activities are again reviewed by the PSU to make sure that all the activities are feasible and within the project scope. Re-negotiation with some local partners may be necessary to revise the plan. Finally, a Consolidated Action Plan is developed, based on the stakeholder discussions.

f) Provide feedback to participants (and other stakeholders)

As the CDS progresses, it is important to keep stakeholders informed. There should be a process for providing feedback to the people who have participated in the consultation and engagement processes and to the wider community of the city.

The feedback process should explain to participants how their views and ideas are being incorporated into the CDS (or if not, why not) and outline the 'next steps' for the process and the outcomes they can expect to see as a result of their involvement. Stakeholders should feel that their voices have been heard and their ideas considered

For the wider community this feedback will ensure that the CDS process is transparent and will enable people to feel a sense of ownership of the process, because they understand that it is based on wide consultation.

g) Make public announcements about the consultation process

Only some stakeholders will be able to participate directly in the CDS consultation process, but many more will be interested in the results. Regularly informing the general public about the progress of the CDS – including the results of the consultation is recommended, as it will increase support for the later implementation stages of the CDS.

The ideal outcome of consultation and participation is that all key stakeholders are engaged and reach a shared understanding of what is needed and what actions should be taken. However, in reality complete agreement between stakeholders is very unlikely. The outcome to aim for is that all stakeholders feel that they have an opportunity to participate in the CDS process and that those who do feel that their views are being heard and that their issues and needs are being addressed to a reasonable extent.

How to integrate SEA processes with 'Consultation and Participation'

SEA can help to expand the breadth of CDS consultation and participation through the identification of additional stakeholder or target groups, to identify additional issues that require some form of consultation and participation, and to provide an opportunity to focus consultation processes on long term needs.

The additional stakeholders that might become relevant when including environmental and sustainability considerations at the outset include:

> vulnerable groups who will be affected by environmental degradation

> marginalized populations such as the poor

> community as a whole who may have views on environmental trends, whether they are acceptable or should be changed

> environmental policy-makers

Some additional issues that SEA highlights the need to find out about include:

> public perception on environment problems and opportunities for sustainability

> the main environmental and social problems and gaps, as seen by the public

> possible trade-offs and synergies (win-win)

> the opportunity to establish public-private partnerships in view of implementation

Another contribution of SEA to consultation and participation in a CDS is a focus on education as a part of an engagement process, as often stakeholders or the public may not be well-informed about the environmental issues that are being raised.

Consultation processes should stress the need to balance environmental, social and economic issues and to consider the interrelationship between them. This may be done through the following means:

> Consultation processes should be structured and facilitated with the aim of enabling stakeholders to take a long-term view about the city and to ask what strategies will sustain the city into the future, rather than focussing on short term gains

> Participants should be introduced to (or reminded of) core sustainability principles, including:

   - 'meeting the needs of the present without compromising the ability of future generations to meet their needs' and

   - 'the precautionary principle' (the responsibility to avoid actions that may cause severe or irreversible harm, even if the proof of harm is not absolutely clear).

How to Monitor and Evaluate 'Consultation and Participation'

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of

carrying out 'Consultation and Participation' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the 'Consultation and Participation' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> > What were the key outputs for this building block? Were these outputs of the desired quality?
>
> > How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?
>
> > What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?
>
> > To what extent was meaningful consultation and participation achieved?
>
> > How were environmental and sustainability issues (through SEA processes) included?

Helpful hints

The ideal outcome of consultation and participation is that all stakeholders are engaged and reach a shared understanding of what is needed and what actions should be taken. However, in reality complete agreement between stakeholders is very unlikely. The outcome to aim for is that all stakeholders feel that they have an opportunity to participate in the CDS process and that those who do feel that their views are being heard and that their issues and needs are being addressed to a reasonable extent.

Vision, Objectives and Strategies Building Block
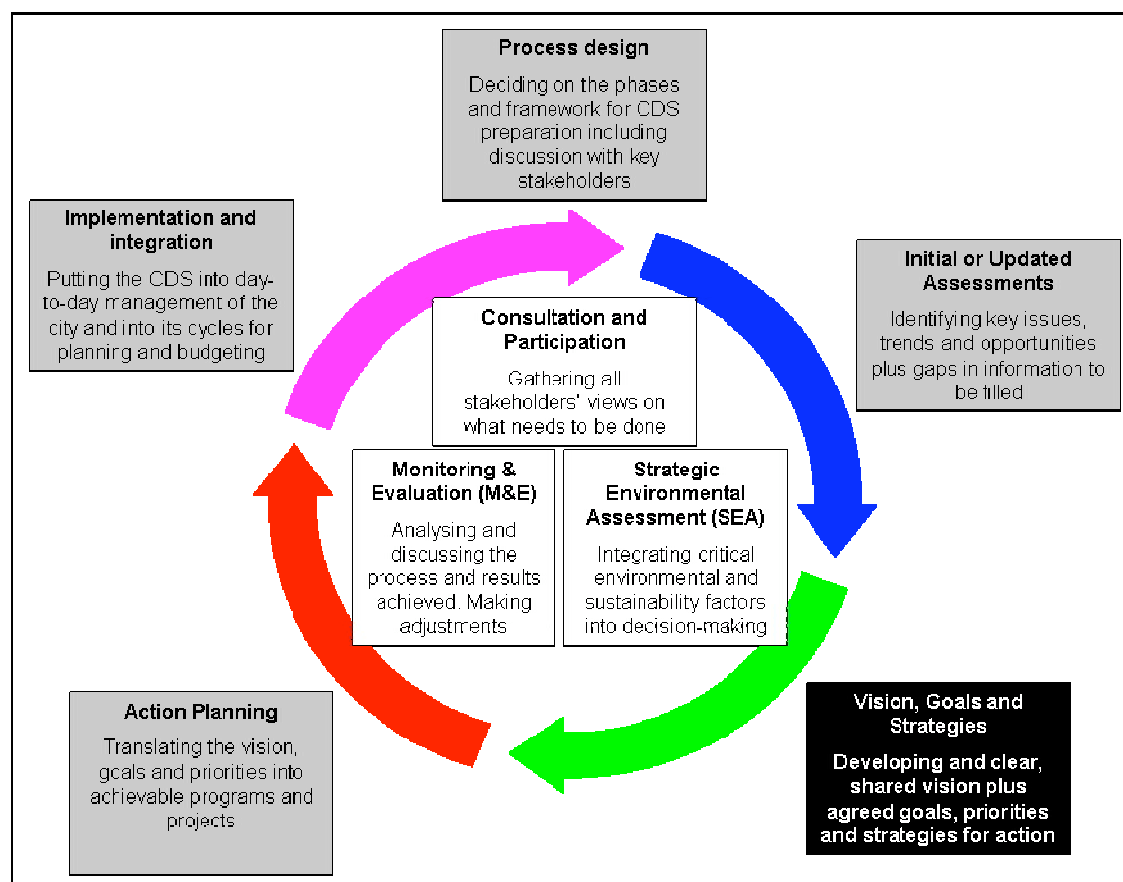
What is 'Vision, Objectives and Strategies'?

The purpose of this building block is to develop a shared 'vision' for the city and a series of objectives for the CDS.

This is the most important building block in shaping the overall direction of the CDS; developing a shared vision of where the city wishes to be in 10 or 20 years time and establishing its strategies for how to get there.

What is a vision for the city?

A vision is a description of the ideal, desired future, a statement that captures aspirations in broad and creative terms. While it is ideal, it must also be realistic. A vision for a city is a broad, overarching statement of what people would like the city to be like in the future (usually in a 10–15 year period).

As Cities Alliance (2006) puts it, a vision is important "because it aligns stakeholders' energies so that [they] work cohesively, facing in the same direction, for the good of the city and its region". For a city vision to have this positive effect, it needs to be meaningful to a

wide range of stakeholders. This means that the development of the vision requires a diverse and representative group of stakeholders to work together, to share their ideas and to reach an agreement about 'what we want this city to be like in the future'.

What are objectives?

Once the vision is developed, a set of 'goals' or objectives will be developed. These are really two names for the same thing. Goals or objectives are more detailed and specific than the vision. They set out the detail of what the vision entails, by describing the results that it is hoped the CDS will achieve.

Devising strategies to reach visions and objectives

Once a vision and objectives have been defined, strategies can be developed. The strategies are the overall plans for how the desired future will be achieved. Once the strategies are in place, more detailed action plans can be developed. (see Action Planning).

Principles for Good Practice in 'Vision, Objectives and Strategies'

A vision statement should be short, straightforward and easily understood; capture the collective aspirations of all inhabitants; and highlight the potential of the city to develop in ways that will secure a better future. It will reflect the "unique" attributes of the city or region.

A vision should be short (no more than 60 words) and easy to understand. It creates an identity for a city, enabling it to stand out in the world.

Although short, a vision can be a powerful unifying force in a community. Normally, [a vision] should stay the same over the 10-year period; tactics to implement the vision may change regularly as conditions change, but the vision should remain constant, like a lighthouse. (Only in rare cases would the external or internal conditions change so significantly as to make a rewrite of the vision necessary.)

Although oriented for the long term, a vision should motivate short-term action. As the environment facing cities worldwide becomes more uncertain, their visions become more important, providing continuity when tactics change rapidly.

Cities Alliance (2006) Guide to City Development Strategies: improving urban performance, p.49.

A good vision should be:

> Based on and fundamentally consistent with existing plans and decisions for the City and for the Province

> A shared aspiration, developed and supported by a wide cross-section of stakeholders

> Futuristic and visionary

> Attractive and inspirational

> Easy to understand

> Specific to that particular city

> Realistic but challenging

> Long term (10+ years)

> Likely to motivate short term action

> Inclusive of roles for many stakeholders

> Oriented to the outside world, as well as to the city's own residents.

> Focussed on outcomes, not problems, with a positive tone, saying, for example, "making high-quality housing available to all", rather than "eliminating slums".

> A statement that links economic growth, poverty reduction and sustainability.

The process of developing a shared vision is an important part of the CDS. Developing the vision requires people to come together and consider different values and priorities,

promoting an increased understanding of different perspectives. It focuses different stakeholders on the things they have in common – their shared aspirations for the future – and encourages a collaborative way of working.

Vision statements can encourage support for the CDS process and provide a focus for the further development of more detailed strategies.

Vision, objectives and strategies: Nam Dinh CDS

The vision statement and objectives for Nam Dinh

> *By 2020, Nam Dinh City will become the economic, educational and socio-cultural center of the Southern Red River Delta region.*
>
> *Nam Dinh has a diversified economy, sustained development and is a desirable place to live and work for the people. Nam Dinh is linked with and shares it success in economic, social and cultural development to other cities and rural areas in the region.*

Objectives

> - Economic strength, growth, diversity and stability
> - Good living environment for all
> - Developed cultural, social, health care, education systems
> - Good government and fiscal management
> - Pride in Nam Dinh City

Key Components in 'Vision, Objectives and Strategies'

> a) Develop a participatory vision
>
> b) Develop a set of objectives
>
> c) Develop a strategy

How to do 'Vision, Objectives and Strategies'

a) Develop a participatory vision

One way to develop a vision is for the key stakeholders group to create it during brainstorming sessions. They might do this as the first phase of a CDS, or they might do an initial assessment first and use the information gathered to inform the development of the vision. Input from a broader range of people may be come from a survey, or other consultation method, the results of which can be considered by the stakeholder group.

To develop the vision, it is first important to set a timeframe. The purpose is to provide a vision of what the City will be like for future generations so the vision should be for the City

in 10 or 20 years time (rather than a shorter period)

A facilitated group process is recommended for vision development. An independent facilitator is extremely valuable and can help make sure that all stakeholders have a say and all perspectives are heard. The facilitator can help to balance different views and assist the group to work towards a consensus about their shared vision. A facilitator can keep participants 'on track', helping them to think creatively and positively and generate a vision that has the desired characteristics described above.

Trigger questions can be useful to help stimulate participants' thinking. Suitable questions include:

> What would you like the city to look like in the future?

> What kind of city would you like the next generation to inherit?

> How would you like others to think of your city? What would you like it to be known for, or have a reputation for?

> How would you like your city to compare to other cities in the future?

> What is the most important economic aspect of the future you desire?

> What is the most important social aspect of the future you desire?

> What is the most important environmental aspect of the future you desire?

> What is different about your vision of the future from what you see today?

Participants can answer such questions individually or in small groups and then discuss their ideas and begin to group similar ideas together. Discussions can focus on areas of agreement and consensus, to generate the main themes for the shared vision.

Vision, objectives and strategies: Hai Phong CDS

The vision for Hai Phong City

> *By the year 2010, Hai Phong city will be a sea port with complex infrastructure and leading economic development in the North, good living conditions and business environment.*

> *By the year 2020, Hai Phong will become a modern sea port, ecological city and a driver of economic development in the North of Viet Nam.*

While there may be a plan for a small group of 'key stakeholders' to be involved throughout the CDS process, the visioning stage is a chance to open the CDS process up to a much wider range of people, including local residents. This will help ensure that the vision captures local values. It provides an opportunity for a wide range of stakeholders to participate early in the

CDS process without a large time commitment and to keep the local area residents and businesses informed about what is happening. Providing this opportunity for early involvement gives the CDS a greater chance of being widely supported, for it helps avoid a situation later in the CDS process where some people feel surprised by the direction of the CDS, or feel left out of the process.

Many stakeholder groups can independently propose a vision or elements of a vision, and a taskforce can collate this input and consolidate into one draft vision that they circulate to stakeholders for feedback.

Example: Developing a Vision Statement for Ha Long

The Vision Statement for the City was developed in a series of consultative steps. The first draft based on the review of existing plans was discussed at the city consultation workshop in July 2006. A second draft was discussed at consultation meetings with city leaders on key themes and investment priorities in September 2006. At that the City decided to undertake further consultation by putting the draft on its website for comment. The final draft of the Vision Statement was part of the draft CDS presented to the city wide consultation workshop in February 2007 where Chairman Tuan reported that the response to the website based consultation was overwhelmingly in support of the draft.

The vision for the City (as translated literally from the original Vietnamese) is as follows:

In the year 2020, Ha Long will be a city of tourism, sea port industries, and commercial services, playing a core urban area for the Northern region of Vietnam. It will be a place attracting international investment and tourism, with a growing, dynamic, stable economy and a healthy environment. Ha Long City will become the gate and custodian of Ha Long Bay World Heritage Site, an economy in harmony with its environment. The City has international standard technical and social infrastructure, protects ecosystems and cultural heritage and provides a high standard of living for all people.

b) Develop a set of objectives

The city vision is the overarching picture of the desired future for the city. From the vision, a set of **goals** and more detailed **objectives** will be developed that lead directly to strategies and action plans. This process demands informed decisions about preferred options, priorities and how resources can best be used.

Once a broad vision has been developed, a series of specific goals or objectives need to be set, to describe in more detail the desired change for each specific important issue. For example,

typical objectives might be 'reduce poverty', 'increase employment opportunities', 'encourage local business development', or 'protect local environment'.

One way to develop goals and objectives is to conduct a systematic assessment of the city's Strengths, Weaknesses, Opportunities and Threats (a 'SWOT analysis').

The objectives form the framework of the CDS. They will be the basis for designing the actual activities that will be undertaken – the strategies and actions to be included in the action plans. Setting objectives defines the broad goals that the CDS will work towards.

Objectives should:
> Address identified current problems and opportunities (drawing on information gathered in assessment phase)
> Be linked to the future vision (meeting each objective should bring the city closer to making the vision a reality)
> Form a balanced set that incorporates the interests of diverse stakeholders (for example, the objective of 'reducing poverty' may be most directly relevant to poor residents, while 'encouraging local business development' might be more relevant to local business owners and investors. Including both will ensure that the CDS has broad support and will avoid alienating particular groups)
> Cover a balance of social, environmental and economic issues
> Be concise, clear, measurable and practical

How to set objectives
> Identify key issues
> Assess the issues – explore issues of cause, effect and outcome, cluster similar issues together
> Restate the issues as objectives
> Organise the objectives - separate means (actions) from ends (objectives)
> Prioritize objectives

c) Develop a strategy

Once a vision and objectives have been defined, the overall CDS **strategy** can be developed. The strategy development stage comes between visioning and action planning.

The vision defines the desired future for the city and the strategy is an overall plan for how that future will be achieved. Another way of thinking about it is that the vision tells us 'where we are going' and the strategy tells us 'how we will get there'. Once an overall strategy is in place, more detailed action plans for each aspect of the strategy can be developed.

The first step is to take each element of the vision (each objective) and consider the best way to achieve it. The time and resource requirements of implementing different approaches should be taken into consideration in choosing the best approach.

Each objective may not need a separate strategy – one strategy may be effective in achieving a number of objectives. For example, an employment strategy may address the objective 'increase employment opportunities' as well as the objective 'reduce poverty'.

A range of different strategies may be proposed to meet the city's Vision, Objectives and Strategies. Different stakeholders may have a preference for different approaches. The process of analysing the different strategic options and choosing the final strategies should be a participatory one. It is important that a wide range of stakeholders are involved in this process (see Consultation and Participation Building Block). This would usually occur in a workshop, or series of workshops. This participatory approach will ensure that the chosen strategies are those on on which there is a consensus. It will create a sense of 'ownership' of the strategies by various stakeholders. In turn, this means the strategies are more likely to be successful.

When the set of strategies is ready, refer back again to the Vision – asking 'if all the strategies are done, will the city will reach the Vision?" If something is missing, consider adding that to the strategies.

To choose strategies, each potential strategy should be assessed against the following criteria:

> Use the city's main strengths

> Correct the city's main weaknesses

> Exploit opportunities

> Eliminate or reduce external threats

> Support the city's vision goals and objectives

This assessment is sometimes called a 'SWOT analysis' because it considers Strengths, Weaknesses, Opportunities and Threats. Those strategies that are considered most likely to meet all these criteria (or to best meet the criteria) should be the ones that are finally chosen.

Once the strategies are finalised, the next step is to develop detailed action plans for each (see Action Planning Building Block).

Example: developing strategies for Can Tho
The second phase of the CDS for Can Tho commenced with elaborating and analysing the key issues and themes in a set of "thematic papers" which also developed strategic objectives for each theme. The six themes identified in the

assessments of existing plans and priorities for Can Tho and confirmed in the first city wide consultation workshop in June 2006 were[2]:

Theme 1:   Economic Development

Theme 2:   Infrastructure Development and Environmental Management

Theme 3:   Poverty Alleviation

Theme 4   Human Resource Development

Theme 5:   Financial Resources and Management

Theme 6:   Urban Governance

The strategic objectives for each theme were then used as a basis for establishing priorities for Investment. The consultant team prioritized the investment projects as high, medium or low depending on their strategic significance assessed in terms of their potential contribution to the strategic objectives.   The consultants estimated the potential costs of the investments for each of three periods up to 2020: 2006-2010, 2011-2015 and 2016-2020. They also identified the possible sources of investment funding for each project: state budget, local budget, ODA, FDI or private funding. The proposed Investment priorities were then discussed in with city leaders as part of the consultation.

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[2] The numbering of the themes was merely for identification and is not intended to imply a rank ordering of signficance

Vision, objectives and strategies: Hai Phong CDS

The Hai Phong CDS contained five major development strategies:

> Sea port development strategy
> Infrastructure development strategy
> Economic development strategy matching
> Good living environment development strategy
> Good business environment development strategy

These strategies were discussed and agreed at a stakeholder workshop. The Hai Phong CDS was coordinated by a working group and included substantial stakeholder consultation.

Consultation occurred at each stage of the CDS and involved participants from many social groups including businessmen, associations and unions, NGOs, city officials in different departments and from different levels, scientists, research institutes, universities and retired people.

Nam Dinh CDS

As part of the Nam Dinh CDS, alternative strategies were solicited and developed through direct consultation with Task Force members and individuals representing a wide range of municipal stakeholders. A series of discussion sessions between leaders of the cities and planning experts were organised. The result is a list of City Development Strategies of Nam Dinh City to the year 2020.

The next step was to choose the priority strategies for 2006–2010. This is a difficult task for an economically underdeveloped city like Nam Dinh. Every problem raised seemed to be equally important and pressing, while the budget for implementation is limited. The CDS Task Force faced the challenge of working out a set of selection criteria that must be realistic, objective and conducive to consensus.

After much consideration, the following criteria were selected:

> **Urgency:** prioritised strategies are those that must be implemented first, in order to pave way for solving other subsequent problems.
> **Importance:** strategies of particular importance that could influence the implementation of other strategies.
> **Feasibility:** pertains to the likeliness of achieving the goals of the prioritised strategy, when taking into consideration the resources available and the institutional framework for implementation of the selected strategy, including: legal framework, level of decentralised authority, availability of human, financial and technical resources, among others.
> **Contribution to poverty reduction:** strategies are selected according to their level of contribution to poverty reduction in the city, especially those that impacts the poor directly: job creation for the poor, credits for the

poor to improve their housing conditions, upgrade of infrastructure in poor areas.

As result of applying these prioritisation criteria, 21 strategies were selected for implementation during 2006–2010.

How to Integrate SEA processes with 'Vision, Objectives and Strategies'

The emphasis on SEA in this building block will depend somewhat on whether this building block is conducted first, or after an initial assessment.

If there has not been an initial assessment prior to the visioning building block, then it will be particularly important to ensure that environmental issues are brought into consideration in the development of a vision and the subsequent goals and objectives. This may require providing information about environmental trends to the group conducting the vision exercise, or explicitly seeking views on environmental issues. In this way an environment element can be asked for and included in the vision.

If there has been an initial assessment conducted before the vision building block, then the environmental objectives and targets and the critical environmental and sustainability factors identified as a part of the initial assessment can be used to check that the vision aligns with these. This will help the CDS visioning process focus on synergies, integration and the links between sectoral dimensions and environmental/sustainability issues and priorities.

How to Integrate Consultation and Participation into 'Vision, Objectives and Strategies'

Consultation and participation is a separate building block. However, consultation and stakeholder engagement should not be seen as a process that happens only once. Rather, ongoing processes of participation and stakeholder engagement should be incorporated **throughout** the CDS. This means that participation activities need to be considered in the visioning stage. In fact, visioning is the stage where participation needs to be most extensive, to ensure that as many stakeholders as possible have a say in how they would like to see their city in the future. The vision is the basis for all the steps that follow, so it is critical to ensure that the vision is one that is shared by the broadest possible range of stakeholders.

Like other stages of the CDS, the visioning stage should pay particular attention to involving those people:

> Who are going to be most affected by CDS outcomes, and

> Whose actions or input will be crucial to the implementation of the CDS; this includes not only party officials, but other stakeholders such as city departments, non-government organisations and the private sector.

As the stakeholders often have no experience in either participating in CDS consultation or developing ideas for the city's future, they may focus on current problems and find it difficult to think about future issues and scenarios. The role of the facilitator is important in helping participants moving beyond today's problems and think about the future that they would like to see for their city.

Use the following questions as a guide to making the visioning phase a participatory one.

> What steps have been put in place to make the visioning phase a truly participatory one?
> Has the process that is planned for the visioning stage been informed by the principle of participatory 'bottom up planning'?
> Have there been any previous 'city visions' developed during consultation on other projects? Are they still relevant? Can you draw on them to inform the current process?
> Can you be sure that the visioning process will result in a shared vision for the future, that will have wide stakeholder support?
> Have a cross-section of stakeholders been involved in the visioning process for the CDS?
> Have a wide range of views and perspectives been considered in developing the vision?
> What will happen to the vision that is produced as a result of the participatory processes? How will the it be communicated back to those people who participated in the visioning process? Do they understand what the next steps are for the CDS? Will there be an opportunity for stakeholders to have further input into the CDS and if so, how?

Visioning, objectives and strategies Nam Dinh CDS

Consultation to develop a vision for Nam Dinh

The Nam Dinh City CDS was characterised by extensive consultation with stakeholders, both inside and outside city government. Nam Dinh used consultation as a "first step" for their CDS, using extensive consultation to help prepare a vision for the city.

During the visioning process, the ideas and views of a wide range of stakeholders were solicited, including task force members and participants in 9 city-wide visioning workshops. The facilitation of the workshops asked participants to describe what they expected Nam Dinh to be in 2020, based on criteria for a sustainable city. The extensive consultation with stakeholders in Nam Dinh meant that the CDS vision had broad participation and input, included a range of ideas and had wide support.

How to Monitor and Evaluate 'Vision, Objectives and Strategies'

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of carrying out 'Vision, Objectives and Strategies' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the Vision, Objectives and Strategies' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> What were the key outputs for this building block? Were these outputs of the desired quality?

> How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?

> What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?

> To what extent was meaningful consultation and participation achieved?

> How were environmental and sustainability issues (through SEA processes) included?

Action Planning Building Block
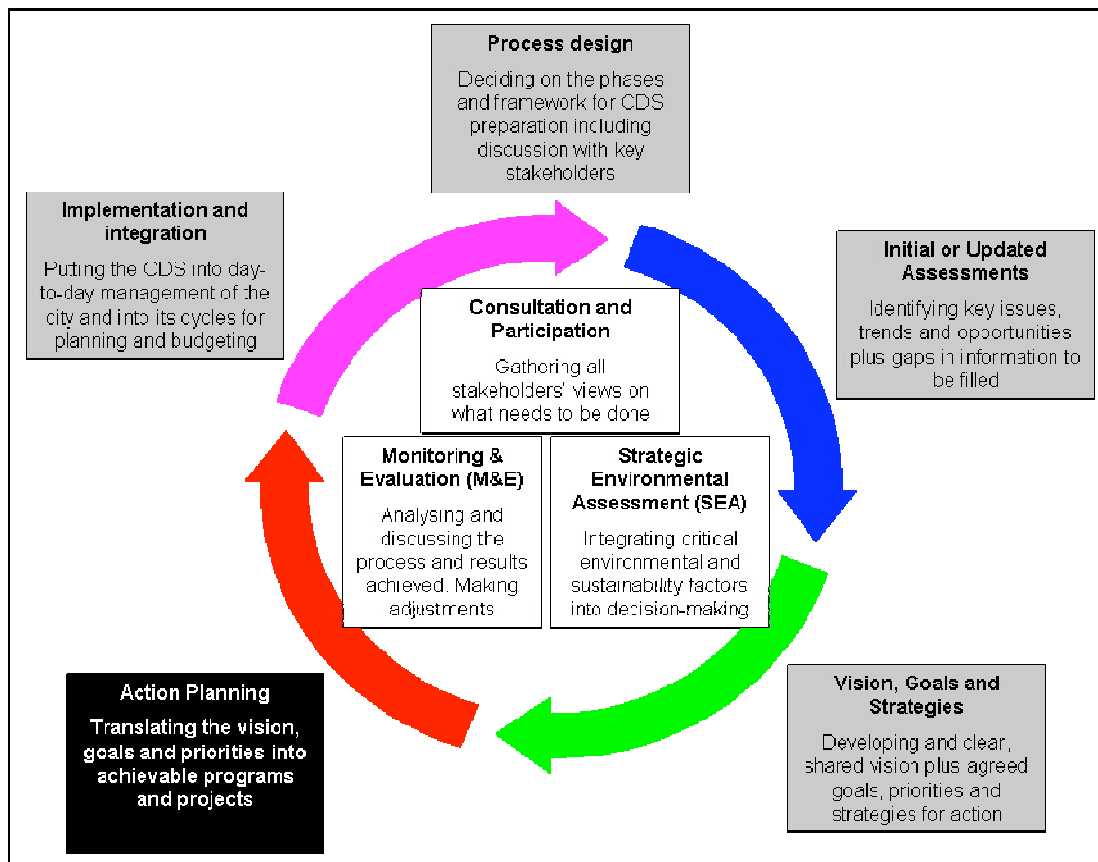
What is 'Action Planning'?

The CDS Action Plan typically sets out the range of activities (projects, programmes, investments, etc.) that will be required in order to achieve the CDS objectives and implement strategies. Realising the long-term vision for the city invariably implies a large number of activities, interventions and investments.

In many cases, it implies significant institutional reforms. It is therefore important to differentiate between actions in the short, medium and long term. In the short term, action plans should be realistic and take resource and capacity issues into account. They should allocate responsibilities ad timelines and outline which other stakeholders will need to be involved to achieve each action.

Why is 'Action Planning' Important?

The objective of action planning is to translate the vision, objectives and strategies into achievable programs and projects.

Key Principles that Support Good Practice in 'Action Planning'

The key principles that inform action planning are that:

> Actions in an action plan should have a date for implementation, clear responsibilities assigned, an approximate budget and potential sources of funding identified

> Action planning should be realistic and achievable

> Actions should not conflict or undermine each other

> Actions proposed for one objective should not undermine the other objectives

Key components of 'Action Planning'

The key components of action planning are to:

a) Develop key strategies in line with Vision and Objectives

b) Prepare a list of possible projects ('long list')

c) Use criteria to prioritise projects ('short list')

d) Assess financial capacity

e) Assess feasibility of projects

f) Get approval

g) Detail the plan ('final list')

How to do 'Action Planning'

a) Use the vision and objectives to develop strategies

Before developing specific actions, it can be useful to develop broad strategic directions for the City (See Vision, Objectives and Strategies Building Block for more information). A review of sustainable development practices in other South East Asian countries or elsewhere in the world may reveal possible strategies to address the objectives.

Example: Action planning, Hai Phong CDS

Translating strategies into priorities for action

In Hai Phong, the team developed a list of key strategic directions, which together would contribute to rapid and sustainable development of Hai Phong City.

The key five strategies were:

> Sea port development strategy
> Infrastructure development strategy
> Economic development strategy matching with the rapid growth economic triangle in the Northern
> Good living environment development strategy
> Good business environment development strategy

For each strategy, a set of priority actions were developed. For example, for the 'Sea Port Development Strategy', the following priorities were identified:

> Re-planning Hai Phong sea port system, consists of deep sea ports
> Channel improvement in term of water depth, terminal for ship spinning and avoiding traffic jams
> Port technology
> Port services
> Planning transportation subsystem of port
> Navigation planning

To develop a detailed action plan, each of these priorities would be considered and a long list of possible ways to address these priorities developed.

Example: Action Planning in Ha Long & Can Tho

For each theme the consultants have proposed initial steps /actions for implementation in the period 2007-2008. They have identified a lead or initiating Department/ agency within the city and also the other organisations and stakeholders whose involvement is necessary for effective implementation, including the private sector.

b) Prepare a list of possible projects ('long list')

Based on the long-term vision and strategy, a long-list of projects should be prepared for each theme that the city is focusing on. This list will likely include many of the ideas that the project team and key stakeholders, as well as the broader community, have suggested. It may be informed by best practice – observations of what other Vietnamese cities with similar characteristics have successfully implemented. This list could be added to through 'brainstorming' in workshops. Brainstorming is a useful technique because it focuses on 'what could be' rather than 'what we *should* do' – it invites participants to think creatively and add ideas in a supportive environment, rather than immediately considering the likely outcomes of trying to implement each idea.

c) Create criteria for prioritising projects ('short list')

Once a 'long list' of ideas has been generated, they need to be considered in more detail, against a set of criteria. It is important to spend time considering and then choosing your criteria because all decision making is based on something, whether they are stated or not. Stating the criteria means that you have a clear and agreed upon common set of features that you are looking for in your priority actions. It helps the project team come to consensus and makes the decision making process more transparent.

The following are questions that should be considered when making recommendations as for the action plan. These could be used to trigger discussions amongst the project team in prioritising, for example.

Based on prioritisation criteria, which reflect the interests of the stakeholders as well as a logical phasing plan, a short-list of projects is prepared, including the estimated investment costs and the sources of funding. These projects should include investment projects, institutional change and capacity building projects, revenue plans and incentives.

For each action, decide whether the action is:

> **Strategic**? Does the action being recommended support the objective(s) to be achieved?

> **Feasible**? Is the recommended action realistic or feasible to implement? Are the resources required to implement the action either available already or attainable within a reasonable time frame?

> **Enough**? Will the recommended action be adequate to achieve the stated objective or to support its achievement when combined with other actions?

> **Supported**? If the recommended actions require on-going efforts by any of the stakeholders, are these efforts likely to be sustained? Will the critical stakeholders make a commitment to support the action and work for its implementation?

> **Beneficial?** Will the proposed action benefit many people in the community or just a few? Are the poor or vulnerable members of the community going to benefit from this action?

> **Cost-effective, considering all related costs?** Are there indirect costs related to this action that might outweigh the benefits? Key examples are environmental clean up costs, health costs, lost revenue from tourism. Long

term maintenance costs is another area that is often overlooked in project planning for infrastructure.

> **Measurable?** Will the team and others be able to evaluate the impact of the proposed actions?

> **The best alternative?** Are there similar or related actions that could achieve the same objectives, with lower costs (including lower impacts on the environment, lower risk) and greater benefit (including better results for poverty reduction, contribution to more than one objective).

> **Compatible with other actions?** It is important to think not just of individual actions, but also clusters of actions and how they might work together. There might be mutual benefits of having two actions take place at the same time, or there might be increased problems. The Strategic Environmental Assessment section of this guidebook highlights some potential 'cumulative' environmental problems to look out for with clusters of actions.

Adapted from UNDP Participatory Planning Handbook

Action planning, German Program for Small and Medium Enterprises Development, Viet Nam

Example of prioritisation:

Since local governments tended to propose too many projects, some methods for prioritisation were applied facilitated by the program's consultants. Various voting techniques were applied to help in prioritisation, depending on the complexity of projects. In certain cases, the prioritisation using 'Pareto law' was conducted, which meant assuming that only 20% of the proposed topics could be implemented. Such a prioritisation process included two steps.

The first step involved prioritisation by local partners based on a list of criteria developed jointly by project coordinator and workshop participants. Among topics proposed as the result of the local issues analysis facilitated by a consultant, each participant had to select 30% of the topics that (they feel) met the criteria.

In the second step, the project expertise was brought in to review and shortlist the number of topics to only 20% of the original number. This step was focused on assuring that the final projects chosen were the most feasible and important to the local economic development according to the SMEDP objectives and resources. In some cases the final shortlist of projects were made up of those stated in the workshop prioritisation (the 30% first step).

In other cases, it was felt that the initial 30% had missed some more important and feasible possible projects; the shortlist included some projects from the original long list. In such cases, another workshop was organised for re-prioritisation. In such workshops, the project coordinator explained the reasons

for the new selection and negotiated with local partners for agreeing on the 20% topics to be turned into projects implemented by them.

d) Assess financial capacity

The implementation of the short-list depends on funding and borrowing capacity of government. For this purpose, an assessment will need to be made of the financial capacity of the City and province. Whilst some actions might be of a scale that required additional investment beyond the city's existing budget (eg. investment from donors or private business), it may be more realistic to focus the action plans on things that can be implemented by the City's existing budget. Additional items that will only be actioned subject to additional funding should be clearly labelled as such.

Action planning, Nam Dinh CDS

Developing an action plan that is realistic and resourced

From its Vision, Nam Dinh went through a process of cascading a set of strategies for the city to 2020; identifying selected priority strategies for the initial period 2006–2010 and then preparing action plans for the first two years of implementation.

In order to prioritise the strategies a set of four criteria were developed and used:

> Urgency:
> Importance:
> Feasibility: taking account of resources available and the institutional framework.
> Contribution to poverty reduction:

Applying these prioritisation criteria, 21 strategies were selected for implementation during 2006–2010 in four broad strategy areas:

> Economic Development
> Living Environment
> Government Management
> Culture, Social, Healthcare and Education

In Nam Dinh the CDS Task Force and project team facilitated departments working out action plans to implement the selected strategies, using a common set of principles:

> Participation by all staff of the department.
> Action plans should be "actionable" (considering the resources available);
> Action plans were to be broken down to concrete activities and tasks.
> Expected outputs or results must be indicated clearly.

The departmental action plans were consolidated at the city level and a set of immediate action plans for implementation during the two years of 2006–2007 were then decided again based on a number of agreed criteria. Clear responsibilities and stakeholders for consultation were allocated for all actions.

Finally, the city leaders chose action plans for which they had the resources and the authority to implement fully in the immediate future (thus avoiding the optimistic wish lists of many earlier internationally lead CDSs in Viet Nam).

e) Detailing the plan
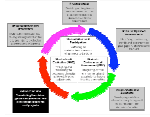
Action planning is the art of recommending actions that will be supported and implemented. In this action-planning step, the key challenge is to be specific.

For each action recommended, the plan should outline the following details:

> What steps are required to implement the proposed action?

> Who will take primary responsibility for each action? *Someone needs to be in charge.*

> Who else needs to be involved? *Many actions require collaboration even though someone from another organisation might be in charge. Who are the significant collaborators for this action to be successful?*

> What resources will be needed to carry out each action? *These can include people, materials, money, equipment and skills.*

> When will each action be complete? *This includes not only how much time will be required but also a realistic date for completion.*

> How will you know progress is being made toward carrying out each action? *How will you know whether the proposed actions are contributing to the realisation of the intended results? What will be your sources of data, including key documents, that you will use to check progress?*

> How will the final and ongoing impact of the recommended actions be assessed?

f) Get approval for the plan

It is important to get official approval for the priority actions in your action plan. This involves taking the Action Plan and CDS results into the official policy realm and if possible getting approval from the People's Council.

g) Sequence planned events

The final stage of action planning is sequencing the various activities or what needs to be done in what order. One tool that is helpful in avoiding scheduling clashes is the "Gantt chart" (for example in Microsoft Project), a simple, horizontal bar chart that displays graphically the time relationships of various implementation steps. Gantt chart components include task statements, times to start and complete each task and their sequence relationships to each other.

Action planning, Hai Phong CDS

The critical need for participation in action planning

The strategies were prioritised in small workshops with participation of consultants, taskforce members and local officials. The criteria used for

prioritisation include cost-benefits, budget availability and effectiveness.

The methodology for preparing the acting agenda has been that the taskforce/municipal departments provided the data and the sections of the document were prepared by the national and international consultants to a standard template. No outside consultation was built into the preparation of the action-agenda and hence, the CDS is owned principally by city officials. Their participation was intense enough that the ownership still exists 8 years later.

Another tool to help those who will manage task relationships and actions more effectively is Critical Path Method (CPM). Essentially, this method defines what has to be done at what point in time to assure that other steps in the action chain can be done when planned. Most participatory planning practitioners start at the date the project is to be completed and work backwards through the activities and events that must occur to reach that end point. The critical path will emphasise, for example, that sub-activity Z should not start before sub-activity Y has been completed. There are user-friendly computer software packages that can help organise project steps in the right sequence initially and update the critical path as new decisions are made and tasks completed.

Key individuals, teams and departments responsible for implementing CDS should be involved in sequencing for the action plan. By working out the scheduling together, they can appreciate the need to work together, collaborate and cooperate.

How to Integrate Consultation into 'Action Planning'

Consultation and stakeholder engagement should be integrated **throughout** the CDS process, including at the action planning phase. In the process of developing realistic action plans, consultation with people and organisations that will be responsible for the implementation of the plans is critical. The expertise of these groups will be essential in deciding on the actions to be taken, determining the resources that are available and making links to other related activities that are already planned or underway. Involving these people in the process of action planning provides them with a sense of 'ownership' of the plans, and significantly increases the likelihood of implementation.

Use the following questions as a guide to making the action planning phase a participatory one.

> What steps have been put in place to make sure that the action plans respond to the issues raised by the consultation and participation carried out in previous stages?
> Have the people and organisations that will be responsible for the implementation of the plans been consulted in the design of the action plans?
> What will happen to the outcomes of this action planning? How will they be communicated to the range of people who will be affected by the action plans?
> Will there be an opportunity for stakeholders to have further input into the final action plans, and if so, how?

Confirmation and ownership

Before the final options are put into an action plan, it is important to brief major stakeholders one more time about what is being considered. It is an opportunity to get further feedback and to increase local government and implementor ownership and commitment to the planned activities.

Consultation on a draft action plan is an opportunity to:

> determine whether your proposed plans and strategies are realistic and viable

> check for commitment and acceptance of the new program on the part of the responsible officials

> get feedback on your recommended course of action and

> make adjustments in preparation for full implementation.

> improve co-ordination between implementation agencies

This type of testing and possible redesign will help your planning team and those responsible for implementation correct unforeseen problems before the plan becomes fully operational.

How to Integrate SEA processes with 'Action Planning'

The SEA approach contributes to action planning by helping us ensure that all proposed actions are considered not just in terms of how they benefit the City but how they might positively or negatively impact on the social, environmental and economic values or resources of the city now and in the future.

Specifically, SEA provides a process to help you consider your proposed strategies/ actions against critical environmental and sustainability factors (decided upon during the Initial Assessment for the CDS). This means that in addition to comparing. assessing and prioritising intended strategies and actions based on how they fulfil the Vision, Objectives and Strategies of the CDS, the city should consider:

> What are the opportunities for strategies and actions fulfilling the critical environmental and sustainability factors?

> What are the risks or likely negative consequences created by strategies and actions?

> If there are likely to be negative consequences, what alternatives or options are available?

In considering these questions, the City should give attention to:

> The short, medium and long term consequences

> Indirect effects and consequences as well as direct ones

> Negative impacts in one are which will then have impacts in another

> Cumulative impacts over time.

## How to Monitor and Evaluate 'Action Planning'

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of carrying out 'Action Planning' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the 'Action Planning' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> What were the key outputs for this building block? Were these outputs of the desired quality?

> How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?

> What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?

> To what extent was meaningful consultation and participation achieved?

> How were environmental and sustainability issues (through SEA processes) included?

Implementation and Integration Building Block
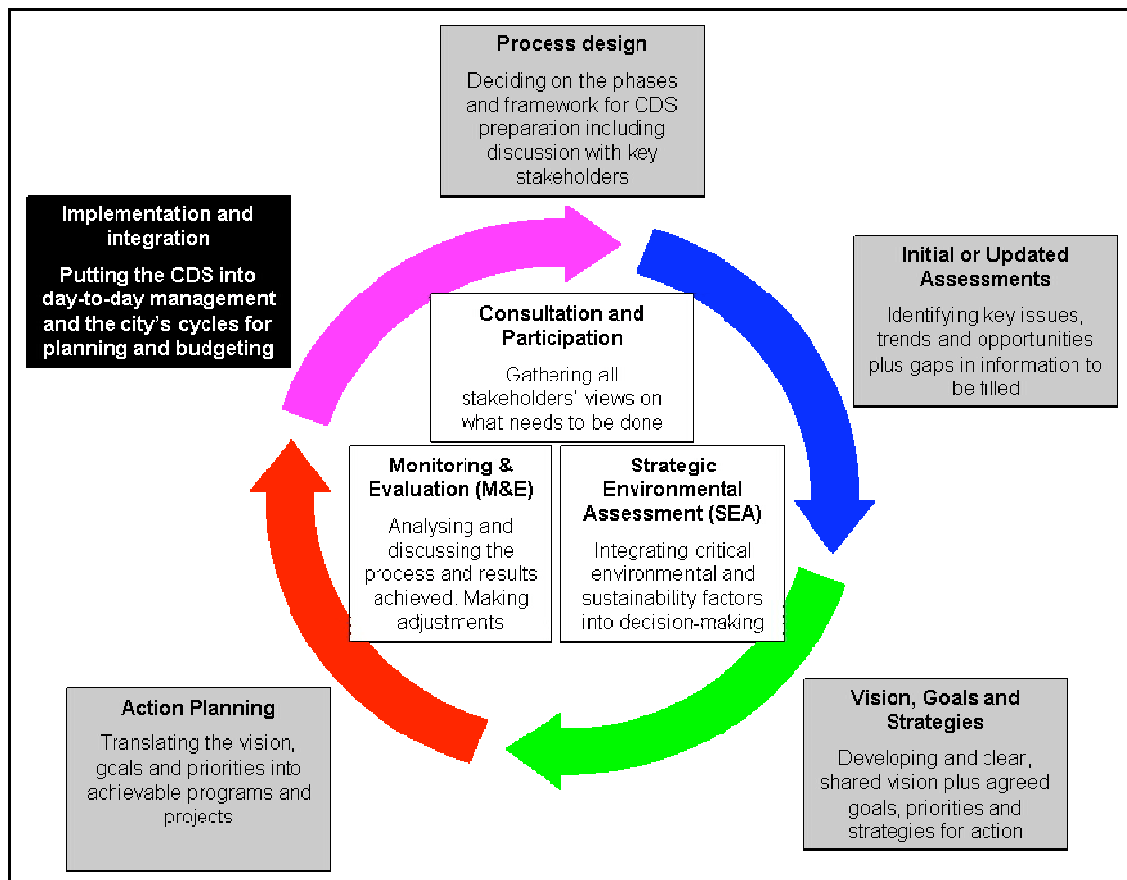
Implemeting action and integrating plans

Implementation and integration are the 'results' stages of a CDS when the visions of your CDS translate into actual outcomes for city development and poverty reduction. This building block is about making best use of your CDS and of available resources to maximise benefits for your city.

Implementation and integration are related aspects of the CDS. Implementation is the process by which the action plan of a CDS is put into effect. Ideas for implementation may be built into the action plan or a strategy may be developed by the CDS team parallel with development of the action plan in collaboration with relevant city authorities and institutions.

Integration is a challenging but crucial part of the CDS process. The integration phase refers to the integration of CDS plans, strategies and actions into relevant city institutions and existing city plans. These institutions include local government, provincial government and national government and the various ministries or

departments within each of these levels of government. Relevant plans include the Socio-economic Development Plan and the Construction Master Plan.

Implementation can be a discrete set of steps intended to put into effect specific CDS actions. Integration refers to the longer term, ongoing implementation and updating of a CDS. Effective integration depends upon the CDS becoming an integral part of the way the city and its partners go about their business.

When planning the integration phase of your CDS, it is important to note that the CDS is not separate from existing city planning processes – it must be linked to and complement existing plans and processes. CDS is a city planning tool for improving the integration of existing city plans and for enabling more effective implementation.

Why is 'Implementation and Integration' Important?

Implementation and integration are the *action* components of the CDS. It is only through implementation and integration of your CDS that measurable improvements in poverty alleviation and city development can be achieved.

Implementation enables realisation of actions developed in other CDS building blocks. Integration enables ongoing implementation of CDS principles and initiatives as well as necessary updating of your CDS in line with environmental change, social change, economic change and changes in available resources.

Integration of the CDS within city level authorities is in accordance with the Government Resolution No. 08/2004/NQCP which aims to develop the creativity, autonomy and self-accountability of local authorities at all levels in their management and implementation of socio-economic development targets.

Key principles for Good Practice in 'Implementation and Integration'

> Base initial components of CDS (assessments, visions, strategies) on existing national, regional, provincial and city plans.

> Involve the main planning sections and departments of the city and province in the CDS as it is prepared (DPI, DOC etc).

> Develop organisational mechanisms for preparation of all or parts of the CDS which can generate greater integration, for example joint working sessions.

> Refer outcomes of the different building blocks step by step back to the decision making structures of the city, in particular the PC and People's Council.

Key Components of 'Implementation and Integration'

a) Identify decision-making structures/processes for city planning which are relevant to the CDS.

d) Involve the People's Committee Chairman and relevant agency representatives at all stages of the CDS.

e) When specific CDS products are developed, for example visions and strategies, ensure they are endorsed by the People's Committee and by the Communist Party.

f) Develop investment priorities and action plans with the involvement of the People's Committee, agencies and other Stakeholders.

How to do 'Implementation and Integration'

Framework

There are many ways to approach implementation and integration and your approach will depend on how things work in your city (in terms of planning and how agencies coordinate work), the available budget for this part of your CDS and the extent to which the CDS vision and action plan aligns with existing city planning structures and strategies. The CDS vision and strategy will need to be closely aligned with existing planning structures.

To help you develop the most appropriate implementation and integration strategies for your CDS, the following diagram outlines a framework of 'needs' and 'steps'. These 'needs' are pre-requisites for successful integration of a CDS. They include support from the People's Committee, knowledge of the existing institutional landscape in your city and financial and other (for example human) resources. The 'steps' outline a

number of stages of the integration process. They will guide you through the necessary procedures to implement and integrate your CDS.

Framework

Needs	Steps

| Leadership by People's Committee Chairman | Identify decision making structures/processes for city planning which are relevant to the CDS |

| Knowledge of existing plans and planning structures | Involve the People's Committee Chairman and relevant agency representatives at all stages of the CDS |

| Financial and other resources | When specific CDS products are developed, for example visions and strategies, ensure they are endorsed by the People's Committee and by the Communist Party |

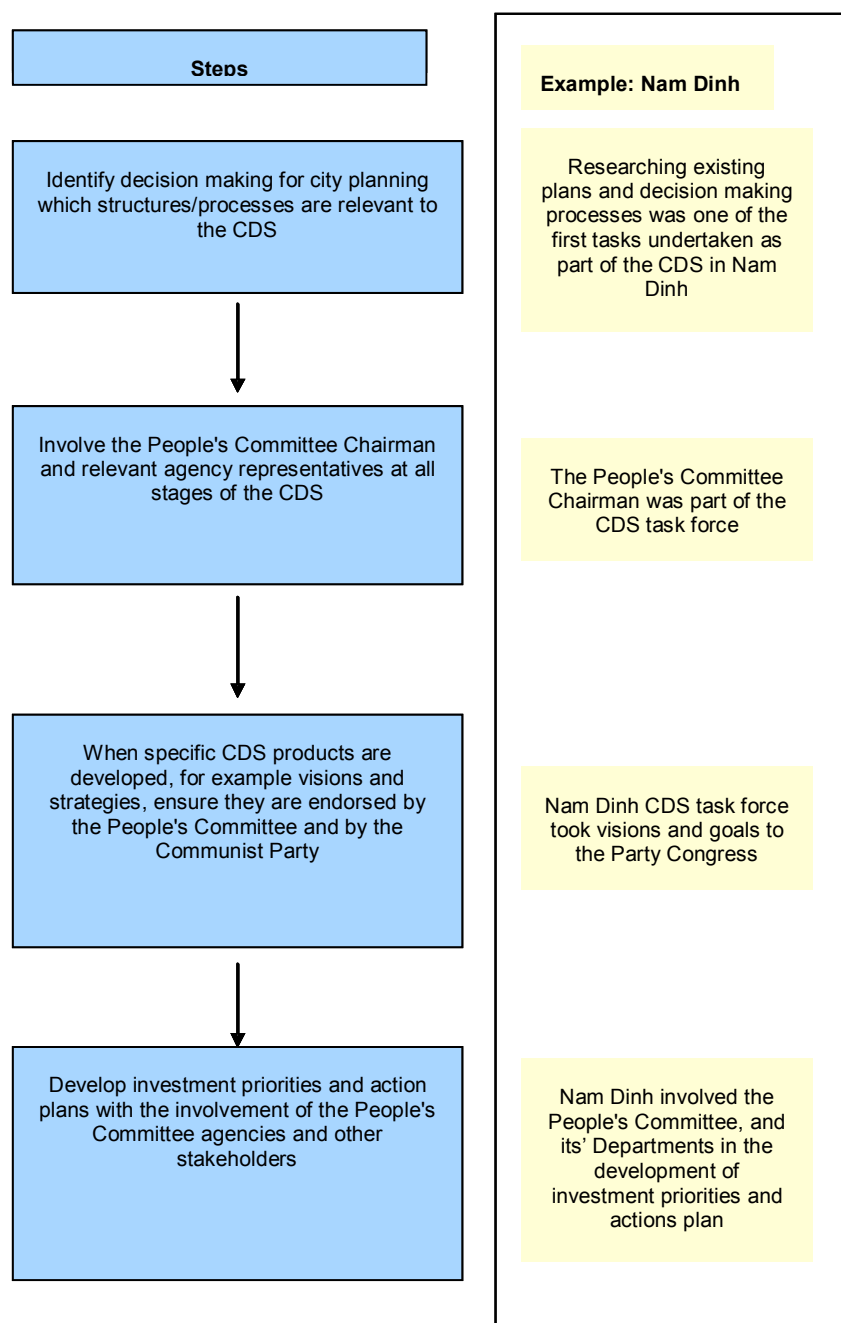| | Develop investment priorities and action plans with the involvement of the People's Committee agencies ' and other stakeholders |

1 Identify decision-making structures/processes for city planning which are relevant to the CDS.

> Map out the local planning context and identify city decision makers in terms of both budget delegations and planning arrangements.

> Build capacity in your own and other agencies to facilitate implementation.

2 Involve the People's Committee Chairman and relevant agency representatives at all stages of the CDS.

> Ensure that the PCC and agency representatives are involved in the CDS process. You need to promote the CDS to ensure city authorities and the public are aware of the CDS process, the overall vision for the city and associated plans and initiatives.

> Where possible, integrate CDS actions into the planning and budgeting of local government organisations/city authorities.

> Remember that the CDS is for the City not just for the city administration. It is important to involve other stakeholders who may be crucial for implementation.

3 When specific CDS products are developed, for example visions and strategies, ensure they are endorsed by the People's Committee and by the Communist Party.

> Refer strategies and directions to relevant party and People's Council procedures as they are prepared.

> Link implementation to the strategies and visions (which should have been based on or linked to existing plans).

4 Develop investment priorities and action plans with the involvement of the People's Committee, agencies and other Stakeholders.

> Think of implementation in terms of investments. Be aware of budget delegations with reference to the category of your city.

> Establish effective intergovernmental relations, that is, establish and maintain cooperation and coordination of CDS initiatives between different agencies.

> Think about actions that are possible without financial resources and within the authority of the city administration. It is important to identify alternative agencies for implementation.

The Nam Dinh experience in implementing and integrating their CDS can be illustrated with reference to the steps outlined above.

Steps	Example: Nam Dinh
Identify decision making for city planning which structures/processes are relevant to the CDS	Researching existing plans and decision making processes was one of the first tasks undertaken as part of the CDS in Nam Dinh
Involve the People's Committee Chairman and relevant agency representatives at all stages of the CDS	The People's Committee Chairman was part of the CDS task force
When specific CDS products are developed, for example visions and strategies, ensure they are endorsed by the People's Committee and by the Communist Party	Nam Dinh CDS task force took visions and goals to the Party Congress
Develop investment priorities and action plans with the involvement of the People's Committee agencies and other stakeholders	Nam Dinh involved the People's Committee, and its' Departments in the development of investment priorities and actions plan

Prioritised CDS strategies in Nam Dinh were broadcasted to all functional departments and agencies in the city, so that they could develop implementation plan for strategies closely linked to the mandate and responsibilities of that functional department/agency. The tentative allocation of responsibility for implementing prioritised strategies among departments was discussed with and received the blessing of the City PC Chairman.

The CDS Task Force and consultant team then assisted departments in developing action plans to implement selected strategies, using a common template that could be conveniently consolidated for progress monitoring at the city level.

The action plans of departments were developed under the following principles:

> Participation by all staff of all departments
> Action plans must be "actionable" (considering the resources available to that department)
> Action plans need to be broken down to concrete activities and tasks
> Expected outputs or results must be indicated clearly

The departmental action plans were consolidated at the city level and a set of immediate action plans for implementation during the two years of 2006–2007 were then decided (5 actions per department), again based on a number of agreed criteria.

Example of implementation of an action plan:
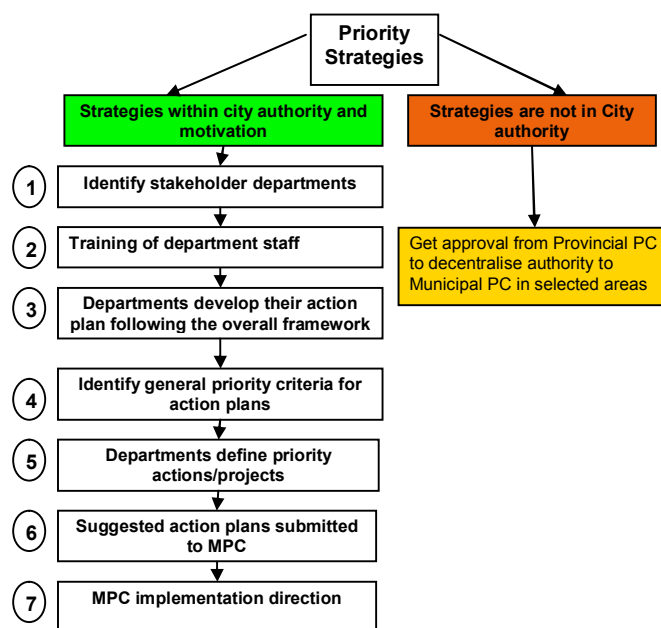
Method for selection of action plans in priority projects for CDS implementation in Nam Dinh
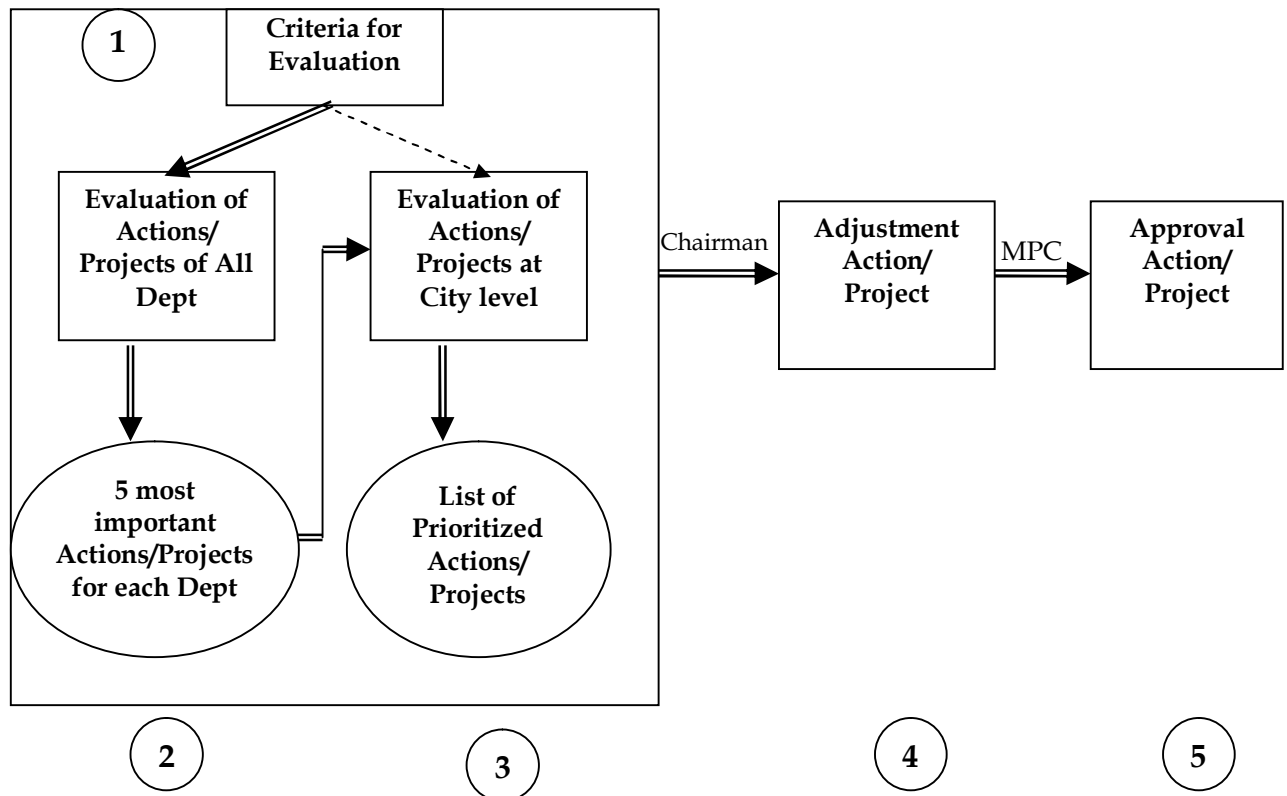
Steps 1,2,3 were carried out with intensive consultation from all civil servants in related departments. Steps 4 & 5 are the leadership decision making stages.

Source: Nam Dinh Urban Development Project Presentation – CDS in Nam Dinh.

Implementation and Integration in Hai Phong

From the CDS action plan, the CDS working group in Hai Phong developed a list of programs and projects that noted their level of priority. The working group reviewed all 28 CDS priorities and researched government programs to find relevant strategies of the central and local government. This work was quite complicated but necessary in order to ensure integration of CDS initiatives into the national development programs of ministries and sectors. Some CDS priorities were identified as conflicting with sector priorities. These were considered separately to determine if adjustment of sectors or ministries was possible.

The list of priority projects was made with the overall CDS objectives in mind. The number of projects was quite big initially. The number reduced over time as the working group held workshops and discussions with ministries and identified a smaller number of projects (although still quite high at 541) for implementation over 10 years.

It was identified that there were still too many projects. The working group developed criteria to categorise and prioritise those project and programs. A weighing scale was applied based on selected criteria. There were two lists of criteria: social, managerial projects and economic and infrastructure development projects. There were about 4–5 criteria for each list scaled from 1 to 5 (lowest to the highest respectively). Projects identified as priority projects were those with a total score higher than the selected threshold. From this process, 165 projects were selected for the 10-year planning period.

How to Integrate Consultation and Participation into 'Implementation and Integration'

By the time the CDS strategies and action plans are being implemented, it is obviously too late for consultation on their content. However, if consultation and participation have been integrated into the previous stages, then the implementation stage is likely to be more effective.

Further, there may be some opportunities to consult with particular groups on the detail of *how* to implement certain actions, or how they would like to be involved in, or assist with the implementation phase. Attention should also be paid to processes for:

> communicating the progress of the implementation phase to the community, and

> allowing them to provide feedback on the implementation itself, and suggest ways that it could be improved.

How to integrate SEA processes with 'Implementation and Integration'

SEA can play a role in this building block by contributing to:

> Highlighting training and capacity building needs concerning environmental and sustainability issues integration in CDS

> The identification and establishment of roles and responsibilities and institutional frameworks particularly directed to environmental responsibilities in implementing the actions

> Addressing any structure and administrative reform and assist institutional analysis for organisational change to make sure environmental objectives are met and happen on a routine basis, particularly by introducing governance mechanisms and institutional elements that will enhance integrated approaches, e.g. the set up of help desk, database management, e-government, ISO 9100, training and capacity building.

> Relating the CDS results to other instruments – for example links to a formal SEA

How to Monitor and Evaluate 'Implementation and Integration'

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of carrying out 'Implementation and Integration' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the 'Implementation and Integration' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> What were the key outputs for this building block? Were these outputs of the desired quality?

> How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?

> What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?

> To what extent was meaningful consultation and participation achieved?

> How were environmental and sustainability issues (through SEA processes) included?

Helpful hints

1. Think about implementation and integration right from the start. The issue of integration needs to be considered at the first stage of CDS planning from and in each of the building blocks. It is particularly helpful to 'map' your cities' institutional landscape during the initial assessment phase of the CDS so that visions, strategies and actions are tailored to suit the particular institutional context of your city.

2. Context is everything. Understanding the institutional structure of your city will enable more effective integration initiatives. Tap into existing programs where possible.

3. Monitoring and evaluation is essential. Integration is not something that occurs as a discrete event. It is an ongoing and evolving process.

Resources

Cities Alliance (2006) *City Development Strategy Guidelines: Driving Urban Performance*, Washington DC, text by Douglas Webster and Larissa Muller.

Monitoring and Evaluation Building Block
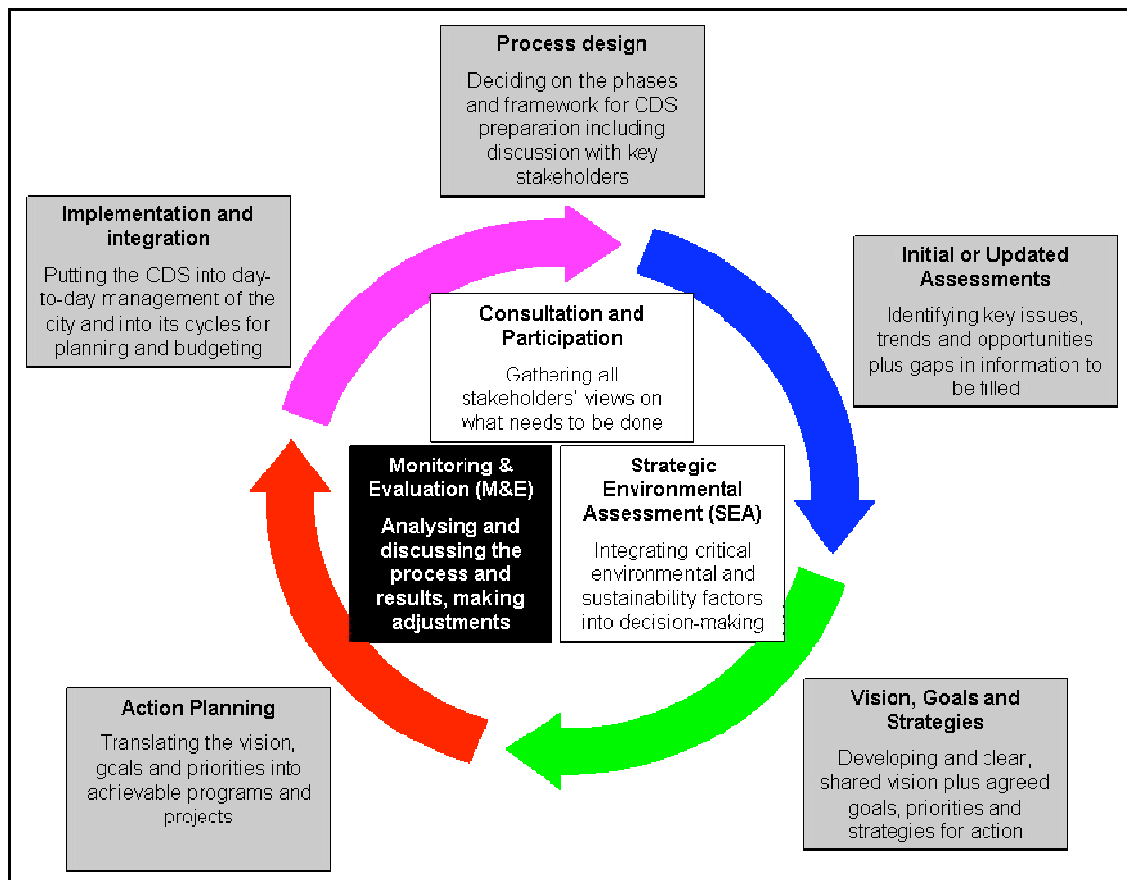
What is 'Monitoring and Evaluation'?

Monitoring and evaluation (M&E) helps guide projects and programs towards maximum benefit and effectiveness. M&E is being used more and more within government in Viet Nam. The M&E building block for CDSs includes tracking two types of M&E. Firstly M&E of the process of development of a CDS and secondly, an investigation into the impact or results of the CDS strategy in the city.

There are an increasing number of initiatives to increase the quality and use of M&E within different levels of government in Viet Nam. This is particularly due to the newly issued Decree 131/2006/ND-CP (updated version of the Decree 17/2001/ND-CP) which defines the legal framework for M&E in the context of overseas development aid (ODA) issues. M&E is also a core part of the SEDP process, again causing more focus and attention on it as a practice to provide feedback on progress which can be used for on-going planning.

M&E for the process of development of a CDS involves monitoring, evaluating and documenting the actual activities that you carry out to develop your CDS. For instance,

which stakeholders you consulted what processes you used etc. This sort of M&E involves finding out how you might have done these activities better, by asking questions about what worked well and what didn't for different people who were involved. This sort of M&E informs the CDS process as it happens, helping to improve and manage the process. In addition, the final product of this sort of M&E is a report documenting the process that was followed to create the CDS, including lessons that were learnt along the way.

M&E for the impact or results of the implementation of the CDS strategy involves finding out what changes the strategy has caused in the city more broadly. This may include perhaps examining changes in indicators that were used in the initial assessment after implementation of the CDS, or other ways of finding out and measuring what the results, outcomes and impact of the strategy have been on the city and progress towards the vision and objectives of the strategy.

Why is 'Monitoring and Evaluation' important?

M&E is both necessary and beneficial for any process, strategy, project or program. M&E helps enable accountability for work completed and helps people learn from their successes and their mistakes.

M&E of the process of doing a CDS is important to help you to:

> Adjust the CDS process in response to new information and knowledge of successes and failures

> Deal with problems and unplanned consequences as they arise,

> Build on new opportunities that arise,

> Provide feedback information about progress towards completion of planned tasks to inform on-going planning and scheduling

> Keep track of what has been done so the CDS process is transparent and documented,

> Keep track of the completion of project outputs to the desired level of quality,

> Keep track of resources invested, including when and how they were invested,

> Learn and improve how to do a CDS through understanding the reasons behind success and failure and

> Share experience and knowledge from CDS process

> Provide accountability to funders of the CDS and other stakeholders by making the processes that have been used transparent to everyone.

M&E is important to make sure that you discover and track the outcomes and impact of the CDS itself in the strategy areas or themes of the CDS.

Doing an M&E here will help you find out:

> Progress towards actual implementation of the strategy,

> Extent of achievement of intended results (also known as effects, outcomes or impacts) of the strategy, including progress towards the vision and goals

> Any unintended or unplanned impacts (which may be positive or negative),

> Any barriers and risks to the implementation so they may be overcome,

> To learn about what is takes to implement a CDS and how to do it better in the future or in other locations and

> To provide accountability to government, citizens, donors and other CDS stakeholders

Key Principles that Support Good 'Monitoring and Evaluation'

Keep monitoring and evaluation manageable and focused- for example:

> When using indicators, make sure they are relevant and meaningful. That is, they must clearly link to the strategy, or are important factor in a building block process that you aim to measure.

> As far as is possible use information that you already have, so that you build on existing measures and procedures, trying to use data of the best quality available

> Only collect, manage and document information that will serve a specific purpose such as informing decision-making

> Spend about 5-10% of time or resources on M&E

> Set clear objectives for the M&E system itself

> Use consultation time with a wider group carefully (eg. you might choose to prioritise and choose the final indicators with a stakeholder group, making sure to start with only double the final number required)

Include qualitative information and collection approaches:

> Quantitative information does not provide explanation of the reasons about the 'how, where and why' that lies behind the numbers and quantitative

methods of data collection do not easily capture unplanned change. These gaps need to be filled by collecting qualitative information as well.

> Use interviews and surveys or questionnaires (like the Provincial Competitive Index (PCI)) to find out about people's opinions, views and reasons (some of which can be reported quantitatively where necessary))

> Include forms of participatory self-assessment and critical reflection

Achieve a balance between your local context and greater generalisability to other cities

> Use a combination of standard benchmark and locally chosen indicators that relate closely to your CDS themes (eg this might mean you include some socio-economic development plan (SEDP) indicators amongst those chosen for your strategy)

Make sure that the information you collect is used:

> Be clear about who are the users of different types of information and reports produced and what their interest is in the information you are providing to them, what level of detail they will need

> Set up systematic processes for managers to respond to M&E information provided and adjust the course of the CDS

> Think about how to present information succinctly (eg in graphs or diagrams) so that it is quickly and easily communicated.

> Integrate M&E into day-to-day management rather than looking at M&E as an audit or report card.

> Think about key decisions for the CDS and what information is needed to help inform these decisions (as well as who will need it and when)

Key components of monitoring and evaluation

a) Set objectives for your M&E system

g) Plan your M&E system for each building block (process M&E)

h) Plan your M&E system for the CDS itself (impact M&E)

i) Implement your M&E system

j) Review your M&E system

These key components and their relationship to the CDS building blocks and results of the CDS in the city are described in Figure below.

Figure ?: Key components of conducting M&E for a CDS
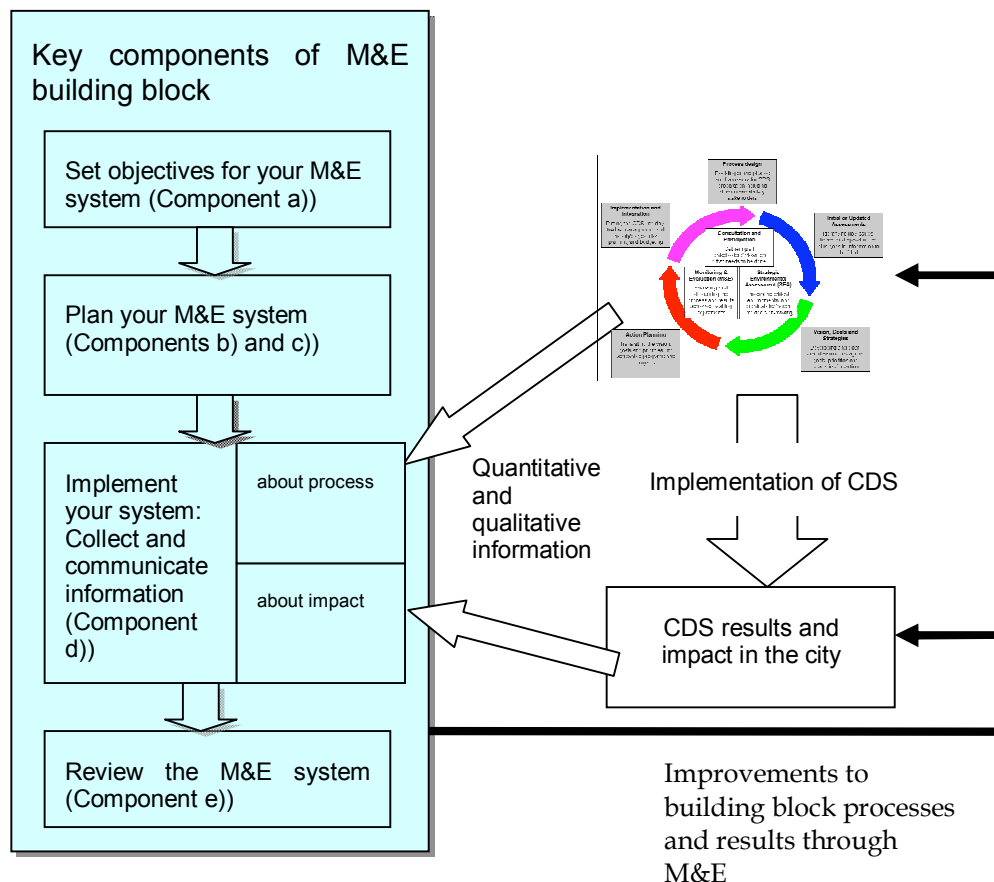
How to do 'Monitoring and Evaluation'

a) Set objectives for your monitoring and evaluation system

Discuss the purpose and set clear objectives for your M&E system. This is best done as a participatory process with a focus on

> How to balance the need for both learning and accountability within M&E systems,

> How to match the available resources with the needs.

It will be worth deciding at this stage what kind of participation will be appropriate in the planning of the M&E system, who should be involved and when and how. Having a learning objective will mean that you need to monitor the process of doing the CDS. The example below describes how reflecting on the process used to develop the CDS in Hai Phong provided many useful insights.

Hai Phong M&E of process

The importance of capturing information about process has been demonstrated through the retrospective evaluation of the Hai Phong CDS process that uncovered important outcomes and valuable learning about their CDS process.

Some of the important findings that arose through the Hai Phong process evaluation were:

> Staff recognised that their skills have improved with regard to teamwork, organisation and public consultation after one year of participation in the CDS process

> Even without finalisation and approval of the CDS, the major activities and initiatives of the CDS have been used in policy making and therefore have contributed to the direction of the city

> The method of prioritisation of projects and programs was difficult and complicated for a large urban centre like Hai Phong

It is important to build in the M&E of process into the CDS so that the sorts of information they made in Hai Phong are discovered and used during the development of the CDS to adjust the activities and actions that are taken.

b) Plan the monitoring and evaluation system for each building block (process M&E)

Your M&E system will need to cover both M&E for process and for results or impact. First focus on M&E for process, as this is often a part of M&E that is overlooked. When M&E is used to think about the process of doing each building block, then you do not necessarily need to use indicators. In fact, mostly you will be recording what is happening and talking to people who are involved to hear and record their views about how the process is going. The following steps (or the table below) will ensure that you are systematic in designing your M&E system for process:

> Assign specific responsibility to look after M&E for each building block

> Plan how and when you will document the key steps (key components) in each building block

> Plan what other questions are important to answer for this building block (see some possibilities in box below).

> Plan how you will find out or measure each identified what above.

> Plan when information should be collected. For instance will information be collected just once, or at several points during the building block?

> Plan how and when to communicate and report information collected

> Document your M&E plan for this part of the M&E system.

Ideas about what aspects of <u>process</u> you can monitor and evaluate

What you might choose to measure or find out. These questions are starting points; develop your own set of questions that are of most interest:

> How efficient has the process been? e.g. Was the resource expenditure as planned or not and why? Was the timeline as planned or not and why? How costly were the activities compared with the benefits? *This sort of information is of interest to those people managing the CDS process and for accountability purposes.*

> What worked well and what didn't work well? e.g. The range of people's views about what worked and what didn't? What key barriers and challenges were met, why they arose and how well they were dealt with (timeliness etc.) What would you do differently next time? *This sort of information is useful for everyone involved in carrying out the building block and can inform future CDS processes*

> What was the extent of meaningful participation achieved in this building block and why? How could meaningful participation been improved?

> What was the extent to which sustainability was incorporated into this building block? How could sustainability have been better incorporated?

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	Gathering and managing information			Communicating and reporting information		
What do you want to measure or find out about?	**How** you will measure it (what kind of data will be collected and how)? **How** will the information be analysed? E.g. An indicator, or a ranking of the importance of an issue from a survey, collection of stories)	**Who** will collect the information? **Who** will analyse the information?	**When** will the information be collected (how often, when)?	**How** will the information be communicated and discussed? (what format? What level of detail?) E.g. Reports to specific meetings, or Monthly, quarterly, annual reports etc.	**To whom** will the information be communicated and with whom will it be discussed?	**When** will the information be communicated and discussed?

c) Plan the monitoring and evaluation system for results and impact of the CDS

The steps for planning the analysis of the results or impact of the CDS are as follows include defining roles and responsibilities followed by choosing indicators and measures that help tell you about progress for the CDS themes.

Refine the CDS objectives and set targets

You will need to refine the CDS themes and objectives to allow measurement of progress. Where possible, set targets that you wish to meet for each objective. The objectives need to be very clear to enable measurement against them. The targets could be set for specific years in the future such as 2010 and 2020. Most CDSs include four or more themes in the areas of growth and development, poverty reduction, good governance and financial stability and will have a set of objectives under each of these. It will be important to keep in mind targets which are used by the SEDP and its results oriented monitoring framework and the Millennium Development Goals and make sure your objectives and targets are aligned with these and include indicators for social, economic and environmental areas.

Plan how you will measure progress towards objectives

Plan the information sources that will use to monitor and evaluate progress against the CDS themes or objectives. There are many potential sources of existing indicators that you might want to choose from. See below for the sources of indicators used in the Nam Dinh CDS, which include SEDP indicators and other sources.

You may also need to think about developing some specific indicators very closely related to your CDS themes and objectives and specifically for your city's context. Such indicators would not be based on existing data and would require effort to collect. This means only a very small number should be chosen as otherwise the resources required will not be feasible (see example below about how some new indicators were developed for the Nam Dinh CDS).

Qualitative indicators (eg. how satisfied are a particular group in the community about a service, or how would key NGOs rate the current level of homelessness) will be very useful to help you tell if your CDS projects are working well or not.

The range of sources of existing information that informed Nam Dinh's choice of indicators

Nam Dinh prioritised a set of indicators drawn from a range of existing sources including:

> Party's guiding documents,

> Socio-economic Plans (Central, Province and City),

> Master/Spatial Plans,

> Government Statistics Office,
> Comprehensive Poverty Reduction and Growth Strategy and
> Class II city standards (that applies to Nam Dinh).
> Good governance indicators promulgated by the World Bank
> Indicators used by other cities

Nam Dinh also worked with the Statistics Office to develop two new indicators that were not already in use.

Example: Monitoring framework for Can Tho

The proposed M & E framework in Can Tho has been drawn from the key strategic objectives for each theme.   For example, for Theme 2 in Can Tho's CDS, 'Infrastructure development and environmental management', the following strategic objectives are outlined: *To provide urban infrastructure that Improves urban living quality (with the poor directly benefiting); allows Can Tho to become a centre for economic and cultural activities and a transportation node of the Mekong River Delta region; attracts investment; contributes directly to the protection of urban community's living environment and the natural environment in Can Tho city region, especially the river system.*

Some of the indicators assigned to track progress against the strategic objectives for this theme are:

The number of passengers using Can Tho Airport by 2015

- The amount of goods transferred at ports

- Transportation density increase

- The amount of water consumed

- The amount of waste collected

Each of these indicators had base line data collected, and targets set for the future, so that relevant officials not only know what to measure, but how to compare actual progress against what the city is aiming for.

discussions were held with four ward and sub-ward officials.

SMART acronym can help you choose good indicators

S is for SIMPLE

M is for MEASURABLE

A is for ATTRIBUTABLE

R is for RELEVANT

T is for TIMELY

Prioritise a small set of key indicators that are closely related to the themes of your CDS using the SMART acronym shown above. A recent UNDP report noted that in Viet Nam, people tend to collect too much information (that is, use too many indicators) and so it will be important to choose a small set of quality indicators that give you the best feedback information possible about the success of your strategy as it is being implemented in the city. You may be able to use the initial assessment as a baseline against which to measure change. If there have been additional indicators added that do not already have a baseline, it will be important to schedule this as soon as possible.

Plan to collect information through consultation too. Information obtained through speaking with different stakeholders will be very important to collect too, in addition to the indicators. Talking to people will help you to find out the reasons why things are, or are not, happening. It will help you find out about types of changes that were not anticipated.

Plan when the indicators will be measured and when stakeholders will be consulted and allocate responsibility for their collection and data management.

Plan how and when information will be communicated and shared. This includes to whom, what format, how often etc. and setting up response systems so that new information provided by the M&E system leads to adjustments in the implementation of the CDS.

Plan how you will assess risks to achieving the CDS objectives

It is extremely important to consider the risks that may erode the success of the CDS, and collect information about these risks so that processes can be adjusted accordingly. The STEEP acronym can help you identify different types of risks that will influence the success of the CDS.

STEEP acronym can help you assess risks

It is worth asking "What factors might erode our success?' and how can we find out more about them?" By thinking through different types of risks that might prevent success of each part of the CDS, you will be able to identify ways to determine if these risks are preventing the success of your strategy

S is for SOCIAL

T is for TECHNICAL

E is for ECONOMIC

E is also for ENVIRONMENTAL

P is for POLITICAL

Document your M&E plan

Document the various decisions made on the objectives or targets, means of measuring progress towards them, and the likely risks and how they will be assessed and use this plan to schedule the M&E activities along with other CDS tasks.

d) Implement your monitoring and evaluation system

The following actions will help you successfully implement your M&E system as a whole.

> Establish an internal information system to accommodate the different types of data, allow analysis and storage of that data.

> Collect, file and manage data from M&E for process and M&E for impact

> Prepare project progress reports as planned; providing and sharing information at local, departmental, national, sectoral and local levels.

> Set up systems to make sure that information is used and that responses happen based on feedback information collected in the M&E system. That is, if an indicator is not improving, set up a system to make sure that this triggers a response to re-examine the activities and look at why the indicator is not improving and at what adjustments to activities might improve that indicator. This may require particular points in time to be scheduled for review of the CDS activities and implementation so they can be adjusted in the light of what progress is (or isn't) being made towards the CDS objectives.

> Conduct initial, mid-term and terminal evaluations using, if needed, consultants, in line with the contents of the approved feasibility study or program or project document; acting as the focal point for coordinating with the donor or competent management authorities to evaluate the program or project

e) Review your monitoring and evaluation system

Commit to periodically review your system, set dates for this. Develop a set of questions to answer in reviewing the M&E system. In particular, go back to the objectives you set for your M&E system and use these to see to what extent they have been achieved.

Some ideas for additional questions are given below. You should add to these a set of additional questions that are relevant to your situation.

a) Which aspects of the M&E system are working well and which aren't and why?

k) How much time and resources is M&E taking up and is this an appropriate amount or should the system be changed?

l) How well are processes for dissemination and communication about information collected working? What improvements could be made?

m) Is all the information that is being collected being "used" and disseminated?

n) How well are processes for acting in response to information provided by the M&E system working?

o) How well is the M&E system helping individuals and the organisation learn from their successes and mistakes?

How to integrate SEA processes with 'Monitoring and Evaluation'

In designing the M&E process SEA can point out issues, problems, relevant environmental and sustainability indicators and required analysis through the SEA processes conducted as a part of the initial assessment.

Secondly, SEA may require monitoring of additional issues beyond the expected results of the CDS implementation. Some examples include:

> Monitoring requirements as outlined in the SEA implementation recommendations

> Consolidation of an ongoing M&E for the 'health' of the city which might include monitoring of particular critical environmental and sustainability factors such as those defined in the initial assessment

How to Integrate Consultation and Participation into 'Monitoring and Evaluation'

The process described above for conducting monitoring and evaluation is intended to be a consultative one, as the main method you will use is talking to people who are involved to hear and record their views about how the CDS process is going. However different stakeholders will have different views about 'how the CDS is going'. This means that it is important to pay careful attention to the range of people you seek information from. You need to make sure you are speaking to enough different people to ensure that the evaluation process is informed by a range of views and perspectives.

It is also important to pay attention to the process for communicating the results of the monitoring and evaluation phase, to ensure that a wide range of stakeholders are informed about how the CDS is going, and also to provide a means for them to give feedback if they choose to.

Helpful hints

The most important hint is to set up the right conditions for successful monitoring and evaluation. Many projects, both CDSs and other similar projects, have found that there are ways to increase the success of the use of M&E by creating an enabling environment for M&E. Some ways to achieve this are:

> Invest in training in M&E skills, as often it is not an existing skill/strength

> Take actions to ensure understanding, willingness, conviction of local leaders and relevant stakeholders to participate in and value M&E

> Consider your organisational culture and think about how to increase a focus on an attitude of learning, rather than judging in M&E

> Create ways to integrate M&E into day by day processes rather than as one-off events

> Create synergies with a communication strategy for the CDS eg public education and awareness raising

> Make sure to do the M&E planning very early in the CDS process

> Ensure adequate resourcing of M&E as it needs serious allocation in budget (10% as a guiding figure)

Resources

Cities Alliance (2005) Guidance Framework: Integrating Monitoring and Evaluation into City Development Strategies

Ministry of Planning and Investment (2006) Report on M&E by Local Government in Viet Nam: Issues, Problems and Ideas for Improvement. Written by Tran Hung, Nguyen Thi Hong of Gioviet Consulting Co. Ltd., Hanoi November 2006

FERD/MPI (2007) Monitoring and Evaluation Manual, Foreign Economic Relations Department/Ministry of Planning and Investment. Prepared by The Viet Nam–Australia Monitoring and Evaluation Strengthening Project – Phase II (VAMESP II) 2004–2007

Strategic Environmental Assessment Building Block
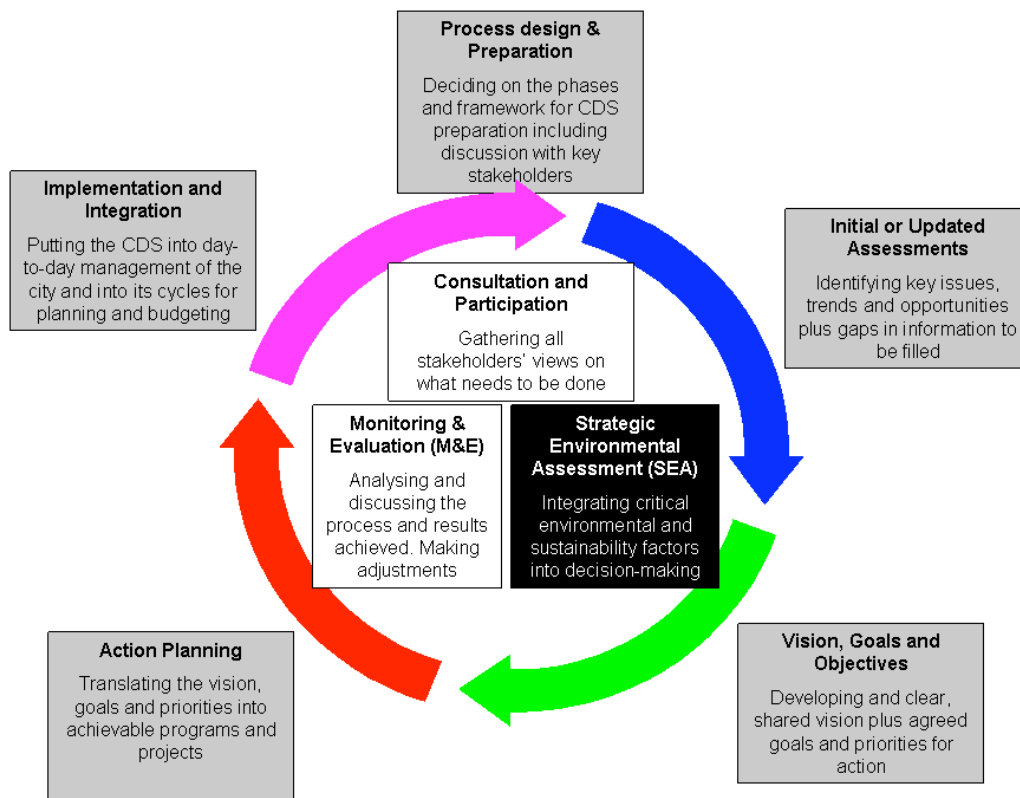
What is 'Strategic Environmental Assessment' and what will it do?

Strategic Environmental Assessment (SEA) is a strategic decision support process that will enable the inclusion and integration of environmental and sustainability issues right from the early stages of the preparation of a CDS and throughout the CDS's design and implementation stages.

The SEA building block starts by considering the context of the CDS and identifies when and how SEA can best be included as a useful and important part of the CDS process. SEAS helps identify key environmental and sustainability issues as well as contribute to identify which CDS options will lead to more sound environmental and sustainability outcomes in the long-term. The SEA building block can help answer many important questions in the CDS process. For instance:

> What are the opportunities and risks for each chosen strategy/option/actions in the CDS in terms of environmental and sustainability consequences?

> What types of environmental indicators are required in the planning system by Law?

> What types of approaches or measures need to be put in place as a part of the CDS to ensure practice will meet intended environmental and sustainable policies?

> Have the public's environmental and sustainability concerns been taken fully into account in the strategy development process?

> Have cumulative processes with potential negative impacts been analysed and considered?

> Have major environmental and sustainability policies been acknowledged in the City Development Strategy?

Using SEA as a part of the CDS process from the very beginning (or as early as possible) will save time and efforts at later stages when implementation programmes and projects are shaped and confronted with the public views and with environmental regulations. SEA looks at the big picture, takes a proactive approach and discusses both the opportunities and risks of following certain options, bearing in mind public concerns and expectations.

Why is SEA important?

SEA is internationally recognised as an important tool in sustainable development processes and is increasing in use all over the world in developed countries and in many developing countries including Viet Nam. SEA enables consideration of environmental and sustainability issues at the beginning and all the way through policy or strategy development processes (such as a CDS). SEA helps you examine and respond to the critical links between CDS and environmental and sustainability concerns.

> Using SEA as a building block in the CDS process will bring many important benefits. These include:

> SEA ensures a focus on key environmental issues in analysis, consultation and monitoring & evaluation are included in the CDS

> SEA helps assess and contribute to the discussion on options in relation to sustainability objectives and targets

> SEA helps consideration of trade-offs and synergies between CDS strategy options and environmental/sustainability concerns

> SEA provides an opportunity for the consideration of cumulative impacts of CDS strategies

> SEA suggests guidelines for planning, management and operation based on the risks and opportunities identified

> SEA helps avoid costly mistakes which often occur when environmental and sustainability issues are considered after implementation rather than in policy and strategy design processes

> Use of SEA together with the CDS building blocks will improve the credibility of the CDS in the eyes of the public and their leaders, leading to better commitment to the CDS

> Integration of SEA to CDS will allow the City to develop in line with increased global concerns for environment issues

All these benefits mean that although conducting the SEA building block requires extra resources and skills, SEA is an extremely important part of the CDS process.

Key Principles that Support Good SEA

The key principles that support this building block are:

> Consider environmental issues as early as possible in the CDS process as this will result in more sustainable outcomes

> Use SEA to help with both the identification and the comparison of equally valid options

> Discuss CDS strategies and project of the CDS while they are still open and able to be modified and changed. This will allow environmental and sustainability concerns to influence the decisions taken

> Engage sectoral institutions and stakeholders in conciliating perspectives to enable better governance

> Resolve sectoral policy conflicts through increased transparency and accountability

> Operate under a broad issues sustainability framework as this will enable more integrated approaches

> Public involvement should be a fundamental element in the process of SEA, consistent with the potential degree of concern and controversy of proposals

> Provide for public reporting of assessment and decisions (unless explicit, stated limitations on confidentiality are given)

Key components of SEA

Key components of this building block, not necessarily sequential, are:

a) Understand the context and establish the Strategic Environmental & Sustainability Framework for assessment – *what are the important issues to think about and why do we need SEA?*

p) Identify process links and decision windows – *when is the right time to use SEA?*

q) Conduct the analysis: key issues and critical factors – *What is it that we need to focus on? What are the critical factors in the assessment?*

r) Involve different perspectives through consultation and participation – *should we follow current trends or change them? and who are'we'?*

s) Conduct the assessment and prepare guidelines – *what are key risks and opportunities? What can we do and when?*

t) Plan for follow-up, including monitoring and evaluation, management and communication – *What is it that we need to keep track of?*

How to do a SEA

a) Understand the context and establish the Strategic Environmental & Sustainability Framework for the assessment

What are the important issues to think about and why do we need SEA?

Forward-looking approaches, such as SEA, require a good understanding of context, of what can influence and enable the leap for future thinking. It includes understanding the vision set for the City Development Strategy, the intended strategic development issues, as well as the environmental and sustainability issues that will determine the analysis and assessment to be undertaken.

The focus on few but relevant critical factors will enable a lean and workable framework for analysis and assessment (Partidário, 2007). The critical factors, resulting from an integration of the environmental and sustainability issues with the identified driving forces or strategic issues in the development processes, as well as with the strategic environmental & sustainability framework, will ensure that the SEA attention is not dispersed into issues that are marginal to an effective strategic assessment. Critical factors become the assessment factors that may take a positive (opportunity) or a negative (risk) direction depending on the strategic option being assessed. To ensure a workable framework, critical factors should be no less that three and no more than eight.

Example: Critical factors

In face of current international priorities, three critical factors will need to be considered at all times:

> Poverty
> Climate change and energy
> Biodiversity

Partidário, 2007a

It is fundamental to establish a Strategic Environmental & Sustainability (E&S) Framework for the assessment, acting as a major referential for assessment of strategic options. The Strategic E&S Framework provides a framework of major or global policy intentions, objectives and targets set in multiple policy documents, such as national sustainable development strategies, national environmental policy, climate change and energy policy, other sectoral established policies at national or regional/provincial levels, that provide a policy reference for what is intended to be achieved in that particular sector.

Policy analysis can be used to establish this strategic framework, which will be preferably based on objectives and targets (for example, half the number of poor people by 2015, or reduce carbon emissions per capita by X tons by 2012), or at the minimum described intentions. The Strategic E&S Framework will then be used , as part of the SEA, to check if proposed City Development Strategy options and actions will permit achieving national or provincial established objectives and targets.

Clarifying the purpose of the SEA and its object of assessment is part of understanding and setting up the context for SEA. Why do we need SEA? What is that we are trying to achieve with SEA? What are we applying SEA to? What are the strategic intentions that we need to consider? Without having clearly set what is the purpose of SEA and what is its object of assessment, SEA will likely become unfocused and non useful for decision-making.

Key questions to be addressed at this stage include:

> What is the object of assessment in SEA?

> What is the purpose of SEA?

> What are the critical factors for SEA?

> What should be the Strategic E&S Framework for assessment?

Different techniques such as matrices, decision trees and case comparisons, can be used to establish causal links and identify the environmental and sustainability implications of intended policies or strategies.

SEA should actively engage key stakeholders and expert judgement through meetings and dedicated workshops to identify significant issues, different views and perspectives. These are often more important for a qualitative approach, where the lack of data may turn it impossible to make a more analytical interpretation of the context for SEA.

Example: SEA of Program for the rehabilitation of downtown São Paulo, Brazil

The SEA is being developed in close articulation with the rehabilitation programme and intends to provide for "the greening of the program".

Four reference principles are cited in this process:

> the Program's global environmental sustainability (related to urban environmental policies),
> individual projects sustainability,
> individual project's environmental viability and
> sustainability of the program's environmental procedures (linked to Environmental Management Systems).

Key elements in the strategic approach adopted by the Program + SEA process include: a vision on the development of S.Paulo, engagement of three local players (Private Sector, Community and Public Sector), identification of common global and sectoral issues, establishment of an environmental policy and strategy for the municipality, including strategic objectives and the establishment of development scenarios. It is recognised that strategic thinking stimulates environmental and sectorial tactics. The project is still on-going and there are no evident signs of impact assessment approaches per se, except for the key issues identified where impacts can be expected.

Information provided in 2005 by Arcindo dos Santos, IDB, Social Programs Division SO1

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b) Identify process links and decision windows

When is the best time to use SEA inputs?

SEA can only be useful to the City Development Strategy if it acts at the right time with the right information. This means that SEA need to be strategically linked to the City Development Strategy process, to bring in the necessary information that will be strategically relevant at key moments.

SEA is an instrument that unfolds as a process. It may be more or less detailed and lengthy, depending on the agreed objectives of SEA, the scale of the assessment and the complexity of the City Development Strategy.

SEA in Sida's country strategy for Viet Nam

In 2002–03, a new strategy for Swedish development co-operation with Viet

Nam (for the period 2004–2008) was produced. The Vietnamese Comprehensive Poverty Reduction and Growth Strategy served as the entry point and strategic opportunities were identified through analytical work and dialogue with Vietnamese authorities and stakeholders.

An iterative approach was used to feed environmental aspects into the strategy process at several points:

> at the initial stage of the strategy process, an environmental policy brief outlined key challenges and opportunities from an environmental and sustainability perspective and link them to development issues such as poverty, growth and health.
> an in-depth environmental and sustainability analysis was one of the background studies developed as part of the strategy process.

Environment was included as one of the several dialogue issues in stakeholders' workshops and findings from the background study were discussed. Detailed comments by environmental specialists were provided.

Because of SEA environment and sustainability issues were well integrated with other development issues and stakeholders got a deeper understanding of how the environment is intrinsically linked to other critical development issues.

Source: Sida, based on OECD/DAC SEA Guidance for SEA, 2006.

SEA can deliver different elements at different stages of a decision-making process: for example:

> Key environmental issues at early stages of analysis,

> Suggestions or alternative options at planning stages or

> An assessment of a range of options in view of opportunities and risks for the environment and sustainability to inform decision.

Decision windows are moments in a decision process that represent a strategic opportunity to influence decision-making and ensure that the principles of sustainability and impact assessment are fully integrated (Partidário, 2007). These decision windows are critical to shape the SEA process and need to be identified at an early stage to influence the organization of the SEA process, make it tailor-made to the decision process and ready for those critical decision windows.

SEA contribution to the City Development Strategy can be brought in through the form of data, analytical inputs or expert advice. Key advice and information, which stimulate ideas on opportunities while alerting to possible constraints, help thinking about actions and consequences of taking certain decisions.

c) Conduct the analysis: key issues and trends

What is it that we need to focus on? What are the critical factors in the assessment?

SEA is based on the analysis of trends and gaps in relation to a set of objectives to be achieved.

To develop the analysis SEA must:

> > Work on a multi-objectives context (environmental, sustainability, strategic development objectives)

> > Establish an integrated framework for assessment, structured around critical factors.

> > Characterize trends and problems, identify gaps and opportunities

> > Identify options and criteria for assessment

SEA main purpose is to integrate environmental and sustainability issues into strategic development processes. The environmental and sustainability objectives are therefore of greater importance. However, City Development Strategy objectives and strategic issues are equally of major relevance to SEA, to ensure that SEA will play its role of good facilitator for environmental and sustainability integration. This can be achieved namely with critical factors identified at earlier stages which will enable a focused analysis and assessment.

SEA needs to be based on a thorough understanding of the potentially affected environment, social and economic systems, in view of the expected trends that are relevant for the set critical factors. A simulation on expected trends, anchored on an existing situation, is necessary. Particular attention should be paid to the resilience and vulnerability of physical, ecological and social issues and the expected economic development trends.

Specialized studies need to be undertaken, to inform the critical factors in SEA. Such studies can usefully include trends in relation to the stock evolution of natural resources, sensitive areas and critical habitats, poverty trends and valued ecosystem components. It can include an analysis of the community acceptance vis-à-vis trends of evolving environmental quality issues. These studies will depend on the relevant strategic issues (e.g. emissions and air quality trends associated to energy and transport strategies).

Examples of the range of environmental issues that might be used as a starting point for which environmental considerations are examined

Issues and causal links in focus:	Description:
Land Use	Degradation, deforestation, erosion, mining, salinisation etc.

Water	Drinking water, irrigation, water pollution, groundwater
Air	Quality and pollution
Energy consumption	Renewable energy sources, per capita carbon emission, rates of energy consumption per activity
Biodiversity	Threats to ecosystem, ecotourism opportunities
Poverty and natural resource degradation	Resource dependency and inequality
Environmental health	Contagious and vector-borne infections, e.g. diarrhoea, malaria
Vulnerability	Impacts of climate variability (hurricanes, floods, drought)
Property rights	Tenure and natural resource management
Incentives	Prices, subsidies, taxation, trade, debt, exchange rate, income and employment policies
Empowerment	Decentralization and partnerships
Gender	Concerns relating to gender and environment links

Adapted from Bojo and Reddy (2003)

Options are a critical ingredient in SEA. Options are a planning outcome but may derive from the analysis of trends in SEA. The identification and evaluation of suitable options may be assisted by future scenario building and back-casting methodologies. Options are the main operational element in subsequent assessment.

d) Involve different perspectives through consultation and participation

Should we should follow current trends or change them? And who are 'we'?

SEA is a participatory process. It allows civil society, including the private sector and relevant stakeholders that will be affected by a proposed City Development Strategy, to contribute environmental and sustainability inputs to strategic decision-making. The community and key stakeholders can be instrumental in identifying gaps, current trends, as well as in confirming the need for change in current trends.

Example of public inputs to identify problems and set sustainability objectives in Oxford City

Development framework SEA (Oxford City Council, 2007)

Problems	Objectives
Pockets of poverty, social exclusion and deprivation	To reduce poverty and social exclusion
Lack of affordable housing	To encourage urban renaissance by improving efficiency in land use, design and layout
Significant residential area are at the risk of flooding	
Protecting/enhancing open spaces and areas of conservation interest in face of strong development pressures	To conserve and enhance biodiversity
	To use natural resources sustainably

Fundamental questions at this stage are:

> > Who has a point of view on whether we should follow current trends or change them?

> > Should we engage the whole community or a few key stakeholders?

> > How do we communicate with the selected groups?

SEA should develop with the City Development Strategy a careful stakeholder analysis. This will identify key stakeholders and prepare a communication and participation plan to be used throughout the SEA and the City Development Strategy alike. If the public is not used to being engaged, particularly at the strategic level and if there are no precedents, it is critical to include an education component in the public engagement process. Active public engagement should take place throughout the SEA process, onwards to implementation of follow-up.

The characteristics of the various stakeholders will help define the appropriate communication methods. It is important to identify and engage those stakeholders who are vulnerable (e.g. exposed to environmental degradation) and marginalised (e.g. the poor). Such groups may have little or no experience in providing input to decision-making. It will be important to identify the means of best communication with them. Similarly, to identify stakeholders who may not have access to the internet, lack access to public libraries, speak a different language, are illiterate, have cultural differences or other characteristics that need to be taken into consideration when planning for their engagement.

One of the challenges of SEA is to ensure that public engagement is meaningful and not just a case of providing detailed, rigorous and comprehensive information. The engagement process must provide an opportunity to influence decisions.

e) Conduct the assessment and prepare guidelines

What are key risks and opportunities? What can we do and when?

This step deals with the assessment of the City Development Strategy options in relation to sustainable development goals and the enhancement of environmental objectives. Critical factors are used to identify benefits, or inconsistencies, between strategic development intentions and environmental or sustainable development objectives.

The purpose of the assessment component in SEA is to:

> Assess the opportunities and risks (positive and negative impacts) of the City Development Strategy on the environment and sustainable development,

> Compare and select the most favourable strategic options and

> Adopt recommendations and guidelines for preventing, reducing or compensating the negative impacts on the environment and sustainable development.

To conduct the assessment the following questions are important to ask:

> What are possible opportunities and risks for environment and sustainable development?

> How do strategic options compare in relation to critical factors?

> What are the reinforcing or trade-off measures that can be adopted?

> Can any of the expected environment and sustainability consequences be addressed through governance approaches?

> What guidelines are needed for monitoring, planning and management?

Indirect effects are of paramount importance in SEA. Examples of policy reforms with clear environmental or SD implications are privatisation, energy policy, land reform, trade incentives, water supply and pricing. Certain measures can help to frame this issue, for example, the use of best versus worse case scenarios. Approaches should be selected that are appropriate to the issues at stake. Conflict analysis, synergistic and cumulative analysis present particular challenges and may require expert consideration.

It is important to focus on enhancing the positive opportunities of the intended strategic activities and avoiding negative risks. The purpose should be to achieve 'win-win' situations where multiple, mutually reinforcing gains can strengthen the economic basis, provide equitable conditions for all and protect and enhance the

environment. Where this is impossible, trade-offs must be clearly documented to guide decision makers.

Establishing the linkages with key economic and social policies is crucial. For example, examination of the key environmental problems and risks in a city must include an assessment of the underlying causes of environmental stresses in order to assess the potential linkages between the environmental effects of the strategy being assessed and key strategic goals (e.g. strategies indirectly leading to urban environmental stress can impact negatively on poverty levels).

Assessment of such linkages and issues will reflect the perceived value of the environmental issues in the city, province and the country. Such assessment can draw on a number of tools or processes e.g. comparative risk assessment, economic assessment of environmental damage and survey based and participatory assessments. They can be used to find objective measures of how important an environmental issue is and thus how it should be factored into the policy formulation process alongside other issues.

f) Plan for follow-up, including monitoring and evaluation, management and communication

What is it that we need to keep track of?

SEA follow-up includes several, complementary, activities: monitoring, evaluation, management and communication. All of these have different purposes and reinforce each other (Cherp, Partidário and Arts, 2007).

It is important to monitor the extent to which environmental and sustainability objectives, guidelines or recommendations made in the SEA are being met or pursued with the implementation of the City Development Strategy. The evolution of the environmental trends and whether the Strategy has been able to positively influence, or negatively affect such trends, is certainly important to monitor. Of particular relevance is the capacity to monitor the implementation of the Strategy and whether emergent strategies might have been introduced, modifying the initially planned and assessed City Development Strategy.

Evaluation means simply making sense of the monitoring data and especially linking them to management decisions. Information tracking systems can be used to monitor and check progress on the implementation of the strategy and report back within an evaluation format.

The management component in follow-up should ensure that SEA and SEA follow-up recommendations, are translated meaningfully into decisions and actions implementing the City Development Strategy and protecting the environment.

Two questions arise here:

>   Which 'decisions and actions' should be targeted?

> How can these be influenced?

The first question requires that the several types of actions and decisions that may be relevant to implementation of strategic initiatives be identified and scrutinized as to its causal links with relevant environmental and sustainability issues.

The communication component requires that participation of stakeholders go beyond information and consultation. Communication plays an important role in learning processes, formation of cultures, networks and institutions, which are key components of societal change.

SEA follow-up should be fully integrated with the City Development Strategy monitoring and evaluation mechanisms. Strategic management measures, monitoring of city development evolution trends and reaction of the environmental, social and economic systems, along with synergistic and cumulative effects, are amongst the several aspects to be followed-up.

Methods and indicators for this purpose need to be developed on a case-by-case basis. Sustainable development indicators, as well as environmental indicators may need to be set up as appropriate, or withdrawn from existing sustainable development national or local strategies, such as state of environment reports, state of spatial planning reports, local agendas 21 indicators and monitoring schemes, environmental quality monitoring networks and other relevant schemes are quite useful and relevant in SEA follow-up.

How to Monitor and Evaluate SEA

Monitoring and evaluation (M&E) is a separate building block, however M&E needs to be done for every building block for accountability and learning purposes. Keep records of all activities conducted and make sure that you document the process of carrying out 'Strategic Environmental Assessment' building block. This means you need to document what happened for each '*key component*' of this building block and share this information with appropriate stakeholders.

Also, use the following set of questions to help you learn from doing the 'Strategic Environmental Assessment' Building Block and to provide accountability for funds spent on this building block. This is best done either through a workshop, interviews or a survey, and you will need to include the views of all those staff with key responsibilities for this building block. Consult the M&E section in this Guide for further information on monitoring and evaluation.

> What were the key outputs for this building block? Were these outputs of the desired quality?

> How efficient has the process for this building block been? In other words, how do the costs of doing this building block compare with the benefits?

> What worked well and what didn't work so well in doing this building block? What would you do differently next time and why?

> To what extent was meaningful consultation and participation achieved?

Helpful hints

SEA timing and responsibility

> Start any time, preferably as soon as possible, since there is a role for SEA at any time of a CDS process

> Make sure that your SEA is up to date with CDS deadlines, processes and next steps – remember that SEA information is only useful if it can influence a decision

> Set team member(s) dedicated to SEA, avoid conflict of responsibilities, but ensure full linkage to CDS process and team

Information needed

> Work with what you have at hand. Use published information. Develop specialized studies to explore useful assessment links.

> Ensure the scale for SEA is the same scale for the CDS

> Look for trends and options

Communicate

Talk to government officials and stakeholders – what is that they consider important for the environment and sustainability? What is that they see as problems and opportunities?

Produce short and as many reports as needed; the purpose is to target key decision that can make a difference to the environment. Use short-hand reporting system; at the end of the process, bring it all together to produce the final SEA report that will inform future actions.

Resources

A Tool for better Governance and Sustainable Decisions, United Nations University training course at CSD15, New York (available online at http://www.un.org/esa/sustdev/csd/policy.htm)

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Appendix 1: Summary of CDS in Viet Nam³

1. *Ho Chi Minh City CDS (1998).* Ho Chi Minh City was one of the first City Development Strategies undertaken in Vietnam. It was undertaken by a team of experts and it appears that the idea of the CDS originated in the donor community with possibly limited understandin by HCMC. There was little local decision-making and the Central Government (which was not involved directly in the CDS) was the decision-maker in virtually all instances. The absence of local authority forestalled most meaningful outcomes of the process and precluded any strategic planning. This highlighted the challenges of working with a large and complex (fragmented) government on the scale of HCMC. The only identifiable outcome was the creation and donor funding for an urban coordination center whose intent was to coordinate donor activity. The HCMC CDS has been described as one of the "most difficult" of the early CDSs.

2. *Hai Phong CDS (1998, 2001-2).* There have been two CDS activities conducted in Haiphong. . In 1998, the World Bank initiated an evaluation of City Development Options for the City as a pilot case study on urban and environment development for the country with a strong emphasis on economic development. The Project was initiated by the WB to "deepen the Bank's understanding of urban development in Vietnam"- in context of "public sector reform and poverty alleviations". Haiphong was identified by the National Government as the site for the pilot case study based on the City's leading role amongst the cities attempting to "modernise". The evaluation used the four key WB components of competitiveness, livability, bankability and good governance and was intended to keep the "Doi Moi"reforms applied at the local level by increasing efficiency in collective decisions, spending and management The evaluation of and strategy for Haiphong provided a major component (alongside an assessment and strategy for Ho Chi Minh City) for the WB's approach to Growth, Poverty Reduction and Environmental Quality in Cities and Regions of Vietnam, completed in 2001. The WB's assessments and strategies appear to have been, for the most part, the product of a team of consultants which prepared specialist papers, reviews and options, subsequently discussed with City Officials. When the 2001 CDS commenced there appeared to be little local institutional memory of the previous CDS.

The 2001 Haiphong CDS was jointly sponsored by the city and UNDP's Administrative Reformation Project (VIE97/03). The project ran and was funded from March through December 2001 but was continued beyond this by the city. The CDS was under the direction of the Department of Planning and Investment and the Urban Management Coordination Council. A Task Force (also referred to as a Working Group) was assigned responsibility for conducting the CDS.

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³ This section draws extensively on an assessment made by Henry Sharpe and Michael Paddon for SDC of the experience of CDS in Vietnam and the detailed reviews of CDSs in Dong Hoi, Nam Dinh and Haiphong conducted as part of that assessment and presented at CDS workshops organised for SDC in Hanoi in December 2006

The Task Force was central to the Haiphong CDS and its fourteen members from different sectors and departments and met twice weekly during the critical 9 months of the project, on evenings and weekends. Although there was international assistance, the group was in charge of the CDS and essentially self-trained, exemplifying the learning by doing model. Three local staff members in the Haiphong government were selected as the national consultants for CDS and devoted approximately half of their working hours to CDS over the critical period.

The CDS assessment used participatory SWOT workshops, checklists, and weighting scale following the World Bank criteria for sustainable cities.

The consultation process involved 150 participants from 5 social or stakeholder groups consulted in 5 separate stakeholder workshops along stages of CDS process. Each consultation session also involved a training session for the participants.

Development strategies were formed in parallel with the definition of the vision. A first draft of CDS was set up by the working group, then reviewed through public consultation and stakeholders' workshops with business people, officials, scientists, universities and retirees.

The task force of 14 Haiphong department officials managed and had ownership of the entire CDS process. The commitment and work of the Task Force and local consultants created in Haiphong government a strong understanding of CDS and how to take advantage of the tools and techniques. The members of the Task Force and the local consultants have moved up in city government and continue to use their knowledge.

Draft proposals constituting the CDS were completed in December 2001 and were finalized in a workshop in order to be approved by Haiphong Peoples Committee however there was a change in leadership in the Peoples Committee at this time and the proposals were never formally put before the Committee.

The CDS vision and goals were reflected in the socio-economic development plan and the priority projects of the Peoples Committee. Five major strategies mentioned in Haiphong CDS have been carried out in the socio economic development of Haiphong City. Haiphong officials extended and replicated CDS methods for developing strategies for Science and Technology Department, planning Doson Town in Haiphong and for socio-economic development strategies at district level. There were many initiatives from CDS put in the Decision of the Communist Party on development for 2001-2005 and 2006- 2010. Formal institutionalization, implementation, monitoring and evaluation were not carried out as in the work plan.

3. Da Nang CDS (2002-2003). The Da Nang CDS was carried out by an ADB Regional Technical Assistance team over a relatively short period of time with limited local input or engagement in the City. The report of the CDS indicates difficulties in proceeding with public consultation. There is no indication that any consultation beyond the Project Steering Group was held. The ADB report is indicative of an inability to complete the project as originally envisaged, a view that is consistent with participants in the donor community familiar with Da Nang.

However, the vision – making Da Nang a Class 1 city and a major center – has been achieved. Five priorities are established mostly reliant to infrastructure development, a path that Da Nang has followed successfully over the last five years. The mission and objectives and main targets give attention to poverty reduction which is carried through in the development strategies but not in the priority actions and implementation. The priority actions focus on physical infrastructure. The CDS does not include specific action plans or projects (or assign specific responsibility for implementation). Seventy-five percent of the projected implementation funding ($567 million) is projected to come from outside and undetermined sources. Da Nang officials have a civic memory of there having been a CDS for the city but do not articulate any ownership or recognition of the details or the prescriptions.

4. Dong Hoi CDS (2004-05). The Dong Hoi CDS was conducted over 15 months as part of the Swiss Agency for Cooperation and Development (SDC) funded Dong Hoi Urban Development Project. The CDS was one of many capacity building components that made up an institutional strengthening project.

The Dong Hoi CDS used a predefined methodology offered by the international consultant, the "Triple A Process" used in Yogyakarta, Indonesia (and other cities). The CDS process followed three major steps: Atlas, Agenda, and Application. The Atlas contains information compiled from available sources of data, maps, photographs, diagrams, tables on existing conditions and trends, and planning reports. The project completed a comprehensive text and graphic (GIS) atlas. The Agenda is the vision and strategies, development projects and feasibility assessments. The Agenda, was entwined in Vietnam's multi-tier Socio-Economic Development Plans (SEDP) for the city and the province. The SEDP planning process that has a strong legal basis and institutionalized steps. The Agenda is heavily weighted toward infrastructure projects, consistent with the priorities in the SEDP. Dong Hoi is planning to upload the whole Atlas and Agenda onto the planned city website in their LAN system project. The Application step, actual implementation, was not reached and the process of conducting the CDS is finished (though not in that sense completed).

The governmental structure of Dong Hoi as a Class III City required all decisions to be taken by or at a minimum approved in advance by the province. City level plans are

subjugated to Province plans. Accepted practice in the Province at the time did not include public consultation that is not prescribed in law. Hence, the Dong Hoi CDS engaged in little consultation outside the official city structure. There was no formal identification of stakeholders outside of the city administrative structure.

The SWOT analysis that is one of the standard steps in CDS was conducted independently by each professional city department and not aggregated into a citywide assessment. A common vision for the city was not established; instead, each sector developed its own vision resulting in an array of 20 different visions.

The products of the Dong Hoi CDS – i.e., the strategies, plans and actions, are more fully integrated into the mainstream Socio-Economic Development Plan than is typical, demonstrating perhaps the most institutionalized outcome of CDS in Vietnam.

The Dong Hoi CDS process appears to have been strongly expert and consultant driven, with the city stakeholders more active in the Assessment, collecting data from existing sources, and less involved in the formation of the Agenda, preparing vision, strategy, and action plans.

4. Nam Dinh CDS (2004-06). The Nam Dinh CDS was conducted over two and a half years as part of the SDC funded Nam Dinh Urban Development Project (NDUDP). CDS was one of many capacity building components of a project focused on strengthening institutions. The lead agency for the CDS was the Project Management Unit of the NDUDP.

The Nam Dinh CDS was conceived as a capacity building process and was heavily focused on stakeholder consultation. Nam Dinh started by creating a city vision based on a consultative process; and then using the vision as a framework for the development of each other portion of the CDS. This contrasts with other approaches to the CDS model in which many Cities have collected the data and carried out the assessment first.

A wide range of stakeholders participated in the SWOT process and an outside consultant from the CIEM was engaged to assess the economic situation and opportunities for the city.

The Nam Dinh CDS is not an independent strategy; it built on existing policies and plans. The principal building blocks were derived from the Party policies, socio-economic plans, and spatial master plans at city Provincial and State levels. The Nam Dinh CDS has been supported by the resolution of the Party Congress of the City of Nam Dinh.

The responsibilities and flexibility of Class II cites are limited. Therefore, Nam Dinh's CDS focuses on action plans that emphasize capacity building and enhancement of government capabilities, while avoiding a list of capital projects dependent on external funding. Nam Dinh used the CDS process to identify and develop capacity for the City to take on additional responsibilities consistent with increasing Central Government authorization for decentralization.

The Nam Dinh strategies for 2010 were developed through stakeholder interviews, deliberation by the Task Force, and input of senior officials through interview and committees. The strategies were prioritized using specific criteria based on urgency, authority of the city, feasibility, contribution to poverty reduction, and resources available. Strategies that supported increased decentralization were also favored. All strategies were limited to those within the city's ability and resources to achieve.

The City departments responsible for implementation developed detailed action plans to address the priority strategies. Action plans were shortlisted by weighting those offering most capacity building and those that would help prepare Nam Dinh City to be assigned more responsibility by the Province. The leadership selected the final list of action plans for implementation and funding. Seven specific action plans have been given the highest priority by the Nam Dinh City leadership.

6.   *Ha Long and Can Tho CDS.* The most recent CDSs were completed in Can Tho and Ha Long between April 2006 and May 2007, funded by Cities Alliance and administered by the World Bank. The CDSs were prepared in partnership with the Ministry of Construction (MoC), together with the governments with responsibility for the cities of Ha Long (Ha Long City and Quang Ninh Province) and Can Tho (Can Tho City).

The primary objective of these CDSs was to: "assist the provincial and city governments (People's Committees) of Halong City/Quang Ninh Province and Can Tho to better manage development planning to achieve reduced urban poverty, increased economic growth and more inclusive and participatory process in planning".

In both Cities the preparation of the CDS was facilitated by a Steering Committee Chaired by the Chairman or the Vice Chairman of the City Peoples' Committee supported by a Project Management Unit. At the national level, the project had an Advisory Committee convened under Ministry of Construction (MoC) with representatives of MoC, MPI, provincial governments, city governments and the Association of Vietnamese Cities (ACVN), with a secretariat based in the MOC's Planning and Architecture Department. The detailed work on both CDSs was undertaken by a team of national consultants from the National Institute of Urban and Rural Planning (NIURP) advised by an international consultant.

The CDSs in Can Tho and Ha Long have been prepared in two phases: the first phase focused on compiling and synthesising existing plans and policies for the cities as well as developing a process for stakeholder consultation. The reviews of plans and policies were used to conduct a 'Strengths Weaknesses Opportunities and Threats' (SWOT) analysis and to identify main themes to be included in the vision statement and for the focus of further more detailed assessments. There were six stages of consultation in both cities over the course of preparing the CDS with an additional specific consultation process in the two areas of each city with the largest number of poor households

Phase two was developed around analysis of six themes identified by each city to reflect its specific challenges and opportunities. This analysis was used to identify the key development objectives which then framed proposed investment priorities.

The final CDS was prepared after consultation on the thematic papers and the key objectives. The resulting CDSs for both Can Tho and Ha Long are made up of six "building blocks": a City vision; a strategic overview; main themes and strategic objectives; investment priorities; action and implementation plans; and a monitoring and evaluation framework.

Abbreviations

CA	Cities Alliance
CDS	City Development Strategy
Danida	Danish Institute for Development Assistance
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
HDI	Human Development Index
JICA	Japan International Cooperation Agency
LCB	Local Coordination Board
MDG's	Millennium Development Goals
MSEs	Micro and Small Enterprises
ODA	Official Development Assistance
PAR	Provincial Administrative Reform
PCI	Provincial Competitiveness Index
PRISED	Poverty Reduction through Integrated Small Enterprise Development
SDC	Swiss Agency for Development and Cooperation
SWOT	Strengths, Weaknesses, Opportunity, Threats
SOE	State Owned Enterprise
WB	World Bank – International Fund for Cooperation and Development
UNESCO	The United Nations Educational, Scientific and Cultural Organization
USD	US Dollars
Viancomin	Vietnam National Coal and Mineral Industries Group
VCCI	Vietnam Chamber of Commerce and Industry