Cities Alliance – Work Programme

(Communications, advocacy, learning and knowledge sharing) Rec'd: 31 March 2010

Activity Plan and Proposal

Name of Activity

Urbanization Review: Developing the Analytical Tool and Implementing a Pilot in Vietnam

Background and Description

Issues to be addressed:

- <u>A lack of strategic national approaches to urbanization.</u> In most countries, urban policy is the product of several disparate ministries and government departments rather than a cohesive, strategic effort. The Urbanization Review will serve as an analytic tool by which national and local governments can jointly assess the dynamics of urban development across the national spectrum—examining such critical issues as (i) urbanization patterns and trends; (ii) local economy capacity to absorb the influx of migrants through dynamic local economies; (iii) land and housing market constraints and affordability issues and prospects with further growth; (iv) policy and institutional constraints that pose risks of creating informality and slum conditions over time if not proactively addressed; (iv) intergovernmental fiscal system and municipal finance issues; (v) multi-tier government, among other areas—as a foundation for planning strategically for subsequent growth.
- <u>A need to pilot such an approach in selected countries.</u> The first pilot Urbanization Review will be conducted in Vietnam, which is one of the fastest urbanizing countries in the EAP region. Its urban population is forecast to double between now and 2025, giving a total urban population of 52 million. An estimated 1.2 million people are added to essentially three urban agglomerations each year, posing acute and long-term absorptive capacity challenges. Vietnam's economic growth is being driven by large urban centers—particularly Hanoi and Ho Chi Minh City—but there is a key need to ensure these cities do not become clogged by unplanned urban growth and weak policy and institutional impediments causing labor, land and housing market distortions. A key question is what role secondary cities will play in this transformative process and how they can capture some of the spillovers of that growth to avoid leakages and capital flight, while ensuring the plight of the poor is taking into account in policy formulation.

Rationale of the Project:

- The Vietnam National Urbanization Review (VNUR) is a high-level, strategic analysis, which aims to support the Government of Vietnam in realizing its socio-economic development objectives through urbanization. It pilots an approach which is being developed to become a new flagship World Bank Knowledge Product—to support rapidly urbanizing developing countries in analyzing and understanding their urban transformation and to assist in developing appropriate urban strategies and policy responses at the National and Local levels.
- Rather than carrying out focused inquiry into specific sector issues, an Urbanization Review uses quantitative and qualitative analysis to identify the key binding constraints to sustained urban development, and to provide an overarching frame of reference to highlight priority areas coupled with policy advice and identification of areas requiring further in-depth data gathering and policy analysis.

Justification:

• <u>Consistency with World Bank approach.</u> The Vietnamese Government is already taking a strategic stance on urbanization: it has designated five types of cities, and views them analogously to the 'System of Cities' approach of the World Bank's new

Project code

Urban and Local Government Strategy. Urbanization already features as one of the four pillars of the Government's 10-year Social and Economic Development Strategy. And the Government sees the contribution of the Urbanization Review as a vital input to this strategy.

- <u>Partnerships.</u> The Urbanization Review in Vietnam benefits from buy-in by a number of partners, including Agence Francaise de Developpement (AFD), UN-HABITAT, JICA, Cities Alliance, OECD, and Oxfam GB. Their prospective role and involvement would be as follows:
 - OECD. The UR team has been collaborating with the OECD since June 2009, in order to gain from that organization's experience in conducting National Territorial Reviews, Metropolitan Reviews, and Urban Policy Reviews—and because many of the Bank's developing country clients seek to learn lessons from the experience of OECD countries in managing urbanization.
 - AFD. Currently undertaking an indepth analysis of intergovernmental fiscal relations and municipal finance issues in Vietnam, AFD will provide a vital contribution to the UR by sharing data and analysis on how cities finance themselves and the main barriers to urban development going forward given the existing legal/regulatory environment and assignment of revenue and expenditure authorities at the local level.
 - Oxfam UK. Oxfam has been carrying out important research on urban poverty by examining in particular the case of rural labor migrants to cities in Vietnam and documenting how these labor flows also create new demands for housing and vital services. As an input to the UR, this data and analysis will be used to understand these growing pressures on Vietnam's cities and could help point to ways that cities can position themselves to accommodate and create sustainable employment, as well as access to services and affordable housing for rural migrants.
 - Cities Alliance. CA is undertaking a new initiative called the Land, Services, and Citizenship Program, which is aimed to complement the work of the Bank and other CA and donor partners in urban development. In particular, LSC would adopt an approach that brings in community participation by mobilizing the urban poor to address their challenges through strategy formulation and support grants. This work, proceeding in parallel to the UR will complement the process by bringing in critical stakeholder groups and engaging the newlyestablished Urban Forum as a vehicle for consultation and strategy formulation.
 - JICA. JICA has for some time been supporting urban planning efforts in Vietnam's three major urban agglomerations as well as in other secondary cities. A combination of data collection, analysis, support in preparing new masterplans and assisting with capacity development at local institutions represent the key areas of their contribution. Collaboration on the UR would comprise data sharing, joint workshops and alignment on policy dialogue.
 - UNHABITAT. UNHabitat has a long-standing engagement on urban development issues in Vietnam and an extensive program of assistance. Agreement was reached with Habitat counterparts to share information, jointly convene policy discussion workshops and harmonizing policy dialogue at the national and local level.
- <u>**Preparation.**</u> A mission comprised of five World Bank staff has already undertaken an initial scoping in Vietnam from November 16-21, 2009. The mission: (i) met with key government officials—in a number of national-level Ministries and their associated Agencies—to understand their critical challenges in managing urbanization; (ii) explained the UR approach and methodology to confirm their interest (already expressed to the World Bank Country Office) in proceeding with the UR as an input to their urban strategy and policy formulation at the national and local level; (iii) initiated a process of gathering existing data and background studies relevant to the analysis; (iv) met with development partners—including NGO, private sector, and other institutional counterparts—who will collaborate in implementing the UR; (v) developed an initial action plan and timeframe for the UR. That mission itself was able to build on the Bank's consultation in Hanoi in June 2009 with a wide range of stakeholders, which

took place in preparation for the Urban and Local Government Strategy, from which the Urbanization Review will draw its intellectual foundations.

Target audience

National and Local Governments are the primary audience for the Urbanization Review—as the institutions responsible for analyzing and acting on urban development. Critical counterparts at the national level will include not only the Ministry of Construction (mainly through the Urban Planning Department) and its affiliated Vietnam Institute of Architects and Planners (VIAP), but also key national institutions dealing with national development strategy, including Ministry of Planning and Investment (and its policy research arm - The Development Policy Institute - DPI), the Vietnam Academy of Social Sciences (VASS), and agencies dealing with land issues, such as the Ministry of Natural Resources and Environment (MONRE). At the local level, a recently established Urban Forum that is being supported by Cities Alliance will provide valuable feedback and guidance reflecting primarily the local government perspective. To facilitate horizontal coordination at the national level for the preparation of the UR, a Core Consultative Group has been formed comprised of: MOPI (represented through its Regional Planning Department), MOC (represented through its Urban Development Agency), MONRE, and VASS. This vehicle is intended to help coordinate policy dialogue across relevant national government agencies where the equivalent of a Vietnamese agency, such as the Urban Forum, does not exist at the national level.

Development Objective	Outcome indicator(s)
The long-term development objective is to facilitate the	Successful formulation and
benefits of urbanization for economic development, while	dissemination of the
taking measures to avoid the informality and slum formation so	Urbanization Review, which
often prevalent in rapidly urbanizing countries that are	becomes adopted by
unprepared. The UR would provide the analytical	national governments as an
underpinnings for national and local governments to formulate	analytical tool underpinning
strategic and cohesive urban policies. It should also provide	their preparation of national
guidance on investment prioritization.	Urban Strategies.

Immediate Objectives, outputs and activities	Indicator(s)
Immediate Objective 1: Piloting the Urbanization Review in Vietnam. Vietnam's National Urbanization Review is produced and becomes a core input to its national Urban Strategy, which is under preparation.	• Underlying analytics of Vietnam's Urban Strategy ('Urban Masterplan 2025') are updated and strengthened.
Immediate Objective 2: Contribution to the Urbanization Review Knowledge Product. Vietnam's Urbanization Review road-tests the core methodology and analytical tools, which are developed to a stage where they can autonomously be utilized by national governments elsewhere in the world.	• Formulation of the Urbanization Review: a new World Bank Knowledge Product to support rapidly urbanizing developing countries in analyzing and understanding their urban transformation and to assist in developing appropriate policy responses.
Immediate Objective 3: Dissemination of Results and Promotion of the Urbanization Review tool in other	 An 'Urbanization Review' becomes a standard part of

countries.

A successful Urbanization Review in Vietnam, and the compelling structure and relevance of the Urbanization Review tool in general, encourages other countries to implement Urbanization Reviews during preparation of national Urban Strategies. the analytical process by which national governments formulate Urban Strategies. Specific policy measures are adopted to facilitate the urban transformation.

Output 1: Piloting the Urbanization Review in Vietnam

Vietnam's National Urbanization Review is produced and becomes a core input to its national Urban Strategy, which is now being prepared.

The Vietnam Urbanization Review (VNUR) will have three sections:

- (1) Stylized Facts. A descriptive section which explores key strategic issues and the dynamics of urbanization in Vietnam. Three levels of analysis: (a) <u>national</u> <u>overview</u>, including distribution, composition and density of population and of economic activity, (b) <u>selected growth poles</u>—centered on Ho Chi Minh City, Hanoi, and Da Nang—including their economic structure, evolution over time, urban poverty dynamics and challenges, urban-rural interactions, and relationships between different levels within Vietnam's 'system of cities', (c) <u>primary cities in each region</u>, including their particular challenges.
- (2) **Binding Constraints.** An analytic section which highlights specific policy, institutional, and financing areas that represent binding constraints, drawing on SEVEN thematic areas:
 - i. <u>Institutional & Governance Arrangements:</u> focusing on mandates, policy coordination, and challenges. Will highlight relevant experiences and performance benchmarks from comparator OECD and developing countries.
 - ii. Land & Housing Markets and Related Urban Planning Issues: focusing on institutional roles, policy outcomes, and corrective actions necessary to respond to rapid urbanization—particularly in the context of housing supply which critically lags behind housing demand. Will also address the lack of coordination in planning by Vietnam's various governmental departments (investment planning, natural resources, construction, transport, and housing agencies), which confounds an integrated approach to land, planning, and housing strategies.
 - iii. <u>Intergovernmental Fiscal and Municipal Finance Issues:</u> focusing on the mobilization of financing, revenue collection, and expenditure management. For example, inadequate financing for cities has forced many cities to act on the "perverse incentive" of raising revenues through land expansion that enables the sale of public land to private developers, but leads to unplanned expansion and sprawl with increasing long-term infrastructure financing costs. Thus urban land areas in Vietnam expanded by 56% between 2002 and 2007 alone.
 - iv. <u>Infrastructure, Finance, and Prioritization:</u> focusing on which investments would have the largest payoffs in supporting growth, and in addressing poverty and access to services. Close collaboration with colleagues in the transport sector on national and regional transport investments to support regional economies.
 - v. <u>Human Capital in Economic Development:</u> focusing on insights for Vietnam from experience in India and elsewhere on the role of human capital in generating economic growth.
 - vi. <u>Urban Poverty:</u> focusing on the lessons from World Bank and Oxfam poverty analysis work in Vietnam on urban policy and strategy.
 vii. Urban Sustainability & Climate Change: focusing on the likely impacts

of climate change on Vietnam's urban areas, and on the adaptation measures that could be taken by Vietnam stakeholder agencies. Will draw on the Bank's new Eco2 Cities initiative.

(3) **Policy Recommendations**. A prescriptive section which will include suggested reforms, follow-on analysis, and an agreed and phased-in action plan.

Activities

- **Preparation of Background Notes, based on Key Data** The tasks carried out that will be included in the Background Notes will include (i) primary source data survey research (e.g. land and housing price data, urban and inter-urban transport data), (ii) analysis of existing statistical data (employment, business establishment, household income, living conditions) using various economic and statistical analysis techniques, and (iii) review and analysis of policies, legal and regulatory issues (relating to urban planning regulations, land and housing market regulations, etc.) The Background Notes will represent a vital input to the Urbanization Review analysis and policy recommendations and will provide decision makers with robust analytics to inform policy decisions. This task would be carried out by local consultants, Bank staff, and partner agencies working with counterpart agencies, such as Vietnam Academy of Social Sciences (VASS), who would assist with overall data collection and facilitation of data exchanges with the Government.
- Convene Vietnam's Urban Forum. This is a consultative partnership forum for the overall exercise, comprised of local government representatives, line ministries and agencies, plus foreign development agencies and NGOs. Workshops and meetings will be organized as specific milestones are met to discuss UR analysis and findings and to test conclusions and possible policy recommendations prior to proceeding with the final report writing. The aim is to facilitate greater coordination and consensus among key stakeholders upfront. Further, a Core Consultative Committee (CCC) comprised of the Ministries of Planning & Investment, Finance, Construction, Transport, Statistical Office, Natural Resources & Environment, plus local level PC representatives, the Vietnam Academy of Social Sciences (VASS) and Vietnam Institute of Architecture, Urban and Rural Planning (VIAP), will involve the core stakeholders at the centre of strategy development.
- **Compilation into a cohesive Vietnam National Urbanization Review.** Will draw on Background Papers and analytical work to develop a framework highlighting key challenges today and over time; point to strategies and policies to deal with these challenges; and establish a basis for developing a National Urban Strategy based on the analytical underpinnings of the Urbanization Review.

Assumptions*	Cost			
Bank Staff Time	\$158,000			
Consultant				
 Including time and travel/accommodation for intl consultants (Land, Urban Planning), and local consultants (survey research, economic analysis) 	• \$240,000			
Training/Workshops				
3 consultation and dissemination workshops planned for in country discussions	• \$3,500			
Dissemination				
 Production of report and PPT presentations and translation into Vietnamese 	• \$1,000			
Other	• \$500			
Audit and consumables for workshop sessions				
* explanatory note on inputs categories:	I			
Task Manager: how many staff weeks (S/W)				
 Consultant: International and national consultants – Personnel - Travel 				
 Training: Training – Consultation – Seminar – workshop - Expert group meeting 				
 Dissemination: Editing – Printing – Translating - Disseminating 				
 Other: Consumable – Audit 				

Output 2: Contribution to the Urbanization Review Knowledge Product.

Vietnam's Urbanization Review road-tests and refines the methodology and analytical tools of the Urbanization Review, which is developed to a stage where it can autonomously be utilized by national governments elsewhere in the world.

Activities

- Development of a Data List for subsequent Urbanization Reviews. This data list provides the core analytical framework of an Urbanization Review. The Data List is divided into five sections, which correspond with the five pillars of a national Urban Strategy—as proposed in the World Bank's new Urban and Local Government Strategy: (i) City Management, Finance and Governance, (ii) Urban Economies, (iii) Land and Housing Markets, (iv) Urban Poverty and Slums, (v) Urban Environment. Each section of data, once collected, and then interpreted in the main body of an Urbanization Review, will permit national governments to better understand and analyze the dynamics of urbanization in their countries, and thus provide an analytical foundation for their national Urban Strategy.
- **Preparation of a Framework for National Urban Comparisons and Benchmarking.** Of vital interest to late urbanization countries is the experiences of their forerunners in terms of lessons learned policy decisions and measures taken that worked, as well as less successful outcomes. A combination of case studies and comparative data will be compiled to provide a useful comparative framework to be applied in the case of Vietnam and for other countries where the UR is implemented.
- **Provision of a real-world Urbanization Review.** Vietnam's National Urbanization Review will constitute a demonstration model Urbanization Review, to inspire national governments elsewhere to implement their own Urbanization Reviews.

Assumptions*	Cost
Bank Staff Time (36 Staff Weeks at Avg of \$4,000/week) Consultant	\$144,000
LOE: \$212,000 + Travel/Accommodation \$69,000 Training	• \$219,000
Workshops and expert group meetings with OECD in Paris Dissemination	• \$2,000
Cost of preparation, printing and documents/workshop translation.	• \$1,000
Other • N.A.	• \$0.00

* explanatory note on inputs categories:

Task Manager: how many staff weeks (S/W)

o Consultant: International and national consultants – Personnel - Travel

• Training: Training – Consultation – Seminar – workshop - Expert group meeting

o Dissemination: Editing – Printing – Translating - Disseminating

Other: Consumable - Audit

Output 3: Dissemination of Results and Promotion of the Urbanization Review tool.

The dissemination of a successful Urbanization Review in Vietnam, and the compelling structure and relevance of the Urbanization Review tool in general, encourages other countries to implement Urbanization Reviews during preparation of national Urban Strategies.

Activities

- Workshops and Learning Exchanges. These sessions would be used to bring experience from other comparator countries, present emerging findings and analysis for discussion and verification at various milestones in the course of preparing the Vietnam UR to help inform and shape policy dialogue along the way.
- **Regional Workshops.** Regional workshops to be held in each of the Bank's six regions, and for staff at Bank headquarters in Washington DC. Presentations will detail the process by which Vietnam's Urbanization Review was formulated, providing the analytical foundations for its national Urban Strategy. Presentations will highlight the key importance of rigorous data collection across all five sections of an Urban Strategy.
- Cross-country and cross-regional assistance for the first batch of Urbanization Reviews. Preparations are being made for these to be conducted in Ghana, Colombia, China, and Indonesia, in addition to Vietnam.

Assumptions*	Cost
Bank Staff Time	\$5,000
Consultant	
• Travel	• \$25,000
Training	
• N.A.	• \$0
Dissemination	
Provide details	• \$1,000
Other	
Provide details	• NA.
* explanatory note on inputs categories:	

Task Manager: how many staff weeks (S/W)

- o Consultant: International and national consultants Personnel Travel
- Training: Training Consultation Seminar workshop Expert group meeting
- Dissemination: Editing Printing Translating Disseminating

Other: Consumable - Audit

Timeframe and Activity Plan Summary

Duration	Duration Starting date		Completion date	
20 months	November 2009		June 2011	
Milestone activities		Scheduled		
 Meet with OECD to dis 	cuss and	WB HQ Team		
reach preliminary basis for partnership on the Vietnam UR		By December 4	4, 2009 (completed)	
Provide Urban Plannin	g	Vietnam Count	erparts	
Law/Regulations for Revie	Ŵ	By December 5	5, 2009 (completed)	
Form Vietnam UR Cou	interpart Team	MOC		
 working through the exist 	 working through the existing Urban 		By December 15, 2009	
Forum or through alternativ	/e			
arrangements				
 Meet with and discuss 	UR with local	WB Vietnam Team		
government counterparts		By December 31 2009		
 Prepare Vietnam Urba 	nization	WB Team w/ Vietnam Counterpart Inputs		
Review Concept Note		By April 9, 2010		
Circulate and hold CN Review		WB Team		
Meeting		By April 24, 2010		
Data Gathering: Work		WB Vietnam To		
and seek to recruit researc	•	January-April 2	2010	
Organize 2nd Mission:	•	WB Team		

 Draft VNUR Outline for comment and	March 2010
revision during upcoming mission; Follow	WB Team
up on outstanding data and document	End-March 2010
requests; provision of proposed draft	WB Team & JICA/ALMEC
outline for forthcoming mission and	Mid-June 2010
related workshop(s) Mobilize 2nd Mission in connection	WB Team & AFD
with SEDS Conference + Present at	September 2010
conference Organize with partners the first policy	WB Team & Vietnam Counterparts
discussion workshop on urban policy Organize second policy discussion	February 2011
workshop on municipal finance Organize preliminary draft discussion	WB Team
workshop Deliver Policy Note Vietnam UR Dissemination	March-April 2011
Workshops & Regional Workshops	March-September 2011

Activities	2009	9 2010			2011			
	4 Q	1 Q	2 Q	3 Q	4 Q	1 Q	2Q	3Q
Output 1 – Piloting the Urbani	zation R	eview A	nalytica	l Tool ir	Nietna	m		
Stakeholder Meetings &								
Ownership Building								
Data Gathering								
Preparation of Background								
Papers								
Present Preliminary Findings								
Present Final Report								
Output 2 – Contribution to the	Urbaniz	zation R	eview K	nowledg	ge Produ	uct		
Develop Analytical Tools								
Workshops to Present Tools								
Pilot and Road Test								
Knowledge Product								
Produce Knowledge Product								
Output 3 – Dissemination of Results and Promotion of the Urbanization Review Tool								
Prepare Presentations								
Host & Facilitate Workshops								
Expand KP use in other client								
countries								

Partners

	-		
Joint Implementation Partners	Main roles and responsibilities		
Organisation: Cities Alliance Secretariat	Leads new Land, Services and Citizenship		
Contact person: Andrea Merrick, Urban	initiative. Provides technical assistance and		
Specialist	funding support to Urban Forum. Assists in		
Contact phone/ email: (202) 473-4051;	mobilizing community groups.		
amerrick@worldbank.org			
Organisation: Japan International	Through its consultant ALMEK will share		
Cooperation Agency	survey research and masterplanning data and		
Contact person: Mr. Kobayashi Kenichi,	analysis for the three city economic growth		
Vietnam Office Representative	regions. Co-sponsor workshop in June 2010		
Contact phone/ email: (84-4) 3831 5005	on critical urban planning challenges in		
Kobayashi.Kenichi@jica.go.jp	Vietnam		
Organisation: Agence Francaise de	Conducting municipal finance data collection		

Developpement Contact person: Yann Martres Deputy Director Contact phone/ email: (84-4) 3823 6764 martresy@afd.fr	and analysis. Agreement to share data and results. Co-sponsor workshop in Sept 2010 on Intergovernmental Fiscal Relations and Municipal Finance.
Organisation: OECD, Paris HQ Contact person: Lamia KAMAL-CHAOUI Program Manager Contact phone/ email: 33-1- 45 24 16 73 Lamia.Kamal-Chaoui@OECD.org	Would provide global comparative data; share OECD country experience; participate in workshops; provide peer review comments and inputs
Organisation: Oxfam UK, Oxfam House John Smith Drive, Cowley, Oxford, OX4 2JY United Kingdom Contact person: Steve Director Contact phone/ email: Phone +44 1865 473 727 Fax +44 1865 472 600	Providing poverty assessment data and urban policy analysis.

Fund Recipient Organization:- The World Bank

Authorized Signatory name & Title	Hoonae Kim, Urban Sector Manager, EASVS
Organization Name:	The World Bank
Address:	Vietnam Country Office (84-4-3934 6600)
Contact Person/Title:	Dean Cira, Vietnam Urban Sector Leader
Telephone/Cell phone/Fax/Email #s	84-4 3934 6600; dcira@worldbank.org

Co-funding

	Total Budget	World Bank FEU	World Bank Vietnam SDN Dept.	Cities Alliance	Govt of Switzerland
Output 1	403,000	75,000	145,000	183,000	-
Output 2	366,000	100,000	-	66,000	200,000
Output 3	26,000	25,000	5,000	1,000	-
Total	\$800,000	\$200,000	\$150,000	\$250,000	\$200,000

Summary of Financing and Project Duration

Total expected Project activity Duration	
Amount of total budget requested from Cities Alliance funding: US \$	\$250,000
Co-financiang amount of total budget, including local partners: US\$	\$550,000
Total Project budget Cost: US \$	\$800,000

Detailed Budget Execution/Implementation

	Total	World Bank FEU	World Bank Vietnam Country Office	Cities Alliance	Govt of Switzerland
Output 1					
Bank Staff	158,000	54,000	79,000	25,000	
 Consultant 	240,000		66,000	158,000	
 Document 	3,500				
 Dissemination 	1,000	1,000			
Other	500	20,000			
Sub total 1	403,000	75,000	145,000	183,000	0

Output 2				
 Bank Staff 	145,000	65,000		80,000
 Consultant 	219,000	35,000	64,000	120,000

Other Sub total 2	366,000	100.000	0	66,000	200,000
 Dissemination 					
 Document 	2,000			2,000	

Output 3					
 Bank Staff 		5,000			
 Consultant 			5,000		
Training					
 Dissemination 		20,000		1,000	
Other					
Sub total 3	0	25,000	5,000	1,000	0
Grand Total	\$800,000	\$200,000	\$150,000	\$250,000	\$200,000

Basic Fiduciary Information of Grant Recipient

a. Is the Recipient a registered organization under the countries/cities legal framework ? - Yes

Can the recipient provide proof of registration and years of operation? Yes b.

c. Does the recipient have prior experience managing other Donor funds and provide documentation to support this? Yes

d. Does the recipient have authority to open a bank account for receiving donor funds ?- Yes
e. Is the recipient audited annually? - Yes

f. Do you produce periodic financial reports for monitoring and evaluation? Yes