# NALAS Summer School on Local Governance and Intergovernmental Fiscal Relations

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# MFSA and Urban Audit

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# **MFSA Objectives**

- Accountability to promote financial self-assessment as part of the change management process of local administration
- Transparency to help LG share information with other LGs, and to inform central government, LG Association and citizens about their situation (open data)
- Prioritization to encourage municipal financial and technical departments (asset management, urban planning, strategic planning, mayor's office) to work together on strategic and capital investment planning anchored in financial realism
- Efficiency to monitor and act on a set of key actions aiming at improving mobilization of local resources, rationalization public expenditures and improving financial management practices
- Access to external funding to share common methodologies and international indicators and facilitate negotiations with banking institutions and external donors



# MFSA methodology and cycle

Legend

1. City Profile

Framework

2. Basic database for MFSA

3. Generic Financial

4. Historical Analysis

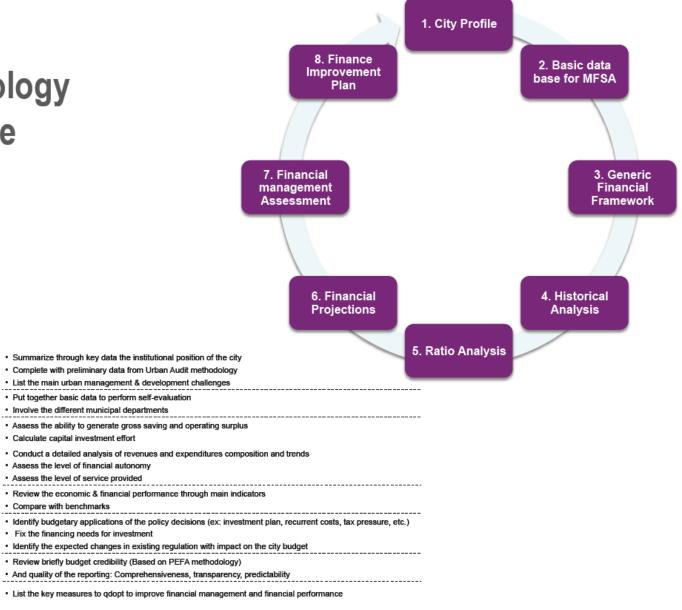
6. Financial Projections

7. Financial Management

8. Finance Improvement

5. Ratio Analysis

Assessment



# **Step 1: Provide your City profile**

#### 1. CITY OF.... FINANCIAL PROFILE

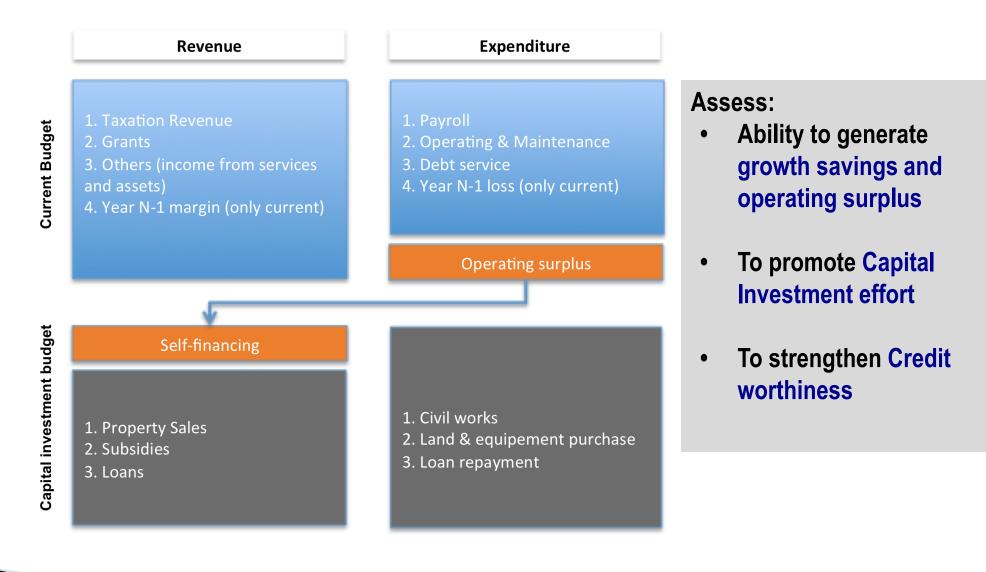
I Territorial organization	One city level	City with sub- municipalities	City with intercommunal upper level
		Х	
Name of sub-national /intercommunal entities	-		
Sub-Municipalities or intercommunal financed by	the city	Yes	

	2008	2009	2010	2011
II Population	686 568	695 493	695 493	695 493
Annual growth	1,30%	1,30%	1,30%	1,30%
III GDP				
GDP per capita				
			6	
IV Total budget revenue				
Revenue per capita				
% of city GDP		1		
Debt outstanding				

Summarize through key data the institutional/administrative situation of the city, its demo-eco position and the main urban development issues



# **Step 3: Financial position**



# How do the Rating Agencies See your City?

# Metropolitan Municipality of Istanbul - Rating action Report

Fitch Ratings has upgraded the Metropolitan Municipality of Istanbul's (Istanbul) Long-term local currency Issuer Default Rating (IDR) to 'BBB' from 'BBB-' and its National Long-Term Rating to 'AAA(tur)' from 'AA+(tur)'. The upgrade reflects Istanbul's

- continued strong operating performance,
- high capital revenue,
- high self-financing capacity, and operating margins above 50% in 2015-2017.
- Strong operating surpluses and
- asset sale proceeds will cover the bulk of its [Istanbul] TRL25bn investment to be implemented in 2015-2017.

Fitch Ratings Nov 6, 2015

# Step 5: Performance measurement through Ratio analysis

Criteria	Indicator (definition)	Objective	(benchmark)		ive index City Index (benchmark)		Objective index (benchmark) City Index		ex	Graph with mention of the benchmark if possible
				2008	2009	2010				
STOCK	RATIO									
Credit w	vorthiness									
1	Operating Savings before interests / Current actual revenues	The LG has the capacity to borrow and to invest	> 0,3 (or 30 %)				Graph with mention of the benchmark if possible			
2	Net Operating Surplus (after debt service including capital repayment) / Current actual revenues	The LG has the capacity to borrow more	> 0,2 (or 20 %)				Graph with mention of the benchmark if possible			
3	Cash (end of the year) / current liabilities (divided by 365 days)	The LG ability to meet its short-term obligations	90 days				Graph with mention of the benchmark if possible			
Indebted	dness									
4	Debt outstanding / operating surplus (capacity to clear its debt)	The LG capacity to clear its debt with operating surplus	< 10 years				Graph with mention of the benchmark if possible			
5	Debt service / Total current revenues	The annual debt burden is correct regarding current revenue	< 10 %				Graph with mention of the benchmark if possible			
Fiscal a	utonomy									
6	Own tax receipts + unconditional grants / Current actual revenues	The LG has the ability	> 80 %				Graph with mention of the			
7	Tax pressure (Tax receipts/Tax potential)	to increase its revenue	< 70 %				benchmark if possible			
Capital i	investment effort									
8	Capital investment expenditures / Current actual revenues	The LG favors development expenses	> 40 %				Graph with mention of the benchmark if possible			

#### **Stock ratios**

- Credit worthiness
- Indebtedness
- Fiscal autonomy
- Capital investment effort
- Level of services
- etc.

Flow ratio: Margin ratio

**Comparison ratios**: based on revenues and expenditures items

**Benchmarks:** To base on country specificities (national database ?)

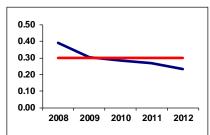
# Ratio Analysis

#### Step 5. Ratio analysis (municipal finance dashboard)

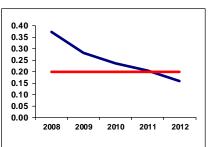
Criteria	Indicator (definition)	Objective	Comparative index	City Index				City Index		Graph with mention of the benchmark if possible
				2008	2009	2010	2011	2012		

#### **STOCK RATIO**

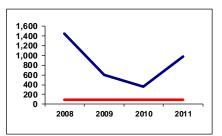
Credit worthiness			2008	2009	2010	2011	2012
Operating Savings before interests / Current actual revenue	The LG has the capacity to borrow and to invest	> 0,3	0.39	0.30	0.28	0.27	0.23
***************************************			0.3	0.3	0.3	0.3	0.3



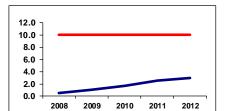
			2008	2009	2010	2011	2012
Net Operating Surplus (after debt service including capital repayment) / Current actual revenue	The LG has the capacity to borrow more	> 0,2	0.37	0.28	0.24	0.20	0.16
	3		0.2	0.2	0.2	0.2	0.2



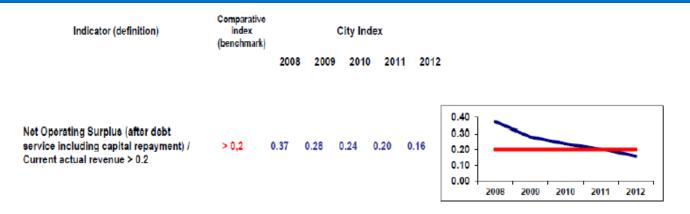
		2008	2009	2010	2011	2012
Cash (end of the year) / The LG ability to me current liabilities (divided by 365 days) The LG ability to me its short-term obligations	eet 90 days	1,453	604	365	977	198
		90	90	90	90	90



Indebtedness			2008	2009	2010	2011	2012
Debt outstanding / operating surplus (capacity to clear its debt)	The LG capacity to clear its debt with operating surplus	< 10 years	0.5	1.0	1.7	2.6	3.0



# Ratio analysis example



This is the nominal result of the government equivalent to its revenue minus expenses, including debt interest. It is the most comprehensive measure to check the financial health of the public sector, since the number represents the total borrowing of the public sector. When submitting a nominal deficit, the government will have to finance with the placement of government bonds or raising funds via credit operation.

The data presented, it appears that, relative to the benchmark adopted during the years 2008 to 2011 the index was positive, indicating that the government was able to finance, but starting 2012 turned negative in relation to benchmark, which shows risk of uncontrolled and even explosive debt growth.

As solution, it would be important to review the composition of the debt service, what it is possible (deadline, charges and reset mode); as well, review the expenditures (expenses).

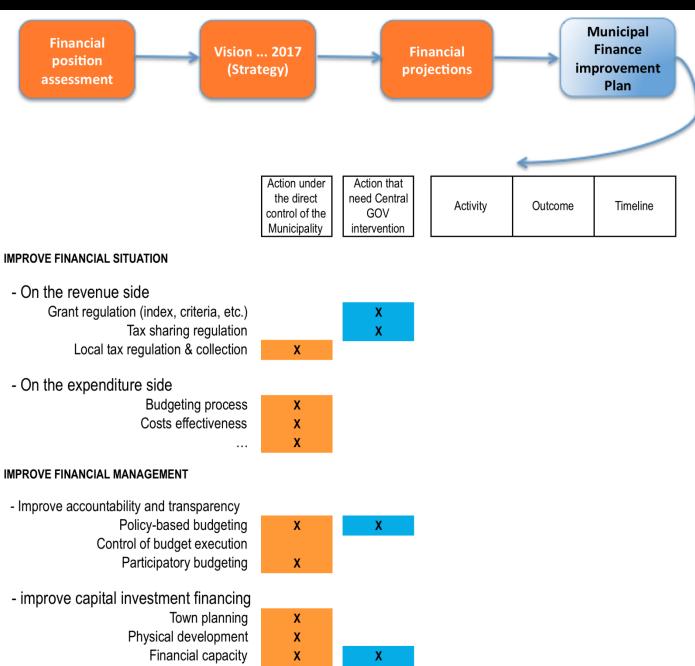
# Step 6: Financial projections

- The 5Y financial projections are performed with the objective to measure impact of decisions on finance capacity and credit worthiness
- The main condition is to start with reliable and relevant historical data and formalize through assumptions the impact of policy decisions (expenses, borrowing, tax pressure, etc.)
- Usually, several assumptions and scenarios are tested : past trends projections and projections on the basis of significant changes.



						700				
	in current currency									
	Items	Last 3 actual years trends (2008-2010)	Main assumption s	Index	Specific calculation	2010	2011	2012	2013	2014
						Actual	Estimated	Projection	Projection	Projection
Α	TOTAL CURRENT REVENUE									
	Own Tax Revenue									
	- Property tax									
	- Business tax									
	- Others (development fee)									
	State transfers									
	- Shared tax									
	- Unconditional grant									
	- Conditional grant									
	Other revenue									
	- Asset rent, interest									

# **Step 8: Municipal Finance Improvement Plan**



The objective is to translate lessons learnt from the different steps of the MFSA into a few actions to be implemented by the municipality to improve its financial situation and its financial management.

Actions that are not under full control of LGs can be mentioned if they are part of State reforms currently under discussion or if they are included in the current agenda of National Associations of Local Governments.

### **MFSA Brochure**

#### **GAZI BABA**

#### 1. City Profile

Territorial organization: Number of the City of Slope as a special Unit of Local Covernment (propriess 10 municipalities), Tax Sharing system with the City of Slopie.

Population: 76,458: Amual cowh: 0.1% Danativ 8.3ha (by because of the arge city

#### **NOVO SARAJEVO**

the mile municipal fee that firm Cando Sarajevo. The Novo Sarajevo **SUBOTICA** ip of 18 local communes (bos. "mjesna zajdnica")

es). New data will be published in 2014, based on the Oct. 2013 1991 Area: 9.9 km². Density: 74ha. Percent of Saraévopopulatón

capita: BURSSOO (second highest in the Federation of Bosné and fe rSarajelo Cener). Labor market activit rate la higher n Novo FBH and B H averges (70% & Novo Sarajevo compared to 48% & rolowen trate and a lover recistred unemployment rate Number of \$406 (\$2% of the 15-64 year-oil population). Number of unempoyed

t. None of its utility companies are included in the municipal budget ses, the municipality transfers funds to some utility companies di

employees distributed over 12 Service Departments. Part of ite ith the City and of the Canton, Administration Service Department (47) Service Department (26 employees) and Service Department of es, Reconstruction, Development and Environment Protection (24

estment Plant The Devedoment Siteboy of the Novo Saralaso e peròd up to 2015 and riccides detaled situational analyses by s, vision, six stategic objectives and 32 stratege programs each of ojeds. The Strategy is supported by an Action Plan. There are more panned investmen toroleds, agund half of which are currently under preton of a new Development Strategy for Novo Sarajevo is under occurrithe new statistical data that will be available when the Canaca

ul I indude an update of the investment pain. langes: Noto Barseko is engaged in a rodernization effirt. Problem regement and liègal construction is sues. The laste with assets is that d as beto owned by the municipality. Therefore some capital ded as transfers which complicates investment and assetmanagement,

ituation



5. Novi Ored 6. Novo Sarajer

7. Start Grad

Exchange: 1 BAM = 0.5112 EJR /1 BUR = 1.955 BAM Infétion Index: 2006: +7.4%; 2009: -0.3%; 2010:

+2012 actual budget of its municipality of Novo Saragivo à about BUR10 million. Curent revenue dicreased significantly with the crisis (average annual growth of current revenue in the period: -41%). Significant surplesses are included in planned budgets. since FBH uses a modified cash basis for accounting and earmarked evenues for multinous cardial

+21%;2011: +3.7%;2012:+2.1%

· Operational expenditures have been adjusted donward to partially offset this revenue fall (average annual prowth in its period: 3.1% Note: operational ependiture incodesone-diferpenses dr local elections in2012 and for the Census it 2013.

 The municipality does not have any debt. Operating margin is more tan 50% of curent menues and higher tan capital investment

ependitures. It is partly fed by current surpluses. · Captal expenditure diceased somewhat, but projected to grow Capital expenditure is frianced entrely for ongoing revenues-here se no sais of assets, foreign rivestment donations, or loans.

lekstil Seel Plant, Skoosko bewen rade-Thessalonikland al port Land

re (kindegartens), prihary education roads (some local roads of City of landfil for the City of Stope), water

er disposal: Public Enterprise Weet e): Electricity: EWI (Prime Co. ever and Energy Sectir ESM for the

atón, 178 in kádergaréna and send

flanced by the citybudget + State g budget) (MKD18 millions: Jurumén

life frough capital investments. Key (new construction and rehabilitation). anagement impérentation.





Willes LCC	Bichange: 1 MKD = 001622 BUR / 1 BUR = 6162 MKD
17.2     27.1   Green't     200 12   minst   200 12	Infation Index: 2008 +8.3%,2009: 0.9%, 2010 +1.6%, 2011:+3.9%,2012:+4.7%
10 to	

• The 2012 Actual Budget of he City of Gad Baba refeded a decesse of 5%, after an average annual ncrease of +9% over its period 2008-2011, which was greatr than the amusi infation fidex and theocoulator

Thebudget isapproximately EJR10 million which is a small borton of the budget of the Slopje municipality.

 Operating expenditures consumed more han 65% of current revenues during the period and provided an operating margin of about 12% of current revenues. Revenues have grown at the same page as operating ependiture for the period under review except in 2012 when current expenditures horassed while evenues

 There was no debt outstanding at the city level in 2012. But the city is part of the Word Bank anded Municipal Service Improvement Project and should scord debtrepsyment in2013.

The annual fivestment effort a about EUR15 million be near finded by and sales and proceeds for leases and by net margin.

The budget is beanced and has generated an ncressingoleral surplus.

b=4	200	200 ente
Total service service	3808	2010
Belome M. (Assepte)	30	82

2 Financial Situation

distribution, central parking and garages, and so forth.

based on Pall diskeand the potential to be a cultural heritage site.

City Profile

Territoral Openization of December 28, 2007).

len.	211 mbs	200 entel	211	211	211 mbai	SIG ather	200/2
Told according to the	3828	3813	3,438	3,600	679	12	7,8%
Brisma (M. (Aurylia)	30	62	32	31	44		
Countriesna parti	2/76	2,801	2,13	3,63	(38)	- 38	7,8%
Coming reportion	311	2,687	1,10	1,28	3,00	30	7,0%
Compley mayin	80	Q8	40	38	82		1,3%
California (Passale Intras)			10	96	82		
Edinpolity magin		36	31		30		1,2%
Californium		31	41	41	71		42%
Franky							
(Consultations transmiss)	30	6.0	27	88	60	2	628
ries.	91	<b>CB</b>	4.8	10			
Charlest part animiproment		- 27	-				12.0
Conditions before	42			82	31		44.5

Territorial organization: The city of Subolos is the second most populous city in the

Audnomous Province of Volvodes (after Nov Bad) and one of 23 Berblan difes with a

metopolitanorganization made up of an inner city and 18 aububan settlements (see Law on

Population: 141554 (2011 canaus); Annua Igrowth: -04%. Tota lares: 1007 km² (100,700

Economy: Business entities: 5179 (excéding entegreneurs) Labor droe 99226 or70% of

he occusión. Unempósed: 11% recisered 2012), Located dose to he border with

Hindary, the day holds a strately position and is the most important administrative

hduadel, tade, traffic and cultral cener in thenorthern Backs region; and Lake Palid is the

burist-ecreational center ofen even arger territory. Key economic sectors agricultire, food poduction and processing, its electronics industry, the metal and chemical processing

housely and the service sector Tourism epresents an enormous poential which has been

Utilités management The City o Bubotics has created 11 public utility companés in waste

ranagement, heating water supply & sewespe, dineral services ,marketpáces, sanitation

Municipal staff 1095 of which 678 in digadministration and 417 in preschooled ucation.

Existing Project investment Plant The city adopted a bree-war capital expenditive plantased on the Development Stategy, the Maseir Plan, the Spatial Plan, and a datalled

aguation plan. Anumber of capital projects are open to different drims o (partnership and

investments. These inclide industria business parks, grenfied and bownfied investments

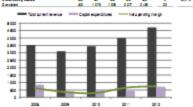
sold waste managemen (freedmail facility), facilities of posible water processing natinal bas

Urban leaues and challenges: Development of an integrated system of public tanaport

Indudito for aburban settlements Liboradito environmental fadities. Tourism devedomen

confirmed in the tourism development sitategy of the Republic of Berbla (RIS).

public tanaport and dad maritenance, and eight publicenerprises



#### Exchange 1 RSD = 000681 EUR /1 EUR = 115.43 RSD (Dec 2012)

Inflation Index: 2006: +6.8% : 2000: +6.6% 2010 +10.3% (2011: +7% (2012: +12.2%)

2012 acidal budget of the City of Subotics is about

· Current revenues and genetify expenditives horessed atabout+7.5% annually during the period which is dose to the infaton ridex.

. Curent expenditure was frianced entirely from currentrevenue and the realized operating margin was between 04 and 0.9 billion RSD, which was used for debtrepsymentand ospital rivestments.

 Actual expenditues on capital divestments were lower than its resources available to fund item which were composed of net operating surplis (32% on senge), ospitalrevenue(26%), ospital fanséra (10% and withdrawn dana (32%).

 Between 2008 and 2012 the City o Bubot insproduced significant budget surpluses that rained from RBD386 b 597 miles (11% of ball evenue on sverace ideable be substantial eduction in current tansairs from the Republicabudgetin theearlyyears of therecession.

41.0%

encluse — let use dry mage

### **Urban Audit**

### **Objectives**

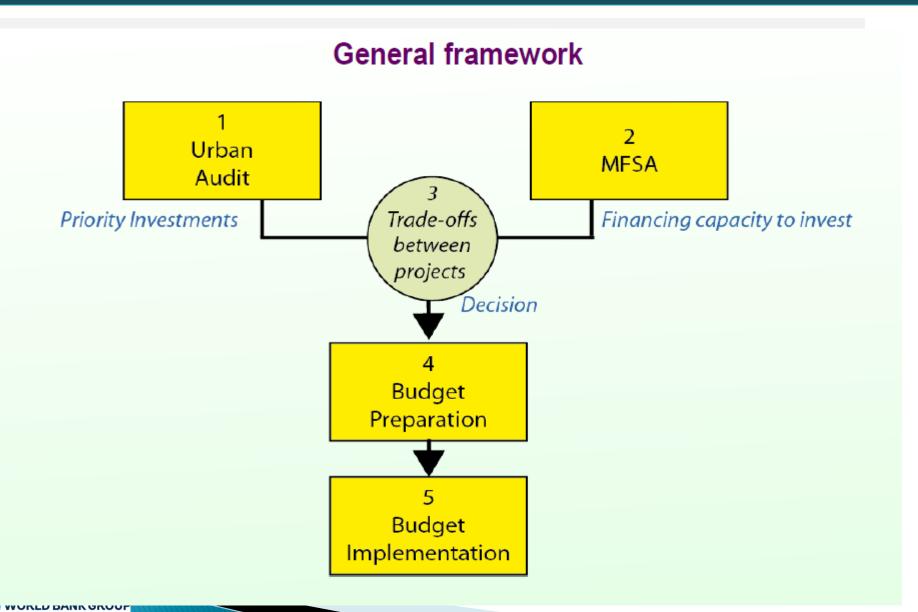
- To identify key investment needs in a rational and consultative way
- To select priority investments depending on available resources (MFSA)

#### **UA Preparation**

- The UA is typically conducted in parallel and in concertation with a MFSA and enables the Municipality to match its investments needs with its capacity to finance and maintain its existing and projected infrastructure and services.
- The UA is produced **by the municipal services**, (possibly with the support of a consultant). It is prepared for a period of 5 years and is annually updated.
- The UA is **based on the available data**, that municipal services can collect and preserve. (Its implementation can not wait for the completion of a database or GIS.)



# Integration of MFSA and UA



# **Urban Audit Framework**

#### I. Overview of the situation

The City in its regional context

2
Urban setting
and organization
of the City

Population trends and projections

4 Urban Economy

### II. Diagnosis of urban services and projects identification

5
Diagnosis of
Urban services

Deficiencies and
Needs

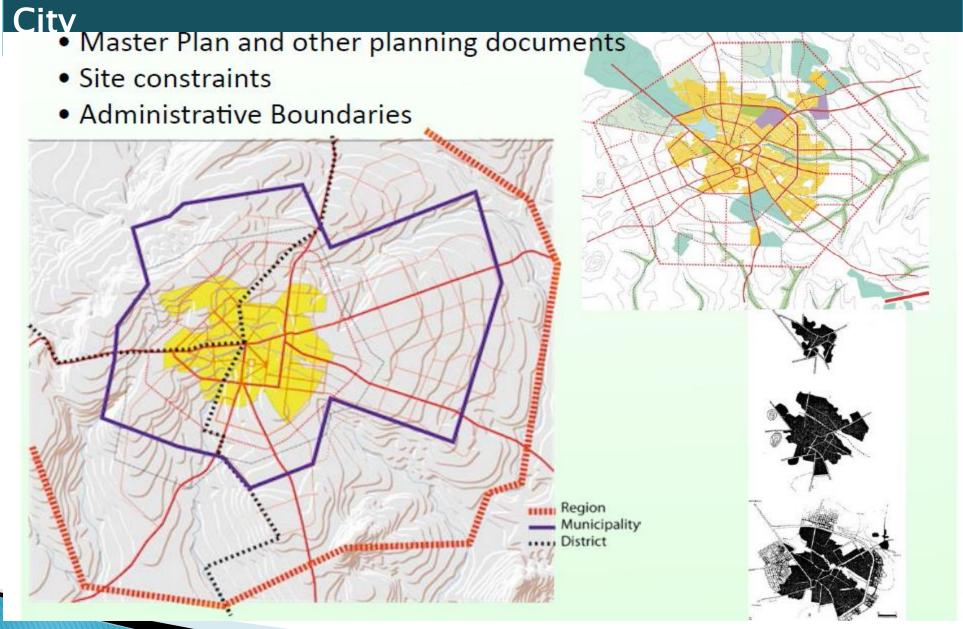
7 Proposed Projects

8
Selection Criteria
and Validation

# Urban Audit - Regional context

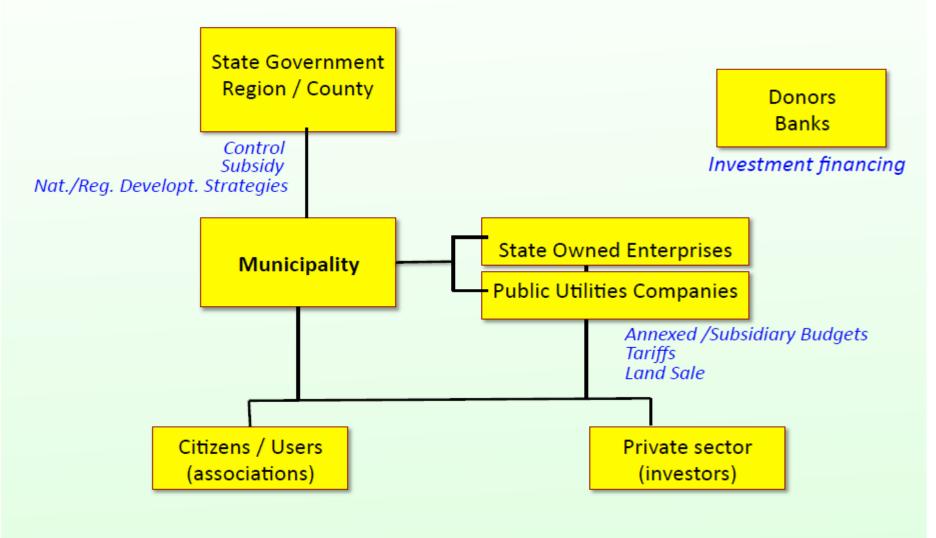


# Urban Audit - Urban setting and Organization of the



# Urban Audit - Urban setting and Organization of the City

Stakeholders involved in urban & municipal management

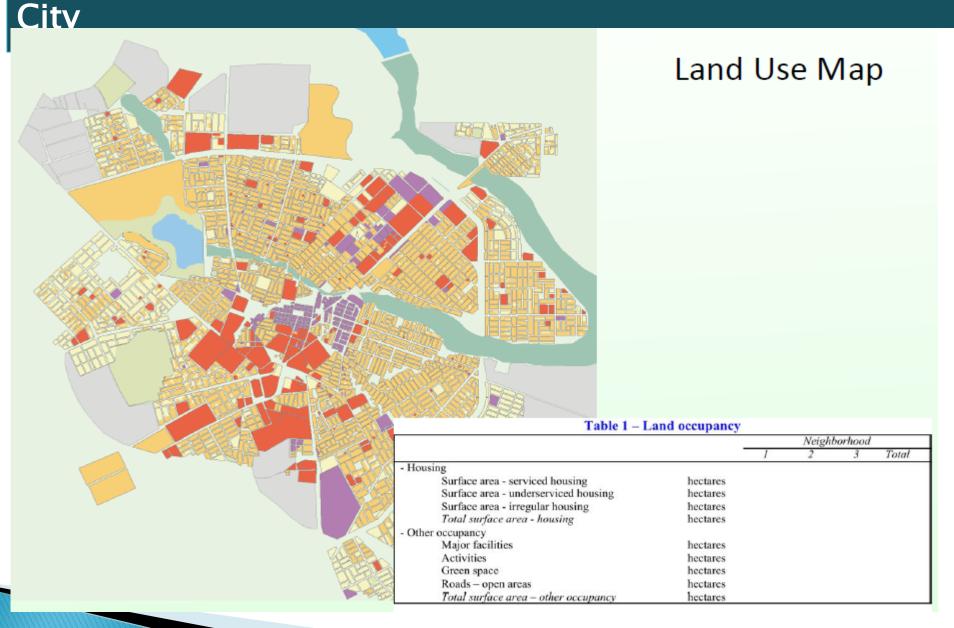


# Urban Audit - Urban setting and Organization of the City

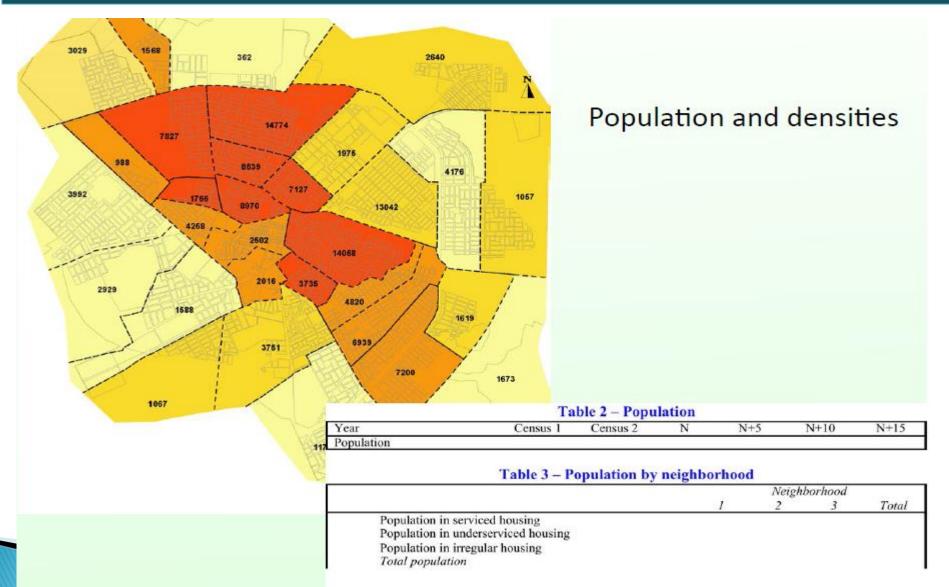
# Who is responsible and accountable for what?

			OWNERS													
Sectors		Items	Munio	cipality	State	e Gvt	PUC	/ SOE	Private							
			New Work Maintenance		New Work	Maintenance	New Work	Maintenance	New Work	Maintenance						
		Roads Highways			0	0										
		Secondary Roads	Х	X												
1	Infrastructure	Drainage	X	X												
		Solid Waste	х	X	0	0										
		Street Lighting	Х	X												
	Public Utilities	Electricity					X	X								
2		Water Supply					X	X								
		Waste Water					X	X								
		Urban Transport	X	X			X	X								
		Public Heating					X	X								
		Others														
		Education	X	X	0	0										
		Health	Х	X	0	0										
3	Amenities	Social	X	X	0	0										
		Culture	Х	X	0	0										
		Green Spaces	X	X	0	0										
			·				<b>.</b>									
		Housing	Х	X	0	0			V	V						
4	Land Development	Industrial	х	X	0	0			V	V						
		Urban Renewal	х	X	0	0			V	V						
							Infra or Public Utilities	: Municipal Level X	Regional Level O	Both V						

# Urban Audit - Urban setting and Organization of the

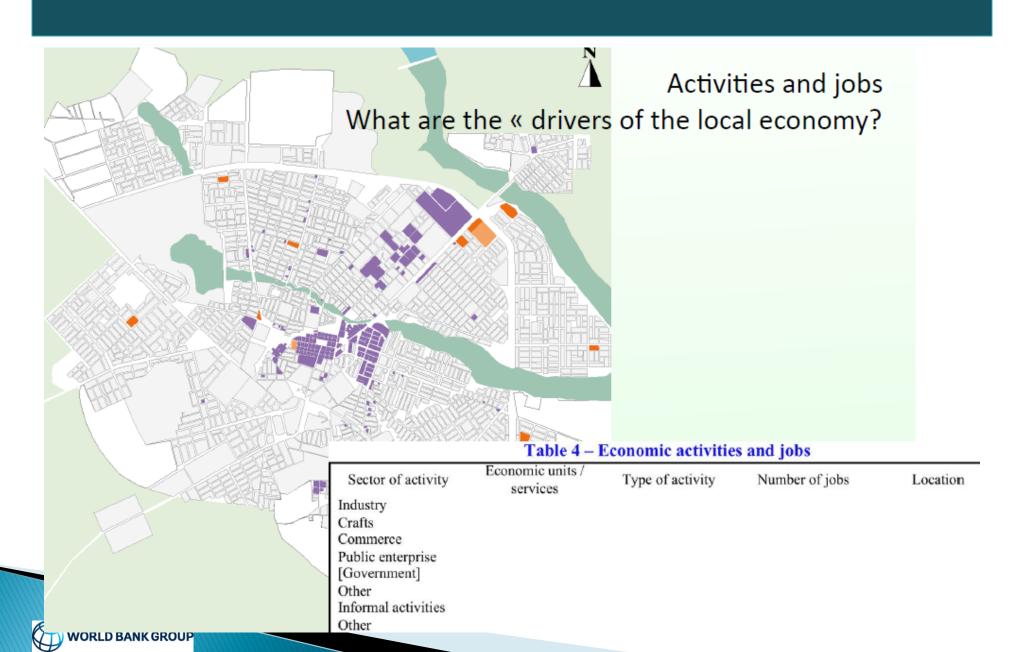


# Urban Audit - Population trends and projections

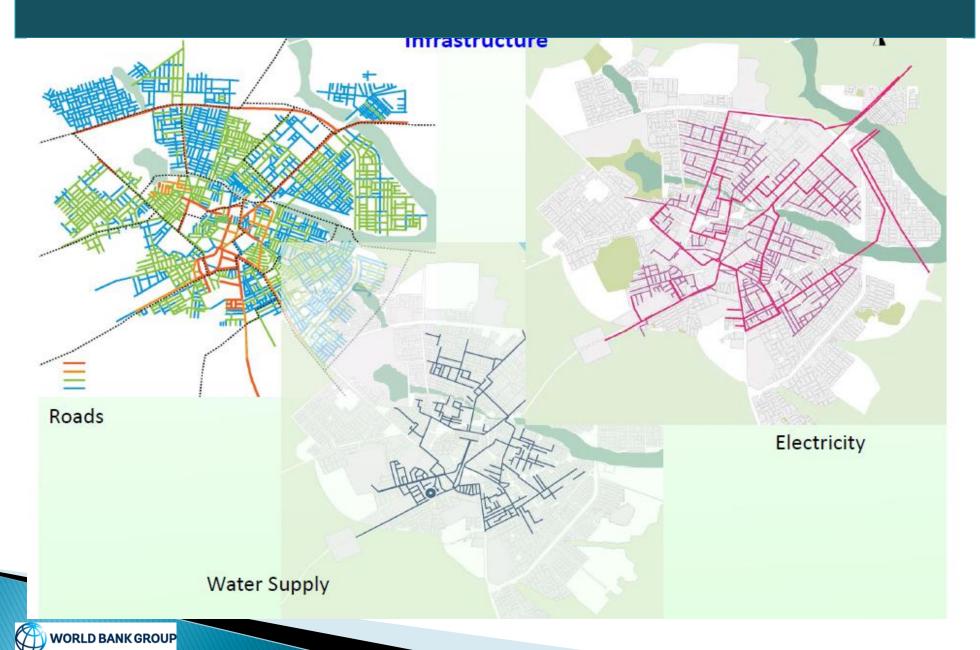




# **Urban Audit – Urban Economy**

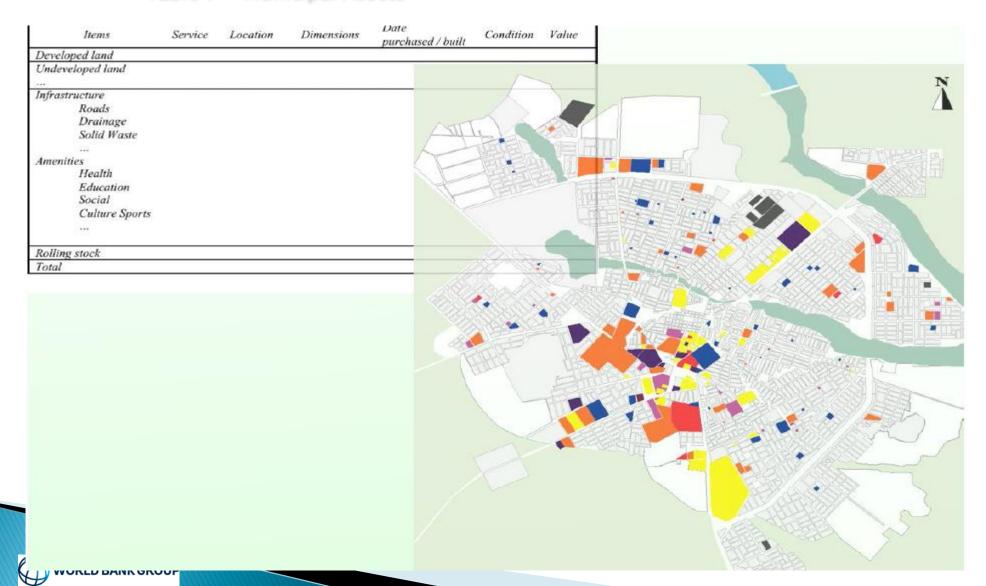


# **Urban Audit - Urban Services (Infrastructure)**



# **Urban Audit**

### Table 7 – Municipal Assets



# Urban Audit - Urban Services (ISPI tables)

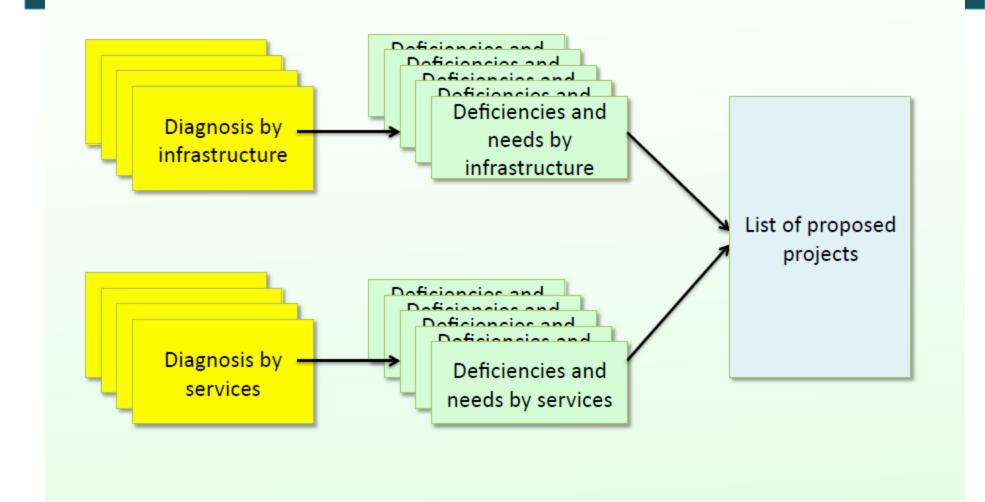
INDICATEURS Densité et Rahitat	Unité Ens es	3 123	3   3	1 4	3   4	Qua		2 8 8 8 8	18 10															
Habitat a requirement progressist 5- Superficie 97% 3.1% 10.0% 10.0% 10.0% 54% 10.0%						110	100%   100%   07%   100%   1	FA 54 6	From indicators to scoring															
Veinte  D. Wome revelbue: Upon stat  D. Wome revelbue: major les stat  D. Wome revelbue: major les stat  D. Wome revelbue: resis veint  D. Wome revelbue: arrais veint  D. Wome servelbue: arrais veint  D. Wome servelbue: revelbue:  D. Wome servelbue:  D. Wome servelbue:  D. Startenbue: Veint  Startenbue: Veint  D. Startenbue: Veint  D. Wome servelbue: Veint  D. Startenbue: Veint  D. Wome servelbue: Veint  D. Startenbue: Veint  D. Wome servelbue: Veint  D. W	## / Frage   1   1   1   1   1   1   1   1   1	24 1.19 28 28% 64 82% 6 49 57 123	0.56 () 10% 32% 4 36 (85% 3	19 0.16 7% 15% 43% 1 22 56 %3 7% 15%	50% 9 50	Gue 1,39 9,95 6% 5% 10 7 61 133 24 346	165	9 19 0 10 10 10 10 10 10 10 10 10 10 10 10 1	16 01 1/16 0, -40% 1/ 65% 00 2 3 46% 26	% % 3														
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Assaints en ent / Environmen ent  21 Cannaian SP  22 Labbrers publiques 23 Candisatoris cauca cubes 24 Surface Habitat mot drames	Multi- England	copse	2   2	11	0.00	0,08	no 3 4 9, 5 6 7	4 Voirie revêtue bon état 5 Voirie éclairée 6 Voirie adressée	mi/hab % mi/1000 hab	2 1.5 1 0.5 1	8 3 4	1.5	2		1,5	8 2 1,3 1 1		8	2	2 1,5 4	2		8 1,5 4	8 3 2
26 Ports de collectes ordunes 28 Centrarga i sisteragas 27 Especta vesta Equipements 28 Espisios ment présoniaire	United End of	36 0.20 85 0.6	1.22	6.2	0.24 0	0.20 0.11 0.11		9 Canalisations eau potable 0 Pop , branchée eau	U/1000 hab mi/hab % %	2 1 2.5 1.6	8 4	2		1		8 1	4	8	8	3	4		1	4
18 Classes et scolaire  Observation flating primaters  1 Cestive container  2 Pourse os sante  3 List d'algère on sante  5 List d'algère on sante  5 Actions admissibilité  7 Pourse container  17 Pourse observe  18 Tierment de gont  19 Manchée	U3 1000 has U7 1000 has	82 (138 85 (78 85 34 421 80 628 85 838 82	9,77 9,77 9,78	51 2.30 22 0.85 0.85		(85) 6,73 (43) 0,73 (43) 0,73	11 14 15 16 11 11 11 11 11	13 Latrines publiques 14 Canalisations eaux usées 15 Surface Habitat mul drainée 16 Pts de collecte ordures 17 Décharges sauvages	t mi/hab U/1000 kab mi/hab % superficie U/1000 hab m2/bab	2 1 0,5 1 2 1,5	8 4 2	4 8	4 6	4 2 4	6	6 4 4 2 2 1 1		4 8	2 4 6	6 4 2	2 4 2	4	4	8 8 8
Integrated Systems Processes and Infrastructure					11 21 2: 2: 2: 2: 2: 2: 2: 2: 2: 2: 2: 2: 2:	Classes Ec. primaire Centre sanitaire Postes de sanit Lits d'hopital-maternité Lits d'hopital-maternité Antenne administrative Agence postale Poste sécurité Terrains de sport	U/1000 hab U/1000 hab	1 1,5 1 1 1 1 0,5 0,5 0,5 1	6 4 2 2 2	2 2	4,5	4.6		6 1,4	2 2	6	1.6 1 3	1.6 1 4 0.5	0,5	6	2	4.5 4 2 2 4		
IIIIasiit	acture	4					-11	Scores totaux	7.		66.0	42,0	42,5	32,0	7.5 4	1.0 30,	0 30,0	46,0	46,5	40.6	27,0	18,0	32,5	68

# **Urban Audit - Urban Services (ISPI as database)**

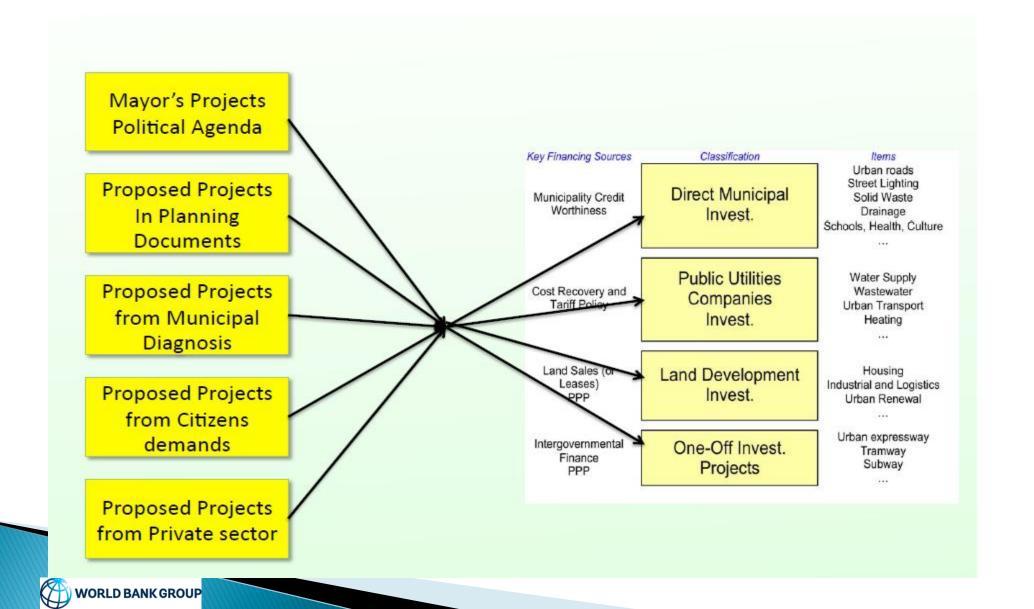
### Urban services and level of neighborhood access

Table 6 - Infrastructure and Services Programming Inventory (IPIE) Neighborhood 1. Inventory Total Population Land occupancy Access to infrastructure Roads Water and electricity Environmental sanitation Access to superstructure facilities Education Health care Commercial facilities Sports and youth activities Culture and recreation [Government] 2. Indicators Density and housing Roads Environmental sanitation Facilities 3. Scores Density and housing Roads Environmental sanitation Facilities Final score 15 ISPI results Map 14

## **Urban Audit - Deficiencies and Needs**



# **Urban Audit - Proposed projects presentation**



### Urban Audit - Criteria selection and validation

Mayor's Projects Political Agenda

Proposed Projects
In Planning
Documents

Proposed Projects from Municipal Diagnosis

Proposed Projects from Citizens demands

Proposed Projects from Private sector

What criteria for investments prioritization

#### Possible selection criteria

Is the project falling under the responsibility of the Municipality?

Are financial resources sufficient to fund the project?

Is the project "executable"/implementable?

Are other similar projects underway or in preparation ?are they competing projects?

#### Other possible criteria

Prioritize projects that prevent degradation or loss of urban heritage.(upgrade before new construction)

Select projects in existing neighborhoods as opposed to projects in future sparsely populated areas.

Prioritize projects which have funding opportunities (grant or private sector involvement)

