

## Contents

1. Editorial
2. Financing African Cities:  
Changing Scale and  
Changing Paradigm
4. Participatory budgets in Africa
6. Defining urban scheduling  
and planning processes
7. Instruments for the  
sustainable governance  
of essential service  
networks in Africa
8. Publications



*The fifth African Summit of Local Authorities, "Africities", Marrakech, 16-20 December 2009. ISTED – D.R.*

## Africities 5

Anyone looking for a space or an event that bears witness to the fact that the whole continent of Africa is changing and is determined to take control of its destiny should attend the Africities summits. These have been held regularly every three years since 1998 and are now established as the most important platform for dialogue on decentralisation and local development in Africa. Interest in taking part in these summits is constantly on the increase, and the number of delegates has risen from less than 1,000 at the first Summit in Abidjan (Côte d'Ivoire) to 5,000 from 47 African countries at the Africities Summit in Marrakech (Morocco) in December 2009. Successive Africities Summits have provided an opportunity for Africans from the different parts of the continent to meet in a completely natural way, whereas previously they had been unable to overcome the linguistic barriers inherited from colonization. They provide a framework for unique interaction and open dialogue between ministers, local authorities, traditional and moral authorities, representatives of civil society, academia, professionals and experts, and industry, thus providing an opportunity to try out innovative forms of political and social dialogue that are essential to improve governance in Africa. They also allow African local governments to dialogue with their counterparts from other parts of the

world and with the representatives of their technical and financial partners. The setting up of the African Conference on Decentralisation and Local Development (ACCDLD), which is made up of the ministers responsible for local governments in African countries, and United Cities and Local Governments of Africa (UCLGA), a Pan-African body and a single voice for the continent's local authorities, are among the concrete outcomes of the dynamic of creating networking between decentralization stakeholders that receives its impetus from the Africities Summits. For all the above reasons, I am in favour of the proposal that arose at Marrakech to use the Africities Summits to appraise the progress that has been made with regard to decentralization and local democracy in Africa, as well as with regard to cooperation policies to assist decentralisation, local development and local governance. The Marrakech Africities Summit went a step further than the previous ones: for the first time, the Summit led to the signing of some fifty partnership agreements between African local authorities, thus giving impetus to a powerful movement of South-South cooperation involving African local governments. It also provided the opportunity for the first ever framework agreement to be signed on the continent between Ministers with

responsibility for local government, namely the Interior Minister of Morocco and the Minister for Local and Regional Administration and Decentralisation of Cameroon. Also for the first time, the Africities Summit dealt with an issue that is very much on the

international agenda, the global environmental and financial crisis, and put forward original proposals aimed at protagonists at all levels, including the global level. This demonstrates that local actors in Africa, particularly elected representatives, are now expressing their views on

African and global development issues, and that they no longer wish to be treated as subordinate players. This new awareness and the increase in self-esteem are doubtless one of the most valuable outcomes of the Africities Summits, the other being the extraordinary appetite

for exchanging experience and practices and reciprocal learning that the Africities Summits have largely helped to install. ■

**Marafa Hamidou Yaya**

*Minister of State,*

*Minister for Local and Regional*

*Administration and Decentralisation of*

*Cameroon, President of the ACCDLD*

## Financing African Cities: Changing Scale and Changing Paradigm

Thierry Paulais, Cities Alliance<sup>1</sup>

tpaulais@citiesalliance.org

*The "FinAfricaCities" program, jointly financed by AFD and Cities Alliance, is studying the issue of financing investments in African cities against the backdrop of the extraordinary growth to occur in these cities in the coming decades. A synopsis of this study will be published in 2011. An overview is provided in this paper.*

It is estimated that Sub-Saharan cities will experience an influx of 340 million additional residents over the next 20 years. According to current *FinAfricaCities* estimates, approximately US\$45 billion in investments will be required per year to meet the resulting land development needs, with significant variations from one sub-region to another. This sum is over and above the US\$93 billion per year identified for infrastructure purposes (only part of which covers cities) through the African Infrastructure Country Diagnostic.

Local governments in Sub-Saharan African countries are likely to have to increase their relative share of local investment financing for two reasons. First, it will be difficult for States to increase their transfers sufficiently to meet existing needs. State budgets will be used for state-related expenditures, which are also

increasing, in particular social expenditure (education and health) owing to demographic changes, as well as infrastructure (transport, energy, etc.). Second, all indications are that official development assistance will not rise significantly above current levels—on the contrary, global amounts are either remaining flat or only being increased slightly. The internal development architecture has also evolved, with a fragmentation into what are known as vertical funds (particularly in the health sector). Lastly, assistance has to be channeled toward other areas of critical importance for the continent such as agriculture, food security and major pandemics.

Underinvestment in urban areas is not a recent phenomenon. Since the 1980s, the focus of States and donors has been on decentralization and good governance. This focus envisaged an increase in size, regularity and pre-

dictability of State transfers that, when coupled with better management of local taxation, the ability of cities to increase their own revenue, more efficient administration and management and, lastly, donor funding, would create a virtuous circle of sustainable growth for cities.

Unfortunately, it must be acknowledged that this laudable approach has fallen short, despite undeniable progress. Successful experiences and conventional thinking on the merits of decentralization cannot obscure the fact that, for most people living in Sub-Saharan African cities, the infrastructure, basic services, and living conditions have steadily deteriorated, and dramatically so in some instances.

Urban dysfunctions significantly constrain the productivity of economies for the same reasons as the shortage of primary infrastructure. This situation, along

with the growing disparity between investment and needs, calls for a drastic change in the volume of financing mobilized for urban areas. In conjunction with efforts to increase the solvency and implementation capacity of local governments, urbanization financing procedures and financing systems themselves need to be overhauled.

A number of changes, though tenuous and halting, are currently taking place in African economies—such as the emergence of a middle class, the development of local financial markets, and the emergence of popular shareholding—and suggest that this might be an opportune moment to overhaul financial systems using endogenous solutions.

The quintessential endogenous solution lies in a local currency financing mechanism that is replenished with resources generated by local savings, with financial institutions and banks as well as capital markets serving as the collection mechanism for these savings. The creation of special local government institutions at the continental or

<sup>1</sup> The views expressed in this paper are those of the author and do not necessarily reflect the views of Cities Alliance or its members.

regional level seems neither necessary nor advisable, given the number of development banks operating on the continent that can enter this market when they have incentives to do so. However, to be effective, these systems must be structured as local investment funds (at the national, state, and city level, depending on market size), similar to those recently established in India, China, and South-East Asia. These funds can play a market intermediation role even for small cities by pooling their requests and can facilitate the realization of projects, similar to those based on user financing or public-private partnerships.

In general terms, and even more so in the context of the Multilateral Debt Relief Initiative, the promotion of borrowing by local governments can be envisioned only if accompanied by efficient and reliable national debt monitoring and control mechanisms.

In conjunction with a needs assessment, *FinAfricaCities* is conducting an evaluation of the potential savings and thus loans that local governments can secure in the years ahead. Under any scenario, a significant gap exists between borrowing capacity and investment needs. Local governments must find additional resources.

These resources can only come from a second, virtually universal, endogenous solution: financing through property development and capturing land values. This technique has, to a large extent, been used for the creation of modern cities in Europe and for urbanization in China in recent decades, the latter being the only example comparable in scope to what is envisioned for

Africa. The reluctance of African governments to embark on this route, attributable to a number of concerns, most of which are unfounded, is becoming untenable against the backdrop of existing needs. The argument sometimes advanced, namely that the operation of such mechanisms is detrimental to the poorest, does not stand up to scrutiny. In fact the opposite is true, given that the technique known as cross-subsidization is the only one capable of sustainably financing comprehensive housing policies that encompass all social groups.

The housing and construction sectors are naturally the main drivers of economic growth in countries with strong demographic growth. However, in Sub-Saharan Africa, the development of these sectors is hampered by land management rules and practices that are totally unsuited to modern urbanization processes. In order to remove this obstacle to growth and employment, many countries need to overhaul their land governance systems and integrate informal markets within modern production mechanisms.

Breaking this impasse that affects development will free up private investment. Support mechanisms for secure investments could, for example, be offered to migrants. In terms of volume, their transfers often surpass international aid. Local governments should therefore make it a priority to channel these funds into investments.



Plenary session of the political sessions, *Africities 5*.

To implement this second category of endogenous financing, local governments must have specialized operators, namely land and development agencies, at their disposal. The positioning of these operators, from an institutional standpoint, is of paramount importance. History shows that state entities become invariably inefficient, expensive, and ultimately unproductive. The private entities created more recently on the continent also have their limits: they finance the most profitable operations and saddle the public sector with those operations that are, at best, only marginally profitable; they end up depleting their own markets. Public-private partnerships or second generation mixed economy companies (such as those that have sprung up virtually everywhere in the aftermath of the financial crisis) allow for the standardization of operations. For this reason, they seem better suited to the issues with which Africa is grappling, provided that technical decision-making autonomy can be enshrined in their statutes.

In such a revitalized context, the role of donors will be to build the framework: help develop and

strengthen local investment funds, providing guarantees and other credit enhancements, and creating long-term financial products by combining their funds with those raised on capital markets.

Furthermore, special measures should probably be taken to support fragile states that are caught in a downward spiral of steadily deteriorating economic, physical, and social conditions, a situation from which it is difficult to extricate themselves without external assistance.

All told, the reform agenda facing central and local governments in Sub-Saharan Africa is a challenging one. It will be easy for skeptics to doubt the capacity of African States and societies, even when faced with the urgency of the situation, to reform the financing mechanism of a sector that, thus far, has been plagued largely by inertia, resistance to change, and capture by the elite. However, during the recent global economic crisis, African societies and economies displayed the capacity to adapt and react, thus contradicting the belief of skeptics and suggesting that the time is ripe to implement this agenda. ■



# Participatory budgets in Africa

Yves Cabannes, Professor, University College of London  
y.cabannes@ucl.ac.uk

*A special session on participatory budgets that was organized as part of the Africities 5 Summit set out to conduct a survey of how participatory budgets have changed in the last twenty years and to highlight their positive aspects, in particular their contribution to local democracy.*

In December 2009, a special session on participatory budgets in Africa was held at the Africities summit in Marrakech. Its goals were to conduct a survey of participatory budgets (PBs) in Africa and to promote the exchange of knowledge and know-how in relation to several key areas where PBs appear helpful, i.e. decentralization and regional planning, the mobilization of local resources and, last, contributions to local democracy.

Mayors, technicians and organizations of inhabitants from all parts of Africa, including for the first time Egypt and several Arab countries, exchanged views and took stock. The session was chaired by Mr Comiche, a former mayor of Maputo who set up the first participatory budget in an African capital city. [Experiences at several locations (Antananarivo, Madagascar; Bambey, Senegal, municipalities in Cameroon and Brazil) illustrated a general overview which was presented at the start of the session.]

## The development of PBs in Africa

In the last twenty years, participatory budgets, which first came into being in Brazil, have become more widespread and more diversified. In 2009, more than 1,200 of the world's municipalities had set up this "mechanism (or process) through which the population decides on, or contributes to, decisions made on the destination of all or part of the available public resources".



*Africities has awarded one of its prizes to Dondo (Mozambique) for the quality of its participatory budget.*

At the beginning of the years 2000, the first signs of interest and the first trials took place in a few towns and rural municipalities. 2003 marks a turning point: during the Africities summit in Cameroon in 2003, a letter of intent with regard to participatory budgets was signed, by a number of bodies including the municipalities of Cameroon, the National Inhabitants Network in Cameroon, ASSOAL, UN Habitat, UCLG-A and some Brazilian municipalities. This letter and the prestige of the UCLG and UN-Habitat gave considerable legitimacy to the topic which at the time was still very new.

Since that time, some fifty PBs with various degrees of consolidation have been introduced. The process is applied in extremely diverse rural and urban municipalities:

- Capital cities (Maputo in Mozambique, Kampala in Uganda and more recently Dakar in Senegal and in

Kinshasa, in the Democratic Republic of Congo);

- Municipalities in major African cities (several municipalities in Yaoundé, Cameroon or Antananarivo, the capital city of Madagascar);
- Medium-sized cities and regional capitals (Matam, Diourbel, Ziguinchor, Sédhiou in Senegal, Dondo and Montepuez in Mozambique, Debre Berhan in Ethiopia);
- Small cities (Cap-Vert and Bignona in the Casamance Region of Senegal for example);
- Rural municipalities and villages (as in Batcham or Edzandouan in Cameroon, Fissel in Senegal and Alakamisy Fenoarivo in Madagascar)

## The unique features of the session

1. The number, variety and quality of the organizations that promoted the session provide a good idea of the growing interest in this topic in

the region. These organizations accepted the invitation from the UCLG-A and the DPU/UCL, each disseminating information, contributing, and participating according to its capabilities and available funds:

(i) African institutions, associations and programmes: ASSOAL, Cameroon; ENDA Tiers Monde / ECOPOP, Dakar; The National Inhabitants Network in Cameroon; MDP-ESA, Partnership for Municipal Development, Zimbabwe; PASOC (Support Programme for the Structuring of Civil Society Organizations in Cameroon.).

(ii) International Organizations for technical cooperation and cooperation between municipalities: U.N HABITAT; UCLG/CSISPD, the UCLG Committee on Social Inclusion and Participative Democracy; CORDAID; GTZ.

(iii) Research and Advisory Centres: the ICUM (International Centre for Urban Management), Ecuador and the CSS, the Centre for Social Studies at Coimbra University.

2. Africities has awarded one of its prizes to Dondo, Mozambique, for the quality of its participatory budget. This is the first time that an African city has received international recognition for this type of process. [Successful applications, such as that in Dondo, exploit community participation practices, various forms of local planning, and the desire for greater democracy on the part of the population in a context of decentralization].

Dondo is unique (see box and

<sup>1</sup> This text contains some information that was collected when preparing the workshop and during it and refers to data and ideas provided by Mr. De Souza, a Brazilian expert and co-organizer of the session, Mr Bachir Kanouté, from Enda Tiers Monde, who was the rapporteur, and Mr Jules Dumas Nguebou, a speaker and President of the National Inhabitants Network in Cameroon.

photo), as the city and its rural villages have not only been able to link planning and budgetary scheduling but also to set up a Consultative Forum which acts as a bridge between the district level political structures set up under the FRELIMO government, traditional decision-making systems and chiefdoms, and today's world of non-governmental organizations. The Consultative Forum allows these different actors to express themselves, and in association with the District Development Units, the Community Management Committees and the Community Security Council, propose priority projects to the Municipal Council. What has been achieved in a few years in terms of improving the living conditions of one of the world's poorest populations is remarkable. It provides a sign of hope even in situations of chronic poverty.

**3. Links with Brazil,** which were initiated in Yaoundé in 2003, have been maintained and strengthened, in particular thanks to the arrival of representatives from the National Union of Brazilian Mayors and the Brazilian Network of Municipalities with Participatory Budgets. South-South cooperation now seems a possibility.

**Some challenges for the current phase of expansion**

- First, it is necessary to consolidate present-day applications and make them more lasting. We need to understand why some do not last a long time and others do.
- A second challenge relates to informing and training citizens, decision-makers and technicians. We know from experience that this is vital for maintaining quality and ensuring that PBs outlast politicians' terms of office

- A third challenge relates to the need to build on on-going processes and subject them to a critical analysis. In this connection, the first master's degrees and diplomas which have been created in Senegal and Madagascar are promising. How is it possible to overcome linguistic barriers for the whole continent to benefit from these?
- A fourth challenge, or rather danger, is related to the scale and role of international cooperation, if instead of strengthening the local processes which are at the origin of the best PB applications, they use them as instruments for their own policies and current agenda, be this "good governance", or "fighting corruption", that is to say the concentrate exclusively on just one of the (necessary) dimensions of this complex process. The positive role played, for example, by UN-Habitat in

reproducing applications, or by the PASOC in Cameroon show interesting approaches.

**An important role for the UCGL-A** Africities 2009 was the first genuine Pan-African meeting on participatory budgets, which would have been unimaginable even five years ago. One thing is certain: participatory budgets are expanding and here to stay, and there is no doubt that the number of such processes in Africa will soon reach the hundred mark. UCGL-A's strong commitment in this area is of strategic importance for strengthening democracy in Africa. With its network of partners, this organization could play a leading role in dealing with the identified challenges and strengthening the applications which are being put in place in the districts, villages and cities of Africa, which although exciting and innovative are still fragile. ■

**Dondo, Mozambique, a good example of African participatory budget.**

The municipality of Dondo, which is located half an hour away from Beira, the regional capital of the central region of Mozambique, had a population of 70, 000 in 2007. Apart from the formal centre that dates from colonial times, la cidade cemento (cement city), Dondo has ten or so overpopulated informal districts with poor facilities. The other municipalities consist of about fifty villages and hamlets, some of which have poor access, particularly in the rainy season. Less than 6% of the population had access to water on their plot of land in 2007.

**Participatory system**

Since the start of municipalization in 1998, a broadly-based participatory process has provided a basis for one of the first participatory processes in Africa. The originality of this participatory system is that it is

based on and takes account the complexity of existing organizations: politico-social structures inherited from the FRELIMO, the Marxist party that came to power after independence, chiefdoms and traditional organizations, and more recent organizations. Over the years, several spaces which play a role in participatory budgeting have taken shape: (i) a consultative forum, with 75 members, consisting of community leaders, religious leaders, mass organizations, influential figures, economic agents; (ii) development units in each district, led by social workers; (iii) development units in each of the 51 municipal units and (iv) community councils.

**The stages of the process**

1. The first stage consists of a socioeconomic diagnosis conducted in the districts by the development units with the population and the community councils.
2. Then, a particularly original

feature is that the projects and identified needs are divided into three categories: (i) those with local solutions, for example cleaning streets or drainage canals; (ii) projects which require mixed solutions that involve both the community and the municipality, for example repairing zinc roofs on schools that requires the purchase of nails and (iii) needs which involve the municipal budget, for example street lighting.

3. Once the priorities have been defined by the communities, the municipal team summons a full meeting of the consultative forum which finalizes the budgetary matrix, taking account of anticipated municipal revenue.

4. The conclusions and recommendations of the forum are presented to the Municipal Council which takes a vote on the budget.

5. The decisions are implemented with the participation of the communities.

**Some outcomes**

The outcomes in terms of the improvement of living conditions that have been obtained in a few years, even if they are limited by the resources, are nevertheless outstanding, in particular with regard to the improvement of basic infrastructure, the provision of water supplies and health centres and the installation of standpipes. Furthermore, community mobilization has led to a large number of works being conducted, such as the construction of latrines or drainage canals.

The impact of participatory budgeting has gone beyond mere budgeting, as it has increased communication between municipal employees and the population, whether with regard to measures for coping with AIDS or improving security in districts, thanks again to the increased confidence the communities have gained in their capacities

To be continued...

Cabannes, De Souza, 2010.

# Defining urban scheduling and planning processes

Louis Lhopital, Programme Leader, ISTED  
louis.lhopital@i-carre.net

*A thematic session on defining urban scheduling and planning processes which was organized at the 2009 Africities Summit and prepared by Cities Alliance and ISTED set out to evaluate the City Development Strategy (CDS) initiative.*

For decades, African cities have been managed by master plans which are based on the underlying principles of spatial management and land-use planning. However, their implementation has been in permanent contradiction with the actual lifestyles of the population and urban activities. Since the 1990s it has been obvious that this type of planning is no longer able to face up to the challenges posed by the informal nature of African urbanization. In 1999, the World Bank recommended an alternative form of planning, referred to as "strategic" (*City Development strategies - CDSs*) not only as a means of controlling spontaneous urbanization, but also in order to channel urban growth towards a positive transformation of societies and economies.

The thematic session on defining urban scheduling and planning processes that was organized at the 2009 Africities Summit in Marrakech and prepared by Cities Alliance and ISTED, set out to evaluate this joint initiative on the part of Cities Alliance and its members. The speakers who attended in order to express their views on this topic consisted of the mayors or representatives of major African Cities: Dakar, Douala, Cotonou, Ouagadougou, or second-tier cities (Agadir in the case of Morocco, Gondar and Hawassa in the case of Ethiopia) who described their experiences of urban planning. Their statements were illustrated by several CDS programmes that have been implemented in the last decade.

Senior administrators and experts provided additional information on the differences between the CDS approach and more conventional planning processes (town planning schemes and urban master plans) and the complex links between the processes of decentralization and devolution. As a counterpoint to the institutional representatives, NGOs also expressed their views on the implementation of this planning process.

The debate that took place during this session can be summarized with reference to a number of questions, the first of which relate to the approach and the conduct of the process, the second being more concerned with the implementation of strategic planning:

- (1) *How can the players involved be united around a shared strategic vision?*
- (2) *What information is essential and how can it be gathered?*
- (3) *How is it possible to make the transition from a strategy to an action plan?*
- (4) *How can resources be mobilized?*

(1) The participants considered planning as a process which is political in the full sense, as it involves all local and regional players with local government playing the main leadership role. In response to the unceasing extension of their boundaries and the increasing diversity of their districts, major cities have expressed the need for an intermunicipal approach that links different tiers of local and regional government. Economic players, whether from the private sector or lin-

ked together to form economic development agencies, have emerged as playing a vital role in generating activities, jobs and resources. Consultation with institutional economic and social players (in a forum or district committees for example) provides excellent opportunities for building a relationship of trust with regard to decisions over which there is not always universal agreement but on which change is possible. Local government makes it possible to build a shared vision of the future of the city, mobilizing energies and uniting resources.

But in order to be amenable to planning, this vision must also be expressed in spatial terms. Without an urban structure and infrastructures, it is impossible for trade, economic activities and even housing to develop. Today the environmental dimension appears to play a unifying role, either with regard to coping with risks or making the city more attractive.

(2) Urban data provides the basis for a shared diagnosis. Collecting, selecting, processing and updating it are necessary for any strategic planning actions. In order to feed debate, this data should be presented in simple, easily understandable documents.

In order for the population to be aware of their city and the changes taking place there, it is necessary to have a permanent team of professionals who work for the mayor helping to make the city comprehensible. This supporting structure should not be confused with a straightforward executive board or urban management

committee and may take a variety of forms (a design department, an agency or an urban workshop). Like the urban studies and planning bureau in Douala, for example, it can provide a long-term vision of urban development

(3) In order to implement their strategy, the major cities began by considering what is the best way of distributing remits between their municipalities and their departments. Each country's history with regard to institutions and their decentralization influences what measures are chosen. In Cotonou, for example a "Technical Committee" was set up to oversee activities in the entire conurbation. The creation of a comprehensive plan for an entire conurbation also involves central government which retains control over public policies for the different sectors and regional planning. The coordination of local and sectoral approaches requires "arrangements" in order to smooth out problems and conflicts of responsibility. Contractualization between central and local governments (urban contracts) attempts to overcome this difficulty by re-appraising the assistance central government provides to local governments.

(4) The mobilization of financial resources depends first of all on improving local taxation arrangements, in particular with regard to land. Different countries deal with this issue in very different ways. For example, Ethiopia is still relatively unurbanized, its cities are able to collect large land taxes by means of a leasing system, but which neither conduct surveys nor monitor land use (with a



land register) in order to apply such a system.

Diversifying and increasing financial resources through local taxation, setting up government-backed municipal equipment funds... Such local resources need to be topped up by financial backing from donors, with reference to the city's strategic vision and operational action plan. The experience

of Dakar, Cotonou and Ouagadougou also shows the importance of a concerted consideration of the distribution of resources between Central Government, donors and local governments, and the value, when appropriate, of public-private partnerships. This experience should be built upon and shared in order to be of benefit to second-tier cities which lack

the financial and human resources to pursue their policies alone.

The reported experience indicates that the modes of urban scheduling and planning are undergoing a profound change which is modifying the ties between central and local governments and civil society, as well as between cities and their hinterland. The creation of a shared strategic vision at city level is

playing a role in the economic and social transformation of societies that are now predominantly urban. The implementation of these strategies also highlights the scale of the changes they require, the need for a unified approach and for contracts and methods for implementing them which are compatible with the strategies of the economic actors, whether modern or informal. ■

## Instruments for the sustainable governance of essential service networks in Africa

Pierre Van de Vyver, Executive Manager, and Laure Lagasse, Task Officer, IGD  
[llagasse@fondation-igd.org](mailto:llagasse@fondation-igd.org)

At the Africities 5 Summit, the French PPP Institute (IGD) took stock of the topic "Sustainable governance of service networks". The IGD, which brings together all the stakeholders involved in delivering basic services, has already drafted two charters for sustainable governance, the first for local public services in France and Europe, and the second for basic service networks for developing countries.

The Africities V summit in Marrakech, after those in Yaoundé and Nairobi, provided the French PPP Institute (IGD) with an opportunity to take stock of the topic of the "sustainable governance of service networks". Since it was set up in 1996, the IGD, which is a Foundation with Claude Martinand as its president, has been promoting this topic in relation to developing countries, focusing on it even more specifically since the international conference on freshwater organized in Bonn in December 2001 by the World Water Council. It was at this conference that the concepts of "essential resources and services" were clearly defined for the first time. After this conference, the IGD, which brings together all the stakeholders involved in delivering basic services – elected representatives, users, operators, financiers – has drafted sustainable governance charters, the first for local public services in France and



Workshop co-organised by the FEC in Morocco (Fonds d'équipement communal) and the IGD for promoting "Financial self-evaluation guide for local authorities". IGD – D.R.

Europe, and the second for basic service networks (hyper-essential services) for developing countries.

These Charters are used as a basis when drawing up the general governance documents for services of this type. The governance documents cover the elements that are necessary to set up networks: local authority expertise, contractual solutions, performance indicators, financing, relations with users, transparency of decision-making and democratic

communication.

With regard to meeting the needs of African public authorities, the IGD with the other members of the Committee for the Charter on essential services, had several opportunities to work with African actors, equally well from the Partnership for Municipal Development (PMD), United Cities and Local Governments of Africa (UCLG-A), the public authorities of the countries belonging to the Union for the Mediterranean (UfM) and other African countries.

The work detailed below related to the key issues that relate to the management of essential service networks:

- A think tank in 2008 chaired by Claude Martinand for IPE-Med on water and drainage in the countries around the Mediterranean;
- A think tank in 2006 chaired by Jean-Pierre Elong M'Bassi on the governance and financing of essential services;
- Think tanks between 2006 and 2008 on the contractual management of basic services or the financial assessment of local authorities;
- Providing organizational assistance for the local governance of certain basic services (water, drainage...) in parts of Benin, Togo and Ghana by means of the "Quadrilogue": process that brings together all the actors involved from the specification of project goals to their operational implementation, making it possible to ascertain the expectations of stakeholders, allowing all the stakeholders to express what they expect from their partners, and making it possible to monitor and evaluate the implementation of projects;

<sup>i</sup> The IGD (Institut de la Gestion Délégué) is a nonprofit foundation whose general interest mission is to promote the sustainable governance of public services and their good contractual management.

- Following on from the guide "Contractualization, a key for the sustainable management of essential services" (Contractualisation, une clé pour la gestion durable des services essentiels), the setting up in September 2010 of a working group chaired by Jean-Pierre Elong M'Bassi on the different types of contract that are available to local authorities and the most appropriate governance framework for each type of contract.

This approach is targeted towards Africa, and allows us to add to a shared technical, legal and financial heritage in order to foster development in Africa in a geopolitically essential partnership. The small European continent needs the large African continent, and a prosperous Africa just as much as Africa needs Europe and strong links over the Mediterranean, the sea that

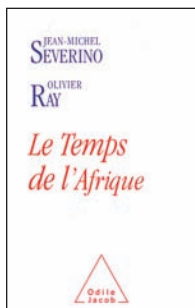
is common to both continents. After the next UN Summit which is to take place in September 2010 to mark the 10th anniversary of the Millennium Declaration, and the approval in July 2009 by the United Nations Economic and Social Council (ECOSOC) of guidelines "for access for all to basic services" and the approval in April 2007 by the UN-Habitat Governing Council of the "Guidelines on decentralization and strengthening of local authorities", the IGD would like to continue to try to add new instruments in the domain. In view of the decentralization process which got under way in Africa in the 1990s, and the increasing need for greater independence between national and local government, these guidelines provide a means of encouraging the development of new policies, undertaking legal

reforms, strengthening the capacities of all the actors involved in decentralization or providing access to basic services.

In the coming years, the goal of UN-Habitat, assisted by the IGD and the French public authorities, will be to implement these two guidelines in a coordinated manner in volunteer countries, particularly in Africa, and to adapt them to different national contexts in order to create an environment which fosters the improvement in urban policies and the provision of basic services.

The 6th Summit of African Local Governments is planned to take place from 4 to 8 December 2012 in Dakar (Senegal). It will provide an opportunity to outline the work conducted by the IGD, its founders and French partners in relation to the implementation of these guidelines. ■

## Publications



### Le temps de l'Afrique

Jean-Michel Severino and Olivier Ray, Odile Jacob, Paris 03/2010, 345 pages.

This work of reference abounds in information about the changes that are under way in Sub-Saharan Africa. The authors set out to examine change in Africa, which offers a wealth of opportunities and challenges, by analyzing prejudices and stereotypes. The many facets of the new Africa are examined on the basis of professional experience and field encounters with a bearing on demography, economics, politics, diplomacy culture and religion.

[www.odilejacob.fr](http://www.odilejacob.fr)



### Médinas 2030. Scénarios et stratégies

Under the direction of Marcello Balbo, L'Harmattan, collection Itinéraires géographiques, Paris 02/2010, 288 pages.

Although political leaders and urban planners have become aware of the need to conserve the historic cities of the Southern Mediterranean, action has been inadequate. Restoration work has been carried out in some areas, but most of the medinas, which continue to be home to a poor population, still lack infrastructure and facilities and have not stopped deteriorating. This book suggests that the question of the renovation of historical cities should be reframed in a medium-term perspective, postulating that renovation should be conducted in the framework of the economic, social and spatial changes that are bound to occur in the southern Mediterranean in future years.

[www.editions-harmattan.fr](http://www.editions-harmattan.fr)



### La planification stratégique au service du développement durable

L'expérience des agences françaises d'urbanisme, FNAU, mars 2010

Both in France and abroad, French Urban Planning Agencies have been involved in a large number of "strategic planning" operations. This brochure presents some examples that illustrate the value of this planning method as a means of limiting urban expansion and the usefulness of bodies such as urban planning Agencies in order to put it into practice.

[www.fnau.org](http://www.fnau.org)

# ISTED

Financed by:

Ministère  
de l'écologie, de l'énergie,  
du Développement durable et de la Mer,  
en charge des Technologies  
vertes et des Négociations sur le climat

Ministère  
des Affaires étrangères  
et européennes

Publication Manager:  
Yves Cousquer,  
Président de l'ISTED

Editor-in-Chief:  
Olivier Mourareau,  
Adp Villes en développement-  
Association de professionnels de  
développement urbain et coopération

Editorial Committee:  
Gilles Antier  
Michel Arnaud  
Hervé Boisguillaume  
Xavier Crépin  
Guillaume Josse  
Françoise Reynaud  
Lionel Vignacq

Editor: Anne Baron

Translation: Kevin Riley

Printed by Lefevre - LP Presses  
(91) Saint Michel sur Orge

ISSN 1148 - 2710

Subscription : 4 n° par an 20 Euros

ISTED  
Arche de la Défense - Paroi Nord  
92055 La Défense Cédex - France  
Tél. (33) 1 40 81 78 01  
Fax. (33) 1 40 81 78 07  
[christiane.rebel@i-carre.net](mailto:christiane.rebel@i-carre.net)  
[www.isted.com](http://www.isted.com)

This bulletin is on line  
on the ISTD website