

FRENCH GUIDELINES ON LOCAL PUBLIC PROJECT CONTRACTING

ELABORATED BY THE FRENCH ALLIANCE FOR CITIES AND TERRITORIAL DEVELOPMENT, THE PLATFORM OF FRENCH URBAN ACTORS FOR INTERNATIONAL ACTION

PFVT
Partenariat français pour la Ville et les Territoires

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Cover picture :
historical center of Salvador Bahía, Brazil,
Aurélie Landon, 2012.

French Guidelines on local public project contracting

Elaborated by French Alliance for Cities and Territorial Development (PFVT), the platform for French urban actors for international action.

All over the world, urban development issues are closely linked to those of global sustainable development. **Planning** the fast growth in Southern cities and supporting it through **inclusive** policies will be the key components. Many challenges lie ahead, such as developing poor neighbourhoods, local economic development, environmental sustainability of cities, fight against climate change, etc.

France is taking decisive action to meet these challenges. It bears a specific vision centred around the **strategic role of local authorities**, who are the legitimate and relevant actors for providing innovative responses tailored to the needs of populations, within the framework of democratic urban governance.

Adopted in 2012, the French guidelines on **strategic urban planning** highlighted the importance of territorial policies being co-produced by all actors around local authorities. In the same way, these "French **Guidelines on local public project contracting**" were drawn up under the **French Alliance for Cities and Territorial Development (PFVT)**, a platform for French urban actors for international action.

To meet the challenges facing local authorities in effectively exercising the powers delegated to them, these guidelines particularly recommend:

- Supporting the financial capacities of local public project contracting;
- Strengthening the capacities and participation of all actors in strategic urban planning;
- Developing knowledge of the territory;
- Consolidating the skills of local authorities in utilities management.

The guidelines outline the **diverse experiences of PFVT actors**: support for planning, preliminary studies and the creation of urban planning agencies; development of urban development observatories; mobilization of diversified financing, including public/private; professionalization of actors from the informal economy; guide to the contractual governance of basic services, etc.

To be presented at the Seventh session of the World Urban Forum (WUF7) in Medellín, Colombia, these guidelines set out the know-how and expertise which France aims to mobilize more effectively in response to the requests from partner States and cities for sustainable urban development.

Pascal CANFIN
Deputy Minister for Development



Djakata, manipulation of models
Bérangère Deluc, GRET

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Favela Rocinha - Rio de Janeiro – Brazil
Aurélie Landon, 2012

INTRODUCTION

Reinvent the design of the city to respond to new development challenges

The ongoing strong urban growth in developing and emerging countries has major consequences for the social, economic and environmental balance of the planet. Within the framework of the ongoing decentralization and metropolisation process, urban development lies at the heart of the global challenges relating to the fight against poverty, economic development, the struggle against climate change and reduction of risks.

Thus, the final Declaration of the Rio+20 Conference held in June 2012, recognises the importance of the urban challenges and the role of local authorities for sustainable development. The accompaniment of the growth of residential area with urban and territorial planning constitutes, in particular, a crucial challenge to set up new models of equitable and sustainable cities over the next 40 years.

We have to admit that the results of urban projects, sector-based approaches or urban planning without any participative initiative have revealed their limitations.

It is necessary to develop innovative strategies with a global, cross-disciplinary and participative approach that will rely on planning scales adapted to territorial and social realities. France supports the strengthening of the strategic role of local and regional authorities as legitimate and relevant stakeholders to build up these innovative solutions.

CHAPTER 1

The local public urban project contracting at the heart of french proposals for a sustainable and inclusive urban development

This strategic reflection on the local public project contracting builds on the "Orientations of French Cooperation in Support of Urban Governance" adopted in 2009, the "Orientations of French Cooperation in Support of Strategic Urban Planning" adopted in 2012, and the commitment of France to adopt and implement the International guidelines on decentralization and access to basic services.

All these strategic reflections have been made within the framework of the French Alliance for Cities and Territorial Development (PFVT), the platform of French urban actors for international action.

1 - LOCAL PUBLIC PROJECT CONTRACTING (MAÎTRISE D'OUVRAGE PUBLIQUE LOCALE) : LOCAL GOVERNMENT AS A DRIVING FORCE

The French guidelines in support of strategic urban planning promote the set-up of a shared prospective vision of the territory, aimed at developing the access to economic opportunities, housing and basic services for the great majority of the population. These guidelines are centered on four working principles:

- promotion of a multi-stakeholder co-production of the territorial project by the local authorities;
- assistance in the development and strengthening of the urban project contracting;
- support for the adoption of an integrated approach through the alignment of the multi-disciplinary policies and linking of territorial policies;
- support for the improvement of the training and qualification of all the stakeholders of the territory: local public stakeholders (administrative executives and elected representatives), urban professionals, civil society, and promotion of the launch of joint north-south research programmes.

The stakeholders involved in this coproduction, whose roles should be specified and reinforced, are:

- the public "urban project contracting" team that ensures the political, organizational, technical and financial steering of the strategic urban planning. This role is often performed by the local authority that implements diverse governance arrangements;
- the "urban contractor" that ensures the design of programmes and monitors the implementation of public policies;
- the economic stakeholders and companies that propose technical solutions and financial packages;
- the "local stakeholders" (inhabitants, workers, users), who will provide the project contracting team and contractor with their "expertise" within the framework of consultative arrangements.

The French strategy therefore promotes the strengthening of local public project contracting, an institutional tool for a territorial strategy based on the common interest. It promotes a global and political approach to the city, whose governance is centered on the local or regional public authority as the driver of this local public project contracting.

2 - URBAN PROJECT CONTRACTING: DEFINITION

Urban project contracting incorporates a set of mandates enabling urban territorial development processes, the transformation of formal and informal urbanised areas, and improved access to basic services for the majority of the population.

These mandates include the set-up of a strategic vision for the development of the territory and the design of urban projects resulting from this vision, up to their implementation and their institutional

and social incorporation:

- set up a prospective vision of the development of urban territory with all stakeholders;
- translate the guidelines of this prospective vision through a strategic urban planning process;
- ensure the consultations, arbitrations and regulations required for their conception;
- provide the political, financial and technical conditions and the human resources required for their implementation within the framework of a participative and iterative approach;
- guarantee the legal and regulatory framework to safeguard the implementation of the projects, particularly with regard to the real estate sector;
- ensure the political backing and the steering and guarantee the continuity of the projects throughout the urban processes;
- decide the terms and deadlines for implementing the plans and programmes.

3 - URBAN PROJECT CONTRACTING SUPPORTED BY A LOCAL PUBLIC AUTHORITY

As a mandate that cannot be separated from the political process of urban governance, the urban project contracting is supported by a public authority that, as such, performs a function of general interest; it assumes a responsibility for it is liable and which it cannot abandon. The local authority refers to both the elected local authorities and the decentralized services of the State.

The legitimacy of the local public authority as a project contractor is defined by the competences invested in it, reinforced according to the terms of its appointment.

The local public authority is also best placed to conduct an integrated approach in terms of territorial development and to be able to ensure the interfaces and links between the various institutional levels that intervene in its territory: the State, decentralized authorities, the region, intermunicipal structures, neighboring communities and districts. It is particularly important to ensure the coherence of sectoral policies implemented, in particular, by the decentralized bodies at the local level.

It may develop a local or regional vision based on existing specificities and local resources, by taking peripheral areas into account.

Thus, an effective decentralization of the urban competences from the national level to local and regional levels promotes the effectiveness of public action through improved access of populations to basic services, local economic dynamics and the strengthening of democracy.

France supports the process of decentralization and the municipal movement by supporting associations of local authorities and bilateral programmes. It supports effective decentralization supported by the central State, which defines the general and strategic framework for national development and grants, as a political contract, the urban project contracting to a legitimate public local or regional stakeholder with a multi-disciplinary vision.

The capacities required for effective performance of the local public project contracting are embodied by **various institutions of governance** that can be categorized in three groups:

- a centralized State project contracting or one carried out by a decentralized service of the State;
- a decentralized project contracting carried out by a local authority, which may adopt a collegiate form, in particular in the case of intermunicipal structures;
- a project contracting devolved to public or semi-public bodies, under the control of the local public authority.

While the local authorities may demonstrate very different configurations from one State to another (town, county, district, community, region, local council, province...), the principle of subsidiarity provides a relevant frame of reference for the distribution of competences between the various institutional levels. This principle allows the State to entrust the fields of competence to the most appropriate levels. It is also intended to provide the local authority, charged with local public project contracting, with the means necessary to guarantee a framework secured for public action and to have at its disposal financial, legal and technical capacities and means for pursuing an effective urban development public policy.

This framework is mainly based on key competences that enable the local public authority to exercise this urban project contracting role: the strategic planning, the regulation of the use and ownership of the land, the issue of building permits, the infrastructures and the public services, the economic development and social activity.

SUPPORTING URBAN PROJECT CONTRACTING TO DEVELOP ACCESS TO BASIC SERVICES IN OUAGADOUGOU, BURKINA FASO. FRENCH DEVELOPMENT AGENCY.

The Project for Sustainable Development of Ouagadougou (PDDO), funded by the FDA, aims to contribute to the territorial project of the city of Ouagadougou through the funding of structural urban infrastructures; its goal is to improve urban mobility and promote access to essential services for water supply and purification. It continues the support by the AFD to the development of the infrastructures of the capital city through previous financings. The Agency has set up a close partnership with the stakeholders of the urban development in Burkina Faso since 1997 through operations that are often groundbreaking and that have confirmed the management capability of the public project contracting institutions of the city and of the national office of water supply and purification.

The project's goal is:

- to take part in the building of lines of streets and water drains, in particular through disadvantaged neighbourhoods that will be previously identified in the context of the sanitation project of the peripheral neighbourhoods;
- to renovate/build three public intercity haulage depots;
- to extend the network for collective sanitation of wastewater;
- to increasing access to drinking water in poor neighbourhoods through the promotion of the delegation of public services to private operators;
- to launch emergency measures to reduce the risks of water shortage before the commissioning of the required water production infrastructures through: (i) facilitating the mobility inside the city and between cities thanks to the creation of road infrastructures and haulage depots; and (ii) improvement of access to essential services for water supply and purification in order to reduce social and sanitary hazards. The programme aims at improving the city population's living conditions, in particular in poor neighbourhoods (access to water supply, hygiene, sanitation, mobility...). It also contributes to galvanising the economy (through its transportation component, in particular) and strengthening the project contracting skills of the city services of Ouagadougou in terms of urban planning.

French guidelines in support of local public project contracting

In order to exert their skills effectively, the local authorities should have **institutional, regulatory, technical and financial capacities**. The acquisition of such capacities relies on the transfer by the State of a part of the corresponding means to these competences and on the implementation of an institutional framework for the local levels. It requires:

- local authority capacity building for local public project contracting;
- the strengthening of the capabilities and involvement of all stakeholders in strategic urban planning.

1 - DEVELOP THE LOCAL AUTHORITIES ABILITIES IN THE FIELD OF LOCAL PUBLIC PROJECT CONTRACTING

Develop the financial capacities of local public project contracting

The local authorities new tasks require corresponding transfers of financial and human resources upon which the success and sustainability of the project they will implement are contingent. However, as a matter of fact, in Africa the States provide a maximum of 5% of the resources of the local authorities[1]; and in the developing countries as a whole, the budgets of local authorities are, on average, only 1 to 5% of the national GDP. It is also necessary to encourage the local authorities to have stable income available and enough financial self-sufficiency: land ownership, autonomous fiscal power, relevant awarding of the State income transfers, access to other resources...

As a rule, the development of financial capacities of a local or regional authority means, beyond the equality of means, developing effective possibilities to implement financial self-sufficiency and strengthening financial governance. Using tools management, budget programming and investment programming will initiate efficient means of action in this process.

This requires supporting local authorities through:

- financial transfers that are relevant to the new competence transfers entrusted to the local authorities;
- a progressive diversification of the funding sources of the local authorities that will allow some self-government;
- development of financial and management skills to control, assess and optimise budget and financial policies, which constitutes a decisive support for project sustainability;
- providing ongoing training to the elected and territorial officers responsible for financial issues.

The urban development also **aims to generate wealth**, on which the local public project contracting can rely, to develop its own budget capacities. Thus, we can identify different action levers:

- valuing land ownership, particularly in the context of public operations for planning and development of building sites, by giving priority to leasing in order to retain patrimony;
- the right setting of price for services to the population, in particular with the aid of infrastructure and public equipment, while maintaining the equalisation of contributions to guarantee universal access to various services;
- the implementation of a progressive equalisation between the territories in order to maintain populations on these territories and minimise the economical migrations that tend to contribute to their demise; incentives for the development of projects in order to increase the economies of scale and the efficiency of the investments;
- preference for local skills and promoting the employment of the most impoverished in the urban projects by the local public project contracting, in order to help them get back to work.

1 - Gérard Chambas (dir.)«Mobiliser des ressources locales pour les collectivités locales en Afrique subsaharienne», MAEE-CERDI-DGFIP, 2010, Economica, Paris, FFAM-CERDI



Mission of support of FMDV for the assistance to the local public project contracting
Nilüfer municipality - Droits cédés au FMDV

TOOLS FOR LOCAL FUNDING DEVELOPED BY THE GLOBAL FUND FOR CITIES DEVELOPMENT.

Founded in 2010 at the initiative of Metropolis and United Cities and Local Governments (UCLG), the Global Fund for Cities Development (FMDV) is an international network of local authorities. It also offers some technical assistance and financial engineering, and provides strategic monitoring and facilitation of the discussion about local economic development and urban development projects funding.

To meet the local priorities and specificities, the FMDV, via its local offices, supports:

- **the design and strategic urban planning:** it supports the city of Dakar in the implementation of a new economic and administrative centralization through renovation, requalification and urban regeneration operations, partly relying on mobilisation and strengthening of human, social and economic capital from the populations of the 3 relevant neighbourhoods («DKL» triangle - Dieuppeul-Derklé, Khar Yalla, Liberté).
- **the budgetary, economic and financial organisation of the city**: late in 2012, the FMDV founded the Cities Funding Corporation (CFC) that monitors authorities throughout the process of preparation, bargaining and bond issues, by integrating restructuring of debt, strengthening capacities of local financial services, bargaining with national authorities for the necessary regulatory adjustments and ensuring the technical and financial environment to borrow under the best conditions for local authority.

Other interventions concern design of business plans and economic and financial viability studies (leisure park in Nilüfer, Turkey; biogas factory in Mashhad, Iran) or research and support to negotiate local funding for sectoral projects (preferential conditions for change of rolling stock in Antananarivo, Madagascar).

- **the design and joint implementation of institutions or financial vehicles tailored to the needs and capabilities of local authorities** at a regional, national or local level, or according to some specific theme: e.g. the African Funding for Urban Development, a catalytic funding suggested to the BAfD, the feasibility study of a Trust Fund for the Safer Cities Program by UN-Habitat, the national dialogue about the foundation of a financial institution dedicated to the funding of urban development (local funding agency or specialised financial institution with the city of Johannesburg, South Africa).

Strengthen competences and capabilities of local public urban project contracting in the management of public services

France has taken an active part in the guidelines on decentralization and access to basic services for all supporting its operational implementation. Thus, it supports creation of dialogue platforms among the different stakeholders (State, local authorities, users, providers), in which local public project contracting shall remain the only legitimate stakeholder able to define the management process and appoint implementation of services to public or private operators.

To guarantee balanced partnerships, dialogue between operators and users, the monitoring and the quality control of the provided service, local public project contracting is decisive in public regulation. Through the various forms of existing contracts between operators and local public project contracting, as stated in the guidelines on decentralization and universal access to basic services for all, the following principles shall be supported:

- support of a transparent, participative and efficient governance: strengthening capabilities and setting roles of relevant stakeholders; set-up of norms and frames of reference, inventory of excluded groups; identification of the existing community practices at the local level; information about services;

- support of decentralization and strengthening of the role of local authorities: clarification of the transfers of responsibilities for providing basic services and the corresponding resources: equalization, increase of proprietary resources, facilitation of access to borrowing, improvement in the financial governance and the solvency of local authorities;

- development of partnerships and implementation of institutional frameworks: formalization of partnerships within legal frameworks that clarify procurement processes, participation of the service providers, revision of contractual agreements, comparative analysis of management process, standards of public services, and mechanisms for solving conflicts;

- promotion of sustainable funding and policies favorable to the poor: balance of the funding and the fixation of prices that makes it possible to guarantee the cost-effectiveness of the exploitation and accessibility for the poorest on the basis of the principle of prohibiting discrimination; identification of human settlements excluded from the provision of services in association with representatives of the civil society and inclusion within the schemes of development of infrastructures; modes of effective recovery of taxes and usage fees; social responsibility of the service providers towards the population (local recruitment, respect for employment law, contribution to social policies);

- guarantee of environmental sustainability: support for sustainable consumption methods, set-up of norms for sustainable methods for management of ecosystems, identification of sensitive zones in the context of climate change.

GUIDE FOR CONTRACTUAL GOVERNANCE OF THE BASIC SERVICES IN NETWORK, INSTITUTE OF DELEGATED MANAGEMENT

The Institute of delegated management (funding of companies for basic community services) has coordinated the creation of a guide for right contractual governance of the basic services in network in the frame of a working group lead by the General Secretary for Africa of United Cities and Local Governments. The goal of this guide is to help the local authorities in the selection of the organization of basic services, then to support them with the transfer and the management of a contract with an operator.

The set-up of a more efficient partnership between the private sector and the local authorities for funding and managing infrastructures, and supporting services, is strongly influenced by the selection of a mode of governance proper to each territory, with the goal of coherence of the decision processes from a stakeholder to another.

Thus, the guide aims at efficiently completing the principles of the international guidelines on decentralization and the access to basic services as adopted by the board of directors of UN-Habitat in 2007 and 2009. France has been granted the role of head of its implementation.

The guide is thus a true toolbox to help the local authorities decide:

- the selections of organization and management of the basic services in network and the contractualization between public authorities, users and industrial and financial operators;

- the definition of common principles that apply to various modes of management in a pragmatic logic, on the basis of dialogue, transparency of information and primacy of general interest;

- the control of the conditions of devolution and fulfilment of the missions in connection with the mode of governance (mode of attribution of the management of service to the operator, selection of the operator, evolutions and continuity of the service, participation of users).

SAVE WATER IN ZONES OF WATER STRESS: THE PUBLIC-PRIVATE PARTNERSHIP OF MANAGEMENT OF WATER AT AGUASCALIENTES, PROACTIVA, A SUBSIDIARY OF VEOLIA ENVIRONNEMENT

Proactiva, a branch of Veolia Environnement in South America and a partner of cities and industry for the management of water supply and cleanliness, has been acting for more than ten years as a water service provider for the city of Aguascalientes, capital city of the State of Aguascalientes, Mexico.

The city is situated in a semi-desert zone with serious problems concerning availability of water, both in terms of quantity and quality, with a large consumption by the farming sector. These two combined factors led to a progressive decrease of the level of groundwater and a growing preoccupation on the part of the public authorities about the availability of the resource. They called for the expertise of Proactiva CAASA to find innovative and efficient solutions.

That's how Proactiva CAASA worked to promote universal access to basic services, to reduce the losses of water along the pipe network and to reduce the extracted volumes. The result after 10 years of work is the coverage of the drinking water supply increasing from 65% to 99.5%, a decrease by 13% of the water extraction volume and a reduction by 50% of the unrecorded losses.

Moreover, the city authorities and Proactiva CAASA have launched in 2012 a General Plan for the Water Improvement (PIMOH) that plans the survey and maintenance of the 203 deep wells of the city that feed the water supply, and the survey of indicators of interaction between the wells and the aquifer that shall be mounted on the pumping material to monitor the quality of water. You can now take advantage of very accurate diagnoses for the technical decision-making (management of the capability of production, lifetime of equipment, etc.). The combined efforts of the city and Proactiva CAASA make it possible to foresee the stabilization of the water extraction level for the next 12 years while following the demographic and economic development of the region.

Strengthening the capabilities of the local public project contracting thanks to tools for assistance to the project contracting

It is also necessary to support the development of a minimal basis of competences inside the local public services so that the local project contracting gets enough self-sufficiency to manage the processes and arbitrate conflicts with independency, in particular when they call for expertise from outside.

According to the political, institutional and social contexts of each territory, some layout and engineering tools among the wide range developed in France may adapt to local specificities and meet the needs of the territory as assistance tools for the project contracting and as tools for the implementation of the project.

Except for large communities that can get particularly developed services, some specific skills required to treat urban issues have become very complex, and many local authorities have access to them only through expertise from outside: urban planning agencies, research departments, research experts, NGOs, private providers of urban services... Partnerships between authorities seem to be a good source of expertise as well, when making various stakeholders intervene. In some cases, a common project contracting may be developed.

Moreover, the fluctuation inherent in political life may lead to discontinuities in the conduct and technical management of projects by the services of the authority.

Such external expertise, either public or semi-public, may favor the technical and operational continuity of the implementation of a territorial strategic project. In return, delegating a part of the mandate of the local public project contracting requires that it can set up piloting, arbitration and control mechanisms necessary for the smooth implementation of projects, to prevent partners from being substituted.

CREATION OF THE URBAN PLANNING AGENCY OF BAMAKO, MALI. GREATER URBAN CONGLOMERATION OF LYON AND THE URBAN PLANNING AGENCY OF LYON.

The urban planning agencies gathered inside the FNAU carry a long term strategic vision and make possible planning that is sustainable and adapted to the communities at several levels: the State and the stakeholders of the management. Their mission is, notably, to develop partnerships with cities in the emerging countries about urban planning concerns.

For example, within the framework of the decentralized cooperation by the greater urban conglomeration of Lyon, and often in connection with the AFD, the urban planning agency of Lyon helps project contractings, particularly for urban planning and effective implementation by great cities in subsaharan Africa (Ouagadougou, Bamako, Addis Abeba...)

This support is made directly to services in these cities or to local urban planning agencies being created. For example, a mission to assist the creation of an urban planning agency is pending in Bamako, Mali, with the support of a project by the French Ministry of Foreign Affairs and the AFD. Since the city has to cope with both the problems of demographic growth and urban sprawl, the mayor of the district of Bamako has decided to initiate a debate about urban stakes in the territory of the city by gathering all concerned stakeholders. In this way, he has taken his stand as the main and legitimate contractor for engineering in his territory and has initiated a collective and shared awareness of the stakes of urban development.

The District Council has solicited the greater urban conglomeration of Lyon and the urban planning agency of Lyon to support the establishment of an urban planning agency. It will have to provide better knowledge about the territory, suggest guidelines and support relevant authorities for the design and accordance of public policies with regard to urban planning.

The urban planning agency of Lyon acts especially as a support to assist the project contracting and strengthen the technical capabilities of the local authorities and personnel.



The subway of Baku, Azerbaijan
SYSTRA

REINFORCING THE PUBLIC URBAN PROJECT CONTRACTING OF BAKU, AZERBAIJAN, WITH THE DEVELOPMENT OF ITS URBAN TRANSPORT. SYSTRA

Azerbaijan has benefitted from a strong economic growth for the last ten years (up to 35% in 2006). This has favored a high level of investment in public and transport infrastructures, particularly in its capital city Baku.

However, with more than 200 million travelers a year, which means an average of 712,500 travelers per working day, Baku's subway has reached its capacity limit and cannot deal with the expected growth of the population over the next few years: an increase from the current population of 2.8 million inhabitants to 3.8 in 2030. The authorities of the country have thus decided to launch a large project for urban development. The extension of the suburban network before 2030 shall be the corner stone of this project. SYSTRA, as the proxy of an international consortium, and with the support of local partners, has assisted the local authorities in facing this challenge.

Its role was to help the urban project contracting with:

- its approach for sustainable planning by setting up tools to help decision-making, in order to rank projects and investments according to goals and priority needs, as clearly defined and conveyed (multi-criteria analysis: technical, operational, financial, social, environmental, governance/acceptability, aesthetic/landscape) with working groups/help for decision-making)
- its dialogue with the fund providers and its approaches for loans and requests for funding
- definition of the framework for a common reflection about the renewal of organization: a new attribution of regulatory, technical and financial competences among authorities in charge of the urban/interurban/regional network
- the modernization of the network (international norms for performance and service) and, further, alerting the urban project contracting and stakeholders about the sustainable mobility (analysis cost/advantages from the point of view of the modal report for TC, intermodal passenger transport, reduction of urban pollution, coordination with urban projects, etc.)
- the supply of targeted training to some agents of the urban project contracting (immersion into technical teams in Paris, visit of building sites, lines, depot, thematic working groups, etc.)

Develop tools to know the territory

The local public project contracting should develop knowledge tools in its territory in order to support projects in agreement with the needs of the population and its specificities. It is particularly important to know the social needs in order to integrate these concerns in the strategic urban planning. This knowledge of the territory may rely on a set of tools (mapping, cadastre, geographic information system - GIS, observatory...) and on field surveys. It also requires a prioritization of the development axis on a wide scale and then prioritization of actions and projects on a territorial level.



The workshop of participatory mapping, Nouakchot, Mauritania
CUN/OSPUN

LOCAL GOVERNANCE AND SOCIAL COHESION IN NOUAKCHOTT, MAURITANIA. FRENCH MINISTRY OF FOREIGN AFFAIRS.

The French Ministry of Foreign Affairs supports the strengthening of the public project contracting of the urban community in Nouakchott and the establishment of a new partnership between public institutions and the civil society within the nine municipalities through the Local Governance and Social Cohesion project. With 1.5MĐ budget and 3 French experts, this project relies on an innovative process which combines a territorial approach, a dialogue and the strengthening of the all local stakeholders' capabilities. It aims at:

- improving the knowledge of the urban environment as a tool to support urban planning decisions. The project has supported the establishment of the Observatory of Services and Urban Assets of Nouakchott, integrated into the urban community services. The observatory makes surveys, studies and mapping works (satellite images and digitalization of buildings, study of the access to infrastructures and to health services). The data production is made with dedicated tools for geographic data, but also with participative processes gathering field stakeholders (localization of informal infrastructures);

- promoting the local dialogue. The project has supported the creation of committees for municipal dialogue (CMD): advisory authorities of the city council of the 9 municipalities of Nouakchott, which gather representatives of the decentralized services and of the civil society and which are hosted by an agent of local development. The CCC have become the sustainable regulatory framework for dialogue between stakeholders for the drafting of plans of the development of cities and for the community investments (supported up to 600,000Đ per project);

- promoting the professionalization of the stakeholders of local development. The project supports the establishment of the first sandwich graduating university course in Mauritania concerning the local development for agents active in local authorities, decentralized services and organizations from civil society.



Peri-urban agriculture on the edge of the lagoon (flood plain)
Benjamin Michelon, Groupe Huit

DEVELOP THE KNOWLEDGE OF THE TERRITORY TO DESIGN A GLOBAL AND INCLUSIVE STRATEGY FOR URBAN PLANNING IN PORTO NOVO, BENIN. GROUPE HUIT.

Thanks to its history, Porto Novo has exceptional developed and undeveloped assets. However, today, with 310,000 inhabitants in 2013, the rapid area development of the capital city of Benin contradicts very low demographic and economic growth. Thus, it seems relevant to suggest a strategy and actions matching these stakes of urban planning, of layout of peripheral zones with flooding risks taken into account. The action of the Working Groups for the Urban Project Management (that supports the decentralized cooperation of the agglomeration community of Cergy Pontoise and of the greater urban conglomeration of Lyon) in the city for many years has favoured the awareness by the local authorities of environmental and social concerns and made it possible to involve the French Environment Facility in the implementation of a project titled "Porto-Novo, green city, strategic planning and sustainable organization".

On the basis of a strong political will of the authority of Porto Novo to implement the urban renewal of the city, Groupe Huit promoted a project that gathers a vision for the strategic planning of the urban development relying on the knowledge of environmental hazards, while proposing the building of fast operational arrangements. To do so, it promoted the valorisation of a green space on a peripheral urban territory with no buildings, which can both admit some integrated semi-urban agriculture and promote ecotourism in this wet and easily floodable zone with high environmental value.

The framework of this project relies on the identification and the expression of thematic approaches specific to the various scales of the territory (from the neighborhood up to the region, etc.). It also takes into account the link between urban temporalities (short and long term) and stakeholders, which is necessary to create synergies that favor other innovative initiatives and other financings with impact on the local economies.

2 - STRENGTHEN THE PARTICIPATION AND THE CAPACITIES OF ALL STAKEHOLDERS IN STRATEGIC URBAN PLANNING

Strengthen the capacities of the whole chain of stakeholders

The French approach takes the plurality and the diversity of the stakeholders into account, in the context of the urban development, relying on local know-how. The development of all urban stakeholders, from the inhabitant to the local elected executives and to the professional workers of the territory, is one of the keys of urban democratic governance.

It is advisable to stimulate it as soon as the diagnostic and the strategic reflection in order to take care of the process of the strategic planning project throughout. This stimulation can use a wide range of tools to strengthen capabilities and skills to favor the effective involvement of all, including by the most impoverished populations. It is particularly advisable to favor the development of training leading to diplomas in association with the university, in order to guarantee the durability and the acknowledgement of learnt know-how. It is also advisable to support the research to update the knowledge and reduce the dependency of the territory to external expertise. Exchanges and partnerships relating to the survey of cities also provide a favorable framework for the development and strengthening of capabilities.

SETTLEMENT OF A PARTNERSHIP FOR TRIPARTITE DECENTRALIZED COOPERATION WITH ANNABA, ALGERIA. URBAN COMMUNITY OF DUNKERQUE.

Since the 1970s, the territory around Dunkerque has been maintaining a relationship with Annaba, in north-eastern Algeria, with which it shares many characteristics: a harbor, some important industry and a university center.

This relationship has materialized in 2004 with a cooperation agreement between the urban community of Dunkerque (UCD) and the city of Annaba thanks to the strong involvement of the urban planning and development agency Flandres-Dunkerque (AGUR). In 2007, since Annaba is also a twin city with Bizerte, Tunisia, the three partners designed a strengthening and know-how exchange programme about territory planning, with the support of the MAE company and the European Union.

This program "Support to the integrated urban planning" (APUDUI), which is jointly facilitated with the UCD and the AGUR, is structured according to three axes:

- methodological and material support for the creation of an urban planning and development agency in Annaba (AUDICA)
- training and exchanges of know-how thanks to seminars or working groups about urban studies
- support for the establishment of territory management and planning tools, such as the geographic information system and the territorial observatory.

This work has been fruitful, as much for the Algerian and Tunisian partners as for the partners from Dunkerque of the AGUR and the UCD. The APUDUI program ended in 2011 after achieving most of its goals, including the main one: the establishment of wide and sustainable partnerships between the stakeholders from the three territories. A new program UCD/Annaba succeeded it, that was funded by MAE on the basis of a expanded partnership including universities, chambers of commerce, French and Algerian cultural stakeholders, the École Nationale Supérieure d'Architecture et de Paysage (ENSAP) of Lille and the city of Dunkerque. The AUDICA/AGUR cooperation carried on mostly through working groups about urban studies to strengthen the capabilities of £urban governance. In the same way, a subsequent project between the UCD and Bizerte deals with the urban assets, participatory democracy and the governance.

For 50 years, the importance of the partnerships between French and foreign territorial authorities is a major specificity of French external action. With more than 4000 territorial authorities involved in decentralized cooperation processes and more than 12000 developed projects, France takes advantage of some acknowledged experience in partnership processes. Sustaining decentralized cooperation offers a stable framework favorable to the strengthening of the capabilities of local authorities, no matter what the pace of projects or political changes in power is. The French cities involved in cooperation operations build a wide network that involves urban planning agencies, research departments, great companies of urban services, universities and NGOs. Such networks allow exchanges between the stakeholders of the territory, from one elected executive to another, from one professional to another, all favorable to the development of knowledge and all causes of renewal in the practices.

These tools for strengthening capabilities and exchange of expertise are all the more effective in that they focus on the development of local know-how and favour reciprocity.



« We want to be involved », Wolof (Senegal), France.
Julie Salagnac

STRENGTHEN THE CAPABILITIES OF URBAN OPERATORS IN WEST AFRICA. RÉSEAU PROJECTION.

In West Africa, the professionalization of urban operators seems an absolute prerequisite to allow local authorities to take full charge of their responsibilities as contractors for basic services. With this aim in mind, the network Projection is implementing the Sani Tsapta project, in association with the NGO Rail-Niger and the support of the Paris regional wastewater authority (SIAAP) and the Seine Normandy Water Agency (AESN). This project, which aims to strengthen the skills of professionals of sanitation and to optimize the link between the stakeholders of the sector, helps strengthen the urban project contracting and the search for better efficiency in human and financial means.

The project includes two complementary parts:

1. **the creation of a training offer in the field of liquid sanitation**, in Niger, in order to strengthen the competences of professionals (municipal employees and artisans of sanitation sector). The adopted pedagogic method relies on the experience of the professionals and the development of inter-professional relationships;
2. **the networking of professionals of liquid sanitation at the level of WestAfrica**, which provides a response to the compartitioning system between stakeholders (limited knowledge by the authorities about the activities proposed by urban operators, and reversely).

The public project contracting can't work properly without including operators. Such meetings favor the search for shared solutions by giving some dynamics to the dialogue while promoting crafts. Thus, the project confronts the institutional shareholders with their own responsibilities as project contracting and with the various operators, both formal and informal, within the territories.

Strengthen the participation in the strategic urban planning

The local public project contracting provides for the political backing of the territorial strategy, promotes and follows up the evolution of the project until achievement and creates synergies between the involved stakeholders. The urban development involves stakes even more complex and various. This dynamics results in multiplication of the number of stakeholders involved in the building and management of the city, which are the sources of various tensions and sectoral conflicts of interests that the local public project contracting has to regulate.

Several **categories of stakeholders** involved in the strategic urban planning can be identified:

- the State: its mission is to define a political, institutional, regulatory and financial framework for the dispatching of competences between the various levels of decentralized public authorities. It has to maintain the subsidiarity, which means that public responsibilities should be exercised in the most relevant perimeter;

- the local public authority. It is in charge of the local public project contracting, the design and the implementation of a project of shared territorial strategy, but also of the various institutional levels that may act on the territory: regions, districts, neighboring cities, neighborhoods...

- the stakeholders and partners of the project: the inhabitants and users of the territory; the civil society (the NGO, the sociocultural officers of the territory, the project backers ...); the economic and professional partners. They can be private and/or public investors, but also proprietors or shareholders involved in the land ownership;

- the stakeholders who take part in the strategic urban planning and its implementation: the urban designers; the stakeholders involved in the public debate; the services from the authorities, the legal and financial advisors, the construction operators, the technical tools for assisting the project contracting, the social, economic and cultural development operators...

- the funding providers and international institutions.

The French strategies of urban cooperation support the establishment of a political approach for **strategic urban planning that gathers all stakeholders and the population**. It should lead to a diagnosis and a project for shared territories, but should also allow going beyond the temporal limits of political cycles to give sustainability to the iterative and scalable processes necessary to the design and implementation of the strategic urban planning. Thus, the changes in power inherent to the cycles of the political life force the local authority to position itself as the vector, the animator and the warrant of the sustainability of democratic urban governance beyond the political time where it places itself.

It is necessary to support the process that allows the various shareholders of the territory to meet each other, share their knowledge and debate. Launching a process of strategic urban planning or the implementation of a great project can be an efficient driving force to create a local space of dialogue and initiate and then structure democratic local urban governance. The French shareholders recommend the settlement of iterative processes for a regular dialogue with the inhabitants and all the shareholders to periodically review the main initial goals and exchange views on the required evolutions inherent to the strategic urban planning.

These participation frameworks can display various modes and involvement degrees of the inhabitants, from simple forms of information and consultation up to sharing the management of the public action[2]. It is necessary to adapt the participation frameworks to the local context and specificities. As a minimum standard, these frameworks can rely on enquiry procedures or have more participative forms, up to the creation of a public, open and permanent space of dialogue.

STRENGTHEN THE ROLE OF THE PUBLIC PROJECT CONTRACTING ABOUT A TERRITORIAL PROJECT – HIGHER METN, LEBANON. INSTITUT D'AMÉNAGEMENT ET D'URBANISME D'ILE DE FRANCE.

52 cities in the Higher Metn in Lebanon, a few kilometers from Beirut, have adopted a chart of sustainable territory in September 2013. Its writing followed the model of the French national nature reserves thanks to the support of the decentralized cooperation of the Ile-de-France region. The cities pledge to develop the social and economic activities of their territory in cooperation with each other while protecting their natural, archeological and urban assets. A plan to protect and enhance the territory has been adopted at the same time as the chart. A series of priority actions has been negotiated about the management of wastewater and solid waste, the protection of water resources, the management of forests, transports, the design of hiking trails, the development of tourism, the valorisation of the assets and landscapes: a statute of the organism for the sustainable management of the territory. This approach has made it possible for the central administration to specify and integrate the concept of sustainable territory in the law about protected nature reserves. It created a local dynamic at the intercity level in a multi-community context (mainly Maronite and Druze populations) that had heavily suffered the conflict of the 70s and 80s. The project created a space of dialogue and agreement about local development and environment concerns beyond the existing political divides.


Upper Matn, Lebanon
IAU

2 - See: « Pourquoi et comment impliquer des habitants ? » in A. Mansion, V. Rachmuhl (Dir.), Bâtir des villes pour tous en Afrique, GRET/GTLN-ONU Habitat, #31, April 2012.



Porto-Novo, Benin
Luc Raimbault, Les Ateliers





Thies, Senegal
Luc Raimbault, Les Ateliers

TWO EXAMPLES OF DIALOGUE WITH MANY STAKEHOLDERS IN THIÈS, SENEGAL AND IN PORTO-NOVO, BENIN. LES ATELIERS DE CERGY.

Since they were created in 1982, Les Ateliers de Cergy are convinced that building a city is by nature a collective process, and that a participative and multidisciplinary process gathering all the stakeholders of a territory to the professionals of the city services is more important to design an urban development project than the design of "masterplans".

Among the workshop that the organization settles each year, the multi-partner dialogue frameworks vary according to the local context. Two examples show the various spaces of territorial dialogue that were created:

Thiès: to prepare the 2012 workshop about a new positioning of the city and the design of a territorial project, the elected executives of Thiès insisted on associating the inhabitants and many local associations all along the process of the workshop, which means 18 months. Three public meetings were organized in each district. The inhabitants and more than 40 associations took part in the diagnosis, in the forum, and then attended the international jury. A specific popular jury that gathered inhabitants, associations, traditional chiefs and elders has then been organized by Yankhoba Diatara, vice-mayor, for more dialogue about suggestions and initiate the next stages of the approach.

Porto-Novo: after two sessions of the workshop of Les Ateliers de Cergyin Porto-Novo, the mayor decided in 2010 to initiate the West-African Urban Working Groups to launch a tool for strategic urban planning.

At the same time, to make sustainable the multi-stakeholder platform that has been following up the city authority since its foundation, two administrative orders were initiated to create a Committee of Partners that gathers institutional operators, cooperation partners, universities and great research departments as well as a scientific council with academic personalities from 4 African countries, urban specialists from Benin, specialists from the School of African Assets and executives of the city: www.ateliers.org

PROMOTE AND SUPPORT THE KNOW-HOW OF INHABITANTS IN SAINT-LAURENT DU MARONI, FRENCH GUYANA. GRET.

In the context of a pre-operational plan about the rehousing of a hundred households in great material insecurity from neighborhoods with spontaneous buildings, the GRET and the PACT of Guyana have organized and animated information and advice sessions for the inhabitants, in order to guarantee the feasibility and social acceptability of the designed solutions. This step is all the more important than the operation involves innovating proposals, particularly for housing: access to very economical private property by combining building by the inhabitants themselves under supervision and furniture of a subsidized basic module; dissociation of the ownership of the buildings from the ownership of the ground, as a beginning, thanks to a formula of reverse building lease that guarantees the security of implantation and gives access to ownership at longer term against payment of a rent.

The session dealt, on one hand, with the technical characteristics and the production mode of the housing, the payments by the bidders and the statute of occupation of the ground; on the other hand, with the form and urban composition and the expectations, in terms of equipment and public space. Many people attended and took part in the meeting. The working groups enhanced the initial proposals and brought strong support by the inhabitants about rehousing. They contribute to show that the solutions to the major challenge of spontaneous urban building in Guyana require politics and urban and housing operations that promoteand rely on the practices and how-how of the inhabitants and that follow formalization processes.





Djakata, manipulation of models
Bérangère Deluc, GRET


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