urbanews

Urbanization, a challenge for the cooperation

What exactly is « Urbanews »? A newsletter that deals with current urban issues, SDC urban projects and its challenges, featuring articles, book reviews and an agenda of coming events. What prompted us to launch it? Two reasons. Firstly, urbanization is a mass phenomenon in the contemporary world, and it advances fast, particularly in the developing countries. This makes it essential that we be informed of the new tasks at hand and of the challenges to be met, of the problems, and of the solutions that are being invented at municipal level, within the communities themselves, and in countless projects. Secondly, the SDC has in recent years developed a number of major urban management projects, in parallel with activities in such vital sectors as waste management, drinking water supply, and health, to name just these. The aim of the SDC is to run these projects in democratic partnership with the cities involved.

Urbanews will appear three times a year in three languages - English, French and Spanish - in print form and on the SDC urban Website. We intend UrbaNews to highlight the most pressing issues that cities currently have to contend with. We also intend Urbanews to function as a link between all who are committed to making cities livable, equitable, sustainable - in short, better places to live in.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
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The Environnement : an Urban Issue

From the Earth Summit
to Agenda 21
Since the 90s, the environment is increasingly perceived as a link between development and population-related issues. The Earth Summit in 1992 in Rio de Janeiro projected this burning social concern to the top of political agendas, at world level via the negotiations on the preservation of the equilibrium of major planetary systems such as climate, water, etc., but also at national and local levels. A number of steps have already been taken to introduce relevant regulations and establish executive agencies in charge of promoting economic and social activities compatible with the protection and renewal of natural resources.
Urban issues loom large in this debate, for several reasons:

■ Almost 50% of the world population now lives in an urban environment, a proportion that will grow sharply in the coming decades (urban growth in Africa reached 4,4% in the 1975 to 2000 period, against 3,5% in Asia and 2,9% in Latin America).

■ These city-bound migratory movements are due to the fact that jobs and companies are located primarily in urban areas, and to the quality of services provided there. For example, the metropolitan Mexico City area with its approximately 20 million inhabitants, concentrates one fifth of the country's population and nearly 50% of national production.

The most burning task we face now is to define environmental priorities and determine who will be responsible for their implementation.

The solid wastes management, a priority for the urban environment (La Paz, Bolivia, 1999; Y. Pedrazzini)

Urban activities and their environmental impact
The expansion of the urban habitat and of the collective infrastructure, alongside stepped-up social and economic activity, have intensified the use of such vital natural resources as land and water, with direct impact on neighboring regions. Farmlands located close to cities are progressively encroached upon by new human settlements. Available water is used to supply urban industries and families, often to the detriment of rural populations and agriculture.
The same applies to energy. Heating, lighting, transport are major sectors in the urban context, and require resources to be able to function. Electrification is one of the first demands of city-dwellers; hydrocarburants are needed for both transport and industry; poor families still use wood for cooking and heating purposes.

The access to water indispensable every day for everybody (La Paz, Bolivia, 1999; Y. Pedrazzini)

With their shortage of prevention and purification systems, cities in the third world contribute largely to the degradation of natural resources. Domestic waste waters and industrial effluents are fed directly into surface waters; many streams and even rivers in urban areas are transformed into open-air sewers. Domestic heating, industrial production, and private and public transport in turn combine to pollute the air the inhabitants breathe. Solid wastes are unloaded on the land, leading to a deterioration of soil quality and seepage.

Environmental risk
and social risk
In many precarious settlements, infrastructure is completely lacking or in short supply. They present a high risk for public hygiene, and consequently an increased risk of disease that hits poorer families who lack the financial resources to protect themselves especially hard. These sanitary problems in turn have social and economic repercussions such as urban violence, family problems, underemployment and falling productivity, to name just a few.
These ravages reverberate beyond the city limits, however, when the contaminants, be they airborne or waterborne, reach the vast outlying natural regions and upset their ecosystems.

Environmental action
at the urban and regional level
What steps have to be taken to provide all city-dwellers, regardless of their social or economic status, with a healthy living environment, and to avoid harm to the surrounding rural regions?·
Solutions do exist. But they will be effective only if they are undertaken jointly by public authorities, economic players and citizens. Three key sectors will determine informed environmental management in the urban context:

A few data to establish the scope of the problem

According to the World Bank, 1.7 billion individuals have no access to waste water purification systems; in Latin America, only 2% of waste waters are processed.
62% of deaths in Africa are caused by infectious diseases or parasites due to contaminated water and bad conditions of hygiene.
In the 80s, in cities such as Bangkok, Calcutta, New Delhi and Teheran the concentration of particles in the air surpassed maximum values during 200 days in the year; the WHO sets the annual limit at seven days.
Only 30% of the solid waste generated in Djakarta is collected, 20% in Dar Es-Salaam and 33% in Karachi. Although in such cities as Santiago, Buenos Aires and Sao Paulo 90% of the garbage is collected, poor districts are very badly serviced in this respect (World Bank, 1992)

Water management systems are essential to the urban infrastructure: drinking water supply systems, and waste water and industrial sewage purification systems.
Improved air quality requires much stricter controls of the three major sources of pollution, i.e. industry, motor vehicles and heating, the introduction of systems to process noxious effluvia, and the promotion of vehicles and fuels that pollute less.
Solid wastes, be they domestic or industrial, should be sorted, recycled whenever possible (for example by composting), stored on guarded sites and eliminated cleanly.
Most decision-makers know that these measures exist. They are not regularly implemented because they are complex, expensive and because both authorities and the general public remain largely unaware of environmental issues and their impact on populations, or insensitive to them.
All these problems will have to be tackled within the framework of public policy at national and local level, with due attention to issues of cost, financing, and to the part of public funding. International development and cooperation organizations will have to assume a leading role in terms of financing and counseling, along the lines of the work done by the OECD's **Committee of Aid to Development (CAD)**, which this year will publish the

document "Shaping the urban environment in the 21st century, from understanding to action". The CAD regularly intervenes in this area (see box below). As of now, any urban development project should include the issue of the preservation of the environment.

J-C Bolay, SuD-Consult

Ho Chi Minh City, Vietnam : Upgrading the canals and destroying precarious habitat (S. Wust)

To find out more
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A Tramway Named Kunming :
Transport and Sustainable Urbanization in China

The origins of the partnership
In 1982, Zurich, the Swiss metropolis with the greatest economic clout, entered into a partnership with Kunming, capital of Yunnan province, one of the poorest in China.
This alliance fast outgrew the traditional forms of cultural and economic exchange, and developed into a full-blown development program. Technical coo-peration took off in 1987, with Zurich's contribution to the establishment of a master plan for a water supply and of a waste water evacuation system for Kunming, plus training for technical personnel.
The success of this first project prompted the Chinese authorities to address a second request to their Swiss partners :

Precarious habitat and new buildings in Kunming (P. Schubeler)

Could they develop a tramway transport system able to cope with Kunming's current economic and demographic boom?
Whereas the overhaul of the water supply system corresponded to an immediate need, the planning of urban transport network requires a vaster approach, focusing on the interactions between mobility, spatial planning and the urban environment.

From research to application, a project involving several sectors
In view of the complexity of the project, Zurich since 1994 is backed by the SDC (Swiss Agency for Development and Cooperation). Zurich supplies technical backup and cooperates closely with the Institute for National, Regional and Local Planning of the ETH Zurich. The new plan for public transport in Kunming aims for well-balanced urban development in both economic and environmental terms. For the SDC and its partners it represents a pilot project liable to lead to further projects in other Chinese cities.

The project's current priorities
A master plan for a public transport system was drawn up during the project's first phase, which lasted from 1994 to 1996. The 2nd phase lasted until the end of 1999, and focused on three major areas:
A first set of *public transport*-related studies concentrated on the technical and financial feasibility of introducing a tramway line, on detailed plans for a high capacity bus line and on a number of specific measures to improve traffic management.
The second set of measures dealt with issues of *urban planning*, establishing a link between the public transport systems to be developed, the conservation of Kunming's historical heritage and the planning of the city's territorial growth.
A third element, involving research and training, aimed to *consolidate local capacities* for planning sustainable development for the entire metropolitan area.

Over and above technical results, a new approach
Over and above the progress made in planning and in preliminary implementation, the most striking result is the open and constructive approach newly adopted by the Chinese municipal authorities. At the outset of the project, they viewed the tramway as an excellent means to reduce the number of bicycles in the streets of Kunming so as to make room for motor vehicles. Now, with their newly won awareness of a more global approach to urban problems, they support the master plan and the preference shown to the introduction of non motor

vehicles, bicycle paths and pedestrian precincts. The tramway line is still at the planning stage, but a number of urban infrastructure elements have been introduced, and the high capacity bus line is already in operation. Kunming has even adopted a strategy to preserve its architectural sites, and banned the construction of new buildings in a part of its historic center. Two national conferences were also held, generating considerable interest in integrated public transport in a perspective of sustainable urban development.

A project on the move, with its strengths and weaknesses
The year 2000 marks the launch of the project's 3rd phase. The objective now is to carry on the theoretical and practical work undertaken in Kunming, and to endow this pilot project and the lessons to be learned from it with national scope.
One thing is certain - the fact that Chinese political authorities view cooperation between Kunming and Zurich in a favorable light, boosted the project and facilitated going from planning to application. As in all innovatory projects, however, its institutional consolidation and administrative reorganization will require time - and commitment.
It was a remarkable experiment, for both the Swiss and the Chinese. Kunming's municipal authorities are well on the way to adopting a new approach to urban issues promising a wider, less sectoral view. In Switzerland, the project lays the cornerstone of a new form of multi-faceted cooperation between the Confederation and Zurich, the country's largest and most dynamic city. A project in which technical municipal and scientific experts work hand in hand. All in all, a model that should prove instructive, both in Switzerland and in other countries in the South.

Peter Schübeler, WAP, Zürich.

Without waiting: Urban Present and Futur

Tomorrow is Another Day

A few facts about cities

Did you know that in the early 19th century only 3% of the world's population lived in cities? Two centuries later this proportion has reached the 50% mark. Did you know that only 20 years ago two out of three people worldwide lived in a rural environment? Things certainly have changed! And not just in this respect, of course - development-related problems have taken on unprecedented scope, to which development cooperation must adapt. The SDC is priming itself for this challenge: it is currently setting up a strategy for 2010 and realigning its departments and services to make them more apt to respond to today's cooperation needs.

The SDC is active in so-called intermediary cities. These reach from «large villages» with tens of thousands of inhabitants, to medium sized cities. Intermediary cities are characterized by their constant contact with rural areas, for the survival of which they represent a driving force.

Viewed from a certain angle, cities have a purely negative image, marked by anarchy, precariousness, poverty and pollution. Yet they continue to attract thousands of rural migrants each day, on their quest for work, education, and adequate health services. They define the development of countries at national level. And they are the matrix for the growth of democratic, liberating movements that will allow for the development in truly human terms of the countries of the South with which we cooperate. Viewed thus, cities are the harbingers of hope.

Françoise Lieberherr

An exemple of the cooperation between Switzerland and Equador in an urban environment

In Quito, Equador, the SDC backs the municipal government in its campaign against air pollution. Motor vehicles, the principal culprits when it comes to air pollution, are now subject to obligatory emission controls. In parallel, the NGO Pro Natura provides technical assistance to environmental management units in the municipal administration, training courses for mechanics and awareness-raising measures for the general public. Far from being an isolated phenomenon, this project, which aims to improve the quality of life for Quito's inhabitants, is in fact a key element in an overreaching program of traffic regulation and the reorganization of public transport.
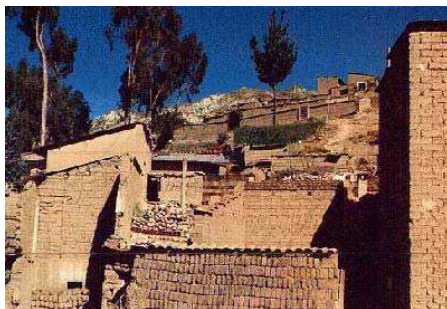
A Book

What Future for Urban Cooperation? Assessment of post-Habitat II Strategies.
by Isabelle Milbert and Vanessa Peat, Bern, Swiss Development Cooperation, 2000

The countries in the South currently face unprecedented social and economic problems in urban areas. The institutions in charge of setting up cooperation mechanisms, North and South, were slow to react to the questions generated by urban growth, and lacked a clear focus when they did so. Four years after the Habitat II Conference in Istanbul, which significantly raised the awareness of the dynamic role of cities, this book sets out to describe the many and varied projects carried out in the urban context. It aims to draw a clearer picture of what has been undertaken and - above all - allow for improved coordination of projects in the future.

Each of the book's 31 chapters describes a different cooperation agency and the multifarious paths that led them to the urban sector. Not content to stick to the official discourse on cooperation, the authors have attempted to analyze the agencies' real life priorities and projects. To do so they made use of data and discussed internal organizational issues, agreements with major partners, the geographic distribution of city-related cooperation and the implementation of innovative projects.

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The Second Forum of the World Alliance of Cities Against Poverty, organized jointly by the UNDP and the city of Geneva took place in Geneva April 3-5, 2000. The principal subjects discussed were: decentralized cooperation, partnership between the public and the private sectors, and tangible steps to root out urban poverty.
Info : mohand.cherifi@undp.org

Cities in the South: Sustainable for Whom? is the subject of the second international workshop of N-Aerus (Network-Association of European Researchers on Urbanization in the South) and ESF (European Scientific Foundation), to be held May 3-6, 2000 in the Palais des Nations, in Geneva, organized by UN-RISD and IREC-DA/EPFL.
Info : http://obelix.polito.it/forum/n-aerus/

Urban 21 : The Global Conference on the Urban Future , will be held July 4-6, 2000 in Berlin. Its objective will be to identify action-oriented urban strategies aiming to ensure sustainable development in the 21st century.
Info : http://www.urban21.de/

Urban poverty and development, a major focus of Switzerland's development and cooperation activity, will be the subject of the second annual training session on urban issues organized by the SDC, via its Division Industry, Vocational Training and Urban Development Service. The training session targets cooperation professionals, both Swiss and from developing countries, and will take place September 4-9,2000, in Brienz, Switzerland.
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urbanews

The Developing urban Potential and Decentralisation : The "Medium-sized Towns" Project in Burkina Faso

EDITORIAL

Towards Istanbul + 5

In 1996, Istanbul hosted the UN Conference on Human Settlement, or Habitat II. For some, this conference represented the last major event on the UN agenda in the 20th century. For others, the scope of its visions for the future made it the first conference of the 21st century. There can be no doubt that Istanbul marked a major innovative moment and turning point: it recognised that urban development has to be steered instead of simply blocked; it acknowledged the dynamic role of towns and cities for national and international economic development; it advocated that local governments should act in partnership with public, private and community organisations in order to respond more directly to the needs of the population.

2001 has been set as the date for Habitat + 5. Preparations for it are already under way, with a focus on three visionary projects. Firstly, a World Charter of Local Self-government to promote democracy, public accountability and participatory processes. Next, a Campaign on Urban Governance based on seven principles, including decentralisation, transparency and the promotion of civic values. Finally, a Campaign for Secure Tenure establishing a legal framework for access to land and housing rights.

Aiming to confirm the commitments made by Habitat II, to review the progress that has been achieved and the obstacles that arise in the implementation of the Habitat Agenda, and to define global priorities for future action, Istanbul + 5 should enable us to face the major urban challenges of the 21st century, which are both pressing and potentially explosive. Above all, Istanbul + 5 should reinvest the urban environment with a positive mission as the driving force behind the national economies and a hub of democratic development.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
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DDC

A national program for medium-sized towns

In the late 80s the government of Burkina Faso launched a program for the development of medium-sized towns (PDMT). The aim was to combat two negative trends that bedevil the country's growth: the increasingly blatant disproportion between the two principal cities Ouagadougou and Bobo Dioulasso and other urban centers, and the notorious lack of public utilities and installations to service the population in the smaller towns.

Confronted with these issues, the PDMT aimed to strengthen the economic, financial and technical potential of ten secondary towns, making them the focus of regional development and enabling them to boost growth in the surrounding rural areas. Local authorities have now drawn up a list of approximately 365 projects that were set up in response to this challenge, pursuing the following priority objectives:

- improving urban utilities and infrastructure,
- strengthening the economic fabric,
- urban planning and development, rehabilitation of the housing stock,
- strengthening the potential relative to local planning and municipal administration.

Priority areas for the urban coo-peration

The Swiss Development Agency adopted an active stance in response to these needs voiced by the government of Burkina Faso, and is now one of the principal foreign sponsors in the country. It launched a vast operation targeting urban planning and development, and the consolidation of local resources in three towns: Ouahigouya as the first in 1992, followed by Koudougou and Fada N'Gourma as of 1997.

The market of Ouhigouhya, un building in local materials (BUCO-DDC Ouagadougou)

Although each town has its own specificities, they all share a number of common characteristics. Each is the hub of regional activity; each is subject to rapid demographic growth; each not only lacks the infrastructure and services the population requires, but also the financial and technical resources to develop them.

Switzerland's involvement in this national program, and the resulting partnership with Burkina Faso, are grounded in a hypothesis as simple as it is innovative: a sales-related infrastructure adequate to the needs of the population (markets being the most important) will, once it is operational, generate public revenue with which to finance new social spending.

Five interventions enjoying priority status were defined: the creation of a sales-related infrastructure (markets, bus terminals, abattoirs, etc.); the promotion of local small and medium-sized businesses; urban rehabilitation; consolidation of public municipal institutions; local planning.

A PROJECT

The market of Ouahigouya, an answer to social needs (SDC, Ouagadougou)

Market infrastructures, power of development

1992 saw the first tangible results, the planning and construction of the main market in Ouahigouya. The project took on a national scope when the country's political landscape underwent some profound changes. In 1995 the government adopted a new policy of decentralisation for the entire country. In practice this meant that local executive and deliberative bodies were elected for the first time; they assumed a number of administrative tasks that had hitherto been in the domain of the central government. The adoption of decentralisation guidelines (textes d'orientation de la décentralisation T.O.D.) in August 1998 further reinforced this process.

A municipal development unit (Etablissement Public Communal de Développement, EPCD) is now to be set up in each of the three towns. Its task will be to first create a sales infrastructure, and subsequently to ensure its management and upkeep. These units will act as contractors during the construction phase, and as deputy administrators for the municipal authorities when operational.

The central market in Ouahigouya perfectly exemplifies the will to establish this type of infrastructure as a focus for the long term development of both town and region. It was clear from the start that local building materials i.e. geoconcrete should be used, and that small local entrepreneurs should be entrusted with the construction. The overall layout of the market, its various uses, the size of the stalls and shops and the criteria according to which these would be allotted were elaborated in concert with the local tradespeople. Besides giving work to local craftsmen, the construction also created an opportunity to improve both the technical and business skills of participants involved in another SDA project in the country, a program for the promotion of local craftsmen and builders (Programme d'Appui aux Artisans du

Bourkina Faso). This organisational work led to the birth of professional associations apt to defend their members' interests and negotiate tenders and attributions.

Pilot experiences : Markets in Ouahigouya, Kougou, Fada N'Gouma

Needless to say, the project in Ouahigouya, as the oldest (1992), is also the most instructive.

The central market is in operation since 1995; a vegetable market was added in April 1996. Other projects are at the planning stage: a bus terminal and a municipal slaughterhouse.

In order to ensure extensive support for and commitment to the project, its authors have involved the local authorities, and craftsmen and their organisations, in its planning and implementation.

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After writing off investment and the costs of management and upkeep, the market today generates a « gross revenue » of almost 80 million CFA francs per year (i.e. the equivalent of CHF 200.000), a remarkable sum for a town with a population of 55.000 in a country as poor as Burkina Faso. This income in turn generates investments, since approximately 42 % of the revenue is passed on to the community development fund (

Fonds d'Appui au Développement de la Commune FADEC). The construction of a municipal secondary school worth 60 million CFA francs was achieved in June 2000, and several other municipal projects have been launched with a view to rehabilitate the town, improve its sanitation and beautify it.

Since 1997, operations in Koudougou and in Fada N'Gourma follow the same pattern as in Oahigouya, with an added advantage: the official policy of decentralisation and empowerment of municipalities is now in force. In these towns also, the construction of the main market functions as a linchpin in the process of local consolidation, as a powerful boost for economic growth and professional training, and as a lever for more efficient municipal administration.

A half-time assessment was carried out recently and confirms the importance of the project's contribution to decentralised urban development. Participatory planning measures not only serve to mobilise the community; they also encourage rigorous management that generates profits and new investments for the benefit of the community.

Improved management for the future

The successful implementation of this project in all three towns notwithstanding, there are pitfalls to be avoided. On the one hand, the set up of the municipal development units (EPCDs) and their considerable autonomy may cause jealousy or even conflict between them and the burgeoning municipal administrations. The various local partners will have to negotiate conditions of co-operation very carefully in order to benefit jointly from administrative and technical reorganisation.

Furthermore, the continuing success of the project depends on the country's political stability. Should they repeat themselves, political crises like the ones that took place recently might undermine confidence between the various parties involved. It is essential that community associations take an active part in the process and feel co-responsible for the infrastructures being set up in their respective towns. In the longer term, the survival of these new structures and the impetus they have generated cannot depend on international aid alone. These public institutions will have to evolve in step with their environment and find the means to ensure their existence. Such a perspective will guide the SDA in its future activity.

AN IDEA

Battling Urban Poverty :
Who Are the Players, What Are the Strategies ?

In the early 70s, Robert MacNamara moved to define urban development as a World Bank priority. His motivation was twofold: growing fears that urban poverty might lead to social unrest and threaten the framework of economic growth on the one hand. The wish to tap the latent productive, investment and growth potential of the so-called «marginal» urban areas on the other. Poverty was on the agenda again nearly thirty years later, at the recent «Copenhagen + 5» summit in Geneva in June 2000. It showed that the situation has evolved considerably: regardless of whether they speak about Sarajevo, Cali, Kigali, Luanda, Moscow, Algiers , Nairobi or Lagos, all present-day participants acknowledge that the lack of concern for the most disadvantaged groups of the urban population will burden all of society in the long term, and threaten economic progress. The social and political repercussions of such disregard are disastrous: organised crime, skyrocketing violence, abuse of and trafficking of the most vulnerable, notably children and women, not to mention the Damocles' sword of growing political extremism and the threat of civil war. Cities in the South continue to function as hubs of economic growth and increased productivity. On the down-side, however, they concentrate inequalities, exclusion, poverty and social disintegration. Each day, the press chronicles these developments in a seemingly logical sequence of events that has become as repetitive as it is foreseeable. The scope of the problem is indeed shattering: even in the most dynamic cities such as Sao Paulo, a fifth of the population lives beneath the poverty level. According to official statistics, 40% of the urban population in India lives - or rather survives - in conditions of absolute poverty. In view of such terrifying examples, and of the difficulty to formulate and implement policies adequate to the problem, many governments are tempted to resort to an easy way out that dispenses them of their responsibilities: they trust in the laws of the free market economy with its (supposed) capacity to flood the poorest of the poor with the fruits of economic growth. They trust in community «self-help» in which the population provides for itself - housing and basic

In the very heart of New-Delhi, the 30 000 inhabitants of the Rajiv Gandhi Camp still live in shacks made of wooden planks with plastic tarpaulin roofs. Houses larger than 8 m2 are rare. The area is surrounded by a large open air sewer, a highway, a sports stadium and upmarket administrative buildings. The paths between the houses are unpaved, water and waste management are disastrous. No NGO is active in this shantytown with its religiously mixed population. Except in pre-electoral periods, the authorities systematically neglect to provide services for this settlement, which has survived for twenty-five years under the constant threat of demolition without prior warning. This may take place in the summer of 2000. Without access to neighbouring educational institutions, the inhabitants organised two small Koranic schools for approximately 100 children. Most women give birth at home. Several practitioners, as destitute their patients, have settled in the camp, in which everything contributes to perpetuate poverty, including its imminent demolition. The only families to be relocated are the ones that can afford to pay.

infrastructure such as schools, water, domestic refuse disposal, road maintenance and cleaning - all of which should in principle be a public service to the entire community. In fact, slum areas and shantytowns are often characterised less by the poverty of their inhabitants than by the degree of their neglect by the authorities (see box 1).

Community involvement is unquestionably an essential part of the fight against poverty, as confirmed by the complex processes in which many Latin American cities set up participatory budgets. All concerned parties jointly deliberate, negotiate and look for a consensus with a view to establishing the common interest.

Public measures against poverty include a number of sectoral policies, such as generate income and promote small companies, savings schemes, health, education

and housing. Many countries in the South have received substantial aid from development agencies to reach objectives in specific sectors as part of the overall fight against urban poverty. But, just as late 19th century public authorities were unable to implement their «hygienist» policies as long as they had not clearly established the perspectives of urban development, the cities of the South need a unifying vision to bring together disparate sectoral policies for the benefit of the poorest, linking state institutions and the power they detain, municipalities with their pragmatic approach and populations and private players with their dynamic impetus. The programme that the SDA is currently developing in medium-sized towns in Burkina Faso is exemplary of such an integrative approach (see article).

Porto Alegre, Curitiba, Ahmedabad, Surat all show that decentralisation coupled with a strong effort towards improved governance enable cities to integrate all their citizens, providing an environment in which economic considerations, the modernisation of the political and administrative structures and the demands of social development are all taken into account and made compatible in practice.

Isabelle Milbert, Graduate Institute for Development Studies, Geneva

To find out more

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Without waiting:
Urban Present and Futur

… A PROJECT (from page2)

All these issues are on the agenda of the discussions between Switzerland and Burkina Faso. Certain points relative to the status of the municipal development units (EPCDs) and their position towards and within the emerging municipalities have already been clarified. The municipalities in turn will have to take a firm stand and prove their social legitimacy.

All difficulties aside, the program for the development of medium-sized towns (PDVM) already functions as a blueprint for improved management of the urban environment, linking economic profitability with the imperatives of social development. Its findings apply not only to Burkina Faso. Thanks to the technical, social and institutional innovations it proposes, the project promises to be of great interest for all of Sub-Saharan Africa.

Jean-Claude Bolay, SuD-Consult

Gipsy neighbourhood "Malcho Malchev" in Targovishte, Bulgaria; J-C Bolay, 2000

The global conference on the urban future „**Urban 21**"

The conference took place 4. – 6. July in Berlin and brought together over 3500 participants from 100 countries. The conference was jointly organised by the governments of Germany, Brazil, Singapore and South Africa and was initiated as a follow-up event to Habitat II. Aim of the conference was to substantiate on the 1996 Habitat Agenda and prepare for next year's Habitat II +5 meeting. It also highlighted the fact that some bilateral and multilateral institutions are now giving higher attention to urban issues.

The 40 different forums, symposiums and panel discussions presenting innovative approaches to regularisation of land tenure and new issues such as E-government as the next big revolution in local government reform. Most panels included top-notch experts from their respective fields and provided stimulating debate.

A Global Agenda Report that Doesn't Meet Expectations

The conference organisers commissioned a panel of experts to produce a report entitled „A Global Agenda for Twenty-First Century Cities". Mapping out developments in demographics, social change, infrastructure and transport, land markets, urban management, urban environment and informal housing, the urban job market, etc., the report draws up three global categories of urban areas:

- the city of informal hypergrowth (most developing cities of the South),
- the dynamic city of emerging market countries,
- the mature, but aging city in developed countries.

Overall the report is strong on analysis but weak on recommendations. In addition it stresses a first world point of view of developing countries' problems. A case in point is the predominance of the many technological solutions put forward for the mainly socio-political problems encountered in urban development.

The urban poor are dealt with in a rather one-dimensional way – either as a ‚problem' (when their numbers are increasing as in most developing cities), or as a ‚resource' (when their productivity

Slums and social housing in Sofia, Bulgaria; J-C Bolay, 2000.

in low-pay employment is called for). This fact was also apparent in the focus of the conference: of the 40 or so forums, symposiums and panel discussions, only 2 were dedicated to topics dealing with civil society and NGOs as stakeholders in urban development.

More seriously, the report falls back way behind the Habitat Agenda in several areas. No mention here of banning forcible evictions, forced relocations and expulsions or the increasing unequal distribution of goods between rich and poor. Prof. Hall drew quite some criticism from the NGO community (notably HIC and Misereor) when presenting the report on the first day of the conference, peaking in his resigned statement: „I have the impression that you've been reading the wrong report…".

…and a Final Document: The Berlin Declaration

The conference ended with the passing of the Berlin Declaration. This three page declaration maps out current trends and realities of globalisation and urbanisation and recommends „urgent actions" which cities should strive to achieve: - promotion of environmentally friendly technologies, - poverty alleviation and the meeting of basic needs, - the integration of informal settlements into the existing urban structure (among others). The full text of the declaration can be downloaded from www.urban21.de

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urbanews

Urban Issues and Multilateral Cooperation

We have launched Urbanews in 2000, as a message for the future, to help us reflect about the challenges raised by cities. Also in 2000 the DDC Sectorial Services were re-organized and the urban section disappeared from the Division of Thematic Resources.

As from 2001, Urbanews will therefore concentrate on multilateral activities, the main urban programs and North-South scientific partnership. Multilateral activities will include the World Conference Istanbul + 5 and its preparatory conference in February, aimed at considering the progress, obstacles and challenges of implementing the Habitat Agenda, and at setting global priorities for international co-operation. Among these, we can emphasize the current development of a World Charter for Local Autonomy and the continuation of the World Campaign on Urban Governance, based on four principles - decentralization, democratization, participation, and partnership - that was launched in 2000. The main DDC urban programs are continuing in Vietnam and Burkina Faso, while other urban projects are being launched in Bulgaria, Serbia and Bosnia. Urbanews will thus be able to enrich the institutional analysis on complementary urban-rural dynamics and the inter-dependence between cities and the countryside. Urbanews will also provide urban program leaders with analyses on urban matters, both centrally and in the field, as this need was demonstrated in recent comments from the South.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
ET DE LA COOPERATION
DDC

Urbanisation and Health

Between environmental issues and poverty
Life in most cities of our planet is not healthy, particularly for the urban poor. Apart from all interventions mentioned further down, poverty reduction is probably the most important factor for improving health in the cities. Today it is mainly the urban poor, which suffer from the urbanisation process, and its negative environmental, societal and health consequences. The Bophal chemical plant disaster killing thousands in India at a large scale, or lead poisoning of children living close to a battery production site in Managua at a smaller scale highlight the importance of the urban environment for the health status of the urban populations. In countries with limited resources it is again primarily the urban poor who suffer most of environmental health problems. However, environmental health problems are not specific to cities in countries with limited resources, as studies on the negative health impact of air pollution in Europe on the health status of children have demonstrated.

The societal impacts of urbanisation on health are tremendous too. Alcoholism, drug abuse are rampant in many cities. In informal settlements of Cape Town one estimates that up to 30% of the male population are alcohol dependent. Glue sniffing is common among the numerous street children of N'Djaména, the capital of Chad, and it is just one aspect of the plethora of psycho-social problems of the young urban population. HIV/AIDS and STDs in general are particularly present in the urban environment. The unequal distribution of wealth is reflected in a considerable inequity in the access to basic health services and it is also linked to an unequal distribution of the burden of disease, which leads to substantial intra-urban differentials with a heavier burden of disease in the less affluent areas.

The level of urbanisation (see box 1) is another determinant of urban health,

Outpatient services at a district hospital in Dar es Salaam (Wyss, 1999)

both in relation to the prevailing morbidity as well as the demographic impact. Cities in Africa face different health problems than cities in heavily urbanised countries, like Mexico and Colombia.

Common to all settings is the epidemiological transition, which many developing countries are undergoing and which is particularly obvious in the urban environment. The causal relationship of this shift from infectious diseases to an increase of chronic diseases and trauma, has only been partially proven. The link is obvious as far as the increase of traffic accidents and occupational health problems are concerned. However, it is less clear to what extent the substantial increase of cardio-vascular and chronic diseases like diabetes can be attributed to the urban environment. Stress in the cities and an unbalanced nutrition might be contributing factors. The liberalisation of most markets has lead in the cities to pluralistic health systems with a wide range of health care providers, both formal and informal. Quality of services varies widely and population often appreciates non-governmental services better than public health services. This appreciation is not often justified on the basis of the professional quality, which is still often governed by irrational drug prescription and non-standard medical attention. However private health care providers excel in the availability of drugs and get usually better ratings for their

attitude towards patients. Whilst private, both profit- and non-profit oriented health care providers play an important role in providing curative services, public health care provision plays an important role in providing a minimal package of health services, including particularly preventive (for ex. vaccination) and health promotional activities.

Health and community

Health, just as education, is an excellent entry point to promote community involvement. Community involvement is pivotal to reduce poverty. However it is difficult to stimulate community involvement in the context of health due to the heterogeneous urban population and the change in many societies from lineage oriented relationships to community interaction, which is based on economic and monetary exchange. Widespread poverty – in many cities of countries with resource constraints up to 80 % live below the poverty line - and scarcity of income generating activities, are a vicious cycle, where bad health is just one of the multiple negative consequences. Unfortunately there are only limited possibilities for income generating activities, which have at the same time a positive health impact. Examples are the sale of impregnated bednets and providing safe drinking water.

Health in the cities comes less from the curative health services, but from the improvement of living conditions in its broadest sense. However, international initiatives like the "Healthy Cities Project" of WHO trying to take up this approach have often failed, as they remained for many actors and stakeholders too abstract and not tangible enough in order to be translated into action. Therefore it would be a mistake to underestimate the role of health systems in this process, which should offer basic curative, preventive and promotional health services.

The Swiss Tropical Institute has been set up in 1943. With its 151 collaborators STI is nowadays the most relevant scientific institution in Switzerland in the area of international health. Iits goals aim to contribute to the improvement of health of populations at the interna-tional level, combining teaching, research and consultancies, in the frame of a cooperation with SDC as with national and local governements. It is responsable of the implementation of important projects of SDC in East and West Africa (Tanzania, Tchad, Came-run, etc.).

Levels of urbanization as determinant of urban health

Group 1
Heavily urbanized countries with more than 75% of the people living in the cities (usually megacities), but where rates of urban growth are declining. Most growth rates is attributable to natural increase rather than migration. Typical of Latin America e.g. Argentina, Mexico, Colombia, Brazil.

Group 2
Recently urbanized, with about half the population living in urban areas. Growth rates have peaked and are beginning to decline. Typical of North African and some Asian Countries e.g. Algeria, Morocco, Malaysia.

Group 3
Primarily rural but rapidly urbanizing. Migration as the major cause of urban growth, although predominantly male migration has been replaced by household migration, leading to a shift towards natural increase as the major cause of growth. Typical of African countries e.g. Senegal, Ivory Coast, Nigeria, Sudan, Kenya, Zaire.

Group 4
Large, mostly rural countries. Major urban concentrations. Urban growth rates stabilized at high levels and projected to continue for next decade. Typical of large Asian countries e.g. India, Indonesia, China.
Source: World Bank (1991). Urban Policy and Economic Environment: Agenda for the 1990s. World Bank, Washington DC

Sector reforms and new policies

Health systems in the cities are often on the forefront of change compared to other public sectors. Furthermore they provide an excellent starting point in the complex urban environment for empowering the people not only in taking care for themselves but also demanding a minimum of services from the government. However there are no blue-print solutions, as possible improvements depend also on the level of urbanisation.

A positive development is a paradigm change, which has taken place in recent years. There is a move from the management of systems rather than on the management of diseases. Experience in East Africa (Dar es Salaam) and West

Dispensing window for essential drugs, Dar es-Salaam (Wyss, 1999)

Africa (Douala and N'Djaména) highlights the need to look at the problems of urban health in a broader sense and to contribute to the solution of these problems by strengthening primarily the managerial capacities of the urban health system. Decentralisation and health sector reform have become key issues in strengthening urban health systems. Access to health is considered to be a basic right and equity in the access to basic and good qualityhealth services is therefore one of the prime goals of urban health. Good urban health is also a prerequisite to effective poverty reduction.

Nicolaus Lorenz,
on behalf of the urban health programme of the Swiss Tropical Institute, Basel

To find out more

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A PROJECT

Decentralization of health service delivery:
The experience of Dar es-Salaam

Introduction : A decade of cooperation with Dar es-Salaam

The goal of the Dar es-Salaam Urban Health Project (DUHP), funded by the SDC, is to contribute to the health and wellbeing of the population of the largest city in Tanzania through improving the delivery of government health services at district level. The DUHP has made significant contributions to the process of the decentralization of health service planning and management to the district level.

The DUHP started in 1990, with bilateral collaboration between Tanzania and Switzerland, with the Swiss Tropical Institute as the executing agency. Phase I of the DUHP, from 1990 to 1993, aimed at the development of a comprehensive concept for urban health care, followed by the construction of new facilities and the rehabilitation of many of the older ones, as well as the provision of essential drugs for the city health services. Phase II, from 1993 to 1996, continued with the rehabilitation of the health infrastructure and the provision of essential drugs, but also emphasized activities to improve the capacity of governmental systems to plan, manage and administer the services. More emphasis was also laid on inter-sectorial collaborations, and to involving community groups in the maintenance and management of the facilities, as well in the field of disease prevention. Health promotion, through the establishment of an Information Education Communication (IEC) strategy, was one aspect of community involvement. Others were the introduction of user fees, and women's health. Phase III, from 1996 to 2001 is under the banner of the major health sector reform launched in 1995 by the Tanzanian Ministry of Health. Main aspects of the Health Sector Reform in which the DUHP is involved are the decentralisation of decision-making and management to the district level, and the improvement of the system of user fees at hospital level and its introduction at dispensary level.

Changes in the health sector in Tanzania

In Tanzania, decentralisation began many years ago, with the transfer of planning, decision-making and administrative authority from the central government to the local administrative units, local government, or non- government organizations. Under the colonial government, health service delivery had emphasized urban curative care rather than rural and preventive care. After independence, decentralization became an integral part of the development policies promoted by President Nyerere, seen as an important means of facilitating broader participation in planning, ensuring greater coordination between the different agencies concerned, and more effective use of the available resources.

In Dar es Salaam, the City Council became responsible for the city's entire health care delivery system, with the exception of the Muhimbili Medical Centre - from the first contact level (dispensaries) to district hospitals - as well as for water, sewerage and other community services. The Ministry of Health only remained in charge of a few tasks, among them policy and planning elaboration, the national health programmes (often called vertical programmes), and the nation-wide allocation of drugs to all levels of health care. In practice, however, the division of authority was not as clear-cut as the theoretical pattern would suggest, because of the multiple channels of accountability associated with the diverse technical, administrative, and resource use responsibilities. Effective decision-making and power was only placed in the hands of the rural and urban districts to a limited extent. For example, district hospitals were functionally and technically administered by the city administration, which is part of the central government, whereas health centres and dispensaries were administered by the local government authorities.

Decentralization of health service in Dar es Salaam in the context of governmental reforms

Since the mid-1990s, and in the context of broad public sector reforms in Tanzania, decentralization has again become a major concern. Among other changes, the three urban districts of the city became separate municipalities. From 1996 onwards, the DUHP adopted the ideas of

Paying for the consultation in a district hospital (Wyss, 1999)

the Tanzanian health sector reform, and started to implement major structural and organisational changes regarding health service delivery in Dar es Salaam. Issues such as the elaboration and implementation of working plans, supervision of first contact facilities, human resource management, and more generally issues related to decision-making and power, were delegated to the three municipalities.

Since 1997, the three municipalities within Dar es Salaam have had their own offices of health, with teams of health administrators and planners. Today, each team is responsible for managing around 20 dispensaries and one district hospital. Decentralization has led to a shift in control of decision-making, the right to collect revenue, and also in responsibilities from city to district level. This has resulted in a change in organizational incentives that exert an influence on how urban district administrations behave in health-related matters. Experience has shown that the three municipalities in Dar es Salaam are quite able to handle budgeting and resource allocation, revenue raising through user fees, and also personnel management, procurement of supplies and maintenance. The facilitating of district "ownership" of planning and management made it possible to ensure a better balance and coordination between the demands and needs of the population and the services offered, and this has had a beneficial impact on the overall performance of the urban health care delivery system.

Conclusion

The Dar es-Salaam experience shows that decentralization has a strong process component, in the sense that deconcentration of the decision-making power in matters of health services from central to district level started in the 1970s, was re-launched in the mid-90s in the context of the Tanzanian health sector reform, and is still being pursued. Over this period urban health districts have gained autonomy and critical decision-making rights, including control over financial and strategic management and administration. When autonomy increases, however, accountability must also be secured. Thus at present, accountability is being strengthened by promoting monitoring and regulating mechanisms at the level of the Ministry of Health.

Kaspar Wyss, ITS

Without Waiting:

Tomorrow is

Urban Present and Futur

Another Day

Resettlement and integration of crimean minorities

Following the end of World War II in the process of the liberation of the Soviet territories the communist regime forced resettlement of entire ethnic groups on the grounds of their alleged collaboration with the German occupation authorities. Starting on May 18,1944 after the defeat of the Germans this policy was extended to Crimea. In an overnight operation the process was started of deporting ethnic minorities—principally Crimea Tatars but other ethnic groups as well including Greeks, Armenians, Bulgarians, Romanians, Germans and Turks. Sent mostly to then Soviet Republics in Central Asia these minorities, for more than a generation, were deprived of an opportunity to return to Crimea.

Only in 1988 the political and legislative processes leading to the abolition of restrictions on repatriation of Crimea Tatars and other formerly deported populations (FDP) to Crimea began to slowly take shape. Even though no formal decisions were reached until 1991, these indications of change provoked an unregulated return and resettlement of FDPs.

In this atmosphere of legal ambiguity, the initial phase of the resettlement process was complicated by the fact that local authorities in Crimea were largely opposed and/or at least totally unprepared, both technically and financially, to deal with such a substantial and rapid influx of population.

Since 1995, a project of UNDP with the support of SDC

On the request of the Government of Ukraine, in 1995, the United Nations Development Programme (UNDP) initiated the Crimea Integration and Development Programme (CIDP) following the return of more than 250,000 FDP to the Crimea, in a manner that would help maintain peace and stability in the area. The programme aims at creating and strengthening community-based processes of dialogue, priority setting and decision-making. It concentrates its resources on the four components (i) communal infrastructure (water supply and sanitation, drainage and flood control, clinics and schools), (ii) social development (health, education, youths, women) (iii) economic development (business centres/incubators, revolving loan funds credit unions) and (iv) capacity building (training, seminars round table meetings).

The Swiss involvement in CIDP started already in 1995 with the support of the infrastructure component of the programme, including construction of water

A new settlement for deported populations (SKAT, 2000)

supply systems, schools and health facilities, mostly in peri-urban areas. In 1999, the engagement was extended to community based preventive healthcare. The assistance to CIDP represents an important part of the overall input of the Swiss Agency for Development and Co-operation (SDC) in Ukraine.

Achievements todate

Almost all programme beneficiaries to date have been FDPs, although non-FDPs benefit indirectly because of the reduction in stress on the capacities and services afforded to them. A goal of the programme is to reduce the gap in terms of infrastructure, services and opportunities between FDPs and non-FDPs. While it is difficult to measure whether and to what extent the programme is contributing to the narrowing of this gap in terms of job and income creation, the programme clearly is contributing to the improvement of FDP settlements through the provision of communal infrastructure, social health and educational services.

The participatory planning and area-based model and approach adopted by the programme is an appropriate means of pursuing the principal objectives of the programme. The programme has expanded its coverage considerably and the 4 components of the programme reflect the priorities identified by the communities themselves.

The programme supports concerns and priorities of Swiss Agency for Development and Cooperation being poverty alleviation through income generation, good governance, prevention of conflicts and improvement of social justice. A continuing involvement (even in a moderate frame) will give SDC a platform for a further involvement in the policy dialogue of an important development programme in Ukraine.

Jürg Christen, SKAT

urbanews

Istanbul+5, pour des villes vivables au 21e siècle

Istanbul+5, un nom de code pour parler de la Session spéciale des Nations Unies à New York, consacrée à évaluer les villes et les résultats du Plan d'Action mondiale adopté en 1996 à Istanbul. Habitat II ou le Sommet des villes représentait la deuxième Conférence mondiale 20 ans après celle de Vancouver en 1976. Au cours de cette dernière décennie l'urbanisation rapide a aggravé les problèmes de pauvreté urbaine, bidonvilles, manque de services de base, dégradation environnementale, violence et insécurité. Les défis urbains se révèlent explosifs et urgents à l'aube du 21e siècle. C'est pourquoi les efforts de la coopération internationale sont particulièrement importants pour contribuer à rendre les villes plus vivables, conviviales et durables dans le monde.

La Conférence de Istanbul+5 a permis de réaffirmer les engagements pris à Istanbul et lancer de nouvelles initiatives en vue de surmonter les obstacles et difficultés enregistrés ces cinq dernières années. Des messages-clés l'ont annoncée. « L'urbanisation doit devenir une force positive dans le monde de demain », a déclaré la Directrice de Habitat. « Dans un monde qui s'urbanise de plus en plus, il y a urgence à faire entendre la voix des villes ». Les villes se sont fait entendre dans le Comité Thématique par l'entremise de maires engagés qui ont témoigné d'initiatives courageuses, dynamiques et innovatrices sur les cinq continents, au bénéfice des citoyens les plus défavorisés. C'est cela le vrai bilan concret de Istanbul+5 : un partenariat constructif pour le droit à la ville pour tous sans exclus.

Françoise Lieberherr

Istanbul + 5 : Les enjeux de la conférence

Quelques mots de rappel :

Les questions d'habitat, d'urbanisation et d'aménagement des établissements humains préoccupent depuis longtemps les Nations Unies. Et c'est pour faire face aux profonds changements dans ce domaine que fut créé en 1978 le Centre des Nations Unies pour les Etablissements Humains (CNUEH, United Nations Centre for Human Settlements, UNCHS, que l'on nomme plus couramment HABITAT) qui a son siège à Nairobi et dépend directement du Secrétaire Général des Nations Unies. Si cette affiliation directe marque l'importance politique du sujet, les grandes orientations, les projets et le fonctionnement du CNUEH sont décidés par la Commission des Etablissements Humains (58 membres élus, la Suisse occupant une position d'observateur).

L'événement mondial de cette fin de XXe siècle a été la seconde Conférence mondiale Habitat II, en juin 1996 à Istanbul (près de 20 années après une première réunion de ce type en 1978 à Vancouver) et qui a réuni plusieurs milliers de participants, délégations officielles, mais également représentants des collectivités locales et régionales, ONG, milieux scientifiques. Evénement marquant s'il en est, ce "Sommet des Villes", car tel était sa dénomination thématique, a permis de porter l'accent sur cette problématique prioritaire pour le développement contemporain des populations et de leurs territoires.

Ce succès public dans l'avancement des idées s'est malheureusement soldé par un déficit financier qui a entraîné la communauté internationale à demander des réformes structurelles, administratives et financières. Un processus de revitalisation a été mené à bien, permettant à la fois de rétablir une saine gestion des finances et du personnel et de mieux réorienter le programme. Cette phase, achevée avec la nomination d'une nouvelle directrice exécutive d'origine africaine, se conclut avec un regain de confiance parmi les donateurs et une créativité renouvelée. La conférence de New York sera là pour en constater les effets.

*Cinq ans après, qu'en est-il **de Habitat aux Nations** Unies*

Pour faciliter la concrétisation de l'Agenda Habitat, décidé en 1996 à Istanbul, le CNUEH a entrepris de nouvelles initiatives, parmi lesquelles deux campagnes mondiales, l'une sur la gouvernance urbaine, et l'autre sur la sécurité d'occupation, ainsi qu'un projet de charte mondiale pour l'autonomie locale.

La définition d'une charte mondiale pour l'autonomie locale vise à poursuivre les objectifs de décentralisation des responsabilités et des ressources afin de renforcer l'autorité au niveau local tout en promouvant une gestion démocratique. C'est sur cette base que de nombreuses actions locales se sont multipliées à travers des partenariats entre autorités locales et société civile, offrant de meilleures compétences dans la gestion et une participation plus concrète des partenaires sociaux.

Cette volonté d'ouverture se retrouve dans la campagne sur la gouvernance urbaine. Réduire la pauvreté et rendre les villes plus vivables pour l'ensemble de leurs citoyens dépend de bonnes infrastructures et de services performants. Mais cela n'est pas suffisant. Cela doit s'inscrire dans une bonne gouvernance urbaine qu'Habitat caractérise par sept normes : durabilité, décentralisation, équité dans l'accès aux prises de décision, efficacité dans la fourniture des services publics, transparence et responsabilité, engagement civique et citoyenneté, sécurité.

La sécurité d'occupation est un autre thème porteur pour le futur de l'urbanisation. Plutôt que de parler de mode d'occupation, sachant que la plupart des familles dans le besoin vivent une situation foncière irrégulière qu'il leur est difficile de surmonter par manque de ressources financières et d'appuis politiques, la question porte avant tout sur les principes visant à leur garantir un droit d'accès, d'utilisation et de mise en valeur immobilière de la terre, dans un cadre juridique et administratif adapté à leurs conditions. Ce sont ainsi huit normes qui ont été édictées et devraient être approuvées : égalité entre les sexes, prévention de toute forme de discrimination, prévention des évictions forcées, régularisation et/ou réhabilitation des quartiers de squatters, cadre législatif approprié, institutions effectives et efficaces, marchés fonciers ouverts, information.

Les enjeux d'une conférence

Si de nombreuses avancées ont pu être constatées dans le domaine de l'habitat depuis la tenue du Sommet des Villes, à Istanbul, des questions restent à débattre, des points de friction demeurent entre délégués. C'est bien là l'objet de cette session spéciale de l'Assemblée générale des Nations Unies : suivre l'évolution menée à bien par Habitat au cours de ces 5 dernières années, en évaluer la teneur et l'impact pour le futur.

Deux documents de référence servent de base pour Istanbul + 5. Il s'agit en premier lieu **du Rapport** d'évaluation globale sur la mise en oeuvre de l'Agenda Habitat. Ce document, préparé à partir de plus de 80 rapports nationaux, analyse les tendances, les expériences nationales et locales et les perspectives urbaines. Trois aspects dominent cette contribution à la Conférence : Mondialisation et

urbanisation; priorités émergentes, les nouveaux partenaires leaders. Le second document est le projet **de Déclaration** sur les villes et autres établissements humains pour le nouveau millénaire, qui réaffirme les engagements pris à istanbul sur les interactions entre milieux rural et urbain, puis fait le point sur les progrès réalisés depuis, les déficiences et les obstacles ainsi que sur les nouvelles initiatives.

Quelques uns de ces points risquent d'être fortement discutés, ne faisant pas l'unanimité parmi les participants aux réunions préparatoires. Il y a d'abord la prééminence de l'urbain dans la vision que l'on peut avoir des établissements humains. Pour beaucoup de représentants de pays en développement, UNCHS ne se résume pas à une "Agence des Villes", et la crainte est grande que cette orientation fasse oublier les problèmes réels des populations rurales. A son tour, la charte sur l'autonomie locale est parue trop contraignante à de nombreux délégués, Etats-Unis en tête, et il va falloir gommer ces divergences et initier ce processus par un dialogue intense sur le rôle des autorités locales et la décentralisation.

La confiance renaît parmi les gouvernements dans leur soutien aux Nations Unies face aux problèmes d'établissements humains. Aux délégations désormais de ne pas faire un pas en arrière, face aux acquis d'Istanbul et de promouvoir une véritable vision du monde de demain, un monde fortement urbanisé mais dans une grande diversité de situations, un monde en progrès dans une gestion démocratique locale mais manquant encore de reconnaissance du travail considérable effectué par les collectivités territoriales et leurs partenaires de la société civile.

F. Lieberherr et J-C Bolay

Recovery and transformation in Serbian Municipalities

Peter Schübeler

In the past decade, the Federal Republic of Yugoslavia – in particular Serbia – has experienced four wars, massive population displacements, hyper-inflation, international isolation, economic ruin, and seven weeks of NATO bombing. Popular resistance to the Milosevic regime mounted progressively to culminate on the evening of 5 October 2000, when the newly elected president Vojislav Kostunica broadcast a triumphant "good evening" to "liberated Serbia". Having finally turned its back on communist-style authoritarian rule, a centralised command-economy and imperial dreams, Yugoslavia now faces daunting challenges of recovery, reform and transformation to a modern, democratic nation-state.

The towns and municipalities of Yugoslavia will play a key role in this transformation process. Indeed, Yugoslavia's peaceful revolution owes much to opposition municipalities, which joined together as the association of "free cities" to struggle against central government misrule. They paid a price. Central government policies systematically undermined the authority of municipalities.

The situation has now reversed. Successful implementation of the new government's policy objectives will depend very much on the capacity of municipal governments.

Recognising the key role which municipalities must play in recovery and transformation processes, SDC decided early on to make municipal support a major component in its cooperation programme in Yugoslavia. An SDC "fact-finding" mission in December 2000 and subsequent discussions with seven interested municipalities[1] led to the identification of four major problem-complexes which need to be addressed:

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1. Infrastructure services
   - Lack of a policy framework defining how infrastructure services will be paid for
   - Inadequate legal authority for effective management
   - Dilapidated, inadequate technical systems
   - Inappropriate attitudes towards service costs and prices.
2. Municipal management

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[1] The partner municipalities are Cacak, Kraljevo, Kursumlija, Nis, Novi Pazar, Uzice and Pozega

- Inadequate legal and fiscal authority to manage local affairs
- Unclear division of responsibility between central and local governments
- Insufficient integration of municipal government as an operational unit
- Poor adaptation of the management approach to present conditions and needs
- Insufficient citizens' participation in municipal management.

3, Social services and community participation
- Deteriorated services due to insufficient investment, maintenance and operating resources
- Over-centralisation and unclear delineation of responsibilities for social services
- Additional burden of refugees and internally displaced persons
- Inadequate mechanisms for citizens' participation in local governance.

4. Economic development
- Dominant but inefficient and depressed socially-owned sector
- Unemployment, already very high, and likely to rise further in consequence of privatisation
- Human resources "depleted" by a decade of isolation and economic decline
- Loss of international markets
- Lack of credit facilities.

These problems are closely interrelated. Progress in any area will depend largely on progress in the others. Transformation will thus involve a step-by-step process which is too complex – and too dependent upon unforeseeable frame conditions – to be mapped out in advance. Instead, it must be "internally" driven by the activities and interactions of the stakeholders themselves.

In this situation, the limited role of the MSP – as a *support* programme – is to make available services and resources which assist municipalities to address their agreed transformation objectives. Four types of assistance are anticipated: 1) "programming assistance" to mobilise a broadly-based process of policy-making and planning; 2) "technical assistance" to support preparation of appropriate projects; 3) "funding assistance" to support project implementation; 4) "learning assistance" to ensure that Programme activities produce lasting institutional change.

MSP will employ demand-oriented and progress-sensitive mechanisms in order to ensure that available resources go where they can be used most effectively. At the central government level, the Programme will contribute to a policy dialog to promote improved institutional, legal and fiscal frame conditions.

The Programme's first phase of about two years is scheduled to commence this Fall. A "quick-start" investment programme is already underway. One thing is certain: the transformation process will be long and difficult. To succeed, the MSP must be both flexible and focused, responding to short term needs without losing track of its partners' long-term transformation objectives.

Werkstadt Basel : Un atelier urbain grandeur nature

Améliorer la qualité de vie dans les quartiers et pour l'ensemble de la ville de Bâle, et ce grâce à des mesures concrètes. Tel est l'enjeu de "Werkstadt Basel[2]", une opération citoyenne lancée en 1997 et qui s'est trouvée, deux ans après le démarrage de ce processus, avec quelque 200 mesures à mettre en œuvre dans tous les domaines de la vie urbaine, et un budget de 25 millions approuvé en vote populaire pour passer à l'action. Ces 25 millions sont seulement liés aux projets / mesures concernant l'amélioration alentours des habitations (Wohnumfeldaufwertung). Les autres mesures ont des budgets séparément

Un tel consensus, dans la nécessité de remédier aux problèmes urbains actuels et dans la démarche suivie, mérite d'en connaître plus sur les raisons de cette expérience et sur le processus suivi à ce jour.

Au départ, un constat s'impose, identique à celui porté dans de nombreuses grandes villes: les ménages à fort revenu quittent la ville et se déplacent vers de proches campagnes résidentielles.

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[2]   Jeu de mot fondé sur "Stadt", la ville, en allemand, et "Werkstatt", l'atelier.

Raison de cet exode, des nuisances en augmentation et un moindre attachement au quartier où l'on habite (Les raisons pour l'exode étaient : 1. Des logements adéquats : taille/prix/localité. 2. Motif personnelle 3. Environnements l'habitat 4. Situations politique et sociale) . Pour les autorités urbaines, il s'agit de renverser ce courant, car comme le disaient les promoteurs : "seules les recettes fiscales versées par les personnes physiques" permettront à la ville de Bâle de préserver un environnement naturel, matériel et culturel de qualité.

Pour faire face à cette situation, une décision est prise d'engager un vaste processus de consultation par la mise en place de structures idoines dans les 16 quartiers de Bâle, cela afin que tous puissent s'exprimer, quels que soient leur statut, leurs origines, leur appartenance politique. Tant au niveau du législatif que de l'exécutif, les élus approuvent la démarche et dégagent les fonds pour lancer l'opération. Sous l'égide d'un comité de pilotage, 36 "ateliers de l'innovation" (sont des ateliers de perspective) prennent place et permettent à près de 1000 personnes de développer, ensemble, des visions et des idées convergeant vers une meilleure qualité de vie. Ceux que la direction a appelé avec pertinence "les experts locaux" ont ainsi rassemblé quelque 400 idées regroupées en 25 thèmes (par exemple : l'école, la propreté, le trafic pendulaire, les jeunes, l'aménagement des rives du Rhin, les problèmes de stationnement). ... les personnes âgées, la population étrangère

Etape suivante, chaque axe thématique fait l'objet, à son tour, d'une table ronde, les 25 "conférences du consensus" qui répondent à la règle suprême d'une stratégie "win – win": seule l'unanimité fait foi. Les propositions retenues doivent être approuvées par tous les représentants, sans exception. Et cet acte de haute voltige a réussi dans 25 cas sur 25! On peut dire que le dégrée d'innovation et nouveauté des consensus étaient sur des différents niveaux. 25 sur 25 était un résultat exceptionnel, mais pas tous les consensus étaient des miracles (par exemple les questions concernant l'aéroport ou l'éducation)

Le sentiment de participer à quelque chose de nouveau, de construire un avenir décidé ensemble sont certainement les éléments clés qui expliquent ce succès inespéré. Il a constitué un levier fantastique auprès des autorités qui auraient perdu leur crédibilité en n'avalisant pas les initiatives proposées à la base d'un commun accord.

L'administration a parfaitement joué le jeu. Et désormais, grâce au vote du parlement et aux financements accordés pour la mise en œuvre, elle "rend possible" cette volonté de changement, mettant en place les conditions cadres pour permettre la réalisation des propositions.

Travail de longue haleine. Il aura fallu deux années d'activité intense pour en arriver à faire démarrer cette "machine participative", il en faudra quelques autres pour que toutes ces améliorations deviennent réalité. Si quelques unes sont modestes et facilement maîtrisable (aménagement de rues ou assurance de qualité dans les écoles), d'autres sont plus ambitieuses et nécessiteront plus de temps pour se concrétiser (remblaiement d'une plage de 600 mètres en pleine ville, au bord du Rhin; ou construction de 5000 nouveaux logements). Mais le tournant est pris. Et au-delà des réalisations matérielles, c'est aussi dans les mentalités et les approches que se situe l'innovation.

Daniel Wiener, Ecos.ch (rewriting J-C Bolay)

urbanews

Towards local democracy

Urbanews is launching a debate on local democracy – its progress and setbacks, and the many questions it gives rise to. Decentralisation has by now been widely acknowledged to foster public responsibility and participatory processes, thus benefiting democracy. Local authorities are the closest partners of both central governments and the urban populations with their specific day-to-day problems, and play a key role here. For Istanbul+5, Habitat drew up a World Charter of Local Self-Government, intended to function as an internationally adaptable framework. Judged too restrictive, the Charter was finally replaced by a stepped-up debate on the role of local authorities. Decentralisation as a process appears to be irreversible; but the balance of power between national and local governments is still highly controversial, and for the time being only the countries that are part of the United Nations "club" take part in the debate.

Françoise Lieberherr

DIRECTION
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An IDEA on ISTANBUL+5

Habitat and urbanisation :
Istanbul +5, did it pass the test?

The main aims of the Special Session of the United Nations' General Assembly held in New York in June 2001 were:

- To review and appraise the implementation of the Habitat Agenda to date
- To jointly define priority actions for a lasting commitment to sustainable urban development.

Life on the house, Cuenca, Ecuador

The session provided the Swiss delegation with the opportunity to reaffirm its commitment to certain universal principles. First and foremost, the importance of the urban phenomenon in the understanding of the modern world, of decentralisation and of the role of the local authorities in terms of urban management, of strategic partnerships between governments and civil society, as well as the paramount importance of combating urban poverty with particular reference to women.

Now that the conference is over, one may somewhat provocatively state that although it did produce some promising results, there was cause for disappointment owing to the resistance some

delegations showed to certain significant advances. The spirit of Istanbul – progressive and open to a participatory process, seems to be on the wane.

Although the idea of partnership is considered generally as a great innovation in habitat, and particularly in urban management, it would appear that the United Nations show merely a nominal openness in this regard. Furthermore, several delegations did not accept it when faced with policy planning decisions and the adoption of concrete measures. The United States in particular, closely followed by several G77 countries, showed resistance to the idea of a participatory civil society.

Long discussions which sometimes lasted well into the night, nonetheless, generated stances which bear witness to the advances made, and which were reconfirmed in the Session's official closing documents:

- Urbanisation is recognised as the most pressing issue for the 21st century, particularly when seen in the context of economic globalisation, which deeply transforms all societies and their interaction.

Cuenca, 3rd city of Ecuador and cultural spot

- Urban poverty has steadily increased in recent years, to the extent that it was given priority status in the final Declaration, and that additional measures are required to combat it. Following talks held by United Nations' Secretary General, the aim is to establish a World Solidarity Foundation.

Habana, Cuba, walls as a living art

- Poverty has led to the generalised deterioration in urban living conditions.
- The Special Session strengthened women's rights, and a consensus was finally reached on their access to property and inheritance rights. The difficulty lies in integrating these international rights into national practices.

Holguin, Cuba : Pictures of history and revolution

- The major issue at Istanbul+5 was the local autonomy of municipalities. Decentralisation was recognised as a movement which favours a more balanced development. This project of creating a World Charter on local autonomy of Municipalities and the proposal to set up an Intergovernmental Forum on these questions were rejected on the grounds that they are too restrictive. Consequently, solutions will have to be found within individual national legislation.

- Governance, another hotly debated topic, is now also recognised as an excellent instrument in the fight against poverty and for more effective urban management. However, the Assembly rejected its normative aspects; concrete, though still fragile, democratic procedures have yet to be introduced internationally.

Parallel events were also held at this international gathering, although fewer than at Istanbul in 1996. The meetings which did take place provided encouraging signs for the future. A Thematic Committee was set up to give a voice to those with direct experience of urban problems, linked to the introduction of the Habitat Agenda in various parts of the world (see article on this subject). It also provided other United Nations' bodies with the chance to sit in session (see the VALD+5 experience, funded by the Swiss Agency for Development and Co-operation), as well as for federations, associations and other pressure groups to air their complaints to the delegates and to the media. Numerous mayors attended with the aim of gaining recognition among national and international representatives for their first-hand experience of urban management.

The end of the Conference was rather lacklustre and produced few concrete results. Perhaps, we should adopt the position of an activist, quoted in the final Earth Negotiations bulletin: "Let the others talk. We are too busy building homes!" Perhaps not. After all where there are houses, there are towns, and where there is no effective management or suitable urban policies, there can be no urban development. There is of course a time lag between when the decision on more coherent and efficient urban management is made at international level, and when it is actually implemented on site. International gatherings, such as Istanbul +5 provide an excellent platform for debate on these issues. We must seize this opportunity in the name of increased sustainable urban development.

Jean-Claude Bolay & Françoise Lieberherr.

Partnerships for a Better Urban Future ?

Since the early 1990s, many countries have given greater priority and increased support to bringing governments closer to those whom they govern. To evaluate the extent to which this process has taken root in the various geopolitical settings, the United Nations Research Institute for Social Development (UNRISD) has been monitoring collaborations between local authorities and civil society organisations in some of the world's largest cities. The present report provides a brief summary of the findings made since June 2001 in the "Volunteer Action and Local Democracy (VALD) : A partnership for a Better Urban Future" research project.

The project documents collaborations by local governments which are aimed at improving vital urban and social services, as well as resource flows to low-income or vulnerable communities in Sao Paolo, Chicago, Johannesburg, Mumbai, Ho Chi Minh City, Lima, Jinja (Uganda) and East St Louis (USA).

Earlier this year, UNRISD invited the network's researchers to update their case studies on the collaborations they had been monitoring prior to Habitat II in 1996. With the support of the SDC (Swiss Agency for Development and Co-operation) they subsequently presented their findings at the United Nations Headquarters' in New York on June 5 as part of Istanbul +5, the formal UN process to appraise the implementation of the Habitat Agenda by member states.

We shall now present a preliminary and selective overview of the most recent results from VALD research projects:

The collaborations which addressed the core interests of low-income and marginalized groups were not only fragile but did not last long. Of the 22 collaborations in seven cities re-visited for VALD+5, one third had become defunct, although the problems they were supposed to address persisted, and the desire of the community players to continue working with the local authority. Less than 15% had a positive impact on income or asset distribution in the target communities.

... Partnerships for a Better Urban Future ?

Approximately 50% of collaborations brought about improvements to the living conditions in the target area, at least during the period of most intense interaction between the local authorities and community groups.

Roughly 50% led to improved access for the target community members to decision-making processes. Almost 40% of collaborations had an influence on policy in one way or another.

Ho Chi Minh Ville, Vietnam. One the metropolis followed in the frame of the research

Improved living conditions, access to decision-making processes and policy impact do not appear to have been sustained or cumulative, i.e. spreading beyond the collaboration's vicinity during its most productive period. Indeed, the phenomenon of increased micro-level participation, evidenced by the growing number of consultations between neighbourhood and local authorities, community contributions to project implementation and to the improvement of legal and administrative frameworks which govern relationships with civil society organisations, appears to be confined to the immediate project neighbourhood. None of the VALD project experiences have become citywide practices receiving the full support of local authorities. Researchers repeatedly spoke of the fact many local authorities considered small-scale collaborations as token moves. As soon as they began to challenge the status quo at city or regional level, however, those in power reacted negatively. They would drive the collaboration back down to micro-level and even threaten to reverse its achievements.

Most researchers agreed that micro-level collaborations, while important as tools for communities to begin to develop their own organisational and personal capacities, should not be overestimated as a

strategy for change. Rather, they must be accompanied by wider-reaching networking across the city or metropolitan area, and become part of the still rare participatory decision-making process, as in the case of the Participatory Budget in Porto Alegre, Brazil.

This discussion generated questions for further research. Three categories of research needs were identified.

First, what form should institutionalisation take to enhance effective collaborations?

Second, how does the integration of local economies into the international economy affect municipal and submunicipal financing of infrastructure, services and housing; the "political attitude" of municipal governments towards low-income groups; and the ability of different kinds of global corporations to determine wages and working conditions of workers independently of government or union intervention?

Third, to what extent are the leaders of community organisations handicapped by how they perceive their own role, their relations with community organisations, and the role of community organisations in the wider political context?

A more in-depth discussion of these and other issues can be found in the VALD+5 Conference Report. For more information about the project, see www.unrisd.org or contact info@unrisd.org

David Westendorff
Responsible of the research VALD

Sixteen Examples of Change in the Urban Environment

The Istanbul+5 Conference launched an important innovation:

A Thematic Committee with national and local representatives invited to present their urban development experiences. This is a new approach to the implementation of the Habitat Agenda, voted five years ago in Istanbul. The examples quoted are extremely varied, proof if any were needed that in practice, urban development has many facets:

- In *South Africa,* new legislation has been introduced to consolidate the right to decent housing, in particular for women and disabled persons, to avert unfair evictions, and improve infrastructure and services, by ensuring better coordination between the government, regional cooperation, and community participation.
- Three urban rehabilitation and reconstruction projects in *Egypt* owe their success to an approach based on cultural specificity and community participation at every stage, from idea to implementation, and involving the private sector in integrated planning of the habitat, green zones and the social services.
- In *Medellin, Colombia*, the disparity between affluent residential areas and poor districts where people live in precarious conditions gives rise to many social conflicts. Here too a concerted strategy linking the national government and local authorities, backed by international financial aid, makes it possible to defuse the situation and improve living conditions for the poorest.
- In *Senegal*, the focus is on secure land tenure. A pilot project has been launched to avert land speculation and enable better planning in spontaneous settlements, facilitate access to credit facilities, and promote the development of a local economy.

… Sixteen Examples of Change in the Urban Environment

- Three cities in *India* have launched a programme to fund the building of sanitary installations, which will then be serviced and managed by the community. These installations not only help to contain the spread of epidemics and reduce disease; they also offer the opportunity of new contacts between administrative officials, community leaders, local craftsmen, and inhabitants of the poor districts, working hand in hand to reach tangible goals.
- In *Tanzania*, planned improvements to the urban environment have led to job creation and generated income as a result of an approach that is labour instead of capital intensive. This method is more adapted to the country, and ensures sustainability.
- *Stockholm, the capital of Sweden,* has planned its urban growth around the concept of the compact sustainable city since 1952. Stockholm promotes quality housing, efficient transport, and the rehabilitation of brownfield sites in order to conserve green zones and combat environmental degradation.
- In *China*, the municipality of *Chengdu* decided to seize the opportunity to redevelop the banks of the river Nan, thus demonstrating that synergies between public planning, backing by the central government, and private sector participation are feasible.
- In *Katowice, Poland*, the break-up of the mining industry has led to new uses for abandoned industrial sites. Shops, recreational areas and other public services have moved in, considerably reducing urban pollution.
- In *Santo André*, on the outskirts of Sao Paulo, *Brazil*, a social integration program combats the exclusion of the poorest parts of the population, by reinforcing the capacities they require to create the necessary conditions for participation in activities relative to health, education, work and the construction of adequate housing.
- Also in *Brazil*, the redevelopment of the shantytowns on the outskirts of *Brasilia* required families to relocate; they now own a piece of land on which they can build their own house. The InterAmerican Development Bank, the federal government and the local community backed this project.
- The mayor of *Lyon, France*, sees "Millenium 3" as a symbol of integrated urban development within the wider context of globalisation. Improving economic competitiveness and avoiding two-track development are the

two principal concerns. A municipal development council has been set up to steer this ambitious planning project, which brings together the principal social players of this regional capital.
- In *Nigeria*, sustainable urban development and good governance prompted the national government to define geopolitical zones with priority status in a step aiming to ensure more balanced growth and regional development.
- Like many other cities, *Barcelona*, the capital of *Spanish Catalonia*, seeks to redefine the bases of its economic development. A blueprint for urban growth now provides for the transformation of brownfield sites into seafront areas, and the revitalisation of the city's historic quarters with a view to attracting private investors and preserving the architectural heritage.
- In *Thailand*, the government has set up an urban community development fund which enables the poor to develop small-scale economic activities, stimulates savings, and promotes the creation of a network of partnerships with other communities.
- The young mayor of *Villa El Salvador, Peru*, a suburb of Lima, was backed by the urban management program (UNDP & UNCHS) in the establishment of participatory planning and budgets, in the quest for more direct democratic social structures responding to the needs of the population.
- In *Morocco*, a pilot project of national scope seeks to combat urban and peri-urban poverty. Hearings and forums for debate reinforce the competence of local players, and ensure that the most effective local programs are replicated.

The multiplicity of these projects makes it very clear that urban development must be adapted to the local culture and environment. Providing a pertinent illustration of the principles that underlie the Habitat Agenda, they are alike in that they seek to respect the heritage of each city and each society, in a spirit of partnership and replicability. With this approach, popular commitment is the true catalyst. To enable it to do its work, municipal authorities, national governments, development agencies, NGOs, technical institutions, and universities must all work together towards a common goal for the benefit of urban development.

Jean-Claude Bolay & Françoise Lieberherr

Tomorrow is Another Day

A double issue of the review "**Development in Practice Journal**" was published in May 2001. Editor-in-charge D. Westendorff, UNRISD, discussed the principal contributions presented at the N-Aerus workshop held at the United Nations in Geneva in March 2000. Organised by UNRISD and IREC-EPFL, the meeting was also backed by the ESC (European Science Foundation) and the SDC.
For further information, visit
www.unrisd.org or e-mail
info@unrisd.org

Foreseeable disasters, prevention, emergencies and the development of local capacities, is the title of a seminar organised by the IUED, with the backing of a number of other organisations including the SDC, to be held February 1 - 2, 2002.
Information and enrolment
Catherine Minetti – phone: 022/906 5943
http://www.unige.ch/iued/new/information/coonferences/conf_2002_02_12desastres.html

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urbanews

Why sustainable cities?

Cities are seen as the driving force behind economic growth and social progress, yet they are also the biggest consumers of resources and the greatest polluters. This means that their contribution to global environmental problems is significant. The non-sustainable cities of the South lead the table; they are a breeding ground for poverty, environmental damage, inequalities and insecurity.

What stands in the way of sustainable cities? Two major limitations: poverty and poor governance. Environmental problems in the cities of the North are mainly due to wastefulness and inappropriate consumer behaviour. In the South, they are due to poverty and insufficient financial resources to provide satisfactory urban life. The public authorities justify this in terms of emergency and immediate survival, while sidelining the longer-term threats.

Good governance requires democratic tools, participatory decision-making processes, regulatory systems, and an understanding of the environmental stakes for local and global development. Competence and transparency should be the key. More often than not, however, personal interests and manoeuvring lowers governance into the realm of vote-catching games to the detriment of sustainable development.

Cities should be not only environmentally but also socially, economically, culturally, institutionally and politically sustainable. This is the real challenge. In spite of the uncertainties and questions surrounding Rio+10, this will be a major focus.

Françoise Lieberherr

**DIRECTION
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First Urban Forum: Towards "the right to the city"

The city: a disaster in the making
Today more than 800 million poor live in squalid slums. This is the equivalent of more than 10% of the world population, and almost 20% of the urban population. It is a worrying statistic which risks doubling in the next 20 years, if nothing is done to check the causes and find more effective solutions than those tested to date.

This constant, recognised by all specialists in the area, was the starting point of the first World Urban Forum, held in Nairobi from April 29 to May 3 2002, under the auspices of the UN's Habitat programme. Attendance was unprecedented: close to 1200 participants from more than 80 countries. National and local public authorities, elected politicians, NGOs, grassroots communities, and representatives of private companies gathered to relaunch the debate and move away from the conservative positions taken at the 18th Human Settlements Commission and the Istanbul+5 summit, held in July 2001 in New York (see Urbanews 5).
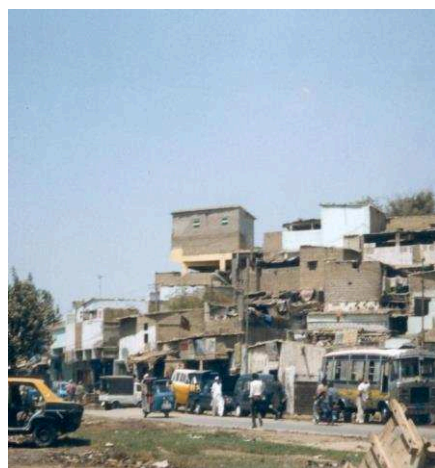
Housing conditions of the poor in Pakistan (P. Schübeler)

Challenges and projects
At the dawn of the new millennium, the United Nations seized on this symbolic moment to issue its Declaration on the great deadlines for humanity regarding the eradication of poverty and precariousness. Among these, to improve the living conditions of at least 100 million urban slum dwellers by 2020.

According to the World Bank, twice as much international cooperation aid would be needed to comply with the United Nations Millennium Declaration. However, the growth of slums and illegal habitats can be curbed by applying the principles of good urban governance: equity, efficiency, responsibility, and security. These form the strategic bases for future action by the different United Nations organisations and their public, private and associate partners.

Issues on the agenda
The excellent preparatory documents, the plenary sessions and some 50 parallel events were great opportunities to work together on key issues, namely sustainable cities, governance, decentralisation, land tenure rights, the international role of NGOs, access to water for the poor, as well as the rural dimension in urban development. These important issues represent the cornerstones of dialogue between urban stakeholders, which improved the understanding of urban issues and enabled a collective gathering of new information on the modern city.

Let us look at some of these issues:

Good urban governance = productive and inclusive towns. Faced with neo-liberal economic thinking which tends to exacerbate social segregation and reinforce inequalities, integration can only succeed if real estate practices and vote-catching policies are challenged. Once again, experts agree that a new approach to the battle against poverty is needed: one which is based above all on civic participation, social responsibility and democratic partnership.

Illegality of forced evictions. In too many countries, such as Kenya (in spite of hosting the United Nations Centre for Human Settlements !), the Philippines, Indonesia, Pakistan and India, forced evictions are still common practice. This has dramatic psychological, social and material consequences. It is not only the

house itself which is destroyed, but the hope of a better life for oneself and for generations to come. Other consequences like the deaths of individuals, destruction of property and family dislocation are further proof of the urgent need for solutions which are better adapted to the needs of these marginalised people. Experiences in South Africa, Brazil and India have shown that there are alternatives, such as localised rehousing, or when this is not possible, relocation in purpose-built zones.

HCMC, Vietnam: apartment blocks built to rehouse displaced persons (J-C Bolay)

Decentralisation and democracy. In recent years, decentralisation has become a recurrent theme, appearing to be more a fashion than an ambitious and necessary goal. It is true that during the 1970s and 1980s, decentralisation took an overly vertical direction, above all administrative, and without real political and social dimensions. There were many obstacles along the way. As a result, we can now be more realistic by recognising that decentralisation is a slow process towards long-term reforms. It has its limitations: administrative slowness, complex structural changes, weak municipal ability to guarantee new functions and the uneven distribution of resources and services. At the political level, there are conflicts of interest and legitimacy between national elites, local city fathers and challenges to the established authority. From now on, there has to be universal commitment to decentralisation and to local powers, legitimising the role of the local authorities towards the state and the political parties. Many national governments contest these principles, which should be taken on by a United Nations agency. This question remains unanswered, and we are far from consensus.

Water and sanitation. The eradication of urban precariousness and the improvement of slum dwellers' living conditions means access to drinking water and sanitary infrastructures. Hundreds of millions of people across the world have

only partial or no access at all. Yet, the decision makers cannot agree on provision standards and price criteria. Meanwhile, the public sector withdraws progressively, making way for private companies ruled by cost-effectiveness and profit to move in. Water is considered as a public good by some and a good that is subject to market forces by others, a debate which must come to a satisfactory conclusion.

Three ideas could advance the debate: educate users to increase their awareness, governance based more on human rights than on an assessment of needs, and innovative initiatives showing civil society's ability to tackle these problems.

There should be technical, sanitary and social solutions, since poor hygiene conditions and squalor chiefly affect the poor, and in particular women and children. Innovation must be multidimensional: technological as well as institutional, financial as well as organisational. Presentations on the experiences of Orangi in Pakistan, Mumbai and Puna in India and Rufisque in Senegal show that change is possible.
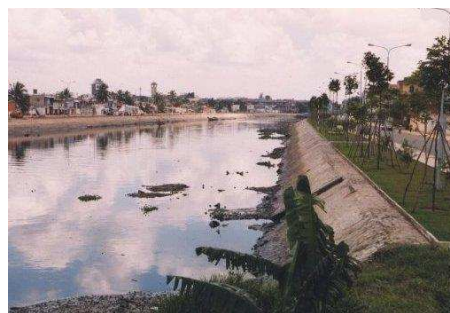
Canals and water pollution in HCMC, Vietnam (J-C Bolay)

Waiting for Rio+10, sustainable cities
A second round of talks has been devoted to "sustainable cities", which will be part of the preparatory work for the next conference in Johannesburg, South Africa (see p. 4). According to the Habitat Agenda, three guiding precepts set down relations between cities and their environment: cities as a positive driving force behind economic growth;

social progress and political transformations in cities, which act as promoters of democratic innovation, and finally the fast and dangerous, but ultimately avoidable destruction of environmental resources.

Five features define the stakes which face sustainable cities, namely their dynamic process which is difficult to control; an urban system integrating all human settlements from villages to mega-cities, multidimensional sustainability in terms of the environment, the economy, society and policy; an interdependency between the environment and cities, local management which is aware of these stakes and is aimed at strengthening abilities through popular and democratic participation.

Sustainability thrives on multiple and varied reaction. Some recommendations have been made and should enable urbanisation to be guided along the chosen path: strengthening of local authorities' abilities to better understand the environmental stakes and their local and global implications; the inclusion of environmental issues as preconditions for good urban governance; water supply and sanitation as a political priority for the Rio+10 conference; a proactive and multidimensional approach to the urban-rural interface, the preservation of cities' cultural and ecological heritage to strengthen their citizens community identity, the emphasis on partnership initiatives as a central approach both at the level of large development agencies, and that of local stakeholders.

Françoise Lieberherr and J-C Bolay
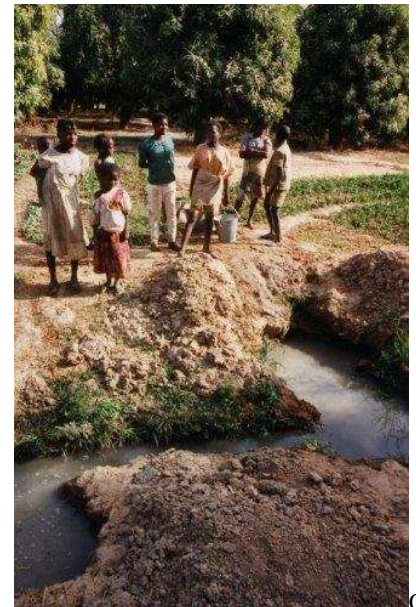
Outskirts of Ouagadougou, Burkina Faso, a market garden using contaminated water (J-C Bolay)

Intermediate cities: better urban management through a better understanding of the urban environment

Medium-sized town or intermediate city? One should not confuse the two.

Usually, cities are defined by their population and their spread. The current importance of medium-sized cities and their extraordinary dynamics force us to go beyond this perspective, based only on demography and space, and analyse potential developments for each city, and the obstacles it must contend with.

The intermediate city allows us to abandon a static view of the urban environment and move to a much more open perspective, one that focuses on the interaction between cities and their environment, with reference to all areas of human activity.

The city that interacts with its environment

The concept of an intermediate city forces urban stakeholders to consider not only their present, but their future, and not just the internal aspects (even if the approach also aims for better management of the local heritage), but with a focus on the comparative advantages of their city at regional, national or world level, and to the implementation of policies aiming to reduce the ills that urban populations are subject to.

Following an initial study conducted in 2000 (Bolay and Pedrazzini), the SDC decided to take a more active approach and support an experiment in several Latin American cities run under the auspices of the UN Urban Management Programme for Latin America and the Caribbean (PGU/ALC) with methodological and theoretical assistance from the Institut for Research on Built Environment (IREC/EPFL), renamed the Laboratory of Urban Sociology. The aim was to set up local participatory observatories of intermediate cities.

Urban observatories in Latin America

The organisers and several regional institutions chose four cities to take part in this monitoring project: Manta and Cuenca in Ecuador, Camilo Aldao in Argentina and Maranguape in Brazil.

The local players, public authorities, organisations of civil society, and scientific institutions were asked to participate, and backed by the promoters of this research project. They were supposed to define its themes, localise the level at which they lie, and examine the intentions of the parties concerned.

Every town or city has links to external partners, be they near or far. The importance of these links, which are sometimes sought, sometimes imposed, for stimulating the development of the town, and the potential risks they may generate for equitable urban management for all are often underestimated.

The facts of the case

The objective in the four cities was to highlight intermediate links that they have developed in various sectors: the economy, demography, services and equipment, land management, as well as at political, social and cultural dimensions. Different levels were to be investigated: the local level that the city establishes with its immediate rural environment, then the regional level, the national and finally the international level, since decentralisation has endowed cities with greater freedom and independence.

The local partners attempted to pinpoint their faults and their weaknesses, the risks and opportunities for each city in its particular situation at these four intermediate levels, and for all the areas examined. This approach offers a rational and consensual solution that goes beyond sterile competition that pits cities against one other, each using marketing methods to convince investors that it represents the "Eldorado" of globalisation, to which all so ardently aspire.

Pathways for action between the local and the global level

For most urban stakeholders, planning is based on the desire to gain access to the international marketplace, and at the same time on the will to manage day to day issues at local level. All these cities are bedevilled by uncontrolled population growth, due to the arrival of new inhabitants which the existing infrastructure cannot support. These issues are seldom raised, like the problems caused by the deterioration of natural resources and of the built environment. But all of them – environmental, historical or cultural – become apparent immediately when they are placed in the context of a systematic analysis of a set of givens. They enable us to recognise obvious contradictions and the main pathways to follow.

For example Manta, a town that exports fish, would like to develop tourism on its
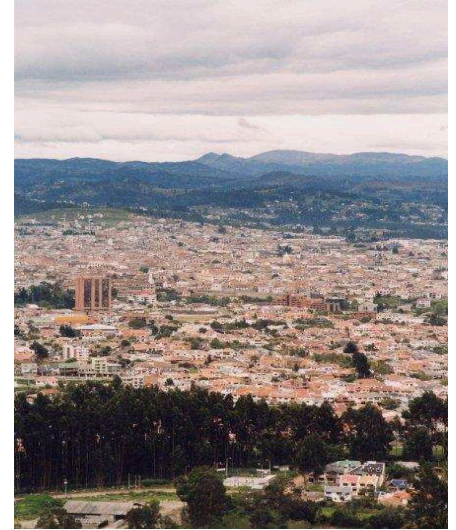
Cuenca, a town with a population of 430 000, regional capital – medium-sized town or intermediate city? (J-C Bolay)

coast, but has not considered the environmental impact of its industrial activities. It will have to convert. Cuenca, a provincial capital in Ecuador, is hard hit by the exodus of its young, professionally active population to the United States and Europe. The money sent home by the emigrants has a devastating effect on the value of real estate and the price of consumer goods, meaning that the town must take steps to regulate market prices.

The intermediate position, a situation that can be put to good use

By their very nature, all cities are intermediate, since their development depends on their links to the outside. But medium-sized cities, home to a majority of the Latin American population, now have a strong case in point. Decentralisation boosts their room for manoeuvre, globalisation offers them new markets, their relatively small size protects them against the ills suffered by larger cities. They must implement strategies based on new forms of solidarity and forms of urban governance that account for development potential and risks – to be both managed and avoided.

Jean-Claude Bolay & Adriana Rabinovich

No time to lose:
The city of today and of the future

Tomorrow's another day

Is There a Need for Democratic Forums in Bulgaria?

Bulgaria has been going through a unique transitional process for over ten years now. The Bulgarian State itself is undergoing a slow process of change, and implementing reforms targeting a new framework for governance. Developing democratic and effective forms of government at local and regional level is still a major challenge, particularly in a country where development continues to be very centralised.

Since 1993, an SDC programme has been promoting participatory decision-making approaches. After an assessment in 1999, the SDC decided to support a new participatory approach in six municipalities in the Central Balkan (Stara Planina) region: the so-called Democratic Forums.

Aims and approaches

These were launched as an instrument to promote debate, negotiation skills, joint solutions to common problems, and a new sense of civic responsibility. 50 to 100 local actors participate in debates open to all.

The Forums are meant to provide a tool for managing the public debate between the principal social players within a community. They meet in so-called "round tables" to discuss important issues of mutual concern relative to social and economic development. On average eight to ten such issues are identified at the first session, including tourism, education, culture, business, the environment and others.

The rules of the game specify that ten Forum sessions take place over the year, each dealing with a separate issue. Each session is an important event requiring thorough preparation by an external, neutral moderator and a local Operative Group.

The Forums are characterised by individual commitment, public meetings and the involvement of the media, who report the sessions to the general public. As a learning process or "school of democracy", the Forum sessions gave rise to democratic debate, and generated various recommendations for municipal action and development projects.

Tryavna may serve as an example of how difficult it is to reach a consensus. The project proposed the redevelopment of a historic street, including the rehabilitation of its infrastructure and replacing old cobblestones with new cement paving. A group of citizens disagreed with the project, arguing that the cobblestones were characteristic of old Tryavna. Those who supported the project countered that the

Democratic forum, in Bulgaria, learning citizenship

the cobblestones were not authentic, and in fact went back no further than the 1960s. Although the aim of the debate was to find a solution that would improve conditions for pedestrians, it proved impossible to reach a consensus within the Forum. What did become clear to both the municipal authorities and the citizens, is that important decisions must involve public debate and hearings.

Promising results

All in all, the process proved successful in the six municipalities of Gabrovo, Troyan, Teteven, Sevlievo, Apriltsi and Tryavna. An evaluation conducted in September 2001 recommended continuing the programme. It is not only innovative and apt to promote local participatory governance in Bulgaria; it could also change conditions for local public-private partnerships. The experience will soon be presented in brochure form.

The main idea behind the project was to promote local participatory democracy in a process of transition that is still spawning new forms of participation and partnership. Many obstacles bedevilled this innovative approach, in particular a tradition of passive socio-political attitudes, and a centralist political system. The main objective was to consolidate participation by the citizens, and mobilise the municipalities' own development resources and initiatives, with a view to promoting greater pluralism and multidimensional strategies. Of necessity, such a project must encourage an inclusive social vision, as well as new political standards, cultural values and ethical norms.

Jean-Pierre Egger and Françoise Lieberherr

Further reading:
P. Peter, Syntropie & Tulum, 2001, *An experience of local democracy in Bulgaria ; the Stara Planina Community Forum* ; SDC, Berne, Switzerland

urbanews

Une nouvelle citoyenneté au Sud

Ce numéro d'Urbanews fait une large part au budget participatif. Ces considérations s'inscrivent dans le cadre d'une expérience prometteuse de plus de 10 ans née au Brésil sous l'impulsion d'un renouveau politique inspiré par le Parti des Travailleurs. Elles s'inscrivent aussi dans le contexte de l'élection de Lula au Brésil, événement de première importance, qui pourrait marquer le début d'une ère nouvelle en Amérique latine.

Le budget participatif permet une cogestion entre l'exécutif municipal et la pyramide participative constituée de tous les acteurs sociaux. Le pouvoir municipal lance une nouvelle manière de gouverner en privilégiant la participation populaire et l'engagement civique. La société civile peut y jouer le rôle de contre-pouvoir. Ainsi la communication intensifiée entre élus, fonctionnaires et citoyens avec une gestion plus transparente crée les conditions d'une modification en profondeur du système politique municipal. C'est un signal encourageant pour nos démocraties occidentales qui cantonnent souvent le rôle des citoyens au vote électoral.

A Porto Alegre, Belem, Santo Andre au Brésil, à Villa El Salvador au Pérou, le pouvoir des citoyens devient réalité car la dynamique participative favorise leurs capacités de décision et de contrôle des finances publiques. Les budgets participatifs ont un fort contenu social parce que les acteurs sont valorisés dans le processus participatif et les politiques publiques sont réorientées en faveur des pauvres. Ils ont aussi un fort contenu politique puisqu'ils sont fondateurs d'une nouvelle citoyenneté et du sens de l'intérêt général.

Avec les budgets participatifs au dispositif complexe et innovateur, les municipalités latino-américaines font preuve de créativité institutionnelle qui renouvelle le sens de la démocratie. Sans tomber dans un idéalisme démocratique naïf, il faut croire à l'engagement de milliers de citoyens et citoyennes, pauvres et moins pauvres, qui se mobilisent pour un monde meilleur.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
ET DE LA COOPERATION
DDC

Le budget participatif : Nouvel outil de démocratie

Budget participatif, est-ce un nouveau mot-miracle pour faire croire à une gestion municipale efficace, ou le terme appartient-il au jargon financier international du développement ? Ni l'un ni l'autre.

Une innovation au Sud

Première évidence, le budget participatif est un concept nouveau né au Brésil, à Porto Alegre, après les élections municipales de 1988 qui ont élu une coalition de gauche dominée par le Parti des Travailleurs (PT). Deuxième évidence, cette expérience novatrice a été créée au Sud et elle commence à s'exporter vers l'Europe. Elle inverse ainsi les relations de domination-dépendance en usage dans la coopération internationale au développement. Troisième évidence, cette pratique qui a pris une ampleur inattendue au Brésil et en Amérique latine, dépasse notre conception occidentale de démocratie représentative puisqu'elle implique la participation et la décision des habitants à l'élaboration du budget municipal.

Un événement d'abord brésilien

A partir des premières initiatives nées au cours des années 80, les budgets participatifs ont gagné un nombre grandissant de municipalités : 12 en 1992, 40 en 1996, 140 en 2000 et aujourd'hui environ 200. La majorité de ces expériences (85 %) ont eu lieu au Brésil. Même si le PT reste le pôle innovant, une partie des budgets participatifs sont menés par des villes aux couleurs politiques différentes. On peut voir l'émergence du Brésil comme laboratoire des budgets participatifs dans un contexte social et politique spécifique : une dynamique des mouvements sociaux autour du thème du budget dès les années 80, des ressources municipales accrues avec la décentralisation, la présence croissante des partis de gauche dans les municipalités, ainsi qu'une tradition d'éducation populaire brésilienne mobilisatrice. Les autres expériences sur le continent ont lieu principalement au Pérou, en Equateur et en Bolivie. Quant à l'Europe, un certain nombre d'expériences commencent à voir le jour en Espagne, Italie, Belgique,France et Allemagne

D'une définition aux finalités

"Le budget participatif est un processus de démocratie directe, volontaire et universel, au cours duquel la population peut discuter et décider du budget et des politiques publiques. Le citoyen ne limite pas sa participation au vote, mais va au-delà…" (Uribatam de Souza).

Mais au-delà de cette définition quelque peu instrumentale, les budgets participatifs sont orientés par quatre principes de base : réorienter les ressources publiques en direction des plus pauvres; créer de nouvelles relations entre municipalités et citoyens, c'est-à-dire une autre manière de gouverner; reconstruire le lien social et l'intérêt général; inventer une nouvelle culture démocratique et mobiliser le sens de la citoyenneté. Un vaste programme de gouvernance réinventée. C'est aussi pour l'Amérique latine un premier défi pour sortir des rapports de clientélisme qui dominent la vie politique et améliorer la justice sociale en donnant le pouvoir de décision et de contrôle à tous les citoyens et citoyennes, pauvres et riches.
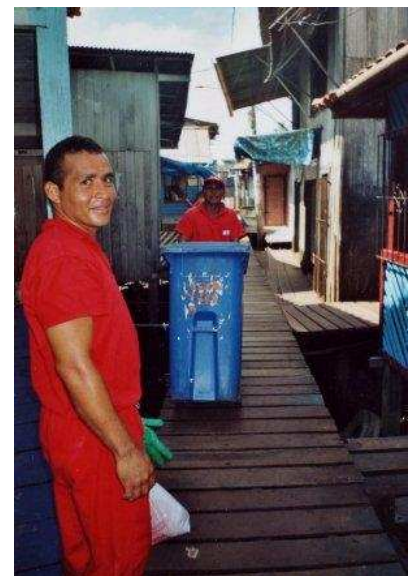
Ramassage des ordures dans un quartier populaire de Belem, Brésil (F. Lieberherr)

Un processus bien structuré

Loin de l'idée de participation molle, désorganisée et sans repères, les budgets participatifs au contraire sont élaborés selon un dispositif bien structuré avec ses instances, ses règles de fonctionnement et ses principes codés dans des règlements municipaux.

A Belem comme exemple démonstratif le budget participatif met en présence quatre espaces différents.

- L'**exécutif** composé du maire et du vice maire élus par suffrage universel direct, ainsi que l'ensemble des administrations, agences et services municipaux nommés par le maire. C'est le promoteur du processus participatif.

- Le **législatif**, c'est-à-dire l'assemblée municipale élue par les habitants au scrutin proportionnel, qui peut être dominé par une autre couleur politique que l'exécutif.

- La **société civile**, c'est-à-dire tous les habitants qui le souhaitent pouvant participer aux assemblées, directement ou indirectement à travers des groupements formels (associations de quartiers) ou informels.

- La **pyramide participative**, quatrième espace à la charnière entre l'exécutif et la société civile, organisée selon une double dynamique territoriale (secteurs) et thématique.

Classe de musique pour enfants défavorisés de Belem (F. Lieberherr)

La pyramide participative, un dispositif original

Elle fonctionne sur trois échelons en un système intégré.

- L'échelle **micro locale** appartient à des petits groupes organisés par immeuble, par rue, par quartier qui discutent des problèmes concrets et des interventions souhaitées en établissant un ordre de priorité, et désignent des porte parole pour présenter les propositions à l'échelon supérieur.

- Le second échelon est celui des **secteurs** (moyenne 10-15) et des **thèmes** (5-6) dont le nombre varie selon les villes. Dans les assemblées plénières sectorielles locales pouvant rassembler jusqu'à 2000 personnes sont comparés les atouts et difficultés de chaque quartier, définies

des priorités globales pour le secteur, et désignés les délégués aux Forums de secteur ainsi que les conseillers au Conseil du budget participatif qui discutent avec l'exécutif des grands orientations budgétaires. Parallèlement aux réunions de secteur ont lieu des assemblées plénières thématiques élisant aussi leurs délégués aux Forums thématiques et leurs conseillers au Conseil du budget participatif.

- Le **Conseil municipal du budget participatif** constitue l'échelon supérieur de la pyramide. Les membres nommés pour un an représentent les secteurs et les thèmes ainsi que l'exécutif municipal, les services publics et des mouvements associatifs. Réuni plusieurs fois par mois le Conseil supervise la participation et assure le dialogue entre l'administration municipale et la pyramide participative.

Un cycle budgétaire annuel

Très généralement le dispositif constitue un processus continu sur une année.

- A Porto Alegre un **premier cycle de préparation** se déroule en mars-avril durant lequel l'exécutif rend les comptes du budget antérieur et présente celui de l'année en cours lors de la première session des assemblées plénières sectorielles et thématiques. Une partie des délégués est élue à ce moment.

- Un **deuxième cycle** dit **intermédiaire** a lieu entre mars et juin et est autogéré par la structure participative. Dans ce deuxième temps se déroulent les nom breuses réunions de quartiers où s'expriment les vœux des habitants qui sont ensuite priorisés dans les Forums et présentés au Conseil du budget participatif. C'est le point culminant de la participation populaire.

- Le **troisième cycle** en juin-juillet comprend une deuxième session d'assemblées sectorielles et thématiques identiques au 2e cycle. Durant ces trois premiers cycles, des bus d'animation destinés aux enfants ainsi que de multiples animations théâtrales ou culturelles accompagnent les réunions pour populariser le processus et stimuler l'intérêt des participants dans une ambiance festive.

- Le **quatrième cycle** à partir de juillet jusqu'en septembre comprend la mise en fonctionnement du Conseil du budget participatif et la discussion du budget à présenter sur la base des priorités établies et de l'évaluation faite par le Conseil.

- Le **cinquième** ou **dernier cycle** d'octobre à décembre est l'étape classique de la discussion du budget par l'assemblée municipale, et de la préparation du plan d'investissement et du cycle budgétaire de l'année suivante par le Conseil.

Des orientations démocratique, redistributive et technique

Outre le dispositif décrit ci-dessus, la dy-

namique participative à Porto Alegre répond à trois grands principes qui couvrent une très grande complexité de fonctionnement. Très brièvement : une **logique majoritaire** se joue principalement dans la représentation des habitants et de leurs demandes en fonction du nombre de participants, et dans les critères formalisés de répartition budgétaire basée sur les demandes des citoyens sélectionnées par priorités. Une **logique de justice distributive** accorde un bonus aux quartiers les moins peuplés et les plus défavorisés. Elle s'établit en trois critères de rééquilibrage en fonction des priorités établies par les citoyens, des carences en services et infrastructures de base, et du nombre d'habitants. Une **logique technique** est guidée par les services municipaux qui effectuent une évaluation préalable des carences en équipements, de la faisabilité des projets présentés et de la rentabilité de l'investissement. Leur pouvoir d'expertise est limité et contrôlé par le Conseil du budget participatif.

Des formules participatives multiples

A partir d'un principe général relativement simple, les formes municipales de budget participatif sont multiples, comme le démontre la comparaison des règlements municipaux. Ces manuels destinés à la population et exprimés en langage clair assurent la transparence des règles quant au nombre de délégués pour chaque instance, au rôle des pouvoirs publics, aux prérogatives et pouvoirs du Conseil et des Forums du budget participatif. Dans les variantes, les sommes mises en jeu varient de quelques pour cent de l'investissement public à l'ensemble du budget municipal (ex. Porto Alegre). Les données recueillies indiquent une fourchette entre 3 à 15 % du budget municipal total représentant souvent l'essentiel du budget d'investissement disponible. Egalement le nombre de réunions et de participants varient d'une commune à l'autre (de quelques pour cent jusqu'à 35 % des habitants) ainsi que la composition plus ou moins complexe des conseils.

Un système évolutif

L'expérience du budget participatif au Brésil témoigne d'un grand potentiel d'innovation et d'adaptation. Les expériences réalisées avec les budgets participatifs entraînent des ajustements dans chaque ville d'année en année pour améliorer le dispositif. En outre le processus dépendant de l'exécutif peut s'interrompre et reprendre après une législature. Des formules alternatives se sont concrétisées comme les Conseils municipaux du budget participatif des jeunes, à Barra Mansa (Etat Rio de Janeiro) par exemple où en 1999 7000 jeunes ont

défini leurs priorités Quant à un changement d'échelle, l'Etat du Rio Grande do Sul a mis en place en 1999 un budget participatif au niveau des ressources de
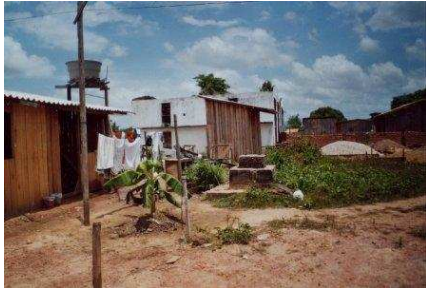
Belem : Nouveau quartier d'habitation géré par le Mouvement National de Lutte pour les Terres (F. Lieberherr)

l'Etat. L'importance du défi se traduit par des statistiques : en 2000 quelque 400 mio$ ont été mis en débat au cours de 648 assemblées publiques municipales et 22 assemblées régionales thématiques dans les 497 municipalités de l'Etat, avec la participation d'environ 300'000 personnes et l'élection de 14'000 délégués pour trois priorités (éducation, agriculture, transport).

La participation, une école de démocratie
Les budgets participatifs apportent un espoir de démocratie. Sans les considérer comme un modèle à imiter mécaniquement, ils introduisent un espace d'expérimentation et de réflexion pour redonner une légitimité à l'autorité locale et à l'action politique. Dans un effort de transparence des fonds publics, ils représentent un instrument pour réorienter les politiques locales en faveur des pauvres tout en affirmant les droits des classes populaires, c'est-à-dire de tous les citoyens, dans leur prise de responsabilité et d'autonomie. Renforcer le lien social et la citoyenneté, promouvoir la justice sociale et l'intérêt général, tels sont les **mots-clés** de cette expérience
Pour ne pas tomber dans une naïveté romantique, il importe d'être conscient des difficultés et des limites de cette expérience démocratique. En effet, la participation demeure quantitativement limitée à une fraction de la population et il est difficile de mobiliser les jeunes et les très pauvres. La multiplication des micro réunions aux côtés des assemblées générales n'est qu'un remède partiel. Si les budgets participatifs visent un impact à court terme en apportant des résultats concrets dans les quartiers, ils n'ont pas encore trouvé de cohérence avec une vision des investissements à long terme.
Enfin les perdants du système participatif par rapport à une tradition clientéliste tendent à les boycotter. Les élus locaux n'y

trouvent plus leurs avantages d'intermédiaires avec des citoyens exerçant leurs droits, et les marchés publics contrôlés par les délégués ne permettent plus la corruption avec les entreprises. Des questions restent ouvertes : comment structurer la participation pour éviter le monopole des classes moyennes ou de petits groupes? Comment aller au-delà de l'esprit de clocher dans les quartiers et contribuer à construire l'intérêt général ? Comment ne pas tomber dans le populisme ? La participation reste un enjeu prometteur. Les expériences se développent et innovent encore. La ville de Belem a transformé le budget participatif enCongrès de la ville pour élargir le débat à des visions urbaines plus globales. Belo Orizonte a introduit un budget participatif du logement social. Quant à Villa El Salvador (Pérou), ville populaire périphérique de Lima, la municipalité a d'abord préparé un plan de développement à long terme (2010) soumis au vote de la population puis elle a introduit le budget participatif en y ajoutant deux critères de fonctionnement: taux de

Séance du Consiel de la Ville de Belem : Adoption du budget (F. Lieberherr)

pauvreté et de paiement des impôts par secteur pour encourager les contributions fiscales des habitants. En 2000 cette même ville a organisé avec le Programme de Gestion urbaine des Nations Unies le premier séminaire international des budgets participatifs avec le lancement d'un groupe de travail ad hoc. Actuellement un projet d'observatoire mondial des budgets participatifs devrait prolonger ces initiatives. Cependant cette expérience budgétaire soit s'inscrire dans le contexte plus large des outils participatifs mis en chantier en Amérique latine, qu'il s'agisse des consultations urbaines, des tables de concertation, des zones spéciales d'intérêt foncier parmi d'autres.
Quel supplément de vie apportent les budgets participatifs ? Laissons la parole à des acteurs locaux. Un délégué de Porto Alegre raconte à sa fille en se promenant dans son quartier : "Avant il y avait de la terre battue partout et on marchait dans la boue. Maintenant il y a de l'eau, des égouts, des rues pavées etdes bus. Tout cela protège la santé.
Bientôt il y aura une école où tu recevras

de l'éducation pour construire ta citoyenneté, parce que l'éducation permet que le monde devienne meilleur". Quant à Olivio Dutra, premier maire PT à Porto Alegre (1988) et père du budget participatif, il part du principe que "tous les habitants ont des droits qu'ils doivent revendiquer. Ainsi le budget participatif permet à des milliers de personnes d'exercer leur citoyenneté quotidiennement et cela renforce la démocratie".

Françoise Lieberherr

Pour en savoir plus :
Les informations sur l'expérience des budgets participatifs sont extraites de l'atelier présenté à la DDC le 14.11.2002 par Yves Cabannes, Coordinateur régional du Programme de Gestion Urbaine/PGU (PNUD, UNHABITAT, bilatéraux), de la visite de Françoise Lieberherr à Belem et Guarulhos (Sao Paolo), de la revue Politis No36 Démocratie participative Economie solidaire oct-nov.2002, de Porto Alegre l'espoir d'une autre démocratie par Marion Gret et Yves Sintomer (Paris Découverte 2002)

UN PROJET

Santé et coopération en Afrique

Services de santé primaires dans les zones urbaines de la région subsaharienne : Expériences de la DDC à N'Djaména, Douala et Dar es Salaam
Le monde est en voie d'urbanisation et cette tendance va se poursuivre, particulièrement en Afrique. Le bon niveau de santé que requièrent tous les citadins et le renforcement du système sanitaire s'avèrent en conséquence un défi de première importance et un élément crucial dans la lutte contre la pauvreté, le sous-développement et l'instabilité politique. Il est évident que les soins de santé primaire jouent, dans cette perspective un rôle crucial: Il s ont le vecteur le plus efficace et durable afin d'atteindre de tels objectifs.
La Direction du Développement et de la Coopération (DDC) a été parmi les premières agences de coopération à investir largement de ce secteur trop négligé qu'est la santé urbaine. Le Centre Suisse pour la Santé Internationale, de l'Institut Tropical Suisse, a récemment publié, sous mandat

de la DDC, une revue faisant la synthèse des expériences menées dans trois villes africaines: N'Djaména (Tchad), Douala (Cameroun), et Dar es Salaam (Tanzanie). Ces expériences, et les résultats qui en découlent, sont positives. A N'Djaména, comme à Douala ou à Dar es Salaam, toute une série de réalisations ont vu le jour: L'accès aux services de soins en santé primaire a crû, par la réhabilitation et la construction de nouveaux services tout comme par l'approvisionnement régulier en médicaments. La pérennité du financement de ce type de soins a été améliorée, par l'introduction des systèmes de paiement direct par les usagers. La planification des tâches et la prise de décision ont pu être décentralisés, en particulier au bénéfice des équipes gérant les districts hospitaliers. La participation communautaire a, elle, été renforcée grâce à la mise en place de comités supervisant le fonctionnement des structures de santé primaire. Les compétences en gestion et en planification des autorités locales faisant cruellement défaut ont pu être amélioré substantiellement. Ceci permettait un renforcement institutionnel et la formation professionnelle de ces administrateurs.

Pour la DDC, de nombreuses raisons plaident en faveur de la poursuite de cet effort. Appuyer les initiatives prises afin de réformer le système sanitaire en milieu urbain est pleinement compatible avec les principes de la DDC, ces activités ayant un impact hautement positif sur la réduction de la réduction de la pauvreté, l'équité entre genres, l'''empowerment'' et la gouvernance.

Dans cette continuité, quelques questions prioritaires restent à considérer :

1) En ce qui concerne le **paquet de services essentiels** offert au niveau des services de premier recours, les maladies infectieuses, comme la malaria et, de façon toujours forte, le VIH/SIDA et la tuberculose sont désormais en train d'être suivies de près par des maladies non transmissibles comme le diabète et l'hypertension. Dans la plupart des cas, les services de santé ne sont pas préparer pour traiter ces maladies. A l'avenir il va donc falloir adapter ces services pour faire face à ce nouveau type d'exigence. Plus de flexibilité va être requise dans les standards appliqués, tant au niveau national que local. Et l'on veillera à soigneusement identifier les avantages comparatifs entre les soins de santé primaire, les services hospitaliers et pharmaceutiques, et les soins à domicile prodigués aux personnes âgées.

2) En ce qui a trait aux **interactions entre secteurs publics et privés**, la définition du rôle de chaque secteur, au niveau des hôpitaux comme à celui des soins primaires, reste un défi : Quels sont les services essentiels pouvant être offerts de manière efficiente par des fournisseurs privés ? Car les possibilités existent de trouver un équilibre entre privé et public, notamment en stimulant une certaine concurrence parmi les fournisseurs ou en étendant la couverture sanitaire par le subventionnement de nouveaux prestataires privés.

3) Une ''**participation communautaire**'' exige une réflexion poussée sur les objectifs et le sens d'une telle participation. Des efforts supplémentaires restent à faire pour développer des mécanismes appropriés de planification et de gestion qui intègrent mieux les membres des communautés locales, en particulier les femmes et les représentants des pauvres.

Hôpital à Dar es Salaam, Tanzanie

Une approche innovative est également requise pour ce qui est de l'identification et de l'organisation des **soins de santé primaire destinés aux pauvres et aux populations vulnérables**. Il faudra en effet

Distribituion de médicaments à Dar es Salaam

mettre en place un système distinctif permettant de dégager des ressources dans le secteur de la santé au profit des plus nécessiteux par le biais de financements appropriés (p. ex. vouchers, micro-assurances, arrangements contractuels).

Kaspar Wyss, Institut Tropical Suisse

Demain est un autre jour

Online : Les 6 premiers numéros publiés à ce jour de **Urbanews** se trouvent désormais archivées, en français, anglais et espagnol sur le site du nccr n-s, à l'epfl, à l'adresse :

http://nccr-ns.epfl.ch/lignes/autres_urban_fr.asp

La conférence « **Au-delà du consensus néo-libéral sur le développement urbain : Autres voix d'Europe et du Sud** », organisée par le réseau européen de recherche N-Aerus, prévue intialement en novembre 2002, a été reportée du 15 au 17 mai, à Paris. Les communications souhaitant être présentées lors de la réunion sont à transmettre auprès de a.durand-lasserve@wanadoo.fr

One Stop Shop : Le Vietnam innove en matière d'information à la population. Dans le cadre des réformes entreprises pour une amélioration des procédures administratives, un rapport récemment publié par le Gouvernement vientamien et la Coopération suisse nous apprend que le principe du « guichet unique » pour la clientèle est actuellement expérimenté dans 64 districts ruraux et urbains, permettant ainsi un accès centralisé pour les individus s'adressant à l'administration. Cette réforme a immédiatement porté ses fruits, avec pour effets directs : une plus grande efficiacité dans le traitement de leurs doléances et une baisse notable de la corruption, sans oublier une meilleure rentrée des taxes et autres émoluments dûs par les individus aux administrations publiques (source : Vietnam Economic Times, sept. 2002)

La **globalisation, vue par un « insider »**. Joseph Stiglitz, ancien haut responsable de la Banque Mondiale et qui fut également conseiller du président des Etats-Unis, Bill Clinton, a récemment publié un ouvrage excellent sur les rôles du FMI et de la Banque dans leurs politiques de développement en faveur des pays pauvres. riche d'enseignement, à lire sans tarder. Références : (Globalization and Its Discontents ; W.W. Norton, 2002 ; La grande désillusion, Fayard, 2002)

urbanews

A global vision for the eradication of poverty

The Millennium Declaration adopted by the UN General Assembly in 2000 is by now firmly entrenched in international development cooperation agendas, where it guides programs and strategies. This document invokes our collective responsibility to respect the principles of equity and human dignity, particularly with regard to the most vulnerable members of the human community. The Millennium Development Goals should generate significant results by 2015. Each country will have to make its contribution to the major United Nations Programs by introducing appropriate means of implementation.

Backed by UN HABITAT expertise, two goals have been established for the urban sphere. The first is to significantly improve the living conditions of at least 100 million slum dwellers by the year 2020; the second is to reduce the number of persons without sustainable access to drinking water by 2015. Slums are the most visible sign of poverty and rapid urbanisation. The targeted goal of improving the lives of 100 million persons living in shantytowns and other slum dwellings appears all too modest when we consider that this figure now represents only one in ten people. According to demographic projections, it will represent about one in twenty persons by the year 2020. Consequently, the first major step is to change our view of shantytowns and slums. In order to change how we act upon them, we must make them "socially acceptable": no more forced evictions, no more bulldozing of homes, two methods that have been practiced for decades. As a new paradigm of sustainability, slum dwellings should be improved on site. As for the second major target, drinking water - 1.3 billion of the world's population are presently deprived of it. The 2015 objective could be reached if financial resources were allocated more equitably, instead of benefiting the middle and more affluent classes to 90%. Under the scandalous circumstances that prevail today, the poor pay water sellers up to a hundred times the price of water from the public mains. The United Nations have stated it officially – water is life, sanitation is dignity.

To conclude, we can say that these goals are doubtless praiseworthy, but appear hardly realistic in view of the World Bank's estimates. According to these, the cost to the international community of implementing the above-mentioned goals would amount to an additional USD 40 to 60 billion per year.

Françoise Lieberherr

Urban Development in Vietnam: A Priority for the Swiss Agency for Development and Cooperation

Switzerland's commitment to urbanisation

Since 1997, shortly after it opened its coordination office in Hanoi, the Swiss Development and Cooperation Agency (SDC) has been committed to an extensive urban development programme aimed at supporting the economic, political and institutional reforms launched by the Vietnamese authorities. Initially, this took the form of a series of improvements to the infrastructure of three intermediate cities: Nam Dinh, Hué and Dong Hoi. With a budget of US$ 17.5 millions from 1997 to 2002, the aim was to raise the inhabitants' quality of life. Since then, Switzerland's programme has aligned itself more closely to the two national strategies: the Comprehensive Poverty Reduction and Growth Strategy (CPRGS), and the Reform of the Public Administration (PAR), in concentrating its efforts in Nam Dinh and Dong Hoi. To enhance the coordination of urban activities, the SDC devised and runs an "Urban Forum", which brings together the national administrative departments responsible for urban issues, the municipalities, bilateral and multilateral cooperation agencies, NGOs and the private sector.

Rapid urbanisation in Vietnam

Vietnam is undergoing one of the fastest urban transitions in the world. In 2030, almost half of the Vietnamese population will live in urban areas. While urbanisation is recognised as a driving force behind economic growth, if left unchecked its consequences could be disastrous: health problems, social unrest, environmental damage, pollution, and rural-urban tensions are all likely to worsen. Nationwide, Vietnam has introduced two very important strategies which directly tackle the double challenge of combating poverty and implementing institutional reforms.

An innovative urban programme

The general aim of the SDC urban programme is to support Vietnam in its transition from a centrally planned economy to one which is decentralised, socia-

list yet market-oriented. This transition will be facilitated through the strengthening of local governments' management skills, a better organised provision of community services, and the creation of a partnership between public authorities, civil society and private companies. The urban development projects in Nam Dinh and Hong Doi, which bear testimony to the dynamism of Vietnamese cities, the more general impact of multi-sectoral and integrated development programmes and, last but not least, the Urban Forum, all contribute towards those aims.

The Nam Dinh urban development project
Nam Dinh, a provincial capital with 240,000 inhabitants, once the textile heartland of Vietnam, is now in deep economic crisis. The first part of the urban development project (initiated in 1997) was a large-scale drainage programme, the restructuring of municipal offices and their roles, as well as setting up community participation projects dealing with environmental health issues and micro-infrastructures, such as sceptic tanks. These activities laid the foundations for a dynamic partnership between the municipality, civil society and the private sector. The current phase of the project seeks to capitalise on the initial results and to consolidate relations bet-

ween the stakeholders. It has three constituent parts. First, reform of the public administration aims to improve the functioning of all administrative services themselves by clearly setting out their individual roles and responsibilities, by drawing up an urban development strategy that is forward-looking and provides for financial planning, by issuing official land use deeds and by better informing its citizens. The second component of the current project phase, centred around poverty reduction and community participation, aims to enable more than 100 disadvantaged community groups to enter into dialogue with government bodies in order to set out and implement programmes to combat poverty. The third component is the promotion of the private sector with the aim of generating jobs. Other agencies working in the Nam Dinh area, such as the World Bank, and French and Dutch agencies, are also involved in this project.

The Dong Hoi development project

Dong Hoi, a provincial capital with a population of 102,000, is also experiencing economic difficulties with living standards below the national average. During the first phase of the project, the programmes aimed to facilitate a municipal restructuring process (cutting the number of public offices by half), to design and introduce the One-Stop-Shop concept (see Urbanews 7), to get it up and running in the Dong Hoi municipality and across the province, and to help promote its introduction in the rest of the country through educational material. The first phase also concentrated on the participatory planning of micro infrastructures in 15 communities, and on waste collection and treatment systems. The statistics show that household waste collection has increased by 63%, and water wastage fell from 70% to less than 20%. The current phase consists of the same three constituent parts as for the Nam Dinh project, with the first part focusing more specifically on better service provision for the poor and formulating an urban development strategy in order to place municipal restructuring in a coherent plan for future action.

The Urban Forum, a Swiss initiative for Vietnam

In Vietnam, cities already account for 70% of GNP and attract massive public investment. Consequently, there is a pressing need for an urban policy which is approved by the government, municipalities and cooperation agencies. This is the reason behind the Urban Forum, set up in 2001. It is a platform designed to build effective partnerships between the different urban stakeholders, with the aim of efficiently managing acquired knowledge,

encouraging political dialogue, developing strategies and approaches, as well as designing innovative programmes. This has enabled some urban management priorities to be set: renovation of rundown neighbourhoods, water provision, funding for housing, employment and the promotion of small and medium sized companies, waste management and administrative reforms. These initial successes, made easier by the informal organisation of the Forum, have already led to international links with important regional and global programmes, such as Cities Alliance, Urban Management Programme, Water and Sanitation Programme. The Urban Forum has also increased the desire of urban leaders to strengthen links between Vietnamese cities and between Asian cities.

To find out more:
http://www.deza.admin.ch/countrydoc.php?userhash=512662&l=e&nav=4,89,143,143
http://www.worldbank.org.vn/
http://www.un.org.vn/donor/urbforum/Epresentations/1
sdc@netnam.org.vn
urbanforum@hn.vnn.vn

Cirebon, Indonesia: 24 years of urban development experience

Switzerland's decision to finance water supply projects in two medium-sized Javanese towns – Cirebon and Yogyakarta – dates back to 1973. The projects were originally part of a multi-city package prepared by the World Bank. While embracing the social relevance of the project's objective – to supply 60 % of the urban population with piped water – SDC was not satisfied with its purely technical orientation. Follow-up activities were prepared to address unresolved social, environmental and institutional concerns, and the Cirebon water supply project evolved over more than two decades and three main phases into a multi-sectoral project with important institutional and community development components.

Positiv results

The Cirebon Urban Development Project (CUDP) produced very positive results. By 1998, about 90% of the population had access to safe and affordable drinking water compared with 20% in 1978. Besides covering costs, revenues from water sales support environmental sanitation. Drainage measures have practically eliminated serious flooding. Solid waste management – a partnership of communities, a municipal department and scavengers – serves 90% of the population, and collected waste is disposed in an exemplary sanitary landfill. CUDP's Community Participation Programme (CPP) surpassed expectations, training over 120 "community motivators" and establishing active community groups throughout the city. An impressive volume of local improvements – micro-drains, footpaths, sanitary facilities, mini-parks, etc. – were planned, partly (80%) self-financed and implemented. To ensure continuity, the CPP was handed over to an independent cooperative society.

There were also shortcomings. In spite of major investments in wastewater facilities, environmental sanitation has improved only slightly in extensive low-income areas. The impact of the sanitary landfill was limited as the designated agency never assumed ownership; as the facility filled up, its replacement would revert to an ordinary dump site.

Relevant lessons for the future

To identify the relevance of CUDP for today's urban development challenges, its experiences must be considered in light of the particular *context*, *approach* and *partnerships* that applied:

In the difficult political context of the Soeharto era, SDC's strategy was two-edged. While supporting government's stabilisation and growth policies, it sought to "soften" the autocratic aspects of these policies by "piloting" an integrated, socially oriented approach and promoting civil society organisations. In so doing, SDC went its own way, focusing investment on one city and seeking specific solutions independently of other, internationally supported decentralisation efforts. However, a pilot project is only effective if it can be replicated within the prevailing context.

Solid waste collection point: the inter-face between community collectors, municipal waste management and scavengers

An underlying theme of CUDP was the intended synergy between physical investment ("hardware") and socio-institutional development ("software"). However, CUDP, began with a master plan design and never abandoned this basic approach. Community participation and institutional development programmes remained separate and supposedly "complementary" measures. However, the synergy between "hardware" and "software" requires that the former be adapted to the specific conditions and needs of the latter.

CUDP's institutional development programme (IDP) was intended to improve municipal management and inter-sectoral cooperation. However, the main partner throughout all three phases remained the Water Supply Enterprise (PDAM), Cirebon's most competent agency. The IDP established an ad hoc coordinating group, led by PDAM, with the idea that its superior know-how would be transferred to the others. In fact, the other agencies participated only marginally in the IDP. The lesson is that capacity development requires true partnership from the outset. Besides individual agencies, the municipal government itself needs to be involved.

Peter Schübeler

Rebuilding homes after a disaster –
Cash approaches : a new form of direct financial aid

In emergency situations - regardless of whether they are the result of natural causes or of armed conflict – the first reaction of the international community is to provide the victims with food and the basic necessities for survival, without direct financial aid.

An initiative of the SDC via Swiss Disaster Relief (SDR) tested the idea of supplying financial support in parallel with emergency relief. Launched in Mai 1999 in Albania, this innovative approach has by now been extended to Macedonia, Serbia, Kosovo, Ingushetia, in the Chechen conflict zone, Mongolia and Southern Caucasus region. Between 1999 and 2003, approximately CHF 24 million (USD 17 million) were spent on projects, e.g. involving 268,000 refugees and 187,000 persons who sheltered them, or thousands of victims hit by flood and drought disasters. The impact on the social rehabilitation of the victims, as well as on curtailing expenditure and ensuring cost-effective investments was undeniably positive.

Kosovo 1999: lodging returning refugees – A Cash for Housing Project

In August 1999, Kosovo was faced with a daunting challenge: the arrival of almost 60,000 refugees from the neighbouring countries they had fled to. In response, the "Cash for Housing" project was set up in 13 communities in three municipalities. Its basic operational requirements were simple: backing by a local community organisation and public funding. The recipients pledged to host displaced persons during the coming winter season. The home-owners were in charge of the re-building their house, but received technical supervision. As banking system didn't operate funds were distributed directly by SDR. Four payments ensured that each payment was synchronised with the progress of rehabilitations. A first payment was for the roofing; a second for the masonry, doors, windows and the completion of one room per family. The third payment was earmarked for water and power supply installation, and the final 10% were spent on the finishing touches.

Between September and December 1999, 380 houses were rebuilt, lodging 5,039 persons, at an average cost of CHF 8,526 (USD 5,700) per house. The costs of approximately CHF 650 per person came to only one third of the usual cost of collective rehousing. But there were advantages that went beyond the financial ones:

the consolidation of social ties in the village, the boosting of economic activity, and the empowerment of local institutions to be rebuild.

Serbia 1999 / 2000: helping families to host war victims – A Cash for Shelter Project

A further, similar experience took place in Serbia in the winters 1999 and 2000. Encouraged by a direct financial contribution of DM 60 per months, some 11,000 families hosted approximately 52,000 Serbs fled from Kosovo affected by the war. 15 municipalities participated in this project, implemented by SDR. To reinforce their cooperation, twice 56 small-scale projects benefiting the entire community were funded in parallel.

The advantages of "Cash Projects covering humanitarian needs"

The number of such projects shows that this approach is sometimes preferable to traditional emergency relief or at least complementary: "Cash Projects" are fast and efficient means of increasing purchasing power and consolidating entitlement of the beneficiaries, reducing implementation costs and, making disbursement simpler and more rapid. This type of relief work enables the victims to gain control over their present and future lives. "Cash Projects covering humanitarian needs" is innovative approach which should serve as a model for other international aid projects.

Egon Rauch

ENDA Tiers Monde and Cities of the South

Drinking water and sanitation: an innovative experience in Rufisque (Dakar)

For many years, ENDA has focused on the city, a place of great economic, social and cultural opportunities, but also one of exclusion, poverty and violence. We must start to think of the city as a rapidly evolving historic and symbolic whole, and as a diverse group of stakeholders working in encompassing ecological, rural, national and international systems. The most disadvantaged areas of the city need urgent action and long-term change. On this basis, a recent research project "Convention of urban objectives" identified three priorities: to combat violence, to help the poor to become economically and socially integrated, and to "decide the city" with alternative projects; in other words, to promote citizenship and participatory urban governance. ENDA already has 16 offices across Africa, Latin America and Asia working towards these objectives.

Among the many current research programmes, let us mention the prevention of violence arising from land disputes in Thiès (Senegal) through participatory town planning, the consolidation of local associations' skills in West Africa through a regional training programme, community health initiatives in Bamako, the management of household waste in Antananarivo, support to urban farmers in Addis Ababa, and alternative training using Paolo Freire techniques in Brazil. Enda also supports literacy campaigns and programmes to promote small trades and crafts in Morocco, the involvement of the poor in the rehousing process in Ho Chi Minh City, the emergence of new cultures among the street children of Dakar through drama workshops, as well as helping to foster dialogue between the decision makers and civil society through the introduction of urban observatories in five French-speaking African countries.

For several years, decision makers and experts have gradually given "peripheral" urban phenomena more consideration. Through the consolidated experience gained from its projects, ENDA seeks to encourage decision makers to take greater account of popular initiatives and the entire spectrum of urban stakeholders so as to respect everyone's right to the urban space.

Françoise Lieberherr

To find out more:
www.enda.sn/urbain.htm

The rapid growth of African cities presents the challenge of supplying drinking water and providing health and sanitation services. This requires effective strategies for managing local demand, so as to curtail waste and increase coverage, particularly in peri-urban areas.

Example of local management and community appropriation

The example of the water treatment system which was tested in Rufisque in 1994 by Enda-Rup (Gaye, 1996) and spread to neighbouring areas in Dakar (Yoff-Tonghor, Baraka-Liberté 6) and even as far as Bamako, is particularly noteworthy.

The system proposes low capacity reservoir constructions within each concession, an evacuation network of narrow PVC pipes (110 mm) and a treatment plant using lagooning (with aquatic plants) techniques. This inexpensive purification system is managed locally by micro companies from affected neighbourhoods and trained in localised management. The main focus of this programme was to improve public health by providing disadvantaged areas with sanitation facilities.

Furthermore, the financial plan enabled the creation of a revolving fund, called the Community Fund for the Sanitation of Poor Urban Areas (FOCAUP). Its objective is to ensure the sustainability of the programme by making available funds paid in by the recipient communities to provide the most disadvantaged with sanitation facilities.

In spite of certain criticisms by some of the neighbourhoods served, the programme has enjoyed real community appropriation.

Sustainable results

A comparative epidemiological study of Rufisque and other areas of Dakar reached two significant conclusions:
- contrary to public opinion, treatment plants have not contributed to the spread of malaria in the neighbourhoods in which they were set up;
- in the Castors and Diokoul districts the indices of parasitic infestation are significantly lower (16%) than those of Ouakam, Ngor (52%), or Patte d'Oie, Parcelles assainies, and Grand Yoff (49%). This is clear evidence of the positive impact of the water treatment system on the population as a whole.

Furthermore, the placement of FOCAUP funds in local savings and loan associations enabled better community appropriation by allowing them to diversify their investments in goods and services.

As for Senegal's new water treatment policy, the government has taken an important step towards institutional appropriation by incorporating the validation study of the ENDA-RUP water treatment system in Rufisque into its Long Term Water Project (PLT). This will enable the Ntional Sanitation Office of Senegal (ONAS) to fulfil its mission by adding new norms and standards to its set of policy tools to reach the urban poor. Until now, these people have found themselves excluded from municipal services, due to a lack of available solutions adapted to their needs.

Malick Gaye
ENDA

urbanews

AN IDEA

EDITORIAL

The city as research object

Cities suffer from a number of ills - and there are many specialists to heal them: urban planners, engineers, architects. But healing is not enough. Investigation, understanding, and foresight are needed as well. These approaches represent a constant challenge not only to research and the progress of knowledge in general – they also address local decision-makers, all too often guided by sectoral and short-term objectives. Today, at the outset of the 21st century, research has defined a number of new goals revolving around such issues as sustainable development, the future of socially equitable cities, decentralisation and greater democracy, civic commitment and public private partnerships. Leaving behind the alarmist discourse on urban blow-up and the problems it generates, relevant studies should focus on the complex processes involved, and on current social and territorial dynamics. They should also discuss alternative solutions and new possibilities. Cities are not only crisis centres. They are also the breeding ground of history, of identity and creativity, of innovation and of the changes that are so essential to our world.

The globalisation of urbanisation processes means that research must be organised along transversal and transdisciplinary lines. These should enable it to spot dominant trends and adapt potential regulations. The National Centre of Competence in Research North-South pursues this aim. It also wishes to establish partnerships mitigating the syndromes of global change (see p. 4). Urban and peri-urban zones in rapid mutation are one among the three contexts it investigates. Funded by the Swiss National Science Foundation and the SDC, the NCCR N-S attempts to further our knowledge of how social, political, economic and environmental phenomena interact, and of the players involved. Exchange between researchers and cooperation partners promises to be fruitful. Research is requested to make effective use of the results and communicate them in ways understandable to all. In the longer term, the different programmes could generate an innovative vision of public action that will make cities more sustainable and economically strong, with a better quality of life and the right to full membership in society for all.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
ET DE LA COOPERATION
DDC

Urban Development: Global challenges for international cooperation

The major urban trends at the outset of the 21st century

The start of the new millennium marks the dawning of the urban age. This will be the major challenge of the 21st century. Let us take a quick look at the three major trends that will shape urban evolution throughout the world.

The world is becoming preponderantly urban

For the first time in the history of humanity, a majority of the world population will be living in cities, and urban growth will be strongest in developing countries. In these regions, the urbanisation process is not what it was in the industrialised world. Strong demographic growth and a lack of human and financial resources characterise it. This urban transition goes hand in hand with accelerating trends relative to poverty and homelessness, ethnic conflict, crime, violence and social exclusion.

Governments become more decentralised

The last decade was marked by widespread political, fiscal and administrative decentralisation affecting different countries to a varying degree. The aim of decentralisation is to render countries more efficient, and link public, private and community sectors in an effort to make them more accountable to citizens. Unfortunately, the decentralisation process is often implemented without the requisite institutional and financial accompanying measures. Alongside the State and the market, civil society has an increasingly important role to play in the partnership that promises to pave the way towards new forms of democratic governance.

Cities become both more global and more local

The development of communication and transport technologies has caused towns to join interdependent networks, facilitating their access to international markets. The birth of "global cities" (Sassen 1991) leads to a concentration of industrial production sites and of services, innovation, decision-making and financing, and

creates new hierarchies between large, medium-sized and small urban centres. In parallel to this "globalisation impact", local conditions influence or determine the rise of local authorities and projects launched by civil society.

Street market in Ho Chi Minh City, Vietnam (J-C Bolay)

Priority challenges

The fact that the world has become increasingly urban in terms of population density, spatial distribution, economic activity, social behaviour and cultural models, generates the following priority challenges:

- **The autonomy of local authorities** via decentralisation and greater democracy, should foster social equity and civic responsibility.

- **Participatory urban governance** should contribute to the promotion of the "open city", in which all individuals benefit from its opportunities regardless of income, sex, age, race or religion.

- **The fight against urban poverty,** based on an approach that makes the poor the focal point of development, should view

them not as victims but as responsible and capable citizens endowed with knowledge, know-how, networks and rights.

- **Actions for cities without slums** should foster the transformation of shanty-towns, and their integration within the larger urban environment through poverty alleviation strategies, improved infrastructures, and the provision of basic services and housing. This will require positive policies that refuse "bulldozer strategies" and insist upon the right of the poor to a decent life.

- **Adequate drinking water supply and sanitation, survival and dignity for the poor** according to UN slogan, inadequate access to water represents an explosive challenge that threatens the life and living conditions of over two billion of the world's inhabitants.

- **The urban environment** registers growing threats to its equilibrium: the day to day existence of hundreds of millions of city dwellers in the South is marked – and marred – by waste proliferation, uncontrolled waste discharge, polluted water, household and external air pollution, plus the risk of environmental disasters.

- **Sustainable cities.** The majority of cities in the South, with their growing poverty, environmental deterioration, inequalities, social problems, crime and other forms of insecurity, project an image of non-sustainability.

Political campaign in Dominican Republic
(J-C Bolay)

International urban cooperation
International urban cooperation has attempted to meet these challenges for decades, although financial resources for interventions in this still largely unrecognised area are limited. Twentieth century approaches evolved from a pessimistic vision with its fear of uncontrolled population growth towards a more positive view of cities as a driving force behind national markets and the global economy. In parallel, development strategies went from the promotion of rural development as a means of curtailing urbanisation, to an approach based on urban management. In our inequitable world, development strategies should promote the idea of the city with equal rights for all, against the divided city where slums and "rich man's ghettos" exist side by side, and against social exclusion – of the poor, of women, of individuals along ethnic or colour lines. Cities should also promote a civic culture in which people see themselves as responsible citizens and not just as clients of urban services. It involves the commitment to a new social contract that will make the cities of the 21st century living - and livable.

The urban dimension of Swiss Development Cooperation
The SDC has been dealing with urban development issues for over 20 years. At first, it funded several projects backing micro-companies and the informal economy, particularly in the housing sector. This corresponded to the directives established by the urban guidelines of 1980, which focused on regional integration, local development and access to services. The number of urban projects multiplied (15 between 1982 and 1985, and 41 in the following years). They operated primarily in Cameroon, Burundi, Indonesia and Bolivia, but tended to be ad-hoc and dispersed. In 1987, the SDC set up a separate urban unit in Sectoral Division. Among other projects it established a sectoral program for the 1990-1992 period, an urban development policy in 1995 based on past experience, followed by a strategic document in 1998-2001. An overview of Swiss urban activities gave rise to an assessment of their importance for SDC development work. They include sectoral projects (water, health, etc.) and global urban management projects to improve the general functioning of cities. Between 1993 and 1998, more than 270 SDC actions were conducted in urban areas in Africa, Asia, Latin America and Eastern Europe, with an annual bilateral budget of CHF 156 million, corresponding to 32% o the SDC's bilateral budget.

Currently, the SDC backs urban programs in various countries, such as Burkina Faso, Vietnam, Bulgaria, Serbia and others. Urbanews presented them in its past issues. These programs focus primarily on local governance, decentralisation, capacity building, the consolidation of civil society, the creation of infrastructures, and poverty alleviation. The SDC also takes part in the international political debate via the principal multilateral and bilateral urban networks, including those of the Urban Management Program UMP (PNUD, UN-HABITAT, the World Bank, and bilateral agencies) and the of the EU Commission's urban experts' group.

The SDC's urban development policy, based on an innovative **transsectoral** concept of urban phenomena, establishes a very large framework for a **systemic approach** focusing on two main areas: intermediate cities and the interdependence between the urban and the rural environment. Intermediate cities act as a relay between large urban agglomerations, small towns of local scope and rural areas. They also offer the best conditions for the promotion of participatory governance and democratic citizenship, as illustrated by the SDC's urban Yogyakarta programs in Indonesia, Nam Dinh and Dong Hoi in Vietnam, and the medium-sized cities program in Burkina Faso. Urban-rural interdependence provides tangible opportunities for the implementation of strategies to boost the synergies between urban and rural regions and their complementary potential.

A street in Ouagadougou, Burkina Faso
(J-C Bolay)

The SDC's urban development policy focuses on four strategic areas:
- **urban management and governance,** as the two mainstays of improved urban organisation in terms of productivity, human living conditions and sustainability.
- **the urban economy,** above all the informal one, which provides a majority of city dwellers with survival strategies.
- **urban poverty,** viewed in multidimensional terms and support to initiatives launched by the most disadvantaged urban people, and aims for greater social equity.
- **a sustainable environment,** via integrated approaches to ensure better living conditions, particularly for the poor by reducing negative impact on their health and vital environment.

The SDC's current urban aims focus on the international political debate, the capitalisation of past experiences in the urban sphere, and strategic considerations to improve synergies between actions.

Françoise Lieberherr

12 strategic points of urban development

1. Cities will be the hub of human evolution in the 21st century. Already now, urban dwellers make up **half the world's population.**

2. By **2025** the urban population in developing countries will have almost **tripled**. Nine city dwellers out of ten will live in the South.

3. **Urbanisation** has been recognised as the **major worldwide development of the 21st century**. It will affect societies, values and modes of life deeply, lastingly and irrevocably.

4. Cities will be the focus of **the worldwide global changes** that reinforce the interdependence of capital flows and international migration, the spread of knowledge and innovation - as well as collective risks relative to the environment, health, poverty and exclusion.

5. Cities **drive** economic growth**,** social change and cultural diversity in the evolution of a country. They indirectly contribute to greater productivity and better living conditions in rural areas.

6. Cities also function as **living laboratories** of democracy and participatory governance, the integration of minorities, and the conservation of cultural values that strengthens national identity.

7. **Globalisation** has grown much stronger in recent years. It generates a competitive environment that benefits some cities, but increases inequalities between and within most of them, as well as inequalities between the North and the South.

8. **"Informal"** or "clandestine" cities are spreading in the countries of the South; illegal procedures regulating housing, work, transport, and other services affect 40 to 60% of the population, leading to permanent insecurity and to the need for survival strategies.

9. **Poverty** increases much faster in urban than in rural areas. Within the next 20 years, the number of poor city dwellers will have gone from 1.1 billion today to 1.5 billion.

10. Most people living in shantytowns and other informal city districts have no access to drinking water, sanitation or other basic services. They are thus denied the **right to water, to health and to education** that guarantees their survival and a life in dignity.

11. Urban **pollution** and urban resource consumption have a highly negative impact on the neighbouring rural areas.

12. **Intermediate cities** have a relevant role to play since they act as the regional fabric and interface between the hinterland and urban trade and service centres.

Françoise Lieberherr

Technologies and participation
Thiès, Senegal: information systems put to use for concerted urban management

Action research to develop instruments and models of participatory planning in Thiès

Since 1999, the EPFL's Institute of Hydrology and Land Improvement (HYDRAM) and the NGO ENDA-TM have been conducting an original project involving the use of information technologies to boost urban management, consultation and concerted options.

Backed by the SDC via a research agreement with the EPFL in 1998 prior to its inclusion in the National Center for Competence in Research North-South (see article on the NCCR N-S), the IMAP project (instruments and models of participatory planning) was willed by the local authorities and development players in Thiès. Their aim was to test planning models that are more adequate to local socio-economic conditions, and to propose alternatives to traditional rigid planning. Rapidly, the lack of communication between the players and of relevant information on territory made it clear that a debate and consultation forum on local development issues is indeed urgently needed.

An information system to consolidate the forum

Putting their knowledge of information systems and of urban observatories to use, the EPFL and ENDA-TM tabled on the new technologies and set up an urban monitoring system for local players, consisting of a database and of spatialised development indicators.

The model acquires and updates information by compiling data provided by the different urban players - the State, autonomous services, decentralised authorities, as well as the representatives of town districts, of the surrounding villages, and of the main civil society organisations. The observatory, in turn, provides the players with better knowledge of their territory and with tools to assist them in decision-making. Thus, the model proposes an alternative to the complicated and expensive studies that can often only be implemented over relatively short periods.

However, the use of these technologies generates a number of challenges for the partners in the project. Their slender IT skills call for the development of a user-friendly and simple interface, and increased training. The lack of technical resources means that all locally available computers have to be put to use, as well as the cybercafés. Owing to poor data quality, the database and information processing must compensate for gaps and lacking precision. Nonetheless, the project has now been institutionalised, and is directed by the town mayor and the mayors of the neighbouring rural community.

Lasting improvement of urban management

In no time at all, the implementation of the spatialised observatory had an impact on urban management, generating better knowledge of the region and its players, greater awareness of needs and demands, agreement on certain concerted management options, and concerted strategic planning.

With the help of ENDA and the EPFL, municipal technical services are now attempting to run the observatory and coordinate concertation activities. Although much remains to be done before they are fully autonomous, information now enables them to launch more coherent management activities, and to highlight their repercussions on local development.

Spatialised urban observatories

Linking strategic planning with a spatialised observatory provides cities in developing countries, caught between the dynamics of extreme growth and the lack of resources to manage them, with interesting opportunities. Other cities are interested in this experiment, particularly the network of observatories in French-speaking Africa (OVAF) which aims to promote new urban planning instruments.

Alexandre Repetti and Marc Soutter, EPFL

Partnership for scientific North-South research : Syndromes of global change help us understand and improve the world... and its cities

An international network of researchers working for sustainable development

For almost three years now, eight interdisciplinary research teams linked to six Swiss scientific institutions and their partners in Africa, Asia and Latin America, have been working in the National Centre for Competence in Research North-South (NCCR N-S / http://www.nccr-north-south.unibe.ch/), headed by the Centre for Development and the Environment at Berne University. Their aim is to investigate the possibilities of reducing the syndromes of global change. Planned to last 10-12 years, this vast research program involves some 250 researchers from 32 countries in all the regions of the world. They attempt to pinpoint the environmental and societal changes that determine the future of our planet by bringing developing and industrialised countries closer together, and to define solutions to the major problems that penalise the poor countries. In an interactive research process with southern countries, this programme has three aims: scientific expertise, capacity building, empowerment.

The first step is to identify the major problems that characterise poor societies in three specific geopolitical contexts – lowland-highland interactions, semi-arid areas, and urban and peri-urban regions. Networ-king between researchers from the North and the South via regional seminars makes it possible to define priority themes. These in turn determine clusters of core problems, syndromes and the actions that should be undertaken at both global and local levels.

Innovative solutions in all regions of the world

Co-financed by the Swiss National Research Fund (SNRF), the Swiss Agency for Development and Cooperation (SDC) and the participating scientific institutions, the NCCR N-S fosters research focusing on the application of innovative solutions. For the first time, a Swiss research program includes some 60 doctoral students who investigate numerous aspects of global change in coherent and complementary fashion, laying the groundwork for a wealth of new knowledge, and feeding into an overall reflection based on the cooperation between all research teams. The NCCR now monitors all regions of the world through regional coordination offices (RCO) that enable them to organise and coordinate the relevant work at scientific and administrative level. The RCO also enable the partners within each region (JACS) to propose accompanying measures testing specific new projects over a period of several months. Among other activities, they train local players, and strengthen their capacity to successfully meet the challenges of sustainable development.

Urban issues and social empowerment

In the urban sphere, which is linked directly or indirectly to other vital environments, four regions of the world are now covered by four comprehensive integratory projects:

- **Strengthening health systems to generate well-being in West Africa**: a joint project directed by the Swiss Tropical Institute and the Swiss Centre for Research in Abidjan, addresses public health issues among urban and nomadic populations with a view to improving relevant planning and activities;

- **Water environmental sanitation in Southeast Asia**: SANDEC-EAWAG has associated itself with the Asian Institute of Technology in Bangkok, and is searching for alternative solutions to conventional environmental sanitation technologies. These solutions should correspond to local conditions in both technical and socio-economic terms;

At the Haitian border with Dominican Republic (IP5, LaSUR/EPFL)

- **Governance, human development and environment in South America**: the Graduate Institute of Development Studies (IUED) in Geneva together with AGRUCO of the University Mayor San Simon in Cochabamba, Bolivia, heads a project that examines the issue of governance through the prism of six key themes: risks, citizenship, natural resources, ethics, gender and public policies;

- **Social practices and empowerment in urban societies in Central America**: the EPFL's urban sociology laboratory (LASUR) jointly with the NGO Investigación y Desarrollo de Proyectos Submetropolitanos in Mexico, coordinate several studies that elucidate the social practices implemented by the poorest of the urban population in response to policies of the local and national governments that administer these territories. The aim is a better understanding of the impact of these practices on local development, and the definition of alternative proposals to standard ma-nagement solutions.

Thinking globally and acting for local impact

According to the Swiss government, the NCCR N-S and the 13 other NCCRs funded since 2001, concentrate competencies and financial resources in such a way as to generate real scientific added value – which is not always the case with the dispersed use of funding often observed in the academic world. "Thinking globally and acting within a network for local impact" is a phrase that sums up this new policy relative to research as applied to sustainable deve-lopment and North-South relations. The development crisis noted by all experts, and the explosive growth of Third World cities, two phenomena that are highly characteristic of our times, justify the use of urban issues as a transversal axis for a number of scientific activities conducted by the NCCR N-S.

Jean-Claude Bolay

urbanews

EDITORIAL

The growing importance of cities

For a long time, cities played a historic role in our civilisations, before the rise of the Nation-State curbed their political importance. Now we see a distinct evolution of the approach to the urban phenomenon in the context of international urban cooperation. The pessimistic 20th century vision, which saw cities as a threat to the national and international equilibrium, was followed by four successive phases.

The 1960s were marked by the fear of explosive and uncontrollable demographic growth that would render cities economically inoperational and socially unliveable. In response, the international community promoted rural development and planning by the welfare state, which acted as the only provider of basic infrastructures and services. These objectives were not met.

The 1980s saw the return of a more positive vision of cities, now viewed as the mainspring of national economies. However, the global economic crisis of 1985 and macro-economic structural reforms accelerated the urban crisis; the widespread deregulation of services and growing poverty called for emergency compensatory measures. In the 1990s, governments grew increasingly aware of globalisation and of the inter-dependence of phenomena relative to a "borderless" environment, a global economy and the communication revolution. The result was a new approach that viewed the urban system as an entity, and accounted for its complexity and fast pace of change.

In the generalised trend towards decentralisation at the beginning of the 21 century, local governments are encouraged to assume a weightier and more legitimate role in a converging movement towards greater democracy and a stronger civil society. Of course there is no lack of socio-political and administrative obstacles, and traditional state structures, which fear a loss of power and legitimacy, put up considerable resistance. However, the globalisation that is upsetting the old territorial and economic orders significantly strengthens the autonomy of urban municipalities, which are closer to community interests and concerns. Quite clearly, in the years to come, cities will be driven by new economic conditions, a re-distribution of powers and new social management.

Françoise Lieberherr

**DIRECTION
DU DEVELOPPEMENT
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DDC**

A world-wide pioneering project: The Urban Management Program

The Urban Management Program (UMP), established in 1986, initially aimed to raise awareness of the role of cities and of the range of elements that must be managed to make cities liveable. The prevalent ideology of the period still focused on urban immigration and how to curb it. This negative approach was not conducive to building the city of tomorrow. In this context, the UMP played an essential part by introducing its first innovation, a concept that linked urban policy to management tools. The 1990s were marked by a strong trend towards decentralisation, and the UMP embodied its concept in four Regional Offices; in order to bind its activities closely to regional conditions that may vary considerably. This was the second innovation introduced by the UMP. However, realising that decentralisation takes place at local government level, as of 1996 the UMP shifted its attention to cities, developing a methodology that is still exemplary today: city consultations. This was the third innovation.
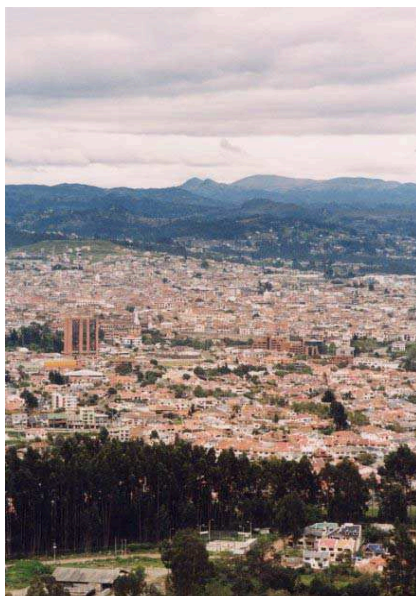
There is little doubt that the 21st century will be subject to rapid and massive urbanisation processes, with two billion

Cuenca, Ecuador, partner city of UMP in Latin America (J-C Bolay)

new urban dwellers in the developing countries over the next 25 years. For hundreds of millions of people, life in the city represents a constant struggle for survival, and against poverty, unemployment, social exclusion, violence, forced evictions, and pollution. The new urban challenges: urban poverty, decentralised local governance, globalisation, and the growing inequalities that increasingly characterise the urban environment, confront the relevant decision-makers with difficult and complex tasks. These are further complicated by a lack of financial resources. Such rapid change puts into sharp focus the importance of a program such as the UMP.

UMP characteristics

What defines the UMP is the search for solutions based on conditions in the developing countries. It could be defined as a long-term development cooperation program that backs cities in developing countries in their efforts to promote sustainable urban development in three main areas: poverty reduction (employment, services, social integration), urban environmental management (planning, infrastructure), and the promotion of urban governance (decentralisation, municipal finances, real estate). To fulfil its objective of improved living conditions for the urban poor, the UMP aims to strengthen participatory pro-poor urban governance and empower municipalities and civil society.

The program is backed by bilateral agencies (the most important of which are the DFID, DGIS, SIDA and the SDC) and multilateral ones, e.g. the World Bank. It is implemented by UN-HABITAT, with the UNDP in charge of funding and follow-up. This has led to an international partnership between a host of regional, national and municipal, governmental and non-governmental players in the developing countries. The SDC has taken an interest in this program since its second phase in 1992, by funding and regularly monitoring its activities in the regions. Since its launch, the UMP has become a major reference for international cooperation and has influenced the SDC's fundamental orien-

tations.

To be more precise: the UMP's first phase (1986-92), which attempted to implement global urban policies and management tools, highlighted the complexity and interdependence of the elements involved, i.e. the **trans-sectoral nature** of urban development. The second phase (1992–1996) aimed to extend previous results by **decentralising** program activities. Four Regional Offices were created (in Africa, Latin America and the Caribbean, the Arab countries, and the Asia-Pacific area) to foster urban development projects at regional, national and local level. A third phase (1996-2001) was launched to complete the shift of UMP decentralisation from the global and regional to the local level, by reinforcing its activity **in the cities** through city consultations. This innovative approach to participatory urban governance was implemented in over 140 cities in 58 countries. A fourth, **phasing out** (2001-2004) period consolidates and synthesises the experiences of the previous phases and closes the capacity-building activities of phase three. During phase four, regional anchoring institutions take over from Regional Offices – they manage activities and disseminate participatory urban experiences. Generally speaking, the UMP evolved gradually from a technical and management-oriented program towards more normative and process-oriented aims.

City consultation, a new urban paradigm

City consultation moves away from the traditional approach, i.e. purely "physical" urban planning, towards the promotion of a **participatory approach to urban management.** The aim is to improve urban organisation by letting all players define priorities, and then plan and implement the resulting activities. Its revolves around three **key ideas**: facilitating the **dialogue** between local authorities and all urban stakeholders; fostering **partnerships** between the private and the public sectors, and between associations and civil society; jump-starting an **action plan** to be implemented jointly by those in charge and the community. Initially, the UMP helps a municipality and its partners identify and establish a strategic priority list of problems; then, it helps them look for solutions and translate these into feasible objectives within the action plan framework, which may at a later stage require external fund-raising for specific projects. Thus, city consultation appears to be a process that focuses on capacity-building in municipalities and sometimes in the civil society at large, and generates local economic, social, environmental and cultural changes

within a framework of **participatory democracy and urban governance.**

The city consultations in the four regions operate according to the same methodology with several phases, but must remain flexible in order to adapt to the specific conditions in each city and boost local dynamics. The basic selection criteria are: the political will of the mayor and of the local authorities, active participation by a dynamic civil society, openness to debate of the local partners, link-up to networks of associations that act as multipliers, and financial participation. In Latin America, the program established a typology of cities based on their size and function, thus making more targeted activities possible. The UMP has launched over 140 city consultations in the four regions, lasting on average from two to two and a half years on average. This innovation has become exemplary and inspired other programs, such as the Cities Alliance.

What future for the Urban Management Program?

Although the UMP will close at the end of 2004, it is preparing its integration with the Millennium Development Goals by proposing a local intervention framework for these goals, as discussed in the following article. The anchoring institutions have taken over in all four regions, but their activities are largely determined by regional context and characteristics. Obviously, democratic conditions are not the same in Latin America and in the Arab countries; and economic and social dynamics differ widely between Africa and Asia. In spite of strong cultural particularities, the results of the program will depend largely on its capacity to deal with institutional hierarchies and bureaucratic resistance, to generate new knowledge, to make use of synergies, and to work directly with the local communities.

Françoise Lieberherr

Quito, Ecuador, UMP Centre for Latin and Caribbean America

To conclude, an overview of the UMP mission:

Vision
sustainable urban development
better living conditions for the poor

Global trends
decentralisation
participation of civil society

New paradigms
partnership
participatory governance
local democracy
pluridisciplinarity and
trans-sectoral approach
horizontal and vertical networks
and synergies

Philosophy and values
human and cultural values
rights-based methodologies
local responsibility
cultural diversity

Entry points
poverty
governance
environment
gender
HIV/AIDS

Key strategies
capacity building
networks
advocacy
changes in national policies
city consultations and action plans
anchoring institutions
knowledge management

Manta, industrial harbor of Ecuador, partner of UMP

More information on this subject can be found in:
"Tools to support participatory urban decision making", UN-HABITAT, Nairobi, 2001 and "Tools to support transparency in local governance",UN-HABITAT, Nairobi, 2004
The publications of UMP are available on www.unhabitat.org/programmes/ump/

An urban partnership for the Millennium

In September 2000, the UN member states reaffirmed their commitment to sustainable development and the eradication of poverty in an important charter, the Millennium Declaration. This document specifies the goals to be achieved by the year 2015, which are today on the agenda of most international development programs. Two of the expected sub-goals will have a direct impact on the urban environment: they should significantly improve the living conditions of at least 100 million slum and shanty town dwellers, and cut by half the proportion of people without access to clean drinking water.

International development cooperation is fraught with pitfalls: exaggerated insistence on national problems to the detriment of local and urban issues, the "target performance" syndrome with quantitative results calculated as national averages without due attention to local disparities, vertical process approaches. All these may cause the Millennium Goals to remain just pious wishes. To counteract this danger, the Urban Millennium Partnership proposes to adapt the goals to the national context and tie them firmly to local priorities for truly effective steering of new development policies.

Why the urban focus? Two principal reasons: firstly, the worldwide trend towards urbanisation, particularly strong in the developing countries. Second, the decentralisation movement and the shift in responsibilities that goes with it. Growing urban poverty calls for strong solutions to help the poorest who live in steadily expanding and multiplying shantytowns. The problems they give rise to are all too well known: difficulties to gain access to housing and land, lacking or inadequate basic services as a result of financial, technical and institutional difficulties, residential segregation and social violence, lack of job security in an informal economy.

Participatory budget : A voting assembly in Brasil

A participatory urban approach

The Urban Millennium Partnership was defined within the framework of the Urban Management Program, with a view to spreading a participatory urban approach and its innovative initiatives to the fight against poverty, making use of the Program's eighteen years of experience (see p.1). The UMP builds on the knowledge gathered in the past: city consultations, extensive regional, national and local networks, a knowledge management strategy that boasts over 500 publications, and technical counselling and advocacy services. Currently, the Urban Millennium Partnership is still at the project stage, based on activities in five countries.

When the project becomes fully operational it will popularise and broadcast the Millennium Development Goals, integrate them within each city's strategic planning, involve local players in the implementation of relevant national programs, build a reference network and develop monitoring and evaluation tools for local administrations.

Street market in Lagos, capital of Nigeria, metropolis having taken part in the UMP activities in Africa

Local urban observatories

The city seen as a priority setting for pilot projects will enable us to demonstrate the effectiveness of measures adopted at national level. Various local partners will have to be educated and mobilised to reach a consensus on major funding or urban planning decisions, and build local government capacities. Defining local de-velopment priorities and the modalities oftheir implementation, gathering data for monitoring purposes, producing and distributing infor-

mation – all these are steps on the way to the realisation of the Millennium Goals. The ultimate aim will be twofold: participatory organisation is to achieve better urban management at local level; in more global terms, it will provide resources for other cities willing to follow the example.

Cairo, Egypt, head of the UMP for arab States regions, envolving 6 countries

The issue raised by the Urban Millennium Partnership is well known: urban management as a means of progressively eradicating poverty, doing away with the most striking disparities between city dwellers, and improving basic services. This path now presents a major challenge to establish coherent international, national and local policies through joint and complementary initiatives approved by public authorities and their social and economic partners in an approach based on good governance. The seriousness of the problems that afflict the citizens of developing countries and their authorities requires that this challenge be met successfully.

Jean-Claude Bolay and Françoise Lieberherr

The UMP Resource Centre in Asia Pacific (URCAP) is based in AIT in Bangkok

For more information:
http://www.unhabitat.org/
http://www.un.org/millennium/summit.htm
http://www.developmentgoals.org/

Local development in Cuba:
Room for participation and exchange

Swiss cooperation with Cuba since 2000

In 2000, the SDC launched a pilot development cooperation project in Cuba, focusing on three regions: Havana, Villa Clara and Holguin. Three years and some experiences later, cooperation now concentrates on two principal areas:

- Sustainable economic development (income and job creation through the application of efficient management models, access to new technologies and improved productivity).
- Local development through local management capacity building in communities and municipalities, stepped-up exchange of research and experience, access to information and knowledge at national and international level, backing of initiatives to improve housing and basic services.

Urban housing

The deterioration of urban housing and housing shortages are the most pressing problems in Cuban cities. For many years, the government tried to resolve these difficulties via a state-operated system of prefabricated construction which hid the fact that inhabitants often take matters into their own hands, building, transforming and repairing informal housing in response to poor housing - or none at all. Today, it is estimated that between half and three quarters of houses were built without outside material, technical or legal assistance, a situation that obviously generates a host of economic, social, technological and management problems. These problems cannot be met by only material solutions and require the participation of various players at different levels.

The SDC programs address housing and community development issues together

New housing constructions in Holguin (JC Bolay)

with Cuban NGOs, universities, and local authorities.

Experimenting with local building materials and producing them locally, as well as developing alternative building technologies with CIDEM (Centre of research and development of structures and materials, Central University of Villa Clara) and several municipalities in this province led to the establishment of small brick and tile factories, light beams and trials with alternative building materials, such as earth construction and bamboo. These cost and energy effective workshops, managed by the authorities of several small towns of 10,000 to 25,000 inhabitants, offer a dual solution: first, they ensure the material and financial sustainability of rehabilitation projects; second, they help improve national housing policies.

This technological solution now goes hand in hand with the development of systematic experiences with local housing rehabilitation management projects. The building department of the University of Villa Clara, with technical assistance from the EPFL urban sociology laboratory, is investigating the possibilities of the sustainable conservation of existing housing. The project drafted a series of recommendations promoting intensive participation by local stakeholders; these are currently being tested in Villa Clara province. The studies are also used to improve academic architectural and urban planning curricula, and to prepare real-life arguments for a debate on national housing policies.

Third, the SDC backs capacity building by Cuban NGOs such as the CIERIC or the Félix Varela Centre, by training, institutional reinforcement, the set-up of exchange and learning networks, knowledge capitalisation and spreading of past experiences. Courses, workshops and seminars are organised to help communities both in the capital and in small provincial towns develop self-management skills and encourage concerted approaches by urban players.

Technological innovation, research, a more systematic approach to and reflection on public policies of housing rehabilitation and support for local communities – if tackled jointly, these elements should contribute significantly to solving Cuba's housing problems.

Carlos Pleyan (COSUDE – Cuba)
and Jean-Claude Bolay

Cuba, a brief overview

Cuba, an insular country of 110,860 km2, located 200 km from the North American coast, has a population of 11.3 million. The literacy rate is 97 %, life expectancy is 75.5 years. Fidel Castro's rise to power in 1959 met with strong opposition by the United States, who objected to a socialist regime at its gates and imposed an embargo in 1960. In 1990, as a result of the downfall of the Soviet Union, Cuba's main mentor since the Revolution, the cuban system entered into a period of economic restrictions and austerity officially called "special period in peacetime".

Urban population in Cuba

8.5 million urban inhabitants (degree of urbanization : 75%)
2.2 million in Havana
2.3 million in 12 intermediate cities (between 100,000 and 500,000 inhabitants)
4 million in small and medium-sized centres (between 2,000 and 100,000 inhabitants)

Tomorrow is Another Day

Urban governance, diversity and social action in cities of the South

N-Aerus, the Network Organization of European Researchers on Urbanization in the South, is organizing its annual conference in Barcelona on 15 and 16 September 2004. The conference will be hosted by the UN-HABITAT World Urban Forum.
Information available under
http://www.naerus.netev.htm

Sustainability and urban growth in developing countries

As part of the international project conducted by the Alliance for Global Sustainability, the ETH Zurich is organizing a conference to define the challenges to sustainable urban development in the South, and its potential. The conference will take place from 31 October to 3 November 2004 in Monte Verità, Switzerland.
Further information under
http://www.hsl.ethz.ch:16080/IRL/dimsud

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urbanews

Cities, crossroads of the world

International migration and urbanisation are indicators of a worldwide globalisation process that raises a number of questions. What do they bring? Poverty, slums and insecurity – or economic growth, high incomes and cultural diversity? According to the UN-Habitat's State of the World's Cities Report for 2004, about 175 million international migrants currently move around the globe. They bring a strong cultural and ethnic impetus to cities via new forms of multiculturalism; they also generate xenophobic reactions to refugees and asylum seekers. In spite of the difficult conditions in which they live, often exploited and outcast migrants contribute significantly to the economies of both their host countries and their countries of origin. Just one example: in 2003, the Indian diaspora sent USD 15 billion to its families back home.

Cultural integration usually takes place via the marketing of iconic urban "sanctuaries", increasing competition between cities. But urban culture can also contribute through positive multiculturalism, becoming a political instrument for greater diversity and stronger cultural identity. To help make this model come true, urban planners and politicians will have to create new multicultural values for the urban space. The articles on the Second World Urban Forum and on creative cities in Albania illustrate this option well. An exhibition held at the Universal Forum of Cultures in Barcelona showcased cities as crossroads enabling interaction between people and activities. It spoke out strongly against projects that overlook the urban environment as an eloquent expression of man's inherent sociability and the neo-conservative utopia of postcard urban development, unaware of close contact with people - or stone. It also took a stand against exclusive urban planning, dormitory settlements, endless suburbs, and called for cities based on the diverse, the unforeseen and the multiform - cities that are true crossroads. A challenge indeed for 21st century city builders!

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
ET DE LA COOPERATION
DDC

# Second World Urban Forum:
Cities, crossroads of cultures

A new theme, a week of constructive discussion and democratic debate, over 4000 participants – such were the key elements of the Second World Urban Forum held in Barcelona between the 13 and the 17 of December 2004.

The Urban Forum, which has already positioned itself as a worldwide platform for urban development issues, is a biennial exchange of expertise and experience organised by UN-Habitat in Nairobi. Hosted this year by the Universal Forum of Cultures in Barcelona, it attracted participants from all continents and all sectors of society, from national and local governments and administrations, NGOs, trade unions, universities, associations and from the private sector.

In view of its theme, "Cities, crossroads of culture, inclusiveness and integration", this Second Urban Forum had to confront the challenges of globalisation. Current international migrations spawn multicultural cities in which world values and issues interact with and within a local context and way of life. From a global anthropological perspective, culture presupposes evident links with different aspects of urban life: housing, infrastructure and governance. With millions of urban dwellers deprived of access to drinking water, sanitation, health care, education or a reasonable level of safety, the future of cities is often still seen as hopeless; a new approach, aiming to integrate cultural differences and respect for minority groups and values might pave the way to a more hopeful assessment.

As a true platform for exchange, the Urban Forum featured sessions of approximately 13 to 15 parallel events, with

2 to 4 plenary discussions and 10 presentations targeting a more specialised audience. Quality preparatory documents facilitated joint efforts to better understand urban problems and increase knowledge of present-day cities and the challenges they face. Here are some of the major issues on the agenda:
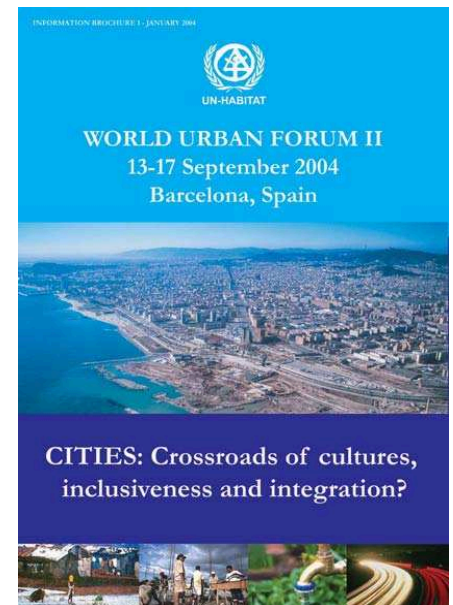
Urban cultures

Until the 21st century, culture was not an important factor in the analysis of urban issues. Today it appears as a major focus enabling societies to survive and adapt to changing circumstances. It helps guide development strategies by regulating relations between world competition and local tensions. Culture as an element of identity linked to a specific territory strengthens urban cohesion and the feeling of "belonging" to a city. On the down side, urban multiculturalism and multiethnicism create a fertile breeding ground for racial conflict and exclusion. Abandoning its primary heritage-preserving function, culture should adopt a proactive attitude in which values become acts, and participation in urban governance reflects cultural diversity.

AN IDEA

Six cases illustrate the importance of the new instruments and methods of participatory planning: the implementation of national land rights for the benefit of the poor in Belo Horizonte (Brazil); a restoration of the historic centre of Santiago de Compostela involving lower income citizens; a participatory management process in Tetouan (Morocco); a national housing policy in China entailing an investment of USD 100 billion per year; a water services and sanitation strategy "for all", to be implemented in South Africa by 2010; and the Local Government Code of the Philippines. These examples of new urban practices and laws are guided by a political will and vision that may serve as an example to others.

Inclusiveness and integration?
Urban governance – a right to the city.

While participatory governance is the general focus of the UN-Habitat priority campaign since 2000, inclusiveness was one of the main issues of the Second Urban Forum. However, as one of the determining elements of local governance, inclusiveness must avoid the trap of the "politically correct". On the contrary, it should adopt a (perhaps) contradictory perspective that reconciles active participation by civil society with governmental views on political control. There remains the vital question of the cost of such participation, a long and slow process that requires educating the local authorities, awareness-raising among citizens, and empowerment of communities. The discussion concluded that legitimate, transparent and open inclusion processes based on a multicultural approach are still few and far between, and should be encouraged as a key factor for the integration of the poor and of minority groups. Inclusiveness also endows the city with a political and social dimension over and above its spatial, demographic and economic aspects.

Increasing decentralisation.

There is no doubt that the debate on decentralisation and local autonomy continues apace in UN-Habitat since 1996. Comparative case studies, the United National Advisory Committee of Local Authorities (UNACLA), and guidelines, which are being established, provide arguments legitimising the local level in its dealings with the state, with political parties and civil society. Issues 4, 5, 6 and 9 of Urbanews discussed decentralisation and its stakes. The creation in May 2004 of a new umbrella organisation, United Cities and Local Governments (CGLU), that brings together the principal urban associations, is a further promising development. In Barcelona, over 600 city mayors

took part in the debate, consolidating efforts towards sustainable and inclusive societies based on local democracy, autonomous administrative authorities and decentralisation for the citizens' greater good.

Urban disasters and reconstruction.

Recent circumstances surrounding worldwide natural and "manmade" disasters call for a redefinition of not only risk management, but also of traditional forms of relief. With its unprecented concentration of economic production, social pressure and population density, the urban environment generates risks that render its inhabitants and neighbouring regions potentially vulnerable. A new concept is needed, that does away with artificial distinctions between natural and manmade disasters, and links rescue, relief, reconstruction and development. This new concept should give rise to innovative ideas for risk reduction, peace-building and conflict prevention. The resulting debate will hinge on poverty reduction strategies, since –as usual- the poor are the most vulnerable parties in all crisis situations. Breaking out of the vicious circle of dependency, defining post-disaster and post-conflict strategies, developing a culture of prevention – these are the new challenges for the 21st century.

Urban innovation in Brazil.

With over 5000 cities, a Ministry of Cities created in 2003, and the extensive autonomy granted to municipalities by the new Constitution of 1988, Brazil is experimenting with innovative solutions in participatory planning and inclusive measures for poor urban dwellers. As of the 1980s, social and intellectual movements paved the way for urban policy reforms, with three underlying principles: societal function of ownership and of the city, recognition of land and housing rights, direct democracy for the citizens. These principles foster greater inclusiveness, enabling the poor not only to live, but truly dwell in the city. They also propound active citizenship for the poor and combat social aid measures that maintain dependency and clientelism. In Rio, shared housing by the middle classes and the poor has shaken the traditional para

Public transportation in Curitiba, Brazil

digms of suburban poverty and of segregation-induced violence. Among themany complex and diverse Brazilian cities, some are more progressive and willing to introduce democratic innovations than others, who remain more conservative, colonialist and clientelist in their practices. But civic rights for the urban poor and solidarity between cities are definitely on the march in Brazil.

Françoise Lieberherr

For more information on *United Cities and Local Governments* : http://www.cities-localgovernments.org/uclg/

SANDEC is the Department of Water and Sanitation in Developing Countries at the Swiss Federal Institute for Environmental Science and Technology (EAWAG). It aims at conducting collaborative research for developing appropriate and sustainable water and sanitation technologies adapted to the different physical and socio-economic conditions of low- and middle-income countries.

The complex nature of water and sanitation infrastructure and services requires integrated planning, implementation, as well as sustainable operation and maintenance approaches. SANDEC, therefore, views water and environmental sanitation from different perspectives and is engaged in multidisciplinary research within the framework of the NCCR North-South programme (see Urbanews n° 9).

A PROJECT

Strategic Environmental Sanitation Planning

Conventional thinking in environmental sanitation planning and implementation needs to be challenged if environmental services for the poor are to be improved. SANDEC works towards integrated planning based on the Household-centred Environmental Sanitation (HCES) approach, which places the household at the core of the planning process and applies the principle of circular resource management.

The "Material Flux Analysis" methodology, developed further by SANDEC, allows planners and decision-makers in developing countries to understand and improve their solid and liquid waste management system. In close collaboration with its partners in South-East Asia, SANDEC is also engaged in identifying suitable decentralised technologies and adapting them to the local. Decentralised wastewater management concepts contribute to solving sanitation issues as close to the waste generation source as possible and to enhancing the concept of using waste as resource (Figure 1).

Water Treatment – Towards a Household-centred Approach

The inhabitants of many urban areas in developing countries thus have access to water of uncertain quality. The responsibility for treating water to be safe for consumption often rests with the individual household. At household level, water can be stored, boiled, filtered or chlorinated. However, these processes often fail due to limited efficiency, high costs and/or unacceptable taste of water.

Faecal Sludges from On-site Sanitation

Most urban dwellers in developing countries use on-site sanitation systems such as private and public latrines, aqua privies and septic tanks for excreta disposal. In contrast, industrialized countries dispose of excreta through cistern-flush toilets, city-wide sewerage systems and central wastewater treatment works. These are, however, unaffordable to most urban inhabitants of developing countries. Since faecal sludges (FS) collected from on-site sanitation installations are commonly disposed of untreated, they continue to pose serious health risks.

The main objective of SANDEC's FS management programme consists in providing planners and field engineers with guidelines for sustainable faecal sludge management options. These guidelines contain recommendations on FS management planning, economic and institutional aspects including design and operation of treatment options.

Municipal Solid Waste Management

Municipal Solid Waste Management (SWM) is acknowledged by most authorities of low- and middle-income countries as an immediate and serious urban environmental health problem. Throughout the developing world it is the urban poor that suffer most from the life-threatening conditions of deficient municipal solid waste management disposal and services.

A step towards improving the current solid waste situation is to enhance resource recovering activities at an early stage. Since about 50 % of the total waste is biodegradable, decentralised treatment options such as composting can constitute a significant process step. SANDEC's research currently focuses on decentralised composting and on the involvement of small- and medium-enterprises (SME) or community-based organisations in waste collection and recycling.
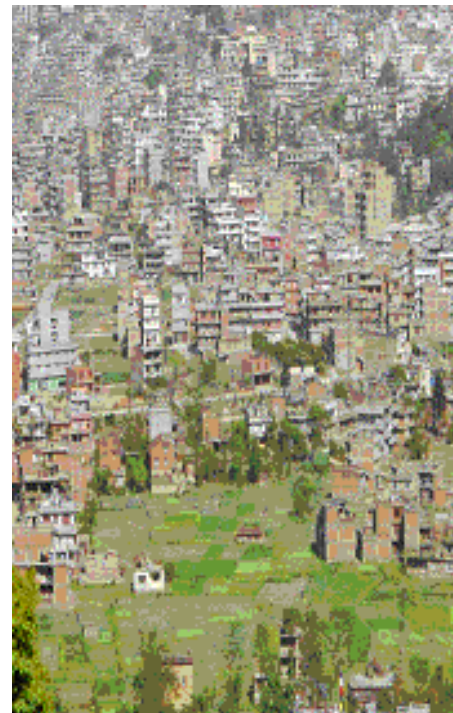
The urban area of Kathmandu, Nepal is a typical example of potential synergies between the large waste quantities generated and the urban agricultural food production practices (photo SANDEC).

Urban Agriculture and Reuse of Human and Organic Waste

Urban centres, the driving force of economy and social development, also have to tackle environmental and social problems. The lacks of access to safe water supply, environmental sanitation infrastructure and services, as well as food security are typical examples. Since human solid waste contain nutrients, their reuse in urban agriculture can alleviate the waste problem and also contribute to food production, provided public health is not impaired. In collaboration with local partners, SANDEC conducts research on the potential and limitations of the use of different waste products to enhance integration of urban and peri-urban agriculture into urban environmental sanitation planning.

Christian Zurbrügg, SANDEC
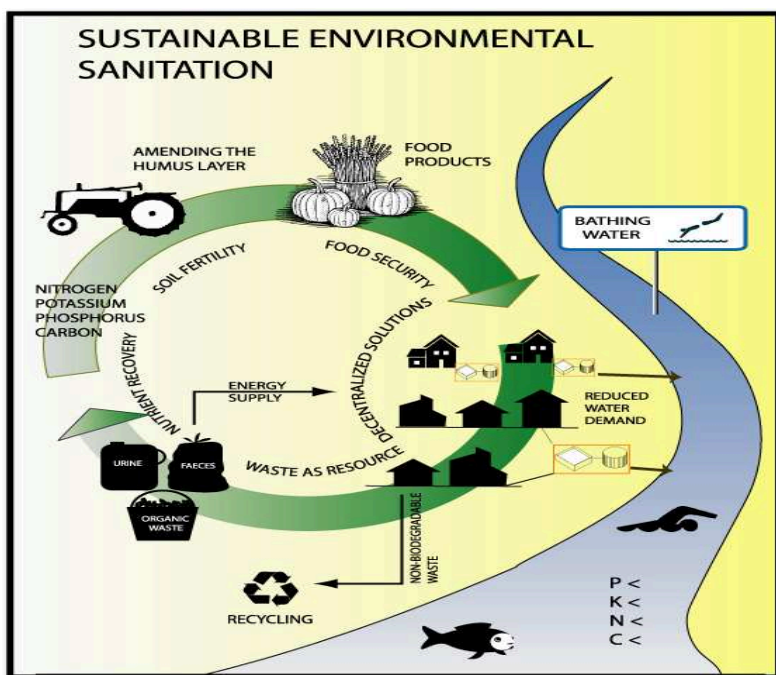

Figure 1: Sustainable environmental sanitation applies the principle of circular resource management and places the household at the core of the planning process

SANDEC projects and activities are further described in: www.sandec.ch

Urban culture : a resource to revitalise Albanian cities

Culture can have a decisive impact on the urban populations of transitional and developing countries. It strengthens social cohesion and encourages urban dwellers to act in more responsible and democratic fashion. Furthermore, culture has become an industry, a sector of the economy that generates jobs and revenue. These considerations prompted the Swiss Agency for Development and Co-operation (SDC) to become involved in projects in several Eastern Europe countries that promote culture in urban areas.

The Creative Cities Project

Exemplary of this development cooperation policy is the Creative Cities Project implemented by the Swiss Cultural Programme (SCP) in Albania. SCP is based on a Pro Helvetia mandate and is fully funded by the SDC; it operates in other countries of Eastern Europe and in the Ukraine.

The Creative Cities Project has emerged as a pilot project both for Albania and for SCP. It was launched in the summer of 2004, with the aim of establishing a sense of civic pride and ownership among the inhabitants of two Albanian towns, Shkodra and Pogradec. Since these towns differ strongly in terms of population, history and geographic location, the actions undertaken are very different, though guided by a common objective: to boost the activity and vitality of both cities, thus contributing to their social, cultural and economic development.

Round tables were held in both cities, bringing together representatives of the authorities and of civil society. These made it possible to define initiatives which are then taken over by the local community. The basic idea is that the inhabitants of each town discover the unique cultural wealth of their town, and the potential it has to become a place with a character and a pride of its own. This process of identification was greatly facilitated by a British consultant.

Shkodra: putting the cultural heritage to use

Shkodra, with a population of around 81,000, is a derelict industrial town in northern Albania. It suffers from a lack of urban maintenance that destroys collective identity and the sense of responsibility for the cultural heritage. And yet - Shkodra is a town with historic roots that go back as far as the 4th century BC, and corresponding architectural assets.

The first step in the action plan is to 'beautify' some of Shkodra's most important buildings, notably by restoring a certain number of facades. This should act as a catalyst for other projects, such as the renovation of Shkodra's historic streets, cleaning up public spaces, and the rehabilitation of the access routes to the town, with the active involvement of the Roma community which lives in these areas.

A 'clean streets' competition could be held, since for the time being almost nothing is done to keep the streets tidy. Another idea was a 'festival of light'. Shkodra suffers from power cuts and blackouts; a festival with a candlelit procession could bring together inhabitants from the different parts of town. Shkodra used to have a strong carnival tradition; this could be revived, with the participation of the local mask producer Arlecchino, a European leader in this sector who needs a strong relaunch.

Other suggestions include staging an annual play, or holding a festival around the castle, to name just these possibilities.

Culture in Pogradec, a "slow city"

Pogradec, with a population of approximately 35,000, already has a fledgling tourist industry. Located in a magnificent landscape on the shores of lake Ohrid, Pogradec enjoys a certain renown due to its artists and writers, and boasts a tradition in food production and gastronomy. The project for Pogradec will build on these existing strengths.

Yet this attractive surface cannot hide the fundamental problems. Albanian workers migrate to Northern Greece to pick apples. These apples are then sold in Albania, while the fields around Pogradec lie fallow.

As in Shkodra, a first step would involve the renovation and 'beautification' of certain streets and houses.

Other ideas, based on the town's tourist potential, would be to rehabilitate the town centre, for example by setting up a bookshop, and the organisation of art and literature festivals during the tourist season. Pogradec could also become a gastronomic centre with a special 'Made in Pogradec' label for high quality products, and the collection and publication of local recipes.

Thanks to these initiatives, Pogradec could become a symbol of a new urban philosophy revolving around the idea of the 'slow city'.

To conclude, more than just 'gentrifying' facades, this new cultural approach is part of a process leading to a growing awareness of a collective identity rooted in a specific place. It should also encourage citizens to assume ownership of their joint property, enabling (more) democratic decision-making and urban planning and development processes.

Toni Linder, SDC

Tomorrow is Another Day

Innovating cities across the world - Debate, Showcase, Action!

S-DEV Geneva is an exciting and original imitative focusing on long-term solutions in the field of sustainable development, to be held annually. S-DEV Geneva 05 tackles the issue of sustainable urban development head-on, by acting as an international hub for stakeholders to showcase solutions applicable to worldwide problems. This unique event will foster synergies between three elements: conferences, exhibitions and workshops, creating a vibrant marketplace in which participants from North and South share know-how and build long-term partnerships in the field of sustainable development. The first event, S-DEV Geneva 05, will be held 11-13 October 2005 at GENEVA PALEXPO in Switzerland.

More information on : http://www.s-dev.org/

"Learning from Cirebon" , review of an urban development project in Indonesia 1975-1998", is the title of a recent study by Peter Schubeler, published by the SDC. It introduces us to an urban project and the fascinating way in which it has evolved: from the construction of urban infrastructures 30 years ago to a multi-sectoral approach developed in response to the challenges generated by waste water and solid waste treatment.

The report is available from the SDC
info@deza.admin.ch
+ fax +41/31/324.13.48)

urbanews

First assessment of the Millennium Declaration

How can one describe the Millennium Development Goals? As a major challenge, a political stake, a firm commitment to solidarity? These were the views stated in 2000 on the occasion of the signature of the Declaration by 189 states. The meeting in New York in 2005 was to confirm this commitment. Alas, it also mirrored inadequate political will to face complex socio-economic problems and cope with overpowering institutional routine.

In the meantime, poverty in cities is on the rise; urban growth could render this situation explosive. What MDG actions have been planned for cities? Two major ones: to reduce by half the proportion of people without sustainable access to drinking water by 2015, and to significantly improve living conditions of at least 100 million slum dwellers by 2020. A very modest objective if one considers that, according to demographic estimates, these measures would affect only 1/10th of the urban poor, and only 1/15th by 2020. Urban poverty and its accompanying string of problems have long been underestimated or simply ignored by national public policies. Waste, poor or non-existent sanitation, health problems require more than simply technical measures. They also need innovative governance and concrete action by the local authorities. South Africa and Brazil have already embodied such measures in their national policies.

Improving living conditions of 100 million slum dwellers will cost an estimated USD 67 billion, to be invested between 2003 and 2020, i.e. USD 670 per person. The ad hoc working group proposes to reformulate this quantified global goal, with a view to reducing by half the proportion of slum dwellers among the urban population between 1990 and 2020.

Among politicians, citizens, planners there are many who take a negative view of slums, which they see as urban shadow areas, marked by social unrest and insecurity. In this respect, it is high time for a change of policy and a change of heart, lifting poor city neighborhoods out of their position "beyond the world" and leading their inhabitants "back to society". The United Cities and Local Governments expressed this point of view in the words: "2015: No excuse!"

Françoise Lieberherr

**DIRECTION
DU DEVELOPPEMENT
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DDC**

CURRENT EVENTS

Millenium Goals : Challenges for Urban Development

Almost two billion people in the developing countries now live in an urban environment. According to UN projections this figure is likely to double in the next 30 years. It is currently estimated that the poorest third of this population live in slums.

Millennium Goals: major challenges for urban development

The UN Habitat Program has assumed responsibility for backing member states in their efforts to reach one of the main urban targets of the Millennium Development Goals: to significantly improve the lives of at least 100 million slum dwellers by 2020 (Goal 7 "Ensure sustainable development", target 11).

Considering the scope of the worldwide urban crisis this is indeed a modest aim. It tends to benefit only those 10% to 15% of the urban population who live under the most precarious conditions. Nonetheless, it deserves to be highlighted since it recognizes that slums are among the international community's major development stakes.

The goal of improving the lives of the poor in the slum neighborhoods is in fact an attempt to relieve precarious condi

conditions that have afflicted cities' dwellers for decades. We should not forget, however, that it is by no means the only initiative that could have a positive impact on cities in the developing world and the families that live there. Let us take a quick look at the other Millennium Development Goals: by 2015 to halve the proportion of people without access to drinking water and sanitation, to integrate the principles of sustainable development in national policies, to roll back the current trend towards environmental degradation. To combat extreme poverty and hunger by halving the proportion of individuals with an income of less than USD1 a day by 2015. In the field of education, to ensure access to a full course of primary schooling for all children. In the field of health, to reduce infant mortality by two thirds and maternal mortality by three fourths, to stop the spread of HIV/AIDS and inverse present trends in this area. All these measures, if successfully realized, will target rural populations as much as urban ones.

Slums: a worrying development

All these goals aim to improve the living conditions of the poor and strengthen the five key points established by the UN for slum-free cities: access to water, sanitation, secure land tenure, housing of sound quality, and adequate housing space.

Although all these projections were confirmed at the UN Summit from 14 to 16 September 2005 in New York, their concrete realization still has to be secured. The report drawn up on this occa-

sion states clearly: in the developing countries, the percentage of inhabitants with access to drinking water passed from 71% in 1990 to 79% in 2002; inhabitants with access to sanitation went from 34% to 49%. Yet during the same period, the number of slum dwellers literally sky-rocketed. The poorest city dwellers were estimated at 662 million in 1990, at 860 million in 2001! Faced with this disquieting state of affairs we must consider what kind of measures and approaches to implement. The financial resources of official development assistance (ODA) are stagnating: USD 60 billion in 1992, they then shrank and reached the 1992 level only in 2003. However, lack of additional funds is not the only cause for concern. We must also consider what approaches and methods are to be adopted to improve the situation of the urban poor.

What alternatives to improve living conditions in the slums?

David Satterthwaite and the researchers at IIED (International Institute for Environment and Development) consider it paramount to opt for action and promote the alternative solutions that already exist today, by mobilizing the actors involved at national, but above all at local level, in authentic and innovative fashion.

Although the poor may be the principal beneficiaries of development goals, they are rarely consulted or involved in decision-making processes. Instead of being seen as "the problem" they should be considered as full-scale stakeholders and active members in the partnership against poverty. Unfortunately their competencies and capacities are usually ignored and rarely used.

Local governments play a primary role in all strategies aiming to improve the conditions of life in the cities. For better or worse, they are the ones who make decisions concerning land ownership and establish the rules attributing land to poor families. They decide whether slums are to be cleared or rehabilitated. They choose to involve community organizations in decisions relative to poor neighborhoods, or not to do so.

Local and international NGOs play a major part in supporting grassroots

associations and helping them to build their capacities to negotiate with urban authorities.

New rules of urban management

Thus, from the point of view of participatory planning, it is important for both the authorities and associations that inhabitants organize and structure themselves. Only thus will they establish a sound basis from which to conduct a dialogue with public and private partners. This is particularly true for key areas of urban rehabilitation, such as water supply and improved sanitation in precarious neighborhoods. The populations who live there must be involved in planning and decision-making, and participate by

www.new.co.za/~kjamro – (c) 2001

contributing labor and funds. A further major question is the regularization of land tenure in slum areas: subjected to market pressure they soon fall prey to speculative real estate investors. This trend, which has often been observed in urban areas, will have to be combated by facilitating administrative procedures and reducing their costs so as to promote right to land ownership for the resident populations. In turn, secure land tenure will have a highly positive impact on investments made by the inhabitants to improve their houses and neighborhood infrastructure and equipment. It is a well known fact that the poor usually build their housing over a number of years and outside the legal framework. Improving

construction quality will also require adapting financial systems which all too often punish persons without a steady salary and no property rights. A fundamental reorientation will have to be encouraged here. There are many examples showing that loans to low income families are profitable and sustainable when administered by institutions which attempt to meet the needs of the poor, and take into account their financial capacities and lifestyles. Institutions that work with other guarantees than individual, land and realstate ones have seen time and time again that credits to poor clients are reimbursed on time, in spite of high interest rates, especially when debtors can organize and receive the necessary advice.

The urban goals of the Millennium, more than just a material or financial issue

According to the Unites Nations' MDGs, with urban populations growing continuously in the developing countries, 100 million individuals will be affected by slum upgrading over the next 15 years. Meeting this goal will require more than just material rehabilitation of the living conditions of the poor. It will also call for moral rehabilitation based on confidence and respect, This in turn will only be possible if local and national public authorities as well as other urban actors, both private and NGOs, adopt a more transparent and responsible attitude as the basis for an effective partnership aiming to meet the MDGs in urban areas, for the benefit of all parties involved in this great challenge.

Jean-Claude Bolay

http://go.to/clegraf – (c) 2001

Switzerland and the Millennium Development Goals : A challenge for our future

During the Millennium Summit organized by the United Nations in September 2000, 189 states approved the Millennium Development Goals (MDGs) and established concrete targets that will have to be reached in order to reduce poverty and improve living conditions of the world's poorest inhabitants.

The Millennium Declaration and the goals it generates are the reflection of a genuine consensus reached by states to eradicate poverty in the world. All countries are called upon to shoulder their mutual and shared responsibility, which reflects the commitments they entered upon in 2002 at the Monterrey Financing for Development Conference, at the Sustainable Development Summit in Johannesburg, and as part of the current WTO negotiations.

The conference held in New York in September 2005 assessing progress made relative to MDGs (see Bolay article in this issue) has enabled Switzerland to position itself as a trustworthy partner in the worldwide effort for global poverty reduction. Switzerland views MDGs as a crucial stage of its development policy, keeping poverty reduction at the top of its national and international agenda, and mobilizing the public now and in the future.

The first Swiss report on MDGs

In May 2005, Switzerland published its first report addressing its commitments relative to the Declaration, the MDGs and the Monterrey Consensus. It should serve as the basis for an ongoing dialogue with the international community and the UN, Swiss political decision makers and the Swiss population.

Pursuant to the rules established by the OECD and to MDG indicators, the report allows for a comparison between the Swiss contribution and the contributions of the other donor countries. Like a number of other industrialized states, Switzerland faces a major challenge: it must provide the

necessary resources to enable developing countries to meet MDGs 1 to 7. It must also strive to establish global partnership (MDG 8) and ensure environmentally sustainable development.

Switzerland has committed in the long term by giving the poorest countries priority status in its development programs, with a strong focus on compliance with economic reforms, human rights and good governance. It also seeks to implement MDGs viamultilateral development cooperation. For example, it contributed significantly to debt relief for the most disadvantaged countries and pursues this effort within the framework of the Heavily Indebted Poor Countries initiative. It has recognized the determining role of information and communication technologies by fostering their spread to developing countries.

Switzerland furthermore attempts to apply the principles of sustainability, which emanate from various international environmental agreements, on the home front. Nor does it forget that these commitments involve not only the public authorities but also the numerous NGOs which raise awareness of the specific problems of poor countries among the Swiss population.

Swiss commitment to MDGs: future challenges

The report presented by Switzerland on its contribution to the implementation of MDGs shows clearly that the Swiss government has identified five fields of action for the future:

  a) Coherence of national and international policies with respect to MDGs
  b) Development financing
  c) Efficient development aid
  d) Promotion of human rights and democracy
  e) Global governance

a) In line with MDG 8 (Global Partnership for Development), **political coherence** is a crucial issue for Switzerland. **Fair trade** is a key element here. A global market based on an open international system, with a maximum number of countries benefiting from an international division of labor, is in the interest of Switzerland, which is a medium-sized country that depends on both imports and exports. Consequently, it has progressively opened its domestic market to products from poor countries and spoken out in favor of the lifting of export subsidies in the WTO rounds in Doha.

However, domestic agricultural production continues to generate severe obstacles in this area. Now and in years to come, Switzerland will have to search for agricultural solutions that are socially and environmentally compatible with the demands of an open market.

Migration is a further major challenge requiring global coherence. Switzerland is aware of the growing importance of migrant populations as a flux of additional resources and a means to transfer knowledge to the developing countries. It launched the Berne Initiative to improve international migrations management, set up a coherent policy in this area and elaborate a controlled and legal framework with the migrants' countries of origin and transit. In the light of the report of the Global Commission on International Migrations (CGMI), Switzerland will examine the relevant recommendations and their compatibility with development measures.

Development setbacks caused by the spread of AIDS and the threat of other contagious diseases have highlighted in recent years the importance of coherent international **health policies**. Switzerland has a cutting edge pharmaceutical industry, and can thus facilitate access to drugs of vital importance for developing countries, in compliance with

AN IDEA

intellectual property rights, currently being revised in line with WTO decisions taken in 2003.

Switzerland will continue to intensify its efforts within and beyond its borders to implement international **environmental agreements**. Cooperating with its partners among the industrialized and developing nations, it acts to protect ecosystems, jointly combat the effects of climate change, regulate the use of chemical products, reduce air, and protect forests and water resources. All these choices uphold multilateral coherent commitments to a better environmental equilibrium.

b) **Financing for development** continues to be a priority concern for Switzerland. Like the other members of the OECD's Development Assistance Committee, Switzerland has decided to modify its mode of computing its official development aid (ODA) so that it may better reflect Switzerland's global contribution to development cooperation. Thus, Swiss ODA rose to 0.41% of its gross national income. Unlike the countries of the EU, Switzerland had not committed to raising its contribution in the coming years, however. The current rate will be in force until the end of 2008, when it will be re-evaluated. Switzerland is also opposed to the introduction of a global tax but is ready to examine more precise instruments, such as a plane ticket tax.

c) Switzerland knows that to reach the MDGs, **development aid** will have to be more **effective**, more targeted and more directly in line with the needs and priorities of the receiver countries. The implementation of development programs will have to be simplified by harmonizing procedures and practices between bilateral and multilateral agencies and beneficiary countries, notably as concerns resource acquisition, financial management, and the monitoring and evaluation of implemented projects. These principles, formulated in Rome in 2003, and subsequently evaluated in Paris in 2005, will require a more effective distribution of tasks among donor countries and more consistent interaction between various development cooperation actors.

d) The **promotion of democracy and human rights** has always been a driving force of Swiss foreign policy. Switzerland successfully supported the establishment of a Human Rights Council instate of the previous Commission, and it encourages the growing part played by the UN in peacekeeping operations.

e) The number of problems that cannot be dealt with in a strictly bilateral context is constantly on the rise. Switzerland recognizes that multilateral cooperation institutions are central to finding global solutions to development issues. Switzerland views the Agenda on MDGs and the Millennium + 5 Summit consensus in 2005 as a common platform guiding its bilateral cooperation, its multilateral commitments, and the major challenges of its national development policies.

Andrea Ries, SDC

Tomorrow's another day

The **World Urban Forum** was established by the United Nations with the aim of examining one of the major problems confronting the world today: rapid urbanization and its impact on communities, cities, economic systems and politics. The major challenge is to reduce the spread of urban poverty, to improve the access of poor populations to basic services such as housing, drinking water and sanitation, and to propose development solutions that preserve the environment and foster sustainable urban planning and organization The World Urban Forum meets every two years and is attended by numerous partners, NGOs, grass roots community organizations, urban specialists, scientists working with government administrations, local and national political authorities, and international associations of local governments. The third session of the World Urban Forum (WUFIII) will be held under the auspices of the Canadian government in Vancouver on 19 to 23 June 2006. Its main theme will be *Our future: Sustainable cities – Turning ideas into action*.
More information is available at:
http://www.unhabitat.org/wuf/2006/default.asp

The **Fifth Forum of the World Alliance of Cities Against Poverty** will take place in Valencia (Spain) on 29 to 31 March 2006, with representatives of local and national governments, the private sector, universities, NGOs and other foundations, UNDP and UN agencies. Its aim will be to elaborate strategies to combat poverty at municipal level, based on lessons learned from policies and activities implemented internationally during the Decade for the Eradication of Poverty (1997-2006). Its key themes will fund raising, the promotion of partnerships and capacity building.
More information under:
http://mirror.undp.org/switzerland/wacap/en/forum_valencia/

S-DEV Geneva 05 came to an end Thursday 13 October 2005 after three days of conferences, workshops and exhibitions which brought together over 2400 participants: mayors, heads of public administrations, associations, international organizations, the private sector, researchers, experts, students and other urban development stakeholders. 70 nationalities were represented. The end was marked by the launch of the "**Geneva Declaration for a livable future in cities**", signed by mayors and local government representatives who attended S-DEV Geneva 05. The aim is to create a worldwide solidarity network promoting the regular exchange of experience and innovative solutions. The next encounter is planned for 2007.
For more information go to: http://www.s-dev.org/fr/

urbanews

S-DEV Geneva 05

S-DEV Geneva 05 is more than an enigmatic name. In fact it represents an ambitious challenge, and a commitment to the future based on three key words: city, innovation, sustainability. The project originated in 2004, fired by the political agenda embraced in Geneva, a city that looks to its environmental present and future, and by the international concerns addressed by the Swiss Agency for Development and Cooperation (SDC) in its quest for a more livable world.

Innovation was the order of the day for S-DEV Geneva 05. It featured an innovative Platform revolving around three types of events unfolding in synergy: conferences, workshops, exhibitions. It also proposed an innovative concept focusing on innovating cities worldwide. With 10 conferences, 38 workshops, 139 exhibits, the program was impressive. Participation was impressive also: over 2400 persons from 70 countries. For three days, mayors, representatives of the public sector, of associations and international organizations, businessmen, researchers, experts and students met to discover and share solutions implemented by cities facing sustainable urban development challenges.

The project promised powerful ends: reinforced awareness that cities are future-oriented sounding boards for the most pressing problems and daring solutions generated by democratic experiments, social innovation and environmental prospects. They drive sustainable development, as amply documented by the 26 guest cities, which establish green plans, introduce renewable energies, soft mobility, systematic recycling, appropriate sanitation, participatory governance… and even "visions 2100". Another hand: committed to sustainable development as a project promoting human development respectful of ecological resources and willing to preserve them not only for the generations living now, but also for those of the future. This ambitious model is not universally approved. It nonetheless provides a rational response to the pessimistic forecasts trumpeting environmental degradation and the destruction of natural resources. What it offers in its bottom line is the belief in realistic utopias that envision a livable future.

The participating cities bore witness to alternative possibilities, without undue ecological preaching, but paving the way for a new spirit of citizen responsibility and solidarity embodied in the Geneva Declaration for a Livable Future in Cities.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
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21st century utopias for sustainable cities

We need utopias! Realistic utopias focusing on sustainable development, which is not only an intellectual trend, an electoral pitch or an all-embracing slogan. It is a matter of urgency, it is becoming a necessity, for it will be our future.

Cities, a compelling 21st century issue

A few statistics suffice to illustrate the situation on our planet. In 1800, just 2% of city dwellers; 30% in 1950, 50% in 2007, 65% in 2050. The 21st century will be urban to excess! Each day the world's urban population grows by 180,000 people, each week by 1.25 million. Urban growth is strongest in the South, doubling in 30 years. Presently one billion people live in slums; by 2020 there will be two billion slum dwellers. One billion city dwellers live without access to drinking water or sanitation. Almost half of the urban population in the South works in the informal sector. African city dwellers use 50 liters of water per day; in the West, consumption lies at 215 liters. City dwellers in the North produce up to six times as much waste as their counterparts in the South. London's ecological imprint equals 120 times its surface.

These statistics also highlight the fact that economic, social and environmental issues are interlinked and interdependent. This is the basis of sustainable development, but also the greatest challenge it must face: to converge competing visions of access to resources and their use. The three dimensions and principles of sustainable development are economic efficiency, social equity, and ecological balance. They must confront diverging economic theories, environmental ideologies, issues of social justice, international norms.

Of course, concerns relative to industrial and environmental pollution are by no means new. However, the optimistic trust in economic growth that characterized the post World War II period and was embraced worldwide has - since the end of the 20th century – been supplanted by worldwide pessimism, born of a growing awareness of two parallel phenomena. Firstly, an ecological crisis revealed the extent of environmental degradation and the limits to our resources. Second, the widening gap between North and South revealed socio-economic disparities and the inequity of access to development. Urban sustainability cropped up as a new challenge at the Earth Summit in 1992 in Rio, which hammered out Agenda 21, and at the City Summit in 1996 in Istanbul which formulated the Habitat Agenda. Sustainable urbanization requires new partnerships and alliances between central and local governments, NGOs, civil society and the private sector. It requires that we approach economic development, social justice and cultural diversity as elements of a single political process addressing the needs of present and future generations. Finally, it means that we will have to harmonize activities combating the environmental degradation of cities (Brown Agenda) with activities promoting new attitudes to the reuse and recycling of the earth's resources (Green Agenda).

The issues of sustainable development at S-DEV

We selected nine priority themes for the S-DEV Geneva 05 Platform.

Sustainable urban planning. The unprecedented growth of mega cities of more than 10 million inhabitants, above all in the developing countries, has highlighted the urgency of planning metropolitan centers, as well as small or medium-sized

**Urban agriculture in Xochimilco, a suburb of Mexico City** (photo J-C Bolay, 2003)

cities, with two concerns in mind: responding to the most pressing problems and meeting the requirements of sustainability in the longer term. Combined urbanization and globalization speed up change across the world by boosting economic exchange and communication technologies, but also increasing poverty and environmental deterioration. A new prevention concept of "healthy cities" is progressing in the North. Unfortunately, the most stringent problems make themselves felt in the South, which suffers from inadequate financial and technical resources, and where a spatial and social fragmentation marks on territory all exclusions : the poor, ethnic minorities, immigrants, foreigners.

Green management. The worldwide urbanization process in the 20th century marked the transition from a rural to an urban society, modifying production and consumption models and the relationship between man and nature. Historically, the 18th century industrialization of Europe and subsequently of the rest of the world modified ecosystems, reduced biodiversity and engendered rising environmental risks (health, disasters). Cities occupy only about 2% of the earth's surface, but consume the majority of natural resources and produce over 70% of the waste. The "ecological footprint" of a city upon its environment defines the area required for it to meet its needs in food and resources.

Energy. The negative effects of energy consumption increase in parallel to the growing demand for energy, putting into perspective one of today's most sensitive problems. Heating, electricity, transport consume the most energy. Harmful effects relate both to the Brown Agenda (air pollution, respiratory diseases, etc.) and the Green Agenda (earth's climate, depletion of non-renewable energy sources, destruction of ecosystems). Various alternatives such as solar, wind, and tidal power, are not effective enough to abolish traditional models of energy production and consumption, where the average North American consumes four times as much energy as a sub-Saharan African.

The fight against pollution. The economic system which draws upon nature for its resources and throws away the waste generated by production and consumption creates an artificial cycle which overtaxes the environment's assimilation capacities. The air, the oceans, lakes, rivers, the ground water, land, food chains – all are subject to pollution which affects every living organism and the built environment. The spectacular urbanization of the 20th century generated needs in land surface and resources which reach beyond city boundaries, just as water and air pollution have trans-border effects. Although awareness of the necessity to improve water, air, waste and automobile traffic management is growing in Europe, the costs of pollution still primarily affect the poor.
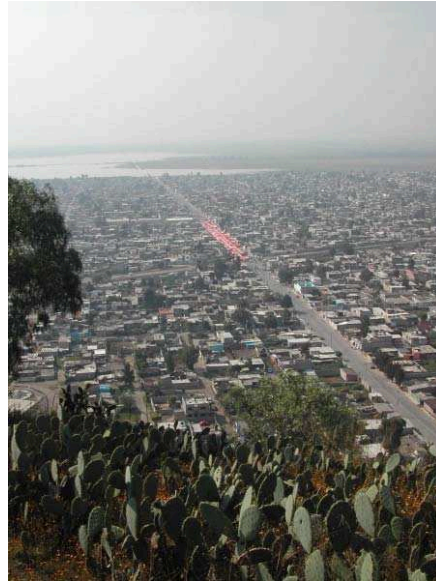
Low-cost housing on the outskirts of Mexico City (photo J-C Bolay, 2003)

Transport. One of the major characteristics of urban life in the 20th century was the advent of the individual motor vehicle and its concomitant harmful effects: accidents (over 500,000 deaths each year), noise, air pollution (70-80% of gas emissions in the South). This calls for urgent diversified urban transport management, including dissuasive measures targeting automobiles, improved public transport, and the promotion of sustainable urban mobility based on a combination of alternative transport modes. While the challenges we face in this area require technological innovation (catalysts etc), they will also necessitate fundamental changes in behavior.

Waste. Rising volumes of urban waste generated by ever more wasteful lifestyles are coming to be a major and very costly urban problem. The quantity and quality of solid waste varies between the cities of the North, which generate up to 800 kg per person per year (principally paper, plastic, metal), and cities in the South with less than 200 kg per person per year (of which 70% are organic). A theoretical consensus on the urgency to reduce costs for the environment and health via integrated strategies aiming to curtail waste at the source, produce longer-lasting consumer goods, and promote reuse and recycling, is slowly emerging. However, there is usually a lack of municipal political will, and the social responsibility of companies and individual citizens.

Housing and reconstruction. Housing has been recognized as a basic human right by the international community, a warrant of safety and decent living conditions for the poorest. Whereas policies currently implemented in the North favor the construction of housing by the private sector, cities in the South must face the demands of 20 to 40 million homeless people and over one

billion who live in highly unsanitary slums. This is indeed an explosive environmental sustainability problem in countries in which informal slums, without infrastructures or basic services, are home to up to 60% of urban dwellers and create ghettos of social exclusion threatened by eviction, and sanitary and environmental risks.

Water and sanitation. The world faces a major water crisis in urban areas, aggravated by rapid urbanization and growing poverty. Access to water remains highly inequitable. Whereas in the North problems of sanitation and waste water treatment have been partially solved, municipalities in the South lack financial and technical resources to tackle these issues, which are rendered even more critical by drinking water shortages, pollution and flooding. In these countries it is estimated at more than one billion of poor city dwellers living in slums with a no access to drinking water, they have to pay far more to vendors than the residents of other areas.

Urban growth and urban planning: practical training in Mexico City (photo J-C Bolay, 2003)

Urban agriculture and food. Urban agriculture, more and more widely recognized as an element of urban policy, has become a significant variable of sustainability. In the global economy it provides the poorest with an economic activity and food safety. It is estimated that approximately 800 million people worldwide are "urban farmers", growing fruits and vegetables, raising poultry and small farm animals. The impact of this sector for economies in transition may be significant, as illustrated by 72% of city-dwelling families in Russia, 68% in Tanzania, and 30 years of agricultural policy in Chinese cities.

Such sustainable development issues already represent a major focus for a number of cities on all continents, which strive to build a more livable future. We have invited 26 of these cities to testify to their innovative activities, discussed by Jean-Claude Bolay in the article below.

Françoise Lieberherr

Sustainable urban development:
Innovating cities across the world

As Françoise Lieberherr, President of the S-DEV Geneva 05 International Advisory Board reaffirmed in her introduction, the future of our planet is being shaped in and by cities. They are not only economic spaces but real laboratories in which innovative solutions are being experimented in concrete terms. Thus, 26 cities from all the regions of the world were invited to present new ideas that are burgeoning everywhere and blossoming into daring new projects. This international forum gave the participating cities the opportunity to highlight their sustainable urban experiences, share them, and find inspiration in other regions of the world.

We thought it useful to review some of these urban experiences. Each in its own fashion adopts one of the four main lines established by and for the conference: sustainable technologies, active citizenship, new governances, and responsible companies.

Curitiba, Brazil: inventive transport for a harmonious city

It is impossible to discuss sustainable urban development without mentioning this almost mythical Brazilian metropolis. Capital of the State of Parana, in the 1970s it pioneered urban ecology solutions under the impetus of Mayor Jaime Lermer, who was both an architect and a visionary. He has been out of office for a number of years, but his successors follow in his footsteps: bringing together citizens, municipal authorities and the private sector in mobilizing projects which promote the well-being of all and fight poverty.

Curitiba, the bus as rapid transit system

Public transport is just one of Curitiba's environmental initiatives. Its keystone is a public transport system that partakes of a global vision of the habitat - living space.

In practice this boils down to a network of bi-articulated buses operating on dedicated transparent tube stations cheaper to build than a regular tube system. Overall, a 34 kilometer busway network links the outskirts with the city center, serving 2 million passengers daily, which represents 70% of local urban transport. Ticket fares are unitary so as not to penalize passengers living in outlying neighbourhoods. The example of Curitiba has inspired not only several major Latin American metropolitan centers, but even the United States.

Basle, Switzerland: from solar energy to energy savings

Basle, a major river port on the Rhine and a capital of the chemical industry, pursues a forward-looking energy policy. The most advanced project currently being implemented is the construction of a vast geothermal power plant that will cover some percents of the city's energy needs, a first in the heart of Europe. The electricity and heat produced by the plant will supply 5000 urban households. Over the past 25 years, Basle has launched several innovative projects of this type. As of 1983, an incentive tax on electricity (5% of the bill) generates the equivalent of USD 8 million each year. These are reinvested in renewable energies and energy savings. Since 1999, new energy legislation encourages autonomous and responsible consumer behavior. Thanks to all these initiatives, the consumption of electricity in Basle grows at a much slower pace than in the rest of Switzerland.

Uzice, Serbia: a modernized water supply system makes for more responsible public utilities and citizens

With its 85,000 inhabitants, Uzice is the administrative, economic and cultural centre of the Zlatibor region. Its public transport network is not served well enough, but by no means under-developed. Economic growth raises serious environmental problems: the need of a rational water supply system, air purification, and efficient waste disposal. In view of the region's topography, water distribution is complex, requiring automated remote management of zones situated at different altitudes. The SDC supported this municipal program. Households now pay 0.2 euro per cubic meter of water (as against the Serbian average of 0.32). This issue has by and large been settled, and work now focuses on the construction of a regional gas pipeline allowing for more rational use of energy and cleaner air. This project is flanked by a large-scale project of a regional waste dump. All these initiatives amount to a "major clean-up" that will not only benefit the health of the population, but will also enable Uzice and its hinterland to attract more tourists to a region rich in mountains and rivers, declared a UNESCO biosphere reserve.

Karachi, Pakistan: self-construction and sanitation management by poor neighborhoods

Technology cannot solve all problems. Participation is a further important key to success for the innovative urban projects which S-DEV grouped together under the "active citizenship" heading. The inhabitants of Orangi, the largest squatter settlement in Karachi showed such mobilization. Directed by a woman, Perween Rehman, a non-governmental organization (Orangi Pilot Project - OPP), has for the past 25 years backed the population in the organization and implementation of low-cost projects to improve living conditions and sanitation. Thanks to this activism, between 1981 and 2005 Orangi saw the installation of sewers in 5394 streets, serving 80,910 of the 94,100 existing houses. The community contributed 93.8 million roupis, while the government paid 90 million. "The government would have had to pay six times this amount to get the work done," the OPP estimates. In 2003, the participatory model was officially declared a policy to be implemented in other poor neighborhoods in Pendjab, Pakistan's most populous province, and adopted for all cities. UNDP implements it in three cities, alongside an Asian Development Bank project targeting 21 other agglomerations. Today, the Orangi neighborhood is a living and breathing example of the triple partnership: population – civil society – State.

Koudougou, Burkina Faso: a market built of local materials generates social projects

The market in Koudougou is more than just a piece of urban infrastructure. It is an example of local governance, the fruit of an active dialogue between the municipality, the market vendors and the SDC; its aim is to boost employment and finance social programs. As in many other cities with which the SDC cooperates in Burkina Faso, urban decision-makers in Koudougou receive technical support from the EPCD (public municipal office for development), set up to strengthen the technical and organizational competencies of municipal services. The choice of local materials for the construction of the market was appropriate: stabilized earth is readily available, cheap and offers good heat insulation. It also creates jobs for small entrepreneurs.

At management level, the municipality let the vendors organize the allocation of spaces. Wor-king together with the public treasury, the vendors' ad hoc commission proudly announced that 96% of the previous occupants had been leased a shop or stall. In a country in which decentralization is still new, this participatory process has now been extended to the elaboration of a ten-year development plan. Seven of the 10 city districts took part, and have now formed a project committee elected from an assembly of civil society organizations and traditional and religious leaders.

Vienna, Austria: public spending is greening industry and consumption

The "Ökokauf" (Ecobuy) project identifies the Austrian capital as a major consumer, spending over 5 billion euros per year for products and services. It is thus well placed to foster more environmentally friendly and less wasteful production. And so it is that since 2000 these 5 billion have come to exert real leverage. The aim of Ökokauf is to subject public purchases to ecological criteria, for example as concerns lighting. The Town Hall is now lit by eco-bulbs, saving 110,000 euros each year. One of the most advanced projects deals with the city's 17 hospitals. Conversion from standard to eco products was launched five years ago, and now encompasses food, cleaning and maintenance, and water. One third of the 60,000 meals served each day are completely organic; the water is no longer bottled but distributed by tap from an Alpine source. Environmentally compatible cleaning and

Vienna information poster for the "Ökokauf" project

maintenance reduces costs by 39%. This policy is being implemented jointly with suppliers and is flanked by an intensive awareness raising campaign among the public in general, and children in particular.

Vancouver, which has hosted the Third World Urban Forum (WUF3) in June 2006, also has a sustainable vision of its future, based on integrated economic and environmental management of the 21 municipalities that make up Greater Vancouver. The aim is controlled growth of space use and transport, energy, green areas, governance and socio-cultural integration. The population and the authorities embodied their conviction that we must think today of those who will inhabit our planet tomorrow through a Livable Region Strategic Plan.

Totems and view over Vancouver
(http://www.vancouverbnb.com)

The other innovative experiences presented at S-DEV Geneva 05 took us to Latin America via Belo Horizonte (Brazil), Bogota (Colombia), Autlan (Mexico) Rosario (Argentina), Havana (Cuba); to Africa via Nouakchott (Mauritania) and Rufisque (Senegal); to Asia via Kunming (China), Mumbai (India), Nam Dinh (Vietnam), Goa (India); to the Near East via Irbid (Jordania); and finally to Europe, via Geneva and Zurich, Lleida (Spain), Bobigny (France), Växjö (Sweden), Vienna (Austria) and Moscow (Russia). A more detailed description is available in the S-DEV Geneva 05 document "Innovating Cities Across the World" (avalailable from Françoise Lieberherr).

Jean-Claude Bolay

To find out more:
http://www.s-dev.org/

Tomorrow's another day

7th N-AERUS Conference, 2006
15-16 September
Technical University Darmstadt (TU Darmstadt), Germany

International Aid Ideologies and Policies in the Urban Sector
The 7th N-Aerus Conference will focus on aid ideologies and policies in the urban sector of developing countries, with the aim to provide conceptual and political perspectives on the issues based on the analysis of programmes and projects implemented or proposed through international financial support. 3 areas will be discussed:
- The political economy of aid in the urban sector
- The international planning paradigm and local societies
- International aid, through whom and to whom?

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New publications in June 2006 :
"Slums forever ? Globalization and its consequences", Guest Editor Françoise Lieberherr-Gardiol, The European Journal of Development and Research, Volume 18, June 2006

Géraldine Pflieger publishes:
„De la ville aux réseaux, dialogue avec Manuel Castells" PPUR Editions, Collection Logiques territoriales, Lausanne 2006; ISBN: 2-88074-681-7
This work, which provides specialists with an original perspective on the work of Manuel Castells, also targets a wider public interested in the history of science and urban issues.

The EPFL will hold a Cooperation Day on 23 November 2006. A significant number of the scientific development research projects presented at this event deal with urban issues in Africa, Asia, and Latin America.

Contact :
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urbanews

EDITORIAL

A World Summit Meeting on Cities in Vancouver in 2006

To commemorate the 30th anniversary of the historic first UN Conference on Human Settlements held in Vancouver in 1976, and the establishment of Habitat as the first UN agency specialising in human settlements issues, Canada wished the third World Urban Forum (WUF3) to be grandiose. The undertaking was a success: 10 000 participants, numerous lively round table discussions, almost two hundred themed events.

What were the developments of the past 30 years? Kofi Annan described them in the following terms: "The world has become more urbanised, more congested, more polluted and less equitable." As we have already said in Urbanews, our view of cities has been inversed. After restrictive policies aiming to limit urban growth, the role of cities as an economic and cultural driving force is now widely acknowledged. Although social and environmental problems abound, actions aimed against poverty, insecurity, pollution are growing apace. Cities have been a major focus of world UN events during the past decade, with Istanbul and Istanbul+5, three World Urban Forums, Rio+10, the Millennium Development Goals and MDG+5, as well as numerous international conferences.

What is the situation at present? An overview presents considerable contrasts: one billion slum dwellers in 2007, unacceptable sanitary conditions for over two billion city inhabitants, a dominant informal economy in the countries of the South, the growing importance of small and medium sized cities. Globalisation and its competitive factors permeate cities and develop them, with varying impact depending on local dynamics and contexts. Decentralisation gives cities greater power. Governance and sustainability are increasingly present in current management and the vision for tomorrow. Seen thus, WUF3 was a disappointment for specialists, offering no innovative or new visions. On the upside, there has been a certain democratisation of urban issues and actions have been consolidated. You will discover certain of these aspects in this issue of Urbanews 14.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
ET DE LA COOPERATION
DDC

AN IDEA

World Urban Forum 3
Our Future with Sustainable Cities

Going from ideas to actions
Whereas the first World Conference on Human Settlements held in 1976 in Vancouver enabled awareness of the magnitude and specificity of urban problems, the third World Urban Forum proposed a future-oriented approach to ensure sustainable development in cities throughout the world, be they rich or poor. It aimed to go from ideas to actions with a view to practical solutions combining the knowledge, expertise and collective experience of civil society and governments. This first challenge was successfully met, with a world platform that attracted some 10 000 participants from over 150 countries and all sectors of society, national and local governments, public administrations, as well as NGOs, grassroots communities, trade unions, universities and the private sector.

Vancouver, marina (J-C Bolay, 2006))

The globalisation of urban spaces
At the time of the first conference in Vancouver, city-dwellers represented 38% of the world population. Thirty years later we are crossing the threshold to an urbanised planet with over 50% urban dwellers. Trends indicate that urbanisation is ongoing, but that impoverishment, overpopulation and insecurity will increase in the developing world. In the 21st century, cities – particularly cities in the South – face unprecedented challenges. Climate change, social exclusion, inadequate basic services, environmental deterioration threaten the health, the social cohesion, indeed the very existence of urban areas. A sustainable city calls for the creation of balanced dynamics between the objectives of economic development, social equity, and environmental

precaution going hand in hand with participatory local governance.

With the predicted arrival of almost two billion additional urban inhabitants over the next thirty years, cities in the 21st century must reinvent themselves with reference to the territory they occupy, their energy consumption, the pollution they generate. The globalisation of urban spaces necessitates new strategies of urban management, involving governance through partnerships. All too often however, there is a lack of political will, administrative responsibility, coordination between sectors, shared decision-making or civic participation. WUF3 was the occasion to discuss these problems and propose innovative solutions.

Vancouver, between city and nature (J-C Bolay, 2006)

New perspectives within 30 years
A first difference arises from the very concept of **urban,** which was never mentioned thirty years ago. The term of reference was human settlements. This change of terminology expresses the willingness to account for the development of cities, their problems and potential. A second fundamental change is linked to the diversification and **multiplication of players.** In the 1980s national governments were considered the only players able to manage the problems of cities. A new paradigm has now made its

AN IDEA

appearance, promoting an active role for local governments and transforming the role of central governments from service providers to process facilitators. Thus in 1996 the Second City Summit in Istanbul focused on the central role of local authorities, the commitment of civil society and the emergence of the private sector, all in view of decentralisation. A third change is linked to growing **environmental** awareness which has gone from a "green" and anti-urban position advocating an idealised rural life-style, to a sustainable development approach in the late 1980s, integrating the economic, social, political and cultural dimensions of development, including the specific needs of the poor. Moreover, the structural adjustment programs of the 1980s and 1990s have proved inadequate to coping with the economic and social problems of a majority of the urban population.

Social inclusion and cohesion

This theme of Vancouver 2006 is fundamental to sustainable urban management. The urgency comes from the poorest city dwellers, marginalised by unsecured habitat, unemployment and precariousness, which puts them in a situation in which they must fight for survival on a day to day basis. Without votes or rights, they are at high risk owing to unsanitary living conditions, natural and industrial disasters, forced evictions (see following article: *2007 An overview of slums*). The progress that has been achieved notwithstanding, urban poverty continues to grow, with all its destructive repercussions. A certain consensus is being reached concerning a pessimistic vision of the Millennium Goals, often limited to a brave discourse with no results in real life. Inclusion is also based on involving all social players in definition and decision-making for their neighbourhoods in a responsible and transparent spirit. Recent experiences show the emergence of new dynamic partnerships and changes in modes of civic participation that foster sustainable commitment. Innovative participatory tools and the definition of a lowest common denominator for values, norms and shared identities are a contributing factor.

Urbanisation of the world, a challenge for the planet (picture of the WUF 2006)

Urban management and municipal finances

The central perspective of this WUF 3 aimed at sustainability in cities, and everyone agrees that urban planning ought to be improved. However, priorities in the North and the South are not the same. Wasteful use of resources and excessive energy consumption characterise the developed countries, whereas poverty reduction in the develo-ping world requires increased energy consumption, putting environmental issues and the fight against pollution on the back burner. Thus the approaches diverge, as do means of funding. Most cities in the South have insufficient tax revenue to finance their investment needs, and depend on uncertain allowances from central governments. It might be salutary to work at municipal level with legislative frameworks enabling direct loans and other forms of funding from international development cooperation sources and the major international banks. In these countries, interesting and innovative experiences variously focus upon a reform of the municipal financing system, privatisation of certain services, NGO participation in infrastructure funding, or participatory budgets which as in Brazil, combine direct democracy and technical expertise (see Urbanews 7). Fundamentally, these measures imply more transparent and equitable governance.

Safer cities

Natural disasters and crime represent growing risk factors which threaten the material bases of cities as well as social stability and local democracy. Over the past decade one can observe the rise of preventive approaches aiming to ensure greater urban security. On the one hand, disasters caused by natural or industrial risks are being studied systematically in order to improve our understanding of the mechanisms that set them off, and provide for environmental and social standards as well as strategies for repair and reconstruction. Countries like Canada and Japan make efforts to propose new concepts of risk management and insist upon the importance of information and follow-up systems. On the other hand, urban violence and crime particularly affect the most vulnerable populations, reducing their opportunities to escape poverty, threatening their material conditions, compromising democratic processes. There are examples of efforts made by certain legal and police systems to promote greater understanding of and cooperation with communities, going beyond stereotypes and prejudice. Local governments introduce long term planning to build more livable urban spaces with greater solidarity. Their strategies include surveillance operations of public spaces, user surveys, family assistance, youth education, reparations for victims, civic education. All these initiatives should partake of a participatory approach complying with democracy and governance; they should also benefit significant efforts to reduce the poverty which drives exclusion and violence.

Participants from all over the world together at the Vancouver 3rd WUF 2006

From democracy to participation

Democratisation and participation were major issues at the World Urban Forum 3 (WUF3). The themes addressed bore witness to this. Over 160 of these were presented by various players representing civil society, NGOs, grassroots communities, mayors and parliamentarians, urban communities and networks, UN organisations and university institutes. Without going into great detail, we would like to mention a few which illustrate an extensive range of interests and commitments. First, sustainability, a WUF3 theme with *Sustainable development in China, Planning sustainability for the long term,* or *Sustainable cities and an intercultural approach to consolidating peace.* The habitat was a major focus with for example *Reforming housing in Central and Eastern Europe, Citizen participation in social housing in Quebec, Microcredits for the development of evolutive housing,* or *Ensuring a roof and safety for women from urban areas.* Urban policies were extensively dealt with: *Future cities, world competition, local leadership, Cities in Iran, major challenges to be met,* or *Urban policies and the right to the city.* Poverty and basic services continued as a basic theme, particularly with the Millennium Development Goals (MDGs) : *The elaboration of land tenure instruments benefiting the poor, Partnerships with the poor, Financing water and sanitation in Asian cities,* or *MDGs and local urban observatories.* The most vulnerable players on the urban scene were a further topic, with *Discovering the position of children in cities and slums throughout the world, Creative planning with the young: UNESCO's Growing up in the City project,* or *Knowledge networks for women's health.* Racism and safety were addressed with *International coalition of cities against racism, Preventing violence in Latin American cities, Urban autochthonous diversity* or *Inclusion of immigrants and newcomers for social cohesion.* The reconstruction aspect was dealt with in *Reconstructing housing in Sri Lanka, an example of international partnership, Post-tsunami rehabilitation by communities,* or *Helping victims and sustainable rebuilding.* As for the environment, main concerns were *Climate change and cities in the South, Local Agenda 21: how far have we gotten?* or *Safer cities for better environmental management.*

Françoise Lieberherr

A BALANCE

2007, an Overview of the Slums

On the occasion of the third session of the World Urban Forum (WUF3) in Vancouver, UN-HABITAT published its biennial report "The State of the World's Cities", which in 2006/2007 dealt with slums. It presented the opportunity to recall that in 2007 the number of slum dwellers worldwide would pass the fateful billion mark, and to evaluate the impact of public policies and activities undertaken in view of this situation, linked to the commitment of all countries via the Millennium Development Goals (MDG, goal 7, target 11), to improve the living conditions of at least 100 million people living in slums (see Urbanews 12).

Urban growth and slums

Three trends characterise present-day urbanisation. First, the largest agglomerations of over 20 million are located in the developing countries and will be in the future. Second, if we remember that these massive conurbations are home to only 4% of the world's urban population, we must add that most migrants move to medium-sized or small towns (over 50% of the world urban population live in cities of less than 500 000 inhabitants). Third, in the next 20 years, cities in developing countries will absorb 95% of world urban growth. This will affect above all Asia and Africa which already concentrate the majority of poor urban populations (Asia: 581 million slum dwellers; Africa: 199 million; Latin America: 134 million).

Upgrading of housing in Ho Chi Minh City (JC Bolay)

The high social and sanitary cost of living in a slum

Generally, statistics show that it is better to live in an urban than in a rural environment. By desaggregating data between urban, rural and urban slum environments, one sees that identical social and sanitary deficits observed in the rural environment are found in the

Living in a slum : A high social and sanitary cost (HCMC, Vietnam; J-C Bolay)

slums, i.e. malnutrition, infant mortality, and inadequate material living conditions. A demonstration that there are in fact two cities within the city. Development cooperation agencies should take this into account and no longer approach cities as a homogeneous entity generally better off than rural areas. Slums are a symptom of an urban dysfunction where inequalities are not only tolerated, but allowed to subsist. After rural populations, slum populations are the most vulnerable and should thus focus the brunt of development aid.

A billion slum dwellers in 2007

And it is estimated that in 2020 this infra-urban population will reach 1.4 billion, meaning that one city dweller out of three will be living in a slum. Indicators established by UN-Habitat enable to identify them better. Four of these five indicators are physical: shortage of drinking water, inadequate or non-existent sanitation, overpopulation, precarious and non-sustainable settlements. The fifth indicator is legal: the lack of secure land tenure. 133 million city dwellers in the developing countries have no sustainable housing. Moreover, official statistics may be misleading. For example in Bolivia, the construction quality of housing is estimated as sustainable at 84%; if one evaluates the quality of the walls and the roof, this proportion falls to 28%.

Slums, a world of lack

There is a chronic shortage of living space. 20% of the urban population in the developing countries (401 million) have to share one room among three or more individuals. Access to drinking water is another sensitive point. Although worldwide data indicate that 95% of urban inhabitants have access to drinking water, this tells us nothing about its quality, about water-borne diseases, the quantities available, its cost nor its proximity. Actually, only 46% of city dwellers have a tap in the house; the others must resort to public stand-pipes, hand-operated pumps or protected wells. The lack of sanitation infrastructure is also felt. Over one fourth of city dwellers in developing countries, i.e. 2.6 billion people, have no adequate sanitation system, particularly in Southern and Southeast Asia. This "silent tsunami", to use the terms of the Habitat program, is the cause of thousands of diseases and deaths, particularly among

women and children.

The absence of secure land tenure is a further aspect that aggravates living conditions of poor urban inhabitants. The populations of precarious settlements are often evicted on the occasion of urban infrastructural or embellishment programs. According to a study conducted in 60 countries, some 6.2 million people were displaced for such reasons between 2000 and 2002 alone, as against 4.2 million during the two previous years. The bulldozer strategy is not ancient history, particularly not in Sub-Saharan Africa and Asia. It is estimated that between 30 and 50% of urban residents in these areas are deprived of secure land tenure.
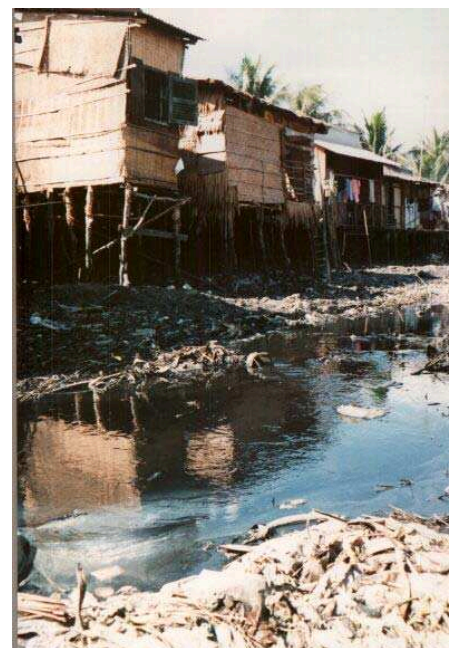
Houses built on piles, habitat of poor in Ho Chi Minh City (J-C Bolay)

Yet there are policies, and effective ones at that!

In these days of decentralisation and consolidation of local power, the results of the analysis conducted by UN-Habitat undermine certain old ideas.

The countries which during the past 15 years have successfully reduced spatial and demographic slum growth share several points: their governments have entered upon long term slum improvement programs, notably such as benefit the poor, land titling, housing construction or access to basic services. In many countries improving only one sector – sanitation – significantly reduced slum areas. Another characteristic element of these targeted policies to reduce precariousness is the centralised character of systems of governance, which can impose certain measures and allocate resources fostering the coherent implementation of slum improvement projects. These governments, as in Brazil and Mexico, Egypt, South Africa, Thailand and

A popular neighbourhood in Ho Chi Minh City (J-C Bolay)

Tunisia, had the capacity to implement indispensable legislation and reforms by allocating large budgets to their realisation, focusing on leverage instruments such as: inclusive policies benefiting the poor, land reform, and programs to regularise existing conditions. Central governments backed these direct measures by investing in sectors relevant to the war on poverty: education, health care, transport, which favoured slums. This was even the case in countries with low or average revenue, such as Colombia, Indonesia, Salvador, Myanmar and the Philippines, which did not wait to achieve considerable economic growth to act.

These factors may be harbingers of new paradigms ruling governance via a more coordinated approach between central governments and local authorities. Since they have the authority and power, central governments ensure leadership in the area of development and in the implementation of urban poverty reduction programs. Local urban authorities on the other hand coordinate operations conducted by the various players involved in this battle at local level.

Jean-Claude Bolay

Pour en savoir plus :
UN-HABITAT's State of the World's Cities Report 2006/7 (http://www.unhabitat.org)

Habitat JAM, Towards Concrete Solutions

So as to render the World Urban Forum more inclusive and effective through the participation of tens of thousands of world citizens, whether rich or poor, an Internet debate on the most sensitive issues of urban sustainability was organised in December 2005. Almost 40 000 people from 158 countries made their voices heard, brought their ideas together and learned from each other. With the help of hundreds of network volunteers, the partner organisations successfully organised discussions between women, the young and slum dwellers, who represented 78% of participants. Persons without Internet access were able to share their proposals via workshops, discussion groups, World Urban Cafes or Internet Cafes. 10 000 slum dwellers met in India to express their opinions, for example; in the slums of Kibera in Kenya hundreds of inhabitants lined up to be able to put their message online; street debates were broadcast from Rio, Manila, Lima, Dakar, Cape Town and Mumbai.

Over 600 practical suggestions were registered, and a research team did in-depth work on 70 thematic studies. These concerned decent housing, urban agriculture, waste recycling, environmentally compatible public toilets, community pharmacies, as well as knowledge networks, participatory local governance, HIV/AIDS prevention, the future of cities.

Françoise Lieberherr

More information is available under www.habitatjam.com

Tomorrow is another day

The book that everyone is talking about, Mike Davis, "Planet of Slums", published in 2006 by Verso, as a global survey of the spread of urban poverty. A horrifying but essential read.

Thierry Paquot discusses the major issues linked to urbanisation in his "Terre urbaine. Cinq défis pour le devenir urbain de la planète", published by La Découverte, 2006.

The Centre Suisse de Recherche Scientifique, in Abidjan, Ivory Coast, will organise an international conference, to be held September 3 to 5, 2007 as part of the NCCR North-South, on "Health and environmental challenges in poor urban settlements".
The call for papers ends 30 May 2007.
Email: secretariat.isc07@csrs.ci
Phone: +225–23 47 27 90
Fax: +255-23 45 12 11

N-Aerus is organising its 8th conference, to be held in London 6 to 8 September 2007, on the subject: Grassroots-led urban development: achievements, potentials, limits.
A call for papers is launched for 1 June 2007.
(http://www.naerus.net/sat/workshops/2007/london_2007_en.htm).

EPFL, via its Cooperation@epfl unit, has been awarded a UNESCO Chair in development technologies. Urban development technologies will be among its priorities.
To find out more:
http://cooperation.epfl.ch

urbanews

Sustainable urban commitment in Burkina Faso and Vietnam

Three urban development programs were established between 1992 and 1997 in three cities in Burkina Faso – Ouagadougou, Koudougou, Fada N'Gourma – and three cities in Vietnam - Nam Dinh, Hué, Dong Hoi. These challenging programs aim to deal with complex situations in sustainable fashion.

Similarities can be identified between these two African and Asian urban contexts. First, they suffer from inadequate infrastructures and services due to a lack of funding and institutional resources. They also live a transitional situation : decentralization and establishment of democratic Burkinabè municipalities and passage from central planning to a market-oriented Vietnamese socialist economy. Also, as of 1995, SDC urban development policy determined strategic choices. Priority urban objectives as defined by the SDC, i.e. the strengthening of municipal governance, the fight against poverty via adequate economic promotion, the rehabilitation of services and infrastructures, better environmental management, are represented in the six programs. As for operational strategies, both countries chose a complementary approach linking hardware and software with an identical concrete entry-point : the construction of urgent infrastructures, markets and urban drainage, hand in hand with institutional municipal consolidation, community participation, environmental awareness-raising, fostering dynamic ties between the municipality, civil society and the private sector. These six urban entities are intermediary cities based on urban-rural interdependence. Innovation is part of these new forms of governance enabling stronger mobilization and responsibility of municipal authorities cooperating with still timid civic participation.

To conclude, SDC contributed to build a local development vision more integrated in its physical, institutional, democratic and social components. Over and above the similarities we have evoked, each country contributed its own geopolitical and cultural characteristics, revealing its dynamics but also its social and cultural resistance.

Françoise Lieberherr

DIRECTION
DU DEVELOPPEMENT
ET DE LA COOPERATION
DDC

A PROJECT

The central market in Koudougou:
## Recipient of the prestigious Aga Khan Award

An international prize for the market in Koudougou

The Aga Khan Foundation awarded its International Award for Architecture for 2007 to Koudougou, designating its market as an outstanding architectural object, both for its design and its social orientation. Four of its characteristics were cited: a participatory process leading to its design and realization, the use of local building materials, construction by local craftsmen, and economic profit that the municipality will invest in other social infrastructure.

A market adequate to one of Burkina Faso's main cities

The central market of Koudougou was designed as of 1999, in participatory manner: the retailers, who are the future beneficiaries of the market, participated as of the outset in a planning commission which included religious and traditional authorities, and representatives of the state and of the municipality.

With a population of 75.000, Koudougou, capital of the province of Boulkiembé, is Burkina Faso's third city, after Ouagadougou and Bobo-Dioulasso. In spite of location constraints, and corresponding to the wishes of the retailers, the new 29.000 m2 market was built in the city's business and administrative center. It consists of 1155 shops, 624 stands and 2 administrative buildings. This dense market has successfully solved the problem of relocating all retailers previously active on location via a maximum number of small shops. The market consists of a series of small streets, regularly interspersed by perpendicular squares, and a zone reserved for stands selling spices, fruits and vegetables, and operated by women.
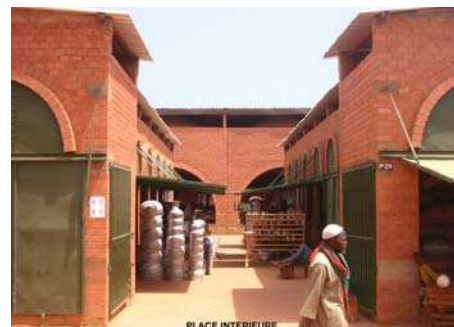
A construction using local materials and executed by Burkina companies

The project makes almost exclusive use of local materials, i.e. bricks made of compressed earth (BTC) for load bearing walls and roofing (vaults and cupolas), and the flooring (paving). This infrastructure was executed exclusively by local companies, craftsmen and workers, to save on resources and create jobs. The option reduced costs by 15 to 20% as against constructions in concrete and cement, while increasing investments for labor by up to 48%.

Moreover, thanks to thermal inertia, load bearing walls and roofing of bricks of compressed earth ensure relatively cool temperatures during the hottest months of the year.

The market, a strategic project for the future of Koudougou

The new market is a vital asset for Koudougou, which until now had no market infrastructure adequate to its economic importance. This makes it a major piece of urban equipment for the city. The second point of interest of this project is technical. It contributed to the development of local competencies in BTC masonry. Better still, working on the project and its 14 175 m² mud brick surface, many workers learned skills related to the Nubian arch and cupola building. These are not much used in Burkina Faso today, but might provide future-oriented solutions, primarily in view of the prices of imported materials, which are high and constantly rising. The project's third significant advantage is economic. Note that the cost of the market amounted to approximately 1.400 million FCFA (nearly

3.5 million CHF). Most of the money invested remained in the city and boosted the local economy. Profitability studies helping to define tariffs and rates ensured the project's net profitability, its adequacy to the retailers' financial resources, and their approval.

The new market should enable the municipality not only to finance its functioning and management structures, but also to constitute a municipal development fund (*FADEC*) to fund other socio-economic infrastructure projects in Koudougou.

Jean-Claude Bolay (based on information from the SDC Burkina Faso)

For more information:
http://www.ddc-burkina.org

The Aga Khan Award for Architecture
The Aga Khan Award for Architecture was established in 1977 with the aim of identifying and fostering architectural concepts adapted to the needs and aspirations of Muslim societies. The prize rewards outstanding works in line with current interest in and commitment to contemporary architecture, social housing, improvement of living conditions in municipalities and/or the rehabilitation, revival, and preservation of sites, landscape management and the conservation of the built environment. 9 projects in various countries, including the market in Koudougou, were awarded a prize in 2007, from among 343 projects presented

http://www.akdn.org/news

Medium-sized cities :
Poles of regional development in Burkina Faso

As of 1991, the Swiss Agency for Development and Cooperation (SDC) has been supporting the government's medium-sized cities development program in Burkina Faso (*Programme de dévelopement des villes moyennes PDVM*).

The program considers the city as the keystone of regional and surrounding rural economic development. In this perspective, strategic territorial planning and development choices aiming to balance national development by promoting the emergence of medium-sized cities are embodied in the central role to be played by the direct or indirect support of agro-pastoral production. The program was launched successively in three cities, Ouahigouya, Koudougou and Fada N'Gouma, with the reconstruction of the central market in each city.

Swiss support strengthened certain aspects of the program, in line with the following guidelines:
- improving the quality of life of urban populations
- fostering decentralization and local democracy
- balancing the national urban fabric
- intensifying exchange between urban and rural regions.

An innovative action research strategy
The program was implemented according to action research principles: mainly empirical studies which feed into a permanent research process. In line with this approach, concrete works respond better to beneficiaries' demands: research contributes to establish elements to clarify the situation and define structural planning. This approach enables close links between beneficiaries, strategic choices and adjustments. It fosters technical and architectural innovation (see article on the market in Koudougou) based on the use of local materials and crafts. For these new municipalities it also fosters a local democratization and a participatory governance.

Pilot program in Ouahigouya
Between 1991 and 1996, a first pilot phase was launched in Ouahigouya, enabling the establishment of the first *Etablissements publics communaux de développement (EPCD)*, public institutions endowed with legal personality and financial autonomy. Their major objective was to "implement and manage current

municipal development programs". Among their other tasks, EPCD manage the central fresh produce market (1500 shops, 600 stands) inaugurated in 1994. Since its start-up, the market's revenue has contributed to the financing of the municipal development foundation *(FADEC),* which in turn invests in new infrastructures of use to the community. In 1997 the progam enlarged to Koudougou and Fada N'Gourma.

Where are we today?
Currently we are in the 7th phase of Swiss support for the medium-sized cities development program (*PDVM*), which consolidates past realizations. Its main objective is to "back municipalities in their implementation of technical, institutional and financial conditions required for their effective development in a democratic and decentralized context." Four major pathways structure this project: trade infrastructure, institutional support, urban sanitation and drainage, coordination and political dialogue.

To reach this aim, local capacities have to be reinforced, backing *EPCD* programs in each town, but also supporting local expertise to foster and train craftsmen, entrepreneurs and other associations. This approach requires the implementation of innovative infrastructural principles : use of local materials, participation by beneficiaries of the concept, choice and modes of management of infrastructures, establishment and development of municipal self-financing mechanisms.

Indisputable successes
In over 10 years an impressive number of projects have been realized in these medium-sized cities, with an investment of 3.53 billion FCFA (corresponding to almost 9 million CHF). At the end, each city is endowed with public equipment which truly structures its economic and social renovation.

In Ouahigouya, there is the construction of the central market, the municipal slaughterhouse, a vegetable market and stands, but also the rehabilitation of the older commercial streets. Koudougou saw the construction of the central market, which recently received the Aga Khan Award for Architecture, and of a secondary market. In Fada N'Gourma, a central market was built, and a livestock market Profits owing to good management invested in the Ouahigouya *FADEC*

AN IDEA

enabled this municipality to spend 100 million FCFA on the construction of a municipal high school. For the current period, each of the three cities plans to build a bus terminal and slaughterhouse. Resistances and obstacles however cannot be underestimated. They are generated by an institutional and cultural context which appeared as unprepared to municipal practice of public affairs, particularly for sanitation operation. Weaknesses linked with the local authorities' lack of management experience, the lack of an overall vision of development, the fragility of the local participatory democratic culture have created difficulties of implementation.

Thanks to the options of the medium-sized cities development program in Burkina Faso and the monitoring and support it implies, commercial infrastructures are not only buildings to be constructed, managed and maintained, as argued by promoters. They also offer the opportunity to link a number of corporations, economic operators and users. They are places in which individuals and ideas congregate. Markets and other infrastructure and equipment are local institutions which serve neighborhood needs, generate jobs, structure business organizations and boost a city and the region that surrounds it. Beyond material equipments, this complex urban program also creates places to practice governance and local democratic management as well as conditions to learn negotiation and dialogue which are essential to these new municipalities emerging from decentralization process.

Jean-Claude Bolay, SuD-Consult

Ouahigouya, inside the municipal slaughterhouse (photo SDC)

A PROJECT

Urban development in Nam Dinh City: SDC's experience

Nam Dinh City, the capital of Nam Dinh province with over 240'000 habitants, used to face serious economic problems when the city's textile industry felt into a tough competition with other competitors in the transition to a market-oriented economy. The city also encountered a series of urban governance issues which held back a more sustainable, efficient and effective way for growth and poverty eradication.

The city was aware that the potential of becoming one of the main centres in the Red River Delta could became reality if the implementation of public administration reforms happened more rapidly at the local level, investment priorities were focused, and a clear strategic visions for the future was developed. By more efficient urban governance, Nam Dinh could find the way to sustainably develop and to become liveable and competitive.

Things have been changed since Swiss Agency for Development and Cooperation (SDC) supported the city through Nam Dinh Urban Development Project (NDUDP) in 1997. The quality of habitants' lives has been remarkably improved thanks to positive changes in municipal public administration. The development of City Development Strategy (CDS), promotion of One Stop Shops (OSS), and application of block grants mechanism are some of these.

"SDC financed urban programme has brought direct benefits to the local community and created a strong foundation for our city development and further support from other donors", Nguyen Tien Hung, Chairman of Nam Dinh Municipal People's Committee commented.

NDUDP is one of urban development programmes supported by SDC which has obtained valuable results and lessons. The first notable achievement is the development of City Development Strategy (CDS). CDS is a new and innovative approach to Vietnam as it addresses three major short comings of the country's strategic planning which include weak coordination of planning in various sectors and at different levels, lack of stakeholder consultation due to the current top-down approach, and reduced feasibility of plans owning to the failure to link objectives and strategies to resources.

SDC has supported a pilot CDS in the city from 2004 to 2006, adopting participatory and cross-sector planning of the city development approaches. Throughout an extensive consultation process, stakeholders including provincial and district officials, private business sector, academia, and civil society had opportunities to analyse growth issues, develop a vision for the future, prioritise projects, mobilise resources and monitor and evaluate the implementation. More importantly, the CDS process capitalised the enormous potential of the urban poor as development agents by supporting their participation in decision-making processes that affect their livelihood.

"Various stakeholders participated in the CDS consultation process including representatives from local community, religions and students," said Tran Manh Tien, the former Manager of NDUDP. "CDS is truly an advanced tool which can promote community participation, mobilise collective knowledge and political will."

The CDS in Nam Dinh city however is not an independent strategy. To ensure its feasibility, the strategy was built on existing government's policies and plans. The principal building blocks were derived from the Party policies, socio-economic plans, and spatial master plans at city Provincial and State levels.

While it might be early to assess the long-term overall socio-economic impacts of the CDS in Nam Dinh, the process of establishing the CDS has already yielded significant positive results in terms of capacity building and promoting more public participation in political decision making. Cities are better prepared to exploit the increased autonomy they will be granted in the course of the government's decentralization policy. According to Tien, the success of CDS development in Nam Dinh was reported at national level and became a model for other cities in Vietnam.

Besides the CDS development, SDC introduced and promoted the One Stop Shop, a public administrative mechanism that aims to provide the public, especially the poor, with a number of administrative services through a single administrative window and in an effective, efficient, accessible and transparent way.

Before the introduction of the OSS, citizens were used to bypass the system, for instance starting new businesses without license, because the procedures for obtaining basic administrative documents were unclear and paved with obstacles

and bribes. As a consequence, the government was not cashing fees for taxable services and citizens often had to pay fines or to delay their business opening by several weeks or months. In all cases, it meant an economic loss.

In addition, even for citizens with sufficient purchase power and willing to acquire, lawful documents, procedures were not clearly described and locations to obtain papers had to be searched for. It implied loss of time for both citizens and staff of professional bureaus. The poor were given difficult access to social services, and had often to pay small bribes to obtain services that should have been delivered free of charge.

As the OSS was established, citizens knew that there was only one place to go for services and it located in a convenient place, in which procedures could be explained, legal fees and terms of solutions could be checked and where staff were welcoming them during official opening hours. The introduction of OSS brings benefits to the local government, to citizens and businesses, and contributes toward the poverty reduction effort. The faster delivery of business licenses, appraisal of investment project and construction permits improves business environment and encourages investors and citizens to follow the legal procedures and pay the fees. "The first SDC-supported OSS was established in 2004 and up to now it was replicated in all nine districts in Nam Dinh City," revealed Hung. The municipal OSS is now operating in accordance with ISO standardisation".

In addition to OSS, SDC also piloted block grant mechanism in Nam Dinh. Through the mechanism, staff at administrative and political entities can prioritise their needs, make their own decisions, and optimise the way to use their funds.According to results from an evaluation conducted by SDC in March 2007, the application of block funding mechanism has met the expectations in regard to introducing a participatory approach to decision making processes, increasing transparency and working attitude, and raising awareness on reducing waste and corruption.

"Block grant mechanism has been implemented in all 12 administrative departments, down at secondary school level as well", said Hung. "The application of block grant mechanism helps us significantly in simplifying financial management for leadership at all levels and promoting the transparency".

Payment of taxes, through the OSS system (photo Vietnamese Government)

One Stop Shop, in Nam Dinh (photo SDC)

"Since municipal authorities play a critical role in programme design and implementation, their determination and commitment are indispensable", as Minh Chau, SDC Senior Programme Office talked about conditions for the success of an urban development programme. "The municipality must have a willingness in planning its future and the programme should be perceived as a contribution to resolving a widely recognized problem".

"To ensure the programme's feasibility, it is advised to consider the existing government policies at national and local level and integrate key elements of those policies into the programme," Chau added. "Support to municipalities should focus on priorities of municipal development policies and plans. Programme activities should be integrated with municipal work plans and not run separately."Chau also said that there was much capacity in the local community and the challenge was to identify, enable and strengthen those capacities, so that people could take part in programme activities, and thereby contributed to an increased sense of local ownership.

"One of our limitations is the unclear delineation of government responsibilities between provincial and municipal levels", claimed Hung. "The city's potential will be further exploited when the municipal autonomy is increased through the government's decentralisation." "Though there are still challenges but the urban development programme's results have been sustained and promoted", Hung concluded.

Khuat Quang Hung

For more information :
Urban development in Vietnam : A priority orientation for Swiss Cooperation, Urbanews N° 8, september 2003
http://www.sdc.org.vn/

Tomorrow is another day

Urban poverty : a world challenge. This fifth development cooperation brochure, edited by Françoise Lieberherr and Jean-Claude Bolay, is published by the cooperation@epfl unit in December 2007. It will soon also be available online at
http://cooperation.epfl.ch/page61831.html.
More information at: cooperation@epfl.ch

EADI (European Association of Development Research and Training Institutes) will hold its 12th European conference between 24 and 28 June 2008 in Geneva. The main theme will be "Global governance for sustainable development : The need for policy coherence and new partnership". One of the working groups will focus on urban governance. For further information go to: http://eadi.org/gc2008/

The EPFL will hold its annual development cooperation conference on Thursday 13 March 2008. Main subject: "Appropriate technological innovations for the future of cities in the South". For information go to: cooperation@epfl.ch + cooperation.epfl.ch

North-South : Contrasting views on sustainable urban development. This conference will be held in Paris between 23 and 25 January 2008. More information concerning the program is available at:
http://calenda.revues.org/nouvelle9532.html & jean-marc.rennes@pouchet.cnrs.fr

The United Nations Population Fund (UNPF) has published its annual report for 2007 on the state of the world population, entitled "Unleashing the potential of urban growth". It includes a supplement "Growing up urban". Downloadable at:
http://www.unfpa.org/swp/swpmain.htm

ISTED recently published the 8th edition of its E-letter. References for the French version: "http://www.isted.com/periodiques/Elettre/E-lettre.htm"
for the English version: http://www.isted.com/periodiques/Elettre/anglais/E-lettre.htm".

ISTED has also published "Emerging Cities. Keys to understanding and acting", downloadable in French and English on the site: www.villesendevenir.org

"2008 World Sustainable Building Conference": This third world conference organised by the Council for research and innovation in building (CIB) will be held between September 21 and 25 2008 in Melbourne, Australia. It will bring together researchers, companies and government representatives, and will deal with technical innovation for the benefit of sustainable cities the world over.

Further information at: http://www.sb08.org/