

2013

Orientations of French cooperation
in support of

urban governance



Directorate-General of Global Affairs, Development and Partnerships



Shanghai (China). © Jérôme DUPLAN

Half of the world's population now lives in towns. Very rapid urban growth is predicted for the next two decades, 95% of which will take place in developing countries because of the combined effects of rural exodus and demographics.

This rapid growth of cities in the South represents one of the global challenges which humanity will have to address in the 21st century, with **major consequences for the world's social, economic and environmental balance**. Cities will also combat climate change, through both adaptation and mitigation. Development will thus be an urban challenge in the future in cities which will become the centre of all paradoxes, where difficulties will be concentrated but also hopes.

Uncontrolled urban growth leads to a process of social and spatial segregation, making the challenges of combating poverty, organizing space and preserving the environment all the more acute. An estimated billion people worldwide already live in precarious neighbourhoods or slums without the most essential urban services such as drinking water, sanitation, waste collection, electricity and transport. These marginalized people suffer from land insecurity, which is a source of tensions and security issues. They are also the most exposed to the risks caused by environmental degradation and pollution of water-courses, groundwater and air.

At the same time, such extensive urban growth also engenders a major ecological footprint, as cities currently consume 70% of the world's energy and are responsible for 70% of greenhouse gas emissions.



The cities of the South are thus a magnifier of development challenges, particularly in terms of achieving the Millennium Development Goals (MDGs). At the same time, they are the **daily centre** of economic and social development, of enhancement of democracy centred on local authorities, of culture and of individual empowerment. Whilst they crystallize challenges, they also hold precious solutions through a new **urban governance**.

Cities are concentrations of relationships and territories of cooperation between all public and private actors, making it possible to decloister sector-specific policies and coordinate different scales. They promote the creation of synergies to address challenges which have become too complex to be handled on a single scale by a single actor.

Inspired by the concept of democratic governance, urban governance goes beyond the frameworks of urban administration and governance. It involves adopting partnership-based mechanisms for action and decision-making centred around local authorities, particularly involving the most marginalized inhabitants. Experience shows that beyond financial and technical constraints, balanced participation by all actors in the design and implementation of public policies is essential to address the needs of the greatest number of people in the most effective manner. Through these dialogue processes, urban planning and development approaches are also an exercise in learning territorial governance and strengthening local institutions, which makes it possible to construct democracy from the “bottom-up”.

It was to address this major challenge that in July 2007 we initiated debate on urban governance with

all French actors involved in urban cooperation, including the State, public establishments, local and regional authorities and elected representatives’ associations, professionals, businesses and consultancies, research and training institutions and non-governmental organizations.

The “orientations of French cooperation in support of urban governance” are the fruit of this concerted dialogue and present the shared vision of French actors as well as cooperation prospects in this field. Focused on building human and institutional capacities and on supporting multi-actor dialogue processes, these strategic orientations highlight the importance of support provided in the fields of strategic urban planning, universal access to essential services, land security and economic development, with a view to controlled urban development.

In order to bring these strategic orientations to life, the French Alliance for Cities and Territorial Development (PFVT) was launched in Paris in June 2011, in the presence of the Executive Director of UN-HABITAT.

The Alliance is a unique approach, bringing together the diverse actors of French urban cooperation to act coherently and in coordination at international level, embodying the particular attention our country pays to the global issue of building sustainable and mutually supportive cities.

Anne-Marie Descôtes,
*Director-General of Global Affairs,
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Ministry of Foreign Affairs*

Jean-Marc Michel,
*Director-General of Territorial
Development, Housing and Nature,
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Yves Dauge,
*Deputy Mayor of Chinon, former
Senator for Indre-et-Loire*

The French Alliance for Cities and Territorial Development

The French Alliance for Cities and Territorial Development (PFVT) was launched in June 2011, in the presence of Dr Joan Clos, Executive Director of UN-HABITAT.

This multi-actor platform for exchange and development of French urban expertise aims to enhance the coherence and effectiveness of our urban cooperation.

The high number of actors involved in this field requires better coordination and complementarity of their support, including with those of other bilateral and multilateral cooperations such as UN-HABITAT, the European Union, the World Bank, United Cities and Local Governments (UCLG) and Cities Alliance. In so doing, the goal is to involve France in a mobilizing process around the issues and challenges raised by urbanization, the new ambitions and obligations relating to sustainable development, a shared vision and to make cities a priority of its international action.

A common approach

The French Alliance for Cities and Territorial Development is **committed to working for more inclusive and sustainable cities and territories** through:

- **a comprehensive approach to urban territories**, including strategic planning in sustainable development objectives, for cities which are compact, sustainable (with low consumption of energy and space), poverty-reducing (social cohesion and accessibility), diversified and mixed (social and functional mix);
- **openness, to which our country accords full importance, from public policy to private sector involvement, notably** in the framework of a mixed economy;
- **support for urban governance initiatives.**

These principles are founded on the belief that cities are at the same time:

- multiple **territories** both central and peripheral, administered at different levels and structured in networks of all sizes, forming an urban framework;
- **populations**, the most disadvantaged of whom must be the main beneficiaries of development;

- **institutions** and local governments with which long-term dialogue and commitment should be established;
- **project ownership and management organizations** in charge of preparing and implementing strategies and projects;
- **urban governance mechanisms;**
- **professionals**, be they public or private.

Founded on deep knowledge of local contexts and on the construction of partnerships, the **French offer** draws its political legitimacy from dialogue with its partners. It is integrated and brings together fields which are usually handled in a sector-specific manner. The French Alliance for Cities and Territorial Development is the basis for the formulation of its principles.



Curitiba (Brazil). © ISTD/Hotton



The partners

- The PFVT brings together French urban cooperation actors: the State, public establishments, local and regional authorities and elected representatives' associations, professionals, businesses and consultancies, research and training institutions and non-governmental organizations.
- It is co-chaired by Mr Yves Dauge, former Senator and Deputy Mayor of the city of Chinon; the French Ministry of Foreign Affairs (MAE); the Ministry of Territorial Equality and Housing (METL) and the Ministry of Ecology, Sustainable Development and Energy (MEDDE).
- Its technical secretariat is currently provided by Adetef.

The aims of PFVT

- **Provide a platform for exchange and capitalization** on cities and territories between French urban cooperation actors.
- **Promote common positions** to participate in the international debate.
- **Develop French urban expertise** in liaison with local expertise so as to offer partners in the South better-coordinated and better-integrated responses.

The activities of PFVT

Leading thematic working groups

On the basis of experience exchange, the working groups, which are open to all PFVT members, produce recommendations to improve practices in urban cooperation and assume a common position in the international debate.

The PFVT is in particular a forum for dialogue between urban research and international cooperation circles.

Participation in international events

The PFVT structures the participation of its members in international events in order to enhance the integration of urban and territorial issues in the world agenda. Events include:

- **the World Urban Forum**, organized by UN-HABITAT;
- **Africities, the summit of African local and regional authorities**, organized by United Cities and Local Governments of Africa (UCLGA).

Capitalization and communication

- Website: documentation, exchanges between members, newsletter.
- Up-to-date documentation: publications on the themes of cities and territories.
- Newsletter from French urban development cooperation actors: *Villes en développement* ("Developing Towns").

The functioning of the PFVT

Its working methods and financing are laid down in a partnership agreement. Through membership, its members pledge to develop the partnership's programme of action, in particular by participating in its thematic and event-specific working groups.

Its activities and the implementation of its multi-year working programme are supported by a technical secretariat which is currently provided by Adetef.

The implementation of this partnership will make it possible in particular to **build a common portal for the French urban cooperation offer** and to facilitate collaboration and partnerships between the various actors. It will also make it possible to consider the **upstream** financing arrangements for **"intelligence"** diagnostics, exploratory initiatives and the creation of demonstration pilot programmes based on the incentive programmes model.

The challenges

Urban growth of unprecedented magnitude

Towns are currently experiencing an unprecedented phase of growth, combining urbanization and demographic growth. In 2007, the urban population sur-

passed the rural population for the first time. In 2030, there will be 5 billion city-dwellers worldwide according to UN-HABITAT forecasts, representing 60% of world population.

95% of this growth, which will increase the complexity of running towns, including in cultural matters, and

" LA GOUVERNANCE URBAINE DANS TOUS SES ÉTATS " (URBAN GOVERNANCE IN ALL ITS FORMS)

Researchers working in the framework of the Urban Development Research Programme (UDRP), which was supported by the French Ministry of Foreign Affairs from 2001 to 2004, highlighted six themes for consideration:

- urban governance, representative democracy and participative democracy;
- subjects of comparison in Latin America, Africa and Asia;
- relations between the public and private sectors, renewing State legitimacy (based on the Moroccan example);
- decentralization and local government: the legitimacy at territorial level of urban development;

- urban transition and "metropolization" (based on the Vietnamese example);
- dissidence and urban recessions: management of urban chaos.

This programme led to the publication by the Ministry of Foreign Affairs of the study *La gouvernance urbaine dans tous ses états* (Urban Governance in All Its Forms).

According to Annik Osmont et al. (GEMDEV), "Urban governance is the subject of debate in the scientific community. It is a portmanteau and a blurred, polysemic concept. Yet it has, for several years, been part of the essence of urban cooperation. [...]"



Urban neighbourhoods in Addis Ababa (Ethiopia). © ISTD



which will increase internationalization, will take place in the developing world. These towns, which have been seeing strong growth for many years, will be home to 4 billion inhabitants, close to **80% of the world's urban dwellers**.

The cities of the South play a major role in economic development dynamics, even if their strong growth does not always come with corresponding job creation. This is particularly in Africa.

The term “governance” in fact refers to two aspects: that of producing conceptions, or even doctrines, which will model the urban reality and build models for intervention in the city; and that made up of all the practices of governance.

The think tank selected two essential points which characterize urban governance. On the one hand, there is the construction of an urban governance scene, which reveals a singularity in the processes, the variety of situations and particularly their complexity. The variety of national and local action frameworks, combined with the fast-growing number of actors, blurs the governance mechanisms which previously prevailed. However, [...] governance is an evolving system, which is characterized by its positioning between liberal injunction and democratic requirements. An indefinite number of actors participate in a process of management, urban planning or development of an urban territory through negotiation. On the other hand, it is notable that the terms of “governance” and “regulation” have become almost inseparable. Regulation, whatever its form, is accepted as aiming to regulate the balance of relations between the actors concerned, recognized within governance mechanisms, in order to achieve concrete decisions which are validated by stakeholders. As the objective is to achieve negotiated compromises, this presupposes the existence of a democratic framework. The regulation mechanisms which are thus identified can be seen as essential conditions for the long-term continuity of urban governance mechanisms.

These two points imply that leaders must constantly consider the following question: which governance mechanisms are adapted to which aims? Their initiation requires constant clarification of several logics which are not always easy to reconcile: administrative logic, social logic and political logic.”

It is in cities that the challenges of development are crystallized and that these challenges will be resolved, along with their local areas.

Stakes and challenges of urbanization

Cities are the prime centres of culture, social and political relations and wealth creation. They offer undeniable opportunities for individual emancipation. Cities are an ongoing project where innovative lifestyles, new values and new social codes are continually established. However, most cities currently suffer from:

- poorly controlled urban growth and sprawl;
- rapid expansion of informal neighbourhoods and slums, where the security of land tenure is not guaranteed;
- insufficient population access, particularly amongst the poorest people, to essential services, including to drinking water and sanitation, which increases health risks, to public transport, and to decent housing;
- food insecurity and malnutrition;
- increased social and functional fragmentation of their territories;
- constant destabilization of populations due to land speculation;
- environmental degradation linked to all types of pollution;
- increased exposure to natural and technological risks but also in terms of public security, due in particular to crime and violence;
- the accelerating disappearance of cultural specificities and tangible and intangible heritage.

This situation often leads to increased **social and spatial segregation, health and economic risks and insecurity**, while the institutional, financial and technical instruments capable of spawning and orienting development are either inexistent or unsuitable to address the challenges.

In addition to these challenges comes the need to reduce greenhouse gas emissions, combat climate change and link this global issue to the local concerns of improving living conditions.

For the sustainable development of urban territories and their populations: from urban management to democratic urban governance

The comprehensive approach to urban development challenges, which involves simultaneously improving city living conditions, urban productivity through improved infrastructure, particularly economic, and the integration of the social, environmental and economic

FINANCING SUSTAINABLE URBAN DEVELOPMENT

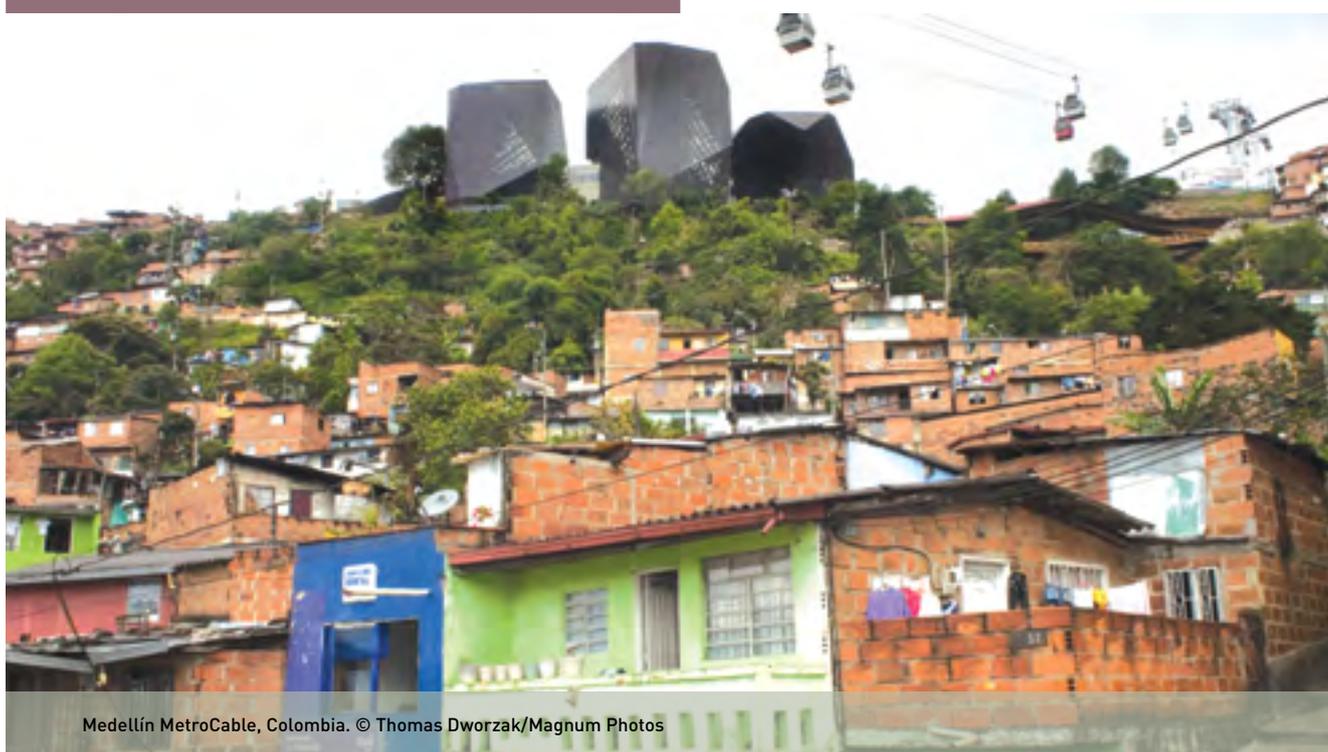
Between 1997 and 2011, the AFD (the French agency for development) allocated €6 billion to urban development. It supports the Kisumu urban project and local authority in Kenya in waste management, rehabilitating of slums, and providing equipment and networks through a loan of €40 million passed on as a gift to the municipality. The AFD also financed, to the sum of €190 million through a direct loan to the Colombian city of Medellín, the project for a rubber-tyred tram and urban gondolas which is part of the municipal programme to extend the city's public transport system.

www.afd.fr

goals of sustainable development, takes on particular importance in the framework of decentralization, which effectively increases the responsibilities of local authorities. This comprehensive approach is widely shared by donors and local actors but rarely put into practice.

French urban cooperation contributes support both for actors in charge of defining urban strategies and policies and by reinforcing the relevant institutional, administrative and financial frameworks to ensure comprehensive funding for sustainable cities and to enable their implementation.

Since 2006, France has had a "Governance strategy" to address the multiple challenges of development and strengthening the rule of law, democracy and human rights, including economic, social and cultural rights. Building on the support our country provides to decentralization and deconcentration processes, this strategy promotes democratic governance defined as "the art of governing, adapting the management of public affairs to different territorial scales, regulating relationships within society and coordinating the intervention of a multitude of actors".



Medellín MetroCable, Colombia. © Thomas Dworzak/Magnum Photos



DECENTRALIZED COOPERATION BETWEEN OUAGADOUGOU (BURKINA FASO) AND THE GREATER LYON URBAN COMMUNITY

Initiated in the 1990s, this decentralized cooperation launched a debate in the 2000s on the development of the capital of Burkina Faso, Ouagadougou (Agenda 21, the first land occupation plan, urban mobility strategy). A triangular cooperation partnership is now underway between different local authorities from the two metropolitan areas, donors (AFD and the European Union), supported by city planning organization Agence d'urbanisme de Lyon.

It supports enhancing the capacities of municipalities and building strategic urban infrastructure (roads, markets, etc.).

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www.urbalyon.org

With this approach, governance impacts a range of aspects, including territorial (from local to global levels), economic (public, private or mixed), societal (expression of users' needs and interests through their participation), environmental, political and cultural. It concerns capacity building (human and institutional), interaction between the various fields (social, economic, political, administrative, etc.) and the different territories, starting with neighbourhoods.

At local level, the fundamental level of democratic governance, local governance appears to be a condition to support sustainable development adapted to the needs, interests and rights of populations and to tend towards the achievement of the Millennium Development Goals (MDGs). The European Charter on development cooperation in support of local governance¹ states that local democratic governance constitutes a "decision-making and implementation process of public policy that, around local governments [...], encourages an equal participation of all stakeholders of a territory (State, citizens, civil society, private sector), reinforces accountability towards citizens and responsiveness to social demands in seeking for the general interest".



View of a street in the outskirts of Ouagadougou, Burkina Faso. © Christian Sozzi/Agence d'urbanisme de Lyon

1. The European Charter on development cooperation in support of local governance was prepared in 2008, on the initiative of the French presidency of the European Union in collaboration with the Commission. This charter, established through a multi-actor process, was appended to the Commission Communication entitled "Local Authorities: Actors for Development". It was the subject of Council conclusions, adopted on 11 November 2008. In line with the concept of democratic governance, it sets forth principles and procedures for improving the efficiency of cooperation pertaining to local governance and support for decentralization.

At the level of urban territories, urban governance covers the work of all actor mobilization and coordination work, as well as that of communities and institutions, aimed at establishing a shared vision of sustainable city development and the achievement of collectively and democratically negotiated projects.

Conceived in such a way, urban governance reveals a complex, pluralistic urban world. Local authorities, in particular when they are democratically legitimate, must find common ground among the different actors (the State, associations, economic actors and civil society), while being given the powers, competencies and resources from the State needed to successfully fulfil this role. This is linked to the approaches and strategies used by the various actors involved in urban development and encourages all involved to reach negotiated compromises.

Marked by the importance of consultation and participative processes, urban governance develops partnerships that make actors more accountable, encourage their cooperation and unite them around the level of political decision, thereby encouraging the definition of a framework to give meaning to urban action². The participation of residents is linked to the issue of citizens' right to the city and the recognition of citizenship in the broad sense, itself associated with that of urban citizenship³.

SUPPORT FOR URBAN GOVERNANCE AND LOCAL TAXATION IN SUB-SAHARAN AFRICA

The Ministry of Foreign Affairs (MAE) launched in 2011 a multi-year "Priority Solidarity Fund (FSP) on Strengthening urban governance and local taxation in Sub-Saharan Africa". This project, for a sum of €2 million, aims to build the capacities of the State and local and regional authorities in terms of urban planning, mobilizing local resources, and local financial governance in Togo, Burkina Faso (Ouagadougou, Koudougou, Fada N'gourma and Tenkodogo), Cameroon (Bertoua), Mali (Bamako), Mauritania (Nouakchott) and Senegal (Saint-Louis).

www.diplomatie.gouv.fr



Dialogue on rehousing in the El Mina neighbourhood of Nouakchott, Mauritania. © Groupe Huit

2. Georges Cavallier, "Introduction à la notion de gouvernance", in a colloquium entitled "Territoires et sécurité", ENA, 1999.
3. In "La gouvernance urbaine dans tous ses états. Analyses et propositions du groupe de réflexion sur la gouvernance urbaine" (Urban Governance in All its Forms. Analysis and Proposals from the Think Tank on Urban Governance), by Annik Osmont, Charles Goldblum, Jean-François Langumier, Émile Le Bris, Claude de Miras and Clément Musil, French Ministry of Foreign Affairs, January 2008, 67 pages, p. 50.



FRANCE'S MOBILIZATION IN SUPPORT OF ACCESS TO BASIC SERVICES FOR ALL

France actively supported the drafting and adoption by the Governing Council of UN-HABITAT of the International Guidelines on Decentralization and Access to Basic Services for All in 2007 and 2009. The Guidelines, the first UN text dedicated to this strategic theme for the achievement of the Millennium Development Goals (MDGs), aim to support States and local authorities in institutional reform and provide operational recommendations focused on governance which make it possible to clarify the responsibilities of the different stakeholders, including the State, local authorities, users and service providers. During the fifth World Urban Forum in March 2010, UN-HABITAT entrusted France with the role of spearheading the implementation of the Guidelines internationally. The Ministry of Foreign Affairs (MAE) supports five national pilot programmes in partnership with UN-HABITAT in Senegal, Burkina Faso and Laos, as well as with the French Institute for Public-Private Partnerships in Togo and the Comoros. Veolia Environnement has for its part supported a programme in the Mexican city of Aguascalientes. The MAE also supports United Cities and Local Governments (UCLG) in drawing up the international Gold III Report on decentralization and access to basic services.

More integrated than urban management, urban governance concerns the territorial configuration of urban development (and how it evolves), the systems defining relationships between local governments, both elected and non-elected, and other forms of local authority, contractualization procedures between private and public actors and mechanisms of urban project ownership. It also concerns the relationships between the various territorial levels in the political, regulatory, financial, economic, social and cultural spheres. **Positioned upstream of urban development's operational sphere, urban governance cannot be dissociated from this sphere. It is the framework of development and, as a process, adapts to continual changes in the mechanisms and content of action.**

France wishes to support the concerned actors to help them rise to the challenges of urbanization and devise and implement their own policies and strategies with regard to urban planning, sustainable urban development and combating poverty.

These orientations constitute the basis of **France's urban cooperation offer** which brings together domains that are typically handled using a sectoral approach relying on the implementation of the **French Alliance for Cities and Territorial Development (PFVT)**, a multi-actor platform for dialogue and development of French urban expertise, aimed primarily at enhancing the effectiveness of French urban cooperation.



Unsanitary toilets in Port Harcourt, Nigeria. © IRD/Pérouse de Monclos

Principles of action and orientations

- **Support our partners and help them adopt a comprehensive approach to territories, within the broader objective of coherency among territories, taking into account networks of large, medium and small cities.**
- **Coordinate the different levels, from the neighbourhood to the urban area.**
- **Assist the definition of priorities for action in cities.**
- **Enhance project ownership and intellectual investment in professional expertise and training schemes.**

The impact of urban cooperation projects is measured in the medium and long term. Grounded in a strategic vision of territories, our cooperation must encourage such investment and promote the establishment of lasting local partnerships.

Our support, coordinated with that of other donors, must build sustainably the capacities of urban governance actors, particularly the public sector, by including institutional support (for instance support of multi-actor dialogue mechanisms), training initiatives and support to networks offering skills and expertise.

Providing institutional support for public urban planning and development policies

Supporting strategic planning, during design and execution phases

Most Southern cities lack urban development plans that are truly efficient and respected. Existing plans are often obsolete; local actors rarely take ownership of them and they are mostly disregarded by decision-makers. The approach that consists in combining a long-term vision with short-term actions, linking spatial planning and investment and mobilizing all actors concerned, is making little headway in developing countries.

A cooperative effort is therefore needed to combine preparation and implementation of urban strategies with strengthening governance and local capacities.



Children walking to school in Bogota, Colombia. © IRD/Vincent Gouëset



French cooperation can help cities prepare and implement their sustainable urban planning and development strategies and policies. **In doing so, its goal is to give priority to a comprehensive, cross-cutting approach to cities.** It must also help refine knowledge of local environments and that of partners and to assess the resources and room for manoeuvre available to decision-makers and local professionals, particularly in terms of planning resources (legal, strategic and operational).

First of all, this refers to instruments to help understand and better know cities, including geographical information systems, remote sensing, land registry and addressing approaches, as well as to adapt to the local context.

Porting the implementation of urban project ownership

France attaches great importance to public policy and supports the openness of public policy to private sector intervention, within a contractual framework, or, when appropriate, within the framework of a mixed economy

(regional coherence and complementarity between public policies and public-private partnerships). Urban project ownership is public since it is under the responsibility of elected officials. It can be delegated to private organizations in the framework of agreements that necessarily include control mechanisms carried out by prime contractors, which must be capable of exercising this control.

Specifically, French cooperation must make it possible to help local authorities establish and monitor public policies, fulfil their role as leader and reinforce their legitimacy and competencies in order to assume and provide public services while ensuring the financial sustainability of actions performed, with a view to ensuring sustainable urban development.

Supporting the organization of local finances, with a view to improving collection of resources

This means helping France's partners define policies to finance their urban strategies and to translate them into financially sustainable investment programmes.



Osogbo (Nigeria). © Nicolas Teindas

Developing training, research, expertise and experience-sharing

Developing training initiatives coupled with institutional support

Institutional support aimed at sustainably building the capacities of local actors, public in particular, will be combined with **training and other initiatives to support networks offering specific skills and expertise**. Training initiatives will affect national officers as well as actors involved in the field (territorial actors, including elected representatives, territorial officials, public service administrators, social organization managers and economic actors). These initiatives will enable France's partners to develop their own engineering in this area. The French cooperation will prioritize local contracting so that applied and vocational training programmes are an opportunity for skills transfer. It will also promote trainer training and will ensure long term continuity.

Encouraging research and renewal of expertise

Urban governance is also an object of research whose analysis contributes to improving performance in an area that is undergoing major change.

Academic research and theoretical construction will help form a **basis for the training of new generations of experts, from the North and South** (through training from the highest levels of initial training and specialization, intended for both instructors and professionals/experts, to continued education for the various operational levels). Initiatives aimed at observing governance processes will be encouraged and supported by our partners' institutions, based on a cross-analysis between North and South.

These initiatives will also involve French centres abroad operating under the authority of the French Ministry of Foreign Affairs, incorporating local and French researchers around programmes that have been agreed upon with national and local authorities, and with regional institutions and organizations. Through such initiatives, these centres will contribute to the capitalization and analysis of governance practices and to the renovation of observation methods. Similarly, partnerships between French establishments and their counterparts will be encouraged.

Reinforcing experience-sharing and decentralized cooperation

Cooperation between local authorities is an effective and pertinent instrument for encouraging the sharing of expertise and supporting emerging public project ownership. It emphasizes not only sector-specific experience but also the cross-cutting comprehensive approach to sustainable development promoted by local and regional authorities and their elected representatives. Decentralized cooperation is emerging as a specific tool for French action in sustainable urban development practices.

In the same vein, exchanges between the professional actors of Northern and Southern urban development must be stepped up.



The implications for urban development policies

The French offer of support for urban governance brings together fields which are generally treated in a sector-specific manner: the rehabilitation and development of urban heritage, land policies, tackling urban poverty through access to basic services for all and decent housing, and economic development.

As a priority, this offer addresses needs in strategic planning and support for design, implementation and follow-up of urban policies and strategies.

Supporting policies for the rehabilitation and development of historic urban centres

France is one of the first countries to have taken into consideration, protected and showcased its **architectural, urban and scenic heritage**. This expertise contributes to its cultural influence, whilst heritage arouses increasing interest from States hoping to gain international recognition and the economic advantages – particularly those linked to tourism – that come with it, as well as affirming their identity in a globalized context.

It thus means promoting an approach with our partners allowing consideration of heritage in their urban and territorial development projects, fostering requalification and sustainability (requalification of territories and sustainable urban planning and development) and restoring knowledge of the built environment in planning processes.

French cooperation must help local actors to design and conduct projects for the preservation and development of their ancient centres which are the motors of comprehensive urban territory management. The values associated with heritage (value for history, urban identity, usage value, structure provided by layout, etc.) contribute to fostering the development of cities as well as the economic and social development of their populations.

France's support in the framework of its partners' specific governance processes may concern the complete chain of actions, including inventories, legislation, mobilization of human and financial resources, support for operational implementation, and capi-



Banks of the Ganges, India. © Jérôme Duplan

talization. In so doing, French cooperation supports particularly participative initiatives enabling concerned populations to become the trustees of heritage-related issues attached to their surroundings.

The relevance, impact and effectiveness of urban heritage actions should be established, while “cultural added value” will reinforce the effectiveness of interventions in terms of economic and social development. In the framework of support for **policies to rehabilitate and develop ancient centres**, sustainable tourism development must also be promoted.

DEVELOPING THE HERITAGE OF LUANG PRABANG, LAOS

Following the addition of the city of Luang Prabang, Laos’ former royal capital, to the UNESCO World Heritage list in 1995, decentralized cooperation to conserve and develop its heritage was put into place between the French city of Chinon, UNESCO and the Government of the Lao People’s Democratic Republic,

as well as the French Ministry of Foreign Affairs and the French Ministry of Culture and Communication.

This cooperation made it possible to undertake a deep urban diagnostic as well as to create a Maison du patrimoine (heritage house), which produced the first legal and enforceable document: the “Protection and Development Plan”. It has provided support to build heritage, crafts and tourism policy planning capacities, as well as to develop 10 villages in the protected sector.

This process was then extended to draw up an urban development strategy.

The city of Chinon and France’s Centre region contributed to creating the municipality of Luang Prabang in the framework of implementing Laos’ decentralization, including by building administrative capacities and undertaking population outreach operations regarding urban and environmental themes. Lastly, this cooperation contributed to cooperation projects in the fields of water management and the development of the Mekong’s river heritage.



A city street in Luang Prabang, Laos, showing the traditional living environment. © IRD/Jean-Pierre Montoroi



Supporting the reform of land law and policies

In most cities in developing countries, land occupation is greatly afflicted by legal insecurity. This is a major disabling factor for both the economy and democracy. In these cities, only a small minority of the population often benefits from the protection of land ownership laws, and most land transactions are conducted outside the law, at the risk of the parties.

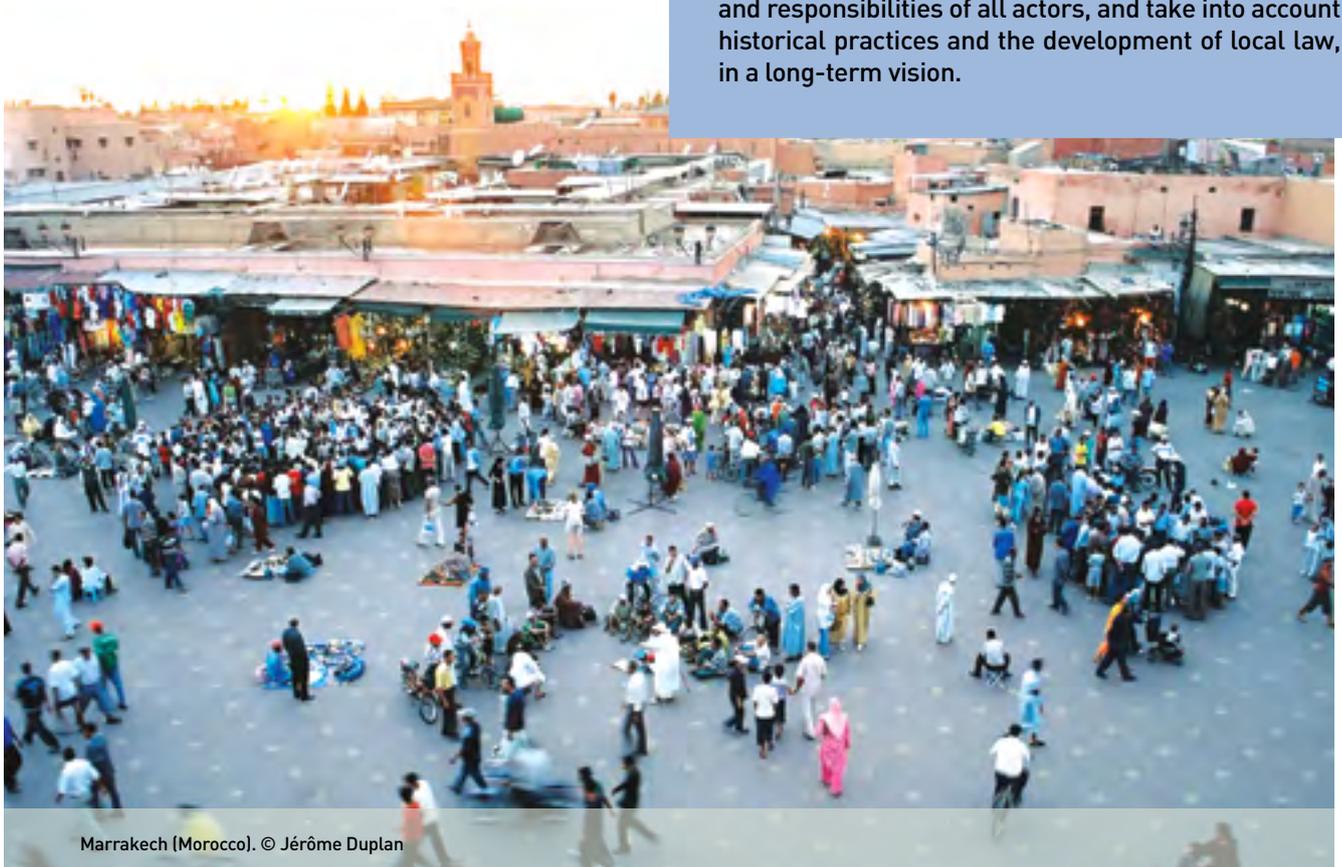
Strong demand to secure the rights of inhabitants on their land is expressed everywhere, and changes in land law to take into account “customary” practices appear necessary to ensure security and transparency in a context where competition for control of land is worsening.

There have been numerous attempts at reform, sometimes mobilizing significant international aid. However, these attempts were all too often constrained by principles originating in colonial law, which make access to land ownership the privilege of a small minority.

LAND POLICIES

Land policies aim to regulate the often overlapping forms that the use of land and its resources can take, as well as means of their access and transmission. This issue is particularly sensitive in urban/suburban/rural relations. Land policies are an expression of the choices of governments in terms of socioeconomic and political organization and are a central focus of governance, as they are a crossroads of history, the economy (combating poverty, agricultural performance, food security and access to essential services), the law, environmental challenges and sociocultural practices (foundations of identity and citizenship).

In the context of unprecedented urban growth, the capacity of cities to meet demand for land and housing will be decisive for the competitiveness of territories and their “efficiency” in terms of economic and social development. The issue of housing policies must also be viewed in the light of agricultural policies and food security, as city building and feeding inhabitants is a twofold challenge. In the face of conflicts between stakeholders and users and contradictions between positive, customary and religious law, which are often sources of conflict, land policies must be founded on territorial dialogue and a balance between the rights and responsibilities of all actors, and take into account historical practices and the development of local law, in a long-term vision.



Marrakech (Morocco). © Jérôme Duplan

THE “LAND AND DEVELOPMENT” TECHNICAL COMMITTEE

The “Land and Development” Technical Committee, a think tank founded in 1996, brings together experts, researchers and French actors involved in cooperation to support land policies. The Committee has been steering the mobilizing project “Support for drawing up land policies” since 2006, under the supervision of the AFD and the Ministry of Foreign Affairs, supported by the Research and Technological Exchange Group (GRET).

This led to:

- the drafting of the White Paper of French cooperation actors: *Gouvernance foncière et sécurisation des droits dans les pays du Sud* (“Land governance and securing rights in the countries of the south”);
- the creation of the French-language “Foncier et Développement” (Land and Development) portal: www.foncier-developpement.org;
- support for the production of new knowledge by supporting research projects involving both French and foreign researchers;
- collaboration with GISA, the French inter-ministerial group on food security to draw up a French policy paper regarding large-scale land grabbing and responsible agricultural investment;
- organization of an international exchange workshop on land management at community level in West Africa and Madagascar;
- monitoring of land policies and support for reform processes;
- organization of an AFD conference-debate on the progress, issues and challenges to address, in order to make the land issue a lever for sustainable African development.

As the problems encountered are shared by numerous countries, at least within a single region, France proposes to support initiatives conducted at supranational and multilateral levels, in particular by UN-HABITAT.

It is also useful to take into account the past experience of developed countries, where secure land tenure never involved land registry or administrative procedures, only legislative and legal reforms of general application.

The recognition of land property and usage rights, be they individual or collective, must of course not lead to impasse on the regulation of competing usages of land and related rights. This regulation involves reflection on the evolution of systems administrating



Kibuye Market in Kisumu, Kenya. © G. Josse/AFD



land rights, with enhancement of structures which must improve governance. One of the gains in recent years is to have highlighted the importance of negotiation among actors in the definition of governance at all territorial levels.

The definition of land policies requires debate from local to national levels, which alone is capable of building a long-term consensus leading to compliance with legislation and regulations and to a mutual recognition of rights. Land policies are one of the most consistent sources of governance learning, given the great extent to which legal, financial, technical and market access issues are connected.

Land policies require the reconciliation of contradictory economic, political and social goals, as well as public and private interests. They prioritize

integration, particularly through combating evictions, and also help fight urban sprawl, which is costly for inhabitants and environmentally destructive. This is a matter not only of securing land access for potential investors, but also of moving beyond customary land management and meeting the needs of supra-communitarian public planning, which is a local government responsibility.

French cooperation supports both reforming legislation and regulation and updating administrative systems for land rights in countries which want to undertake reforms. It also aims to improve access to information and promote experience-sharing for the definition of land policies.

Lastly, it is a matter of helping **build the capacities of public stakeholders, local government and grassroots organizations** in drawing up diagnostics and proposals and participating in land governance. French cooperation also provides operational support and expertise in the implementation of these policies.



ATELIERS INTERNATIONAUX DE MAÎTRISE D'ŒUVRE URBAINE, CERGY

This international network of professionals, academics and decision-makers in urban development assisted the municipality of Rennes and its partner, the municipality of Diyarbakır in Turkey, in exploring alternatives to conventional urban renewal and to rehousing the inhabitants of the illegal settlement Ben U Sen.

www.ateliers.org

Combating urban poverty: supporting access to essential services and decent housing

“Local democratic governance and decentralisation [and urban governance] is an enabling framework to fight against poverty and inequities, to achieve the Millennium Development Goals and for the respect of Human rights (including economic, social and cultural rights)⁴.”

Rapid urbanization, the lack of decent urban jobs and the shortcomings of city planning and management are some of the causes behind the urbanization of poverty. Urban growth is potentially positive if it brings sufficient economic development to generate the employment and revenues needed as well as food security. Without these positive outcomes, cities are increasingly segregated into under-equipped and residential neighbourhoods, where spatial and social divides are mutually reinforced. The difficulty of accessing land, essential services and housing is one of the non-monetary aspects of poverty. What the United Nations Development Programme (UNDP) refers to as “human poverty” is reflected in the growing number of slums in many urban agglomerations.

Supporting the delivery of essential services, particularly in terms of energy, drinking water, sanitation and waste collection

It is important that these services be adapted to cultural practices and the technical and financial capacities of populations, and that they be based on national sector-specific policies.

These services are delivered and managed thanks to cooperation and coproduction involving the State, local and regional authorities, the population, public services and the private sector, knowing that public authorities acquire legitimacy largely thanks to their ability to provide these services to the entire population. Their implementation requires *ad hoc* organizations, created for their specific structure but also for the culture, customs, training and experience of their members (capacity for dialogue and cooperation reinforced by experience-sharing) and holding suitable financial resources.



Rubbish in Koumassi, Côte d'Ivoire. © IRD

4. European Charter on development cooperation in support of local governance.



Delivery of these services involves action at three complementary levels:

- **at the political level, and particularly regarding international recognition of the fundamental principles for access to essential services**, the International Guidelines on Decentralization and Access to Basic Services for All were adopted by the UN-Habitat Governing Council in 2007 and 2009. They aim to help national and local authorities implement reforms promoting access to these services for all. They are fully compatible with France policy regarding local democratic governance. We must now foster their dissemination, particularly within the network of our cooperation, and support governments in their implementation by involving their local authorities, civil society and the private sector and by ensuring their environmental impact is managed;

- **in terms of financing**, French cooperation aims to supplement local resources by providing not only capital in the strategic sectors but also expertise in the form of financial engineering.

It may be combined with arbitration between funding by tax-payers, users, loans and international solidarity, to the benefit of poor and disadvantaged populations.

- **in terms of governance**, delivering basic services helps initiate change in the way institutions are run, combined with a learning effect. There is a high potential for progress in the way these services are managed, particularly concerning energy and water supply and public transport. In these areas, French cooperation must be able, beyond the promotion of best practices, to play a key long-term role in building the capacities of municipalities and all actors to streamline the provision of services and improve urban efficiency.



THE INTEGRATED SUSTAINABLE DEVELOPMENT GUIDELINE FRAMEWORK OF BINH DUONG PROVINCE, VIETNAM

The teams of Artélia, in partnership with AREP Ville, have drawn up a guideline framework for this province of 1.5 million inhabitants, centred on a sustainable development and climate change adaptation strategy. This framework covers the major challenges of urban development, including transport and mobility, energy and climate, integrated water resource management, and waste management and development, with a historic ecological approach.

www.arteliagroup.com

Urban centre in Vietnam. © ISTED/Rengifo

Helping poor populations access better housing

The right to decent housing is a recognized economic and social right and is a key sector of for French cooperation. Policies concerning habitat and social housing aim to ensure decent housing for all through public aid, in particular for the most disadvantaged populations. These policies are necessarily based on partnerships and the co-production of housing implying:

- national political commitment, which can be brought forward or reinforced through our cooperation;
- public authorities that are prepared and populations that are involved in defining housing.

Providing better housing to the most disadvantaged populations means helping them access land and the funding required to build decent housing more easily. In this framework, our cooperation supports our partners' approaches enabling the housing issue to be dealt with at agglomeration level, in both urban centres and new neighbourhoods.

THE ACTIVITIES OF GRET (ASSOCIATION OF PROFESSIONALS FOR FAIR DEVELOPMENT) IN SUPPORT OF PRECARIOUS NEIGHBOURHOODS IN MOROCCO

From 2009 to 2011, the French NGO, GRET, conducted an evaluation and impact assessment of the slum and shantytown clearance action programme (PARHIB), concerning more than 300,000 people in five Moroccan cities.

www.gret.org

Feeding cities and combating malnutrition

It aims to support production, processing and sale of agrifood products which are revenue creators.

Supporting city economic development policies

Local authorities are increasingly involved in the economic sphere. In addition to their initial duties, they have an important role to play to ensure that both public and private economic actors can take the best possible action in support of economic development.

Today, the interaction of these authorities with those involved in economic development, professional training, academia and research has become decisive. Faced with the globalization of the economy, local authorities now have every reason to facilitate the development of local productive systems, centres of excellence and competitive clusters and any form of strategic planning and development actions that foster economic development, such as boosting urban attractiveness and supporting the implantation of economic activity.



Favela inhabitants, Brazil. © UNESCO/Robinson



In the economic realm, cities are naturally in interaction with the region that surrounds them, as well as with other large and medium cities, both nearby and far away. These relationships, which are beneficial to the development of all the territories, should be encouraged and organized. Local elected officials are responsible for promoting this type of cooperation. In this framework, cooperation strives to **build the capacities of our partners interested in this approach**. In particular, it supports cooperation with French competitive clusters and centres of excellence and promotes the decentralized cooperation of French local and regional authorities working in this area.

Promoting governance in support of sustainable urban development

A city's challenges must be handled using an approach that differs based on the region (emerging or less developed countries, Mediterranean rim). This approach should be part of a sustainable development strategy that respects the environment, fully controls land occupancy and greenhouse gas emissions, includes policies to adapt to climate change and offers inhabitants a social and economic framework that fosters integration.

This strategy is in line with French support to processes that increase decentralization and the accountability of elected local authorities.

To learn more about the French Alliance for Cities and Territorial Development, contact:

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Directorate-General of Global Affairs, Development and Partnerships
Development and Global Public Goods Directorate
Democratic Governance Department

Directorate-General of Global Affairs, Development and Partnerships of the French Ministry of Foreign Affairs

The missions of the French Ministry of Foreign Affairs are:

- summarize information on the changing global economy and put it into perspective, prepare decisions on the French government's foreign policy;
- draft France's foreign policy;
- coordinate France's international relations;
- protect French interests abroad and assist French nationals outside France.

The creation of the Directorate-General of Global Affairs, Development and Partnerships (DGM) in April 2009, as part of the reform of the Ministry, enables diplomacy to anticipate, identify and respond to the challenges of globalisation more effectively.

Confronted with global issues that have a direct impact on the lives of our citizens and multiple actors, the Ministry intends to emphasise the need to tackle global issues, in the firm belief that every major economic, cultural and societal issue calls for collective action with more outward focus, anticipation, interministerial coordination, responsiveness, interdisciplinarity and a resolutely European approach.



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