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Hanoi (Vietnam)

ISTED, Xavier Crépin

## Urban Governance and Cooperation

In 1950, less than a third of the world's population lived in cities. In 2007, the urban population will have outgrown the rural population and in 2030 two-thirds of the world's population will be city dwellers. How should we react to this massive process of urbanization, which is particularly marked in developing countries? While poorly controlled urban growth can generate inequalities and poverty, the ratchet effect produced by cities on the economy of a country and their potential as trading areas open to the world should encourage us not try to impede urban growth but rather to seek ways of guiding it.

Past experience has shown us that a response to this challenge requires more than sectoral approaches to the city: the complexity and multiplicity of urban problems and the large number and diversity of stakeholders make a comprehensive approach be indispensable. This is what we mean by Urban Governance: bringing together the principal stakeholders at the level of political decision making, by fixing a framework which gives meaning to urban action<sup>1</sup>.

French development aid places local public authority at the centre of this debate: as a result of its proximity, democratic legitimacy and comprehensive vision of the territory, local authorities are the natural principal stakeholder in urban governance, at the interface between central government, which guarantees the principal territorial equilibria, and civil society which is an es-

sential actor in local management.

The issues of urban governance are widely discussed today in multilateral forums such as UNO-Habitat, UNITAR, The World Bank and Cities Alliance. As regards France, on 20 July 2004, the CICID (Interministerial Committee for International Cooperation and Development) clarified the division of roles between the AFD (French Development Agency) which plays a central role with regard to urban development, and the Ministry of Foreign Affairs, which has responsibility for issues of governance. A system in which decentralized cooperation based on a political and global vision of the city shared by two elected officials ought to be encouraged.

The time is now right to launch, with all the actors involved in French development aid, a joint process of reflection to consider the concept of urban governance and the concrete strategies to be implemented: this is the aim of the working group the Sub-Directorate for Democratic Governance at the Ministry of Foreign Affairs intends to set up. We hope this issue of *Villes en Développement* will help lay down the basis for discussion. ■

Philippe Etienne

Chief executive of the international  
co-operation and development department  
Ministry of Foreign Affairs

1. Georges Cavallier, in *Introduction à la notion de gouvernance, given at the seminar on Territories and Security (Territoires et sécurité)*, ENA, 1999

# Governance in Urban Development

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*Governance is a concept that is both overused and misunderstood. It is overused in the sense that it is often used interchangeably with "governing" or "government"; while its meaning is often understood in a number of contradictory ways.*

For researchers and practitioners of urban development – particularly in Asia, Africa and Latin America – “governance” has become an absolutely central concept in the way we understand local government, local politics, and urban life. But if the term is used rather casually nowadays, this was not always the case. In the urban development lexicon, “urban administration” was the hallmark of the 1960s; “urban management” was the most progressive concept in the 1970s and mid-1980s; while “urban governance” has become central to our conceptual apparatus since the 1990s.

The insertion of “governance” into the vocabulary of both practitioners and researchers was not without controversy. In the north, some argued that it reflected a narrowly “neo-liberal” approach to government. The fact that “governance” was often conflated (erroneously) with corporate government or even the ab-



Durban (South Africa)

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sence of corruption did not help. For the south, a second source of controversy came from the approach of the World Bank, which defined urban governance as “the manner in which power is exercised in the management of a country’s economic and social resources for development” (World Bank 1992, 1). To balance this position, which, some suggested, was unduly focused on the prerogatives of the central state, the UNDP – in accordance with researchers in the south – proposed that governance also comprised “the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences” (UNDP 1997, 3).

This international discussion, meanwhile, was percolating to the grassroots in some important developing countries. In South Africa, for example, an official policy document in the late 1990s, entitled *The Urban Development Framework*, spelled out the concept of “urban governance” as a bridge between formal local government institutions and the burgeoning number of voluntary groups and individuals providing services on the ground “well beyond what the state and planners are able to control” (South Africa 1997, 10). A year later, an important White Paper on local government reform noted that “the form of urban governance adopted in metropolitan areas will... be a critical factor in determining the future economic

prosperity and social stability of the nation” (South Africa 1998, 61). Since the turn of the millennium, the concept has enjoyed wider use in the developing world, partly because of the role of UN-HABITAT and its “Global Campaign on Urban Governance” – one of the two major international campaigns of UN-HABITAT – but also because it is reinforced by much more general use in northern countries.

Governance has had a longer life in Europe and North America, even though, just as in developing countries, there was initial skepticism and even resistance to the use of the term. Ten years ago, a French scholar proposed a shift in nomenclature from “the government of cities to urban gover-

nance” (Le Galès 1995, 60). In many respects this has come to pass. In Toronto, Canada’s largest city, a major exercise is currently underway to reform the system of local government. Not only do official documents propose new approaches to the “governance” of Toronto, but there is a lively discussion – both in the press and in published books and articles – about proper models of “governance” for Toronto. The argument is made that, for Toronto to work better, it must have more legislative powers of its own, it must enjoy better financial arrangements, and it must have improved governance structures (Broadbent 2005). To sum up, it is now clear that the idea of governance

has successfully crossed the threshold of use and understanding in both northern and southern circles of urban development. Widespread acceptance of the term should not be very surprising. Since governance connotes horizontal, interactive relationships between government, and other sectors of society (both public and private), it is clearly “in tune” with developments in other areas of social and political life. These developments include the proliferation of networks, decentralization, democratization, and civil society groups at the local level. But equally important, our cities are becoming more connected all the time. With decentralized cooperation between cities in the north

and south, with increasing movements and migration of people, with trade, improved transport, and steadily improving means of communication through the internet and other electronic means, we are on the way to building a global society. This global society is most visible in the cities, and in the largest cities. Of course this does not mean that local context does not matter: it does, and a great deal. But the manner in which we interpret ourselves as citizens to others, and the way in which we develop our own local institutions to express our urban cultural and social particularities can find effective expression in the concept of local governance. ■

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## **Good Urban Governance, Poverty Reduction and the Millennium Development Goals: The UN-HABITAT Experience**

As poverty increasingly becomes an urban phenomenon, it is in the cities of the world that local government has the biggest task of addressing poverty. Over the last decade, a number of countries have taken steps to devolve both power and responsibilities to local governments. Expanded responsibilities of local governments invariably include delivery of all or most of the basic services – water and sanitation, primary education and health care – which are often the main priorities of the poor and which touch upon many of the Millennium Development Goals (MDGs). For decentralisation to be an effective tool to combat poverty, however, it must be accompanied by good governance, with recognition and acceptance of the values of participation, equity, effectiveness, transparency and accountability. Inclusive decision-making processes must be adopted in order to ensure that the poor and the marginalised have a voice in identification of development priorities, both sectoral and spatial; allocation of resources; and management of services and infrastructure. Over the last few years, thanks to the normative and advocacy efforts of UN-HABITAT’s Global Campaign on

Urban Governance as well as those of other international agencies, it is now largely accepted that good governance is a prerequisite for poverty reduction. The challenge now is to develop appropriate tools that can assist cities in improving the quality of governance at the local level. The Campaign, therefore, has concentrated its recent efforts on developing such tools and products. These include Toolkits on Participatory Urban Decision Making, Transparency in Local Governance, Local to Local Dialogues and Participatory Budgeting. The Urban Governance Index, a tool to objectively measure the quality of urban governance, has also been developed by the Campaign. These tools are helping cities in a very practical way in overcoming urban governance challenges and making progress towards achieving the MDGs.

*More information can be obtained from: [www.unhabitat.org/campaigns/governance](http://www.unhabitat.org/campaigns/governance)*

# The state of thought about urban governance — in DCs

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*The term “governance” was coined by the World Bank in 1989, in a context between action and doctrine, marked by a series of reviews and appraisals concerning the implementation of structural adjustment, which were intended to re-launch the operational machine by, in particular, making a closer examination of the institutional framework of reform. Probably, the most intensive investigation has taken place with regard to urban development, as cities have always been the place where social, economic and, in particular, political problems are concentrated.*

This interest has given rise to an extremely abundant literature, intended, in the early 1990s, to provide better management of cities which were considered as the driving force of growth in a world dominated by liberalism, but which had suffered from the structural adjustment of the 1980s, and which had witnessed an excessive increase in urban poverty. During this decade, the keywords of urban development became decentralization, budgetary responsibility, the privatization of urban services, and strategic planning. These are the words of governance. They also each describe a category of urban project which aimed to give local expression, based on a new relationship with central government, of the much talked about “Washington consensus” which gave legitimacy to the continuation of structural adjustment, and in many cases advocated its strengthening. However, we should make no mistake: while the discourse appears to be merely ideological, it also represents a set of highly practical recommendations which over the last fifteen years have influenced the urban development activities un-



*Quarter El Canal, Havana (Cuba)*

*D.R. - Kosta Mathey*

dertaken by the World Bank and conducted within the framework of international cooperation, admittedly with local variations. To give just one example of such variations, the French model of decentralization was marked out from the Anglo-Saxon model, at least at the beginning of the period, by the way it dissociated privatization from the decentralization of powers. Moreover, decentralized co-

operation, by revealing the extreme diversity of situations and real configurations of the modes of urban governance, has led stakeholders and decision-makers to make compromises. No doubt the thorniest problem has been the participation of citizens in a type of urban management that was developed in Washington on the basis of the corporate governance model, which advocates the involvement

of stake-holders, collective stake- and shareholders in urban development, of which civil society, in particular, is one of many. Things became extremely complex when Governance, Decentralization and Democracy encountered each other in the field. Also, although at the level of discourse, the terms “good governance” and “democracy” have become interchangeable, frequently relegating technical instru-

ments to the background as part of a more restrictive concept of governance, the juxtaposition of words with realities has revealed highly contrasted situations, consisting frequently of power struggles between antagonistic social groups, between civil society and those in power (who are themselves heterogeneous) and even between States and the institutions providing development aid.

We therefore find ourselves once again in an intermediate situation, marked by appraisals and analyses; in the connection the PRUD (the Urban Development Research Programme which was set up by the French Ministry of Foreign Affairs and ran from 2001 to 2004), makes an indisputable con-

tribution to a necessary process of reflection. Most of the research conducted within this framework has revealed the large diversity both as regards the situations and the stances adopted by urban development stakeholders. The consequence of this is negotiated compromises, concessions which have been described as makeshift institutional repairs, but which have the benefit of assisting the objectives of regulation and redistribution, which are the foundations of the struggle against poverty. Priority is given to analysis of municipalization with regard to decentralization, to customary land management procedures, to the political aspects of the relationship between public and private

sectors in the implementation of the delegated management of urban services, on the role (with regard to progress and resistance) of local elites, in particular professional elites, on the role of unconventional groups – trader networks – in local development. The analyses in question reinstate the political aspect of governance, in the full sense of urban policy which aims to govern the city.

In this intermediate situation, the PRUD is well integrated within a movement which has not been without some significant effects. Thus, the World Bank Institute has, with Swiss cooperation, launched a process of reflection about the role of traditional structures in

local governance. Also, the new Director of the Institute has recently stated, with regard to the Washington consensus “If this is a consensus, it is probably too close to a one size fits all recommendation”. This constitutes an invitation to improve the model of urban governance that has existed and been applied for fifteen years: the PRUD has already provided some initial ideas. ■

## United Cities and Local Governments (UCLG)

United Cities and Local Governments was set up in January 2004 in order to allow local government to be heard and represented within international bodies, with a view to promoting democracy and cooperation between cities. Today the UCLG brings together almost all the world's associations of local authorities and thus represents half the world's population.

During its first year, the UCLG has:

- strengthened its ties with the United Nations by increasing the presence of local elected representatives on the United Nations Advisory Committee of Local Authorities (UNACLA) and at major international summits (Beijing + 10, SDC 13);
- worked in favour of the reform of the United System: expressing its support for the Cardoso Report on the links between civil society and the United Nations<sup>1</sup>;
- contributed to the proposed guidelines on decentralization which were tabled during the 20th session of the UN-Habitat Governing Council;
- mobilized its members to provide assistance to the victims of the Tsunami in Asia and East Africa;

- signed memoranda of understanding with the principal international bodies (World Bank, UN-Habitat, UNESCO, UNITAR, Cities Alliances, GLOCAL).

In order to become the “global source of information” the UCLG has initiated the creation of a Global Observatory on Decentralization and Local Democracy which features an information gateway and a periodical report on the state of decentralization and local democracy in the world.

In order to support the millennium development goals, the Mayors and representatives of the world's local governments committed themselves at the last meeting of the Council in Beijing on 9-10 June 2005 to launch a Millennium Cities campaign.

*More information can be obtained from: [www.cities-localgovernments.org](http://www.cities-localgovernments.org)*

*1. The Rapport Cardoso report proposes that the General Assembly should recognize local autonomy as a universal principal and that the UCLG should become a United Nations Consultative Committee on governance issues.*

# What governance for African cities?

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*In the face of the uncontrolled expansion of African cities, we are forced to accept that development policies for urban areas have failed and that the international community has not made fresh proposals. Urban governance will only progress when mayors and local elected representatives, who are the central actors as regards decentralization policies, are given genuine support and responsibilities, but also if they take more account of the abilities of their local population with regard to organization and initiatives.*

At the present time it is not possible to talk of the governance of African cities. They are affected by a crisis as regards both thought and proposals. For the majority of African officials, cities and their completely uncontrolled growth are a testimony to the failure of development and planning policy of the areas involved. These policies have focused on the need to slow down the rural exodus, but the opposite has occurred. The cities have continued their extremely rapid growth (often around 7% per year in the long term) while the (so-called) urban policies were designed for much lower rates of urban growth (most projections were based on annual rates barely in excess of 4%). The international community is also powerless in the face of what it is no longer reluctant to consider being ungovernable cities. It has ceased to propose genuine comprehensive solutions for African cities, while in the 1970s it was still capable of putting forward comprehensive solutions for directing and limiting urbanization (for example the sites and services combined with the slum upgrading programmes promoted by



*Durban (South Africa)*

*ISTED, Xavier Crépin*

the World Bank). Cities Alliance, which was launched in 1995, marks an attempt to renew this combat. It proposes a new strategy for urban development, the CDS (City Development Strategies) and a programme to eradicate slums, the CWS (Cities Without Slums). However, this initiative has had a limited impact on African cities and efforts are currently being made to increase the amount of the Cities Alliance budget that is channelled towards Africa.

Current research efforts fail to compensate effectively for the crisis that affects thought and proposals. The essential aim of most research programmes is to understand how such formless entities as African cities manage to function in spite of everything. This research often resembles anthropological reporting that aims to inform people here (in the North) how people there (in the South) live. However, little of this analysis helps African people and officials understand the situation in

which they find themselves with a view changing it. Experts have nevertheless calculated that the population of Africa will become predominantly urban in the next twenty years. Leaving African cities to develop with no guidance, as is generally the case today in most countries, would be to run the risk of Africa ultimately becoming ungovernable. Thanks to policies of decentralization we can say that there is now someone at the helm: elected city councils and mayors. The issue of the

governance of African cities primarily concerns these persons. However, first of all we need to see what is involved.

Good urban governance poses four essential questions:

- how can the city be made productive in the sense that the local economy allows the population to earn enough to live decently?
- how can the city be inclusive in the sense of each citizen being provided with opportunities and capacities to access the social benefits of urban life to an equivalent degree?
- how can the city's development be sustainable in the sense of causing minimal environmental damage and adverse effects?
- how can the city be well governed ensuring that the political and institutional

context provides equitable representation of all relevant parties, and that all groups, irrespective of their social conditions, have their say, and are at all times able to monitor the performance of officials?

Currently, South Africa is almost the only country where local authorities are legally obliged to meet these four conditions. In addition the country has the necessary tools, in the form of a process known as IDP (Integrated Development Planning). Everywhere else, local authorities have no means of ensuring the good governance of their locality. Most of the time, decentralization is ineffective, as central government has not yet put in place a process of genuine devolution of power to local authorities. Mayors inherit a genuine statistical fracture which appears to

be more serious than a numerical fracture: they have no figures on which to base their decisions, with the result that municipal management is frequently hazardous. The level of qualification of municipal staff is quite inadequate in relation to the tasks they are expected to perform.

Some grounds for hope nevertheless exist in the extraordinary creativity of the citizens themselves, both in terms of organization (in the many associations that bring together residents or other groups) or initiatives (in the form of local firms providing goods and services). It is essential for African mayors and local representatives to rely more on this source in order to be able to satisfy the criteria of good governance rather than tie themselves to the conditions of good governance that have been

defined elsewhere and whose relevance to the African context may be extremely questionable. ■

## Urban governance impacts of city development strategies

The Cities Alliance supports cities in preparing city development strategies (CDS) that link the process by which local stakeholders define their vision for their city and its prospects for growth, with clear priorities for actions and investments. The Alliance has supported CDS in more than 150 cities. Local ownership of the process is vital - the city takes the lead with the urban poor and local business leaders actively involved.

A key lesson that has emerged is that CDSs should focus on results - the city identifies its problems, potential and opportunities and sets priorities for action through the collaborative involvement of stakeholders. The CDS methodology has 4 key building blocks:

- Analysis - state of the city and its region
- Vision - futuristic and realistic, long-term, understandable
- Strategy - focuses on results, prioritize, addresses responsibility
- Implementation - addresses what, when, how much, whose resources by year, monitoring of expected impacts.

City strategies can enhance decentralization, facilitate private and public sector investment and become a key tool for improving city budgeting and governance. The ability to attract long-term capital funding provides the incentive to demonstrate stable revenue streams by improving accountability for service delivery and making citizens aware of how their money is spent.

Interestingly the private sector is increasingly monitoring key indicators of city performance, as in the recently published City Governance Survey<sup>1</sup> which monitors the quality of urban governance worldwide. This illustrates the direct link between good governance and private sector willingness to invest.

*1. Published September 2004 by the international property consultant, Jones Lang Lasalle*

# The contribution of decentralized development aid to urban governance in Asia

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*A sustainable development programme has been running between Lyon in France and Ho Chi Minh City in Vietnam for fifteen years now. It has survived in spite of distance, cultural differences and political changes. It has been evolving all the time, using a variety of approaches and asking a variety of forms.*

The first agreement between the Greater Lyon Urban Community and the People's Committee of Ho Chi Minh City was signed in 1989 and was for the Lyon urban planning agency to manage, jointly with its Vietnamese counterpart, a development aid programme that was 50% financed by bilateral aid.

The aid programme was developed by two French trainees living in Ho Chi Minh City and had three main themes:

- heritage,
- urban planning,
- travel and public transport.

The work in each of these areas has been concretized by operational reports. In addition, a book on the city's architecture has highlighted the fact that its rich heritage is threatened by the requirements of development.

The two cities are, of course, at different stages of development. The same applies to their rates of growth. No solution can be applied without modification. Nevertheless, an external analysis conducted on the basis of imperfect but smoothly running experience makes an undeniable contribution. Additional expert missions have been added to this

link, involving Semaly (an urban transport and railway engineering, INRETS (The French National Institute for Transport and Safety Research), or the French Ministry of Public Works and Transport. In return, Vietnamese civil service have spent time in France and the University has also been involved.

The development aid programme was mainly technical at the outset, but gradually many human ties have been developed, each allowing the two parties to better understand and appreciate

the other. The mutual enrichment of all those who have at one time or another been involved in the process is undeniable, and the practical fruits are measurable. At the end of 1997, as the decentralized bilateral cooperation programme was drawing to a close, two initiatives allowed this work to continue. On the one hand, the entire sector which worked on Lyon "lighting plan" was mobilized and provided illumination for Ho Chi Minh City's harbour station. The inauguration of this provided an opportunity to mobilize more

than one hundred company directors from Lyon around the consular chambers and professional bodies. This was the first opportunity for some to make contact with their Vietnamese colleagues and do business.

In the area of illumination, collaboration is now permanent and professional.

In addition, an ASIA URBS programme has been set up, financed by the European Union, Greater Lyon and the Province of Namur (Belgium).

This programme related to the transformation of seventy hectares of the Binh Trung Đông district, near Thu Thiem, an up-and-coming district of Ho Chi Minh City which covers almost a thousand hectares. The cooperation programme has improved planning techniques, scheduling and the

*The Ho Chi Minh City Museum (formerly Saigon harbour station).*



D.R. - Frédéric Guignard Perret



financial arrangements. Cooperation is continuing between the two cities with regard to operational details relating to Thu Thiem.

On the basis of experience of this type, the cities of Lyon and Colombo (in Sri Lanka) are working on "PROACT", a cooperation programme funded in part by the European Commission in collaboration with the cities in the Eurocities and Citynet networks of cities. The aim is to encourage exchanges of good practice between cities and to arrive at the implementation of two or three concrete and operational cooperation projects involving the donors.

A few concluding remarks:

- To be successful, cooper-

ation with Asia must take place over a long period. All the cities with experience in the area will confirm this.

- A considerable amount of funding is available to supplement the local authority's own funds. Patience and determination are needed to obtain these funds.

- While cooperation provides benefits for Asian cities, the same is true for the European participants who are able to renew and enrich their know-how as a result of the challenges they are presented with and the need to discover a new context.

Decentralized cooperation can really be a win/win



The Ho Chi Minh City Museum (formerly Saigon harbour station).

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## Events

### SIVIT 2005

*Cities and Territories: today's changes and stakes*  
International Seminar  
12, 13 and 14 November 2005  
Université Ferhat Abbas, Sétif

Organized by the Laboratoire Projet Urbain, Ville et Territoire (PUVIT) and the Université Ferhat Abbas, Sétif (UFAS), with the participation of the CNRS Laboratory SEDET - UFR 7135/ University Denis Diderot (Paris 7). The issues will be tackled using the Algerian situation as a starting point, but a comparison will also be made between the cities of the Southern Mediterranean area with regard to the following issues:

- Mobility and spatial effects: demographic phenomena, urban hierarchies, regulation, residual space, marginality, territorial recomposition, urban/rural interface, transportation.
- Operational constraints and management of urban risk: operation, urban networks, resources, living environment, morphological aspects, urban projects.
- Public action, local stakeholders and social practices: role and position of local authorities and central government, public action, sectoral approaches, social practices and other social phenomena.

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### Decentralization:

*a tool for a new form of urban governance?*  
Survey and outlook in France  
and Latin America

Latin America is a continent of contrasts: different States exhibit different degrees of development and their socio-economic tissue is extremely heterogeneous. This explains why each country in it has specific political and administrative processes. The process of decentralization is directly linked to local governance and permits democratic principles to become established, good management which is transparent and responsible for the Nation as well as good regional planning. The extent to which it is applied varies greatly from one country to another and progress is marked by successes and failures. In spite of the changes that have been made to the institutional framework, decentralization is, in reality, an incomplete process that which has not always achieved its aims. Aware of the importance of the topic, the Inter-American Development Bank (IABD), through its special office in Europe, and the Ecole Nationale d'Administration brought together, on 27 and 28 June 2005 in Paris, experts on decentralization from both sides of the Atlantic for a seminar entitled "Decentralization: a tool for a new form of urban governance? Survey and outlook in France and Latin America". During these 2 days, representatives of the political worlds of the two continents described their experience in the area and engaged in discussions with researchers working in the field. Four main topics were covered:

- Links between central and local power: from deconcentration to decentralization
- Local finances: what resources for what expertise?
- Management modes for local public service: delegation of public service and public/private partnership,
- What human resources for local authorities? Status, recruitment and training.

The IABD will publish the proceedings of the seminar in the near future. Further information and the full programme for the event are available on the Internet at: <http://www.iadb.org/europe/>

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# Urban governance in India in the age of liberalization and decentralization

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*The politico-administrative reforms relating to urban governance initiated in the 1990s by the Indian government encourage the participation of citizens, in particular women, and confer institutional status on urban local authorities. Nevertheless, in a country like India where enormous inequalities prevail, the model of governance that has been adopted, together with a reduction in central government subsidies is tending to reinforce disparities at various levels.*

## The turning point in urban policies

One-third of India's population lives in cities, but at present they account for 60% of the country's national income. However, their vital contribution to the national economy and the driving role of metropolises was not officially recognised by the public authorities until the 1980s. The policy of economic liberalization and openness to the international market

launched by the Indian government in 1991 confirms this turning point in urban policy. The new strategy is based around the concepts of **deregulation, privatization and decentralization**. Its aims are to enhance the economic efficiency of cities, promote the development of their infrastructure and better respond to housing demand. Public-private partnerships, the strengthening of the role of the private sector and the principle

of cost recovery are also promoted.

Several deregulation measures have altered the urban context as regards development and management; in particular, deregulation of the cement sector which has dynamized the construction sector, the abolition of the need for a license for the majority of industrial plants (previously, licences could provide a means of keeping them away from metropolises), abolition in 1999 of

the law imposing a ceiling on the value of urban property owned.

## Politico-administrative decentralization and new stakeholders

In the sphere of urban governance, the cornerstone of reforms is a 1992 amendment to the constitution which decentralizes strategic government and promotes participative democracy. This amendment:

- grants constitutional status to urban local authorities, with elected councils, as the third level of government;
- encourages the participation of women and the most marginalized social groups by reserving a quota of seats on the council (one third for women and

## Publications



### New Governance Indicators (1996-2004)

The World Bank has published new governance indicators for 209 countries.

In a new research report, Daniel Kaufmann, Director of Global Governance at the World Bank Institute, and Aart Kraay, Lead Economist in the Bank's Research Group, unveil a set of worldwide governance indicators which cover 209 countries between 1996 and 2004. This work is based on six quantifiable components of good governance:

1. Voice and accountability – measuring political, civil and human rights

2. Political instability and violence – measuring the likelihood of violent threats to, or changes in, government, including terrorism
3. Government effectiveness – measuring the competence of the bureaucracy and the quality of public service delivery
4. Regulatory burden – measuring the incidence of market-unfriendly policies
5. Rule of law – measuring the quality of contract enforcement, the police, and the courts including judiciary independence, and the incidence of crime
6. Control of corruption – measuring the abuse of public power for private gain, including

petty and grand corruption (and state capture by elites).

The user-friendly governance indicators interactive web page allows the user to compare a single country's performance across all six governance indicators, or to compare several countries against one of the six measures, and to instantly produce any chart, table or governance map of their choosing.

*The work of the World Bank Institute (WBI) can be consulted at:*

*<http://www.worldbank.org/wbi/governance/index.html>*

for former untouchables and tribal groups a number of seats that is proportional to their respective demographic weight in the ward in question);

- transfers to the local authority all responsibilities for urban planning, in particular for infrastructure and services, and the mobilization of the necessary financial resources – by means of taxation, by recovering costs from users and by attracting private investors (from inside or outside the county);
- provides for the setting up of ward committees to deal with local problems. These bring together elected representatives and representatives from the municipality, with, perhaps, representatives from associations.

Empirical studies have shown that while local initiatives can definitely improve provision of basic urban services, initiatives from civil society and private operators have little chance of success without strong support from local or national government. Any improvement which is to be

lasting also requires reform of the public sector.

In a country like India where enormous spatial and socioeconomic disparities prevail, this model of urban governance, accompanied by a reduction in State subsidies, tends to reinforce disparities at a number of levels. On one hand, disparities between the large metropolises and small and medium-sized towns and cities: only the first, with their sound economic base are able to mobilize financial resources and attract private investors, and it becomes very difficult for the second to finance expenditure on infrastructure. On the other hand disparities within large cities: the possibility of providing differentiated levels of services on the basis of users' ability to pay will reinforce the process by which cities are being divided into rich districts and poor districts.

To sum up, decentralization in a context of economic liberalization will benefit those who already have the ability to take part in the process of governance. ■



*An isolated village in a new district in the southern suburbs of Delhi.*

*The high rate of urbanization in the outskirts of the large metropolises leads to extremely heterogeneous spaces where governance becomes more complex.*

## Publications



Revue Tiers Monde  
N°181 Tome 46 January – March  
2005, Published by IEDES,  
Université Paris I.

### “Décentralisation et développement local : un lien à repenser”

Under the direction of Alain Dubresson and Yves-André Fauré  
This report invites us to reconsider the link, too frequently seen as mechanical, between decentralization and local development. This question is illustrated by an analysis of the situations in the Cape and Durban in South Africa, in Senegal and Brazil, and also in the states of Andhra Pradesh in India and Guanajuato in Mexico.

Price 24 Euros

Contact: [tiermond@univ-paris1.fr](mailto:tiermond@univ-paris1.fr)

### Programme prioritaire du développement urbain (PPDU) Villes africaines

#### Le livre blanc du développement urbain

Urban forecasts based on the PPDU, published by the CCFD, September 2004.

This publication provides an account of the actions of the PPDU in African cities, the approaches and techniques employed for the different aspects and the lessons to be drawn from the programme. It applies a thematic approach in three parts:

- the shared city,
- constructing citizenship in the city,
- urban forecasting.

Contact: [ccfd@asso.fr](mailto:ccfd@asso.fr)

### Groupe de recherches sur le Maghreb et le Moyen-Orient (Gremamo) - Cahier n°18.

#### Villes arabes en mouvement

Coordination: Sid-Ahmed Souiah  
Laboratoire Sedet-CNRS - Université Paris VII-Denis Diderot  
Published by L'Harmattan, 2005

The extremely informative papers provide fresh analyses of urban dynamics and the recomposition of central and peripheral urban areas in Maghreb and Machreq. Two fundamental processes underlie this research: analysis of the changes that are linked to the process of metropolization; analysis of socio-spatial recomposition and the strategies developed by the new stakeholders.

Price: 23.50 Euros

# News on cooperation

International Platform  
on Sustainable Urban  
Development  
S-DEV Geneva 05

First meetings for decentralized  
Franco-Chinese cooperation  
27 and 28 October 2005 - Wuhan

**11-13 October 2005**  
**Innovating cities across the world**

**Debate, Showcase, Action !**  
S-DEV Geneva annual event present future action-oriented solutions in the field of sustainable development

The first such event, S-DEV Geneva 05, will be held from 11 to 13 October 2005 at the PALEXPO congress and exhibition centre in Geneva, Switzerland.

S-DEV Geneva 05 focuses on sustainable urban development. Its aim is to create an international forum for meetings and discussion for stakeholders and decision-makers from all over the world who are looking for sustainable solutions.

S-DEV Geneva 05 is a unique event providing synergies between three elements: a conference, an exhibition and workshops. A market-place has been created at the centre of the exhibition, and a programme of conference-debates focusing on urban innovation as well as interactive workshops will provide opportunities for participants from the North and South to exchange knowledge and construct partnerships.

The theme for the conference will be "Innovating cities, in the North and South" with the collaboration of 80 municipalities of the North and South.

Cities selected for their innovative characteristics will present their solutions and experience.

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At the instigation of the National Committee for decentralized Cooperation (which belongs to the French Ministry for Foreign Affairs), of the Association for friendship between the Chinese People and foreign countries, of the Chinese Embassy in France, and the municipalities of Wuhan and Bordeaux, the first meetings for decentralized Franco-Chinese cooperation are to take place in Wuhan (Hubei Province), on 27 and 28 October 2005, with the aim of further enhancing the close cooperation that has been set up by the Sino-French cultural exchange years. These meetings, which are open to all French and Chinese municipalities, will permit a pooling of the experience and desires for the future of all parties and, in particular, explore the field of urban engineering where there is considerable potential for further cooperation between the two countries. In order to approach this topic, Jacques Valade, who is a Senator and deputy Mayor of Bordeaux with responsibility for foreign relations, chaired a Steering

Committee bringing together about fifty French local authorities including five leaders which will coordinate the preparation of the thematic workshops:

- The urban environment (treatment of waste and waste water, atmospheric pollution, etc.) coordinated by the greater Paris Region.
- Urban planning (old buildings, the urban mix, new districts, etc.) coordinated by the municipalities of Rennes and Paris.
- Travel (urban and regional transportation, traffic management, urban travel plans, etc.) coordinated by the Rhône-Alpes region.
- The techniques involved in Franco-Chinese relations at local level (What kind of cooperation? What objectives? What partners?) coordinated by the Alsace region and the Senate.

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**Association de professionnels - développement  
urbain et coopération (AdP)**  
**Association of urban development and  
cooperation professionals (AdP)**

The AdP seminar is to be held at the ENPC in Paris, on Friday 9 September 2005. The topic will be "decentralized cooperation and urban development professionals". The recent creation of a global framework for direct cooperation between cities and local authorities within United Cities and Local Governments (UCLG) provides an opportunity to perform a survey of French decentralized co-

operation and examine its methods, objectives and features. What position does it occupy in development aid, how capable is it of developing a strategy that matches the scale of the problems that face the cities and towns of developing countries? What career opportunities does it provide? This next Association of Urban Development Professionals seminar will tackle all these issues.  
Contact: [www.adp.asso.fr](http://www.adp.asso.fr)

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